Sustaining Innovation on Public Health Service by Building Creative Culture in Rural Areas: Case on Program of Pemburu-Bumil-Resti at Banyuwangi Regency - Indonesia

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Abstract. Banyuwangi Regency, located in East Java Province has been popular several breakthroughs in public sector as initiated and promoted by Local Government of Banyuwangi. Innovation on public sector is aimed to deliver public services to Banyuwangi’s local people. One of prominent innovation forms is on public health sector called as The Pemburu-Bumil-Resti Program, aimed to minimize the number of baby and mother mortality rate in Banyuwangi Regency. It is necessary for pregnant women with potential for high-risk birth especially for those occupying in rural areas. The program is successfully considered to improve local people health quality in rural areas, as appreciated by national and international organizations. Unfortunately, this program is still dominantly conducted by Health Agency of Banyuwangi Government at recent time. This study is post-positivistic approach by using case study method conducted in rural areas in Sempu District – Banyuwangi Regency. The research is on an ongoing study starting from 15 January to 15 February 2019. The temporary research finding states that The Pemburu-Bumil-Resti program should be reinforced through building creative culture on rural community to improve participation and awareness of this program and to sustain it in the next period of leadership in Banyuwangi Regency.

Keywords: Innovation, Health Service, Culture, Rural Areas, Banyuwangi

1. Introduction

1.1 Background

Banyuwangi Regency, located in East Java Province, becomes one of innovative local governments in Indonesia. Local Government of Banyuwangi (Pemkab-Banyuwangi) has received many innovative and public awards at national and international level. There are about 50 exciting awards during leadership period of Mr Abdullah Azwar Anas as a Regent of Banyuwangi (2010 year-present) [1, 2, 3]. Banyuwangi Regent government has breakthrough in delivering public health service for villagers in order to get affordable and equitable access. In this regard, Health
Agency of Banyuwangi Government (Dinkes-Kabupaten-Banyuwangi) is the most responsible actor to create easier, faster, cheaper, and more gratifying services for them. One of innovative programs on public health service is Pemburu-Bumil-Resti, a part of larger program called Sakinah. The program is aimed to look for pregnant women with potential for high-risk birth. It is totally facilitated by Dinkes-Kabupaten-Banyuwangi, and is technically conducted by mobile vegetable sellers which all of them are Banyuwangi’s women [3, 5]. In rural areas of Banyuwangi, and some rural areas in East Jatim Province, the mobile vegetable sellers are usually called as mlijo. Actually, they do not only sell vegetables, but also sell various daily cooking needs such as meat, seasoning, food, beverage, and many more. It is firstly implemented in rural areas at Sempu District. In this area, it has been successfully implemented because it can press the number of baby and mother mortality rate until zero number in 2014-2015[6]. In 2017-2018 period, the number of baby and mother mortality rate is still zero, and Local Government of Banyuwangi receives the international awards of Open Government Partnership (OGP) on Asia-Pacific Regional Meeting in Seoul, South Korea [7].

To maximize the performance of this program, Dinkes-Kabupaten-Banyuwangi equips mlijo with smartphone and pulse, buckets containing information about pregnant women health, and boots [8]. Involvement of mlijo to find out pregnant women with potential for high-risk birth who live in rural areas is a reasonable way. They can sell vegetables to specific areas where there is no any public transport to achieve the location. Besides, this way assists to reduce burden at Dinkes-Kabupaten-Banyuwangi in delivering public health services. In this context, role of Health Agency of Banyuwangi Government at Sempu District (Puskesmas-Sempu) is very dominant in promoting program of Pemburu-Bumil-Resti, even The Puskesmas-Sempu is the main actor to stop number of baby and mother mortality rate in rural areas. However, the program of Pemburu-Bumil-Resti is adequately susceptible in that the program, which is highly relied on political situation at Local Government of Banyuwangi. Anggraini et. al, pointed out that to make robust local people in maintaining and improving the program, becomes a serious challenge regarding with low awareness of Banyuwangi’s villagers about the importance of health [6]. The relevant studies indicate that involvement of local people or communities and related actors/stakeholders in promoting innovation in health public service is totally required [9, 10].

Active involvement of villagers at Sempu District to sustain Pemburu-Bumil-Resti program as an innovative program is actualized by building creative culture. According to Burdon et al, creative culture is one of pivotal factors in responding a change in an organization. In this term, organization is local community or local people occupying in rural areas at Sempu District, called as rural community [11]. Innovative culture is a precondition concerning how an innovation is mainly rooted from agreement and cooperation of all actors, rural community, government, and supporting organizations. In rural area, building creative culture is not easy, OECD and Clavel note that building rural area provides a challenge requiring coordination and cooperation of across sectors at inter-disciplinary field. Certainly, it also needs mutual understanding among actors to achieve rural development goal [12, 13]. Therefore, this study is focused on building creative culture on three main actors such as: rural community at Sempu District, Health Agency of Banyuwangi Government at Sempu District (Puskesmas-Sempu), and mobile vegetable sellers at Sempu District (mlijo).

1.2 Problem Statement and Research Goal

Building creative culture by involving rural communities, Puskesmas-Sempu, and mlijo in sustaining innovative program of Pemburu-Bumil-Resti at Sempu District in Banyuwangi Regency requires attention on two things. Firstly, it is important to know perception of those actors about innovation on health service in rural communities. Secondly, It is necessary to identify builder factors of mutual interaction of those actors in delivering program of Pemburu-Bumil-Resti at recent time. In this regards, there are two main research questions that will be addressed on this study such as:

1. How is the perception of rural communities, Puskesmas-Sempu, and mlijo about program of Pemburu-Bumil-Resti at Sempu District in Banyuwangi Regency?
What are builder factors of mutual interaction of *Puskesmas-Sempu* in collaboration with *mlijo* and rural communities to deliver program of *Pemburu-Bumil-Resti* at Sempu District in Banyuwangi Regency?

This research goal is primarily aimed to answer both questions as above, including:

1. To describe the perception of rural communities, *Puskesmas-Sempu*, and *mlijo* about program of *Pemburu-Bumil-Resti* at Sempu District in Banyuwangi Regency.
2. To identify builder factors of mutual interaction of *Puskesmas-Sempu* in collaboration with *mlijo* and rural communities to deliver program of *Pemburu-Bumil-Resti* at Sempu District in Banyuwangi Regency.

### 1.3 Conceptual Review

#### 1.3.1 Innovation on public sector organization

Innovation on public sector organization (PSO) is relatively new compared to innovation on business sector organization (BSO), early adopted by developed countries in Continental Europe and Anglo Saxon on 1980s [14]. In end of 1990s and in early 2000s, the utilization of PSO is widely applied in Asia countries and other developing countries to respond global challenges and public demands [15]. Basically, innovation definition either on PSO or BSO is similar in terms of newness. According to Clavel, innovation is the implementation of a novelty or newness stemmed from an idea, process or technology. It is also a novel manner to produce several benefits for social, economic, and others such as the stakeholders and for community [13]. Innovation is not occurring in a vacuum, but it is the result of a interaction process among various actors.

Alike BSO, innovation on PSO comprises newness on: product and services, service delivery way or process, organization, and marketing or diffusing [16]. In this context, innovation is primarily focused on newness on public service delivery way or process, notably on public health service sector. Despite the urgency to create innovation on public service delivery, it is often necessarily needed to make an innovative organization in making newness on it. It is important that each innovation on PSO is often as result of another innovation on previous newness. Innovation on PSO has striking differences to BSO. Windrum and Hartley provide at least two domains of innovation on PSO which are: 1) presence of political factor, 2) achievement not only for economy benefits, but also for socio benefits or may be political benefits for politicians. It is important to be noted that innovation on PSO is not simple as on BSO [17, 18]. Lynn Jr. points out that innovation PSO is a complex process involving various key actors to get new ideas and to get approval from politicians or stakeholders [19]. Based on specific characteristic of innovation on PSO, the researchers add that innovation on PSO is characterized by inclusivity, where all of related consumers (public) can access result of innovation.

#### 1.3.2 Rural area and rural development

Rural area is a place where a population density is accounted under 150 dwellers per km$^2$, it is classified in thinly populated area. It is based on rural definition coined by Local Administrative Level 2 (LAU2), as part of the OECD survey [20]. European Commission defines rural areas is “a spatial phenomenon that extends across regions, landscapes, natural areas, agricultural land, villages, and other larger urban centres, pockets of industrialisation and regional centres. It encompasses a diverse and complex economic and social fabric. It is the home of a great wealth of natural and cultural resources and traditions. It is becoming more important as a place for relaxation and leisure activities” [21 p. 1]. Both definition are widely developed and utilized by countries in Europe. Definition of rural area is not single definition that can be applied at each country. Definition of rural area conveys various terms according to characteristics at each country. A particular definition should be developed at each country based on several measures such as: population size, socioeconomic structure of population, industrial area, and so on [20].Ni Fhlatharta and Farrell and Vicol et al. reveal that traditional agriculture sector as main livelihood of villagers has currently shifted to service and industrial sector, especially on agriculture-based industry [23, 24]. According to Gilaninia, rural development is defined as “maturity of though and hard work and determined action of villagers to
improve their community, through self-education, self-help and cooperation; thus, rural development can be considered as development of economic, social and culture”[25].

In Indonesia case, rural area is also known as village, a place where local dwellers and head of village can meet together to discuss and solve all affairs in this area [4]. Rural or village has recently had self-government since 2014, in which village government is able to arrange appropriate programs, in line with villagers needs. Even, there is special village funding allocated by central government to support rural development [22]. Defining a place as a rural area in Indonesia also considers local values and main economy sources in that place. There is not only specific limitation of population number occupying a village of rural, but the geographical factor becomes an influencing factor in determining term of village in Indonesia. Surely, Indonesia has many terms of rural which is different at each region, such as: nagari in West Sumatera Province and Desa in East and Central Java Province. Unlike other countries, rural areas of Indonesia is growing due to globalization effect and increasing needs of villagers. Many new business units are developed by local people to improve local well-being, attempting to secure local values or culture that shape local behaviour of them.

1.3.3 Creative culture

Innovation practice on both BSO and PSO are not linear process, involvement and collaboration among various actors and stakeholders are essential to materialize it. Rather, innovation is built by robust ecosystem by involving active participation ranging from senior manager, innovation manager [26] and individual or participants as beneficiaries of innovation [27]. Emergence of innovation is inseparable from culture embedded in an organization. Culture is often deemed as development base of a society, as a foundation to generate a particular ecosystem. Culture is defined as all activity of society, as important sector facilitating innovation to resolve problems or yield development in other fields, or even on culture field itself [28]. Culture is necessary to make innovation workable that supports innovation by not hindering culture.

Creative culture is a popular term in BSO environment, but it is rarely faced in PSO environment. Howkins defines creative or creativity as intellectual property, not private activity, spiritual matter, and explicit in public sphere as well [29]. Landry and Bianchini and Stamm state that creativity is stage of ideas generated, while innovation is stage of ideas implemented and used by consumers [30, 31]. In another meaning, innovation is a result of creativity to directly support innovation practice [11]. The creative culture definition becomes a pivotal factor in growing innovation in PSO. Building creative culture in PSO is very complex process due to existence of political factor in building creative culture and presence of various goals of beneficiaries.

2. Methods

This research is post-positivitism approach using two main concepts as a research analysis framework such as innovation and rural development. Both concepts are used to analyze innovative culture builders in sustaining innovation on public health service in 2 (two) rural areas at Sempu District in Banyuwangi Regency, East Java Province. The time period of research was from 15 January to 15 February 2019. Case study becomes the main research method by collecting and compiling descriptive data derived from key informants (Table 1.). Case study is utilized to describe field phenomenon at whole which is inseparable. By this method, the study will yield descriptive qualitative data which is analyzed by using both concepts [32]. Thus, perception and valuation of researcher(s) in viewing phenomena must be framed by a research guidance to keep a research focused on goal(s). The research site is conducted in two villages at Sempu District – Banyuwangi Regency covering Sempu Village and Jambewangi Village. Both villages are chosen because they have extreme difference in population number and public health facilities. Sempu is the smallest population area (5,441 people), while Jambewangi is the largest population area (20,740 people). In addition, Sempu village has 8 health service units for mother and baby (Posyandu), while Jambewangi village has 33 units of Posyandu [33].
Table 1. Key Informants List

| Type of Informants                                                                 | Number |
|-----------------------------------------------------------------------------------|--------|
| Head and official staffs of *Puskesmas-Sempu*                                     | 3      |
| Local communities in two villages: Sempu village and Jambewangi village at Sempu District as representative informants* | 2      |
| Women as milo at each village *                                                   | 2      |
| Women as target groups of program in two villages: Sempu village and Jambewangi village at Sempu District | 2      |
| Midwife at each village                                                           | 2      |
| Village government at each village                                                 | 2      |
| An expert innovation on public sector organization (PSO) and An expert in rural areas | 1      |
| **Total**                                                                         | **14** |

Note: * at each village by at least 1 informant

This study also applies a literature review including relevant official documents, scientific articles, books, and other literatures related to innovation, culture, rural areas, health service, and Sempu District. To validate the field data findings, the collected data will be triangulated by means of discussion with the expert(s) understanding deeply about innovation in public sector and rural area development to minimize subjective interpretation conducted by researchers. However, interpretation of researchers cannot be fully omitted in this study due to nature of research on case study method.

3. Results and Discussions
3.1 Public Health Service in Banyuwangi Regency

Banyuwangi Regency is 5.782,50 km\(^2\) width with total population of 1.692,324 people and population density of 292,66 persons/km\(^2\) in 2017 year [34]. To deliver public health service to local people in Banyuwangi Regency, Local Government of Banyuwangi has formulated and implemented public health programs to fulfill health need of Banyuwangi’s local people.

3.2 The Program of Pemburu-Bumil-Resti and Its Effect

*Pemburu-Bumil-Resti* program becomes a specific part of *Sakinah* program to stop the number of baby and mother mortality rate in rural areas. The *Sakinah* program has been nominated as Top 33 Public Service Innovation by Ministry of Civil Apparatus Empowerment and Bureaucracy Reformation (KemenPAN dan RB) in 2015 [35]. In period of 2014-2015, the program could press the number of baby and mother mortality rate until zero number [6]. Indeed, until 2017-2018 period, the number of baby and mother mortality rate is still zero [7]. In 2016 year, *Puskesmas-Sempu* receives an international awards from GIZ, a non-profit organization which is operated by Germany’s institution [35], and in 2018 year, this program has been appreciated on the international award of Open Government Partnership (OGP) held on Asia-Pacific Meeting in Seoul, South Korea [7].

3.3 Profile of Sempu Village and Jambewangi Village at Sempu District – Banyuwangi Regency

Sempu is a district consisting of 7 villages including: Sempu (width 4,9 Km\(^2\)), Tegalarum (5,77 Km\(^2\)), Jambewangi (15,59 Km\(^2\)), Temuasri (5,15 Km\(^2\)), Karangsari (12,7 Km\(^2\)), Temuguruh (8,5 Km\(^2\)), and Gendoh (6,1 Km\(^2\)). Total population of Sempu district is 72.323 people divided into 36.000 men and 36.323 women. Most of local people work as farmer (16.825 persons), followed by worker in processing-industry (4.414 persons), entrepreneur or worker on trade, restaurant, and hotel (9.058 persons), and as worker or owner on transportation, warehouse, and communication (875 persons). On health sector, there are 134 health units to deliver public health service to local people supported by health workers as accounted to 50 persons comprised by doctors, dentists, nurses, and midwives. Besides, there are traditional health assistants who assist birth process for pregnant women (we call as *dukun bayi*) accounted to 30 persons to assist in keeping people health through massage (we call as *tukang pijat*) accounted to 68 persons [33].
3.4 Perception of Rural Communities, Agency of Puskesmas-Sempu, and Mlijo about Program of Pemburu-Bumil-Resti

Three actors such as: rural communities, Puskesmas-Sempu, and Mlijo have various perception to respond program of Pemburu-Bumil-Resti at Sempu District. It is apparent that common perception towards such actors remains good indicating that this program is positively worthwhile for local people occupying in rural areas at Sempu District – Banyuwangi Regency, especially for pregnant women. Based on their perception, this program is not seperated from real action of staffs at Puskesmas-Sempu in collaboration with mlijo and rural communities. Each actor also states that the program of Pemburu-Bumil-Resti will face serious challenge at future when there is local political leader election by 2020 in Banyuwangi Regency. Generally speaking, at local government level in Indonesia, each top local leader is substituted by another top local leader, followed with substitution at line of middle and low manager. Automatically, the program is also substituted with new program initiated by new top local leader. In this case, a stable ecosystem in a supporting frame for sustaining the program of Pemburu-Bumil-Resti is necessarily demanded.

3.5 Builders of Creative Culture in Sempu District

Building good and positive ecosystem to support the program of Pemburu-Bumil-Resti becomes one of the wishes perceived by rural communities, agency of Puskesmas-Sempu, and Mlijo. At recent condition, mutual interaction of those actors to conduct the program of Pemburu-Bumil-Resti has been totally triggered by Agency of Puskesmas-Sempu approximately during 3 years. This mechanism is susceptible in political condition uncertainty by 2020 where it will be top political leader substitution in Banyuwangi Regency. To foster a sustainable program suc as Pemburu-Bumil-Resti, stable ecosystem is neccesarily created not merely by Agency of Puskesmas-Sempu, but also by collaborating several key actors such as rural communities, mlijo, academics, and related actors of Banyuwangi Regency in promoting sustainability of this program. Rural communities that are fully understanding the real situation of village, is expected as main trigger in sustaining this program, understanding deeply about number, address, condition, and other update data regarding with pregnant women with potential for high-risk birth in villages.

4. Conclusion

In Sempu district, three actors such as rural communities, Puskesmas-Sempu, and Mlijo have responded positively towards the program of Pemburu-Bumil-Resti at recent time. In the future, they consider sustainability of this program by 2020 due to political leader election. Therefore, it is required a stable ecosystem to foster sustainable program during the political uncertainty era at local level. Building creative culture is a must to implement the program of Pemburu-Bumil-Resti sustainably. To foster a sustainable program, rural communities role should be improved to contribute on bargaining position towards local government agencies and political leaders.

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