

## Bureaucratic Innovation in Correctional Institutions in Riau Province

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### ABSTRACT

This study aims to analyze the bureaucratic innovations implemented at the Special Development Institution for Children (LPKA) in Pekanbaru City, Riau Province. The focus includes administrative, institutional, policy, and system innovations designed to improve the quality of public services in correctional institutions. A descriptive qualitative method was used with a case study approach. Data were collected through in-depth interviews, observation, and documentation, and analyzed inductively. The findings indicate that while various innovations have been introduced—such as the use of CCTV, digital-based services, and standardized operating procedures—the implementation remains suboptimal, particularly in administrative and system aspects. This study contributes to strengthening bureaucratic reform in correctional institutions and promotes the use of technology to enhance transparency and service efficiency. The findings offer practical implications for public service policy development in the correctional sector.

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### INTRODUCTION

Public services are services provided by the government to provide maximum benefits to the community, where the purpose of public services is to satisfy the community as service users. (Putranto & Husna, 2020). To meet the community's demands, the government has carried out various activities and made various bureaucratic innovations whose aim is to provide maximum service to the community. Bureaucratic innovation is a factor that plays a vital role in facing and overcoming multiple problems, both individuals, communities, organizations, and countries. (Rifai, 2023). Bureaucratic innovation is a significant breakthrough in supporting good governance and good public service. (Manar & Alfirdaus, 2023), because until now, the problem of public services has become a common concern, therefore a formula is needed in the form of innovation so that public services become even better (Eldo & Mutiarin, 2019).

Bureaucratic Innovation is a hot issue in our country because it has been regulated in Government Regulation Number 38 of 2017 concerning Regional Innovation, where in this regulation, the government has guaranteed that every government agency can carry out various reforms in organizing public services to create excellent services (Simanungkalit & Prasojo, 2019). Furthermore, according to the above regulation, regional innovation aims to improve the performance of local government administration. To achieve the objectives as intended, the regional innovation targets are directed to accelerate the realization of community welfare through: a. Improving public services, b. Empowerment and community participation, and c. Increasing competitiveness (Wahyuni & Aziza, 2018).

Innovation can be carried out in various government organizations, both at the national and local levels. (Hawari & Kartini, 2023), one of the bureaucratic innovations carried out is at the Ministry of Law and Human Rights of the Republic of Indonesia (Kemenkumham RI), namely bureaucratic innovations carried out by correctional institutions. Riau Province has several correctional institutions, including 1) Class IIA Correctional Facility Pekanbaru, 2) Class IIB Correctional Facility Bengkalis, 3) Class IIA Tembilahan Correctional Facility, 4) Class IIA Pasir Correctional Facility, 5) Class IIB Bangkinang Correctional Facility, 6) Rumbai Open Prison and 7)

Pekanbaru Special Development Institute for Children. However, based on the author's observations, no innovation has been superior to prisons in Riau Province, especially at the Pekanbaru City Children's Special Development Institute.

To facilitate this research, the author chose one of the correctional institutions in Pekanbaru City, including the Pekanbaru Special Development Institute for Children. Based on the author's observations some information obtained from online media, one of the innovations carried out by one of the correctional institutions in Riau Province is increasing the capacity of human and institutional resources ([lapaspekanbaru.id](http://lapaspekanbaru.id)) the innovation carried out is having a control room equipped with CCTV, which monitors every move made by prisoners as prisoners where this innovation is included in electronic-based innovation. In the author's opinion, this has not met the demands of service as expected bureaucratic innovation demands, especially for prisoners. By Law Number 22 of 2022 concerning Corrections, Article 4 explains that correctional functions include a) Service, b) Development, c) Guidance of Prisoners, d) Care, e) Security, and f) Observation. Therefore, this research aims to analyze and explain bureaucratic innovation in Riau Province Correctional Institution.

Numerous obstacles impede the efficiency of public services provided by the bureaucratic system in penal facilities, such as the Special Child Guidance Centre (LPKA) in Pekanbaru City. The hierarchical and inflexible organizational structure is one of the primary issues, as it slows down the decision-making and inmate care delivery processes. Furthermore, insufficient human resources-both in terms of number and proficiency-lead to an uneven burden and impair the quality of services. The inadequate use of information technology in service delivery, including security monitoring, reporting systems, and correspondence with the relatives of prisoners, is another issue. Existing bureaucratic problems are made worse by a weak service-oriented work culture and a lack of interagency collaboration. This situation creates a gap between the public's expectations for fast, transparent, and responsive public services and the reality on the ground. This study aims to analyse and explain the forms and implementation of bureaucratic innovation at the Special Child Development Institution (LPKA) in Pekanbaru City, Riau Province. Specifically, this study examines four main aspects of bureaucratic innovation based on Lynn's (2006) theoretical framework, namely: Administrative Innovation, Institutional Innovation, Policy Innovation, and System Innovation. Lynn's (2006) describes four dimensions of bureaucratic innovation (administrative, institutional, policy, and system). This framework is reinforced by the open innovation approach, in which public institutions open up access to collaboration with external actors. A systematic review found an increase in public open innovation literature since 2013, but also noted cultural and procedural bureaucratic constraints that remain dominant (Lima-Júnior et al., 2024). The results of this study are expected to contribute theoretically to the development of public administration studies, while also providing practical recommendations for improving services at LPKA and similar institutions.

### **Literature Review**

Bureaucratic innovation in the public sector is often associated with improved service efficiency, accountability, and transparency (Sofie et al., 2025). Asmara & Sumarwono (2021) assert that public agencies in Indonesia are capable of implementing innovation despite facing complex structural bureaucratic obstacles (Asmara et al., 2024).

At this time, there are so many studies that raise the theme of bureaucratic innovation, among others, by (Marom, 2015) This study focuses on public services in the social sector of labor and transmigration of Kudus Regency, which has two innovations that are superior in public services, namely innovation in surgical home services and innovation in death benefits. One of the requirements for obtaining these services is that the

community gets a yellow card. To get a yellow card, the relevant Dinas facilitate services in order to provide services to people in need.

Research related to service bureaucracy innovation conducted by (Anggraini, 2019) Which this research raises the theme of Service Bureaucratic Innovation at DPMPTSP in Banyuasin Regency, where bureaucratic innovation is significant to make it easier for the Community to take care of licensing with its program, namely Saji Muba which has the advantages of Hallo Saji, Saji Man, Saji Bag and Saji One Site and of the four Saji Muba programs, each has its benefits and advantages.

The following research on innovation was conducted by (Nasution, 2022). With the theme of higher education institutional development innovation, there are several reasons for raising this research, namely efforts to solve educational practice problems by the vision, mission, and objectives of education; provide satisfaction to education stakeholders, provide quality and accountable education, and anticipate global influences to provide competitiveness of national excellence. In this study, the theoretical discussions used include organizational structure innovation, campus physical environment innovation, educational institution service innovation, distance education innovation, network system innovation, and ICT management and curriculum innovation. From the discussion above, the bureaucratic innovations focused on the bureaucracy or educational institutions.

Research that is almost close to the research the author did is by (Herman & Desriadi, 2020) Regarding Bureaucratic Innovation at the Nusa Kambangan Iron Class II A Penitentiary where the innovations carried out are in the form of process innovation, conceptual innovation, technological innovation, structural innovation, relationship innovation and HR innovation. At Nusa Kambangan Ialas has made a breakthrough in humanizing humans and providing maximum service to prisoners and visitors.

More specific bureaucratic innovation as a result of research conducted by (Pasya & Wibowo, 2022) Where the innovation developed in the Class IIB Mara Enim Correctional Institution is more about technology in providing services. The results showed how technology can affect the implementation of the duties and functions of Correctional Institution officers and the benefits that can be felt in the form of applications issued by the Ministry of Law and Human Rights, the Directorate of Corrections, as well as innovations issued by the Class IIB Muara Enim Correctional Institution itself.

A critical component of public organizations, including governments, is public service. Therefore, public services the government bureaucracy provides must always focus on the public interest. However, the issue of public services within the government has long been a matter of public concern due to the many cases of public services that are considered not to prioritize the interests of the community. This shows that government services have not shown satisfactory results for the community. Services that are convoluted, inefficient, slow, unfriendly, and unclear about completion times and costs are clear evidence that the quality of government services is still low and public services are not yet of high quality. (Rohayatin et al., 2018). Therefore, in order for public services to run optimally, there must be bureaucratic innovation because innovation is one of the essential aspects that influence the development and progress of a government organization. (Musaddad et al., 2020). Innovation is not merely a response to the paradigm of governance and administration but also a necessity to increase its significance in Indonesia's local government system and improve its ability to care for its people. Local governments will become more environmentally conscious and have the

ability to innovate (Thahir, 2019). Different stakeholders often have different perspectives on innovation, and the negotiation process can help reach an agreement that satisfies all parties. Therefore Political Support in the context of Negotiation can be an effective tool to convince stakeholders and political leaders of the benefits of innovation. (Handrian et al., 2024).

Research in Indonesia concludes that digital innovation improves transparency, speeds up administrative processes, and enhances public accountability, although infrastructure and cultural resistance remain major obstacles (Afrilia et al., 2024). Research at the Yogyakarta Class IIB Women's Prison shows that knowledge sharing contributes significantly (47.5%) to employee work innovation. This reinforces the importance of strengthening organisational culture to encourage bureaucratic innovation (Meilani & Wibowo, 2025).

So many studies have raised the theme of Bureaucratic Innovation. However, only a few research results have raised themes related to Bureaucratic Innovation in Correctional Institutions, especially in LPAK Pekanbaru City, Riau Province. Therefore, conducting a research approach that raises the theme of Bureaucratic Innovation at the Special Development Institute for Children (LPAK) of Pekanbaru City by using the theory of Bureaucratic Innovation according to Lynn's opinion in 2006 is a novelty in this paper.

## RESEARCH METHODS

This study uses a descriptive qualitative method with a case study approach, which aims to describe in depth the form and implementation of bureaucratic innovation at the Special Child Development Institution (LPKA) in Pekanbaru City. This method was chosen because it allows researchers to understand social realities and institutional dynamics in a specific context through an interpretive process. Data collection approaches and techniques were gathered through three main techniques: Observation, conducted by directly observing service activities and internal management at the LPKA without being directly involved in daily activities. The focus of the observation included service flow, interactions between officers and inmates and visitors, and the use of technology such as CCTV and digital service systems. Semi-structured interviews were conducted in depth using flexible interview guidelines. Interview duration ranged from 30–60 minutes and was conducted face-to-face. Interviews were recorded (with permission), then transcribed and analysed thematically. Documentation included official documents such as service SOPs, annual reports, internal regulations, visual documentation of service activities, and statistical data on the number of staff and inmates.

Informants were selected using purposive sampling, with the following criteria: holding a structural or functional position relevant to the innovation process (e.g., Head of General Affairs, Head of Development, Head of Security, etc.); having at least two years of work experience at LPKA Pekanbaru; and having been involved in the development or implementation of bureaucratic innovations (service policies, new SOPs, digital services, etc.). There were a total of 12 informants, consisting of: 6 LPKA structural employees, 2 inmates (students), 2 visitors (inmates' families), and 2 technical/operational officers.

To increase data validity, this study used source and technique triangulation: Sources: comparing information from employees, inmates, and visitors; Techniques: comparing the results of interviews, observations, and documentation. Data analysis was conducted using Miles and Huberman's (1994) interactive model, through the following stages: Data reduction filtered important information from interviews and observations; Data presentation was organised in the form of thematic narratives, summary tables, or direct quotations; Conclusions

and verification were drawn based on patterns, categories, and interrelationships between aspects of bureaucratic innovation.

This study upholds the principles of academic ethics. Before the interview began, informants were given an explanation of the purpose of the study and asked to sign an informed consent form. The identities of informants were disguised to maintain privacy and confidentiality. This study did not involve intervention with subjects or routine activities of the institution, and permission to observe was obtained from the head of the Pekanbaru LPKA.

## RESULTS AND DISCUSSIONS

**Results** The word innovation comes from the Latin “innovation,” which means renewal and change. The verb “innova” means to renew and change. Innovation can be defined as the “process” and “outcome” of developing and utilizing or mobilizing knowledge, skills (including technological skills), and experience to create or improve new products (goods and services), processes, and systems, which provide meaningful or significant value (Fontana, 2009). Incremental change is a type of change called innovation. Innovation is a new invention with application. An invention or creation is an attempt to make something that did not exist before into existence. Innovation makes the new invention useful (Prihati et al., 2022). Many references provide a definition of this innovation, Ancok provides a definition of innovation as “a process of thinking and implementing these thoughts, resulting in new things in the form of products, services, business processes, new ways, policies, and so on (Pratiwi, 2016). Meanwhile, the definition of innovation in the field of public services (Kurniasari & Sulandari, 2017) is a technological creative idea or a new way in service technology or updating existing ones in the field of service technology or creating breakthroughs or simplifications in the field of rules, approaches, procedures, methods, and organizational structures of services whose benefits have added value both in terms of quantity and quality of service. changes Beck and Whistler argue that innovation is indeed related to the creation of new things, and it is not surprising that the conversation about innovation has been understood more as a matter of “novelty” than a matter of “acceptance” (Widiyahseno, 2016).

As previously explained, the focus of this research is on the Special Development Institute for Children in Pekanbaru City. The Pekanbaru City Special Development Institute for Children (LPKA) was established through DIPA funds for LPKA class II Pekanbaru in the 2018 fiscal year. On April 6, 2019 LPKA Class II Pekanbaru transferred administrative activities to the Pekanbaru City LPKA which was inaugurated on April 29, 2019. Pekanbaru City LPKA is located on the Correctional Road No. 004 Rumbai Bukit Village, Rumbai District, Pekanbaru City. The area of the Pekanbaru City LPKA building is 2,932.12 m<sup>2</sup> which was built on an area of 7,785.55 m<sup>2</sup>. The residential capacity of LPKA Pekanbaru City is 160 children with a total of 9 rooms and 1 mapenaling room. Based on data on December 22, 2023 the number of detainees in the Pekanbaru City LPKA was 102 children. From the information above implies that if the 9 rooms are fully occupied then the average per room consists of 17 prisoners. When viewed from the current conditions, the number of detainees is 120 people and divided into 9 rooms, the average detainee is 13 people, and in the author's opinion this is included in the overcapacity category.

To explain how bureaucratic innovation in correctional institutions in Riau Province, especially in LPKA Pekanbaru City, the author uses the theory according to Lynn's opinion which consists of Administrative Innovation, Institutional Innovation, Policy Innovation and System Innovation (Lynn, 2006). for more details can be seen in the following information:

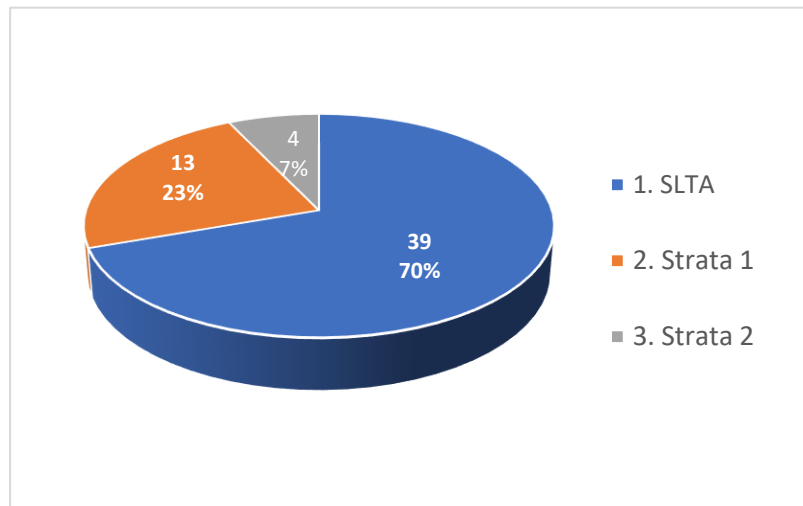
### Administrative Innovation

Administrative innovations involve organizational structures and administrative processes. Indirectly related to basic organizational activities, administrative innovation is facilitated by low professionalism, strict formalization of rules, and more centralization (Ven de Ven & Pole, 2000; Abouzeedan & Hedner, 2012; Ivanchenko & Ivanchenko, 2014). In relation to administrative innovation carried out by the Riau Provincial Correctional Institution is related to the organizational structure in the prison organization. The organizational structure will greatly affect the performance, effectiveness and success of achieving the goals of the organization. When an organization is deemed less able to compete or fails to achieve its goals, there are times when it is caused by an organizational structure that is no longer relevant.

Taking the above into account, the organizational structure of the Pekanbaru City LPKA has been designed and regulated by the government in cooperation with the Ministry of Law and Human Rights. No matter what prison employees think, they just accept it. However, it is not possible for a mutation to change the organizational structure if prison officers then abuse their power. Regarding the organizational structure, the existing prison LPKA Pekanbaru City through Kemenkumham RI can accommodate mutations, promotions and career paths. Mutations are usually carried out periodically due to rejuvenation of the organizational structure. Based on the results of interviews with employees of one of the Pekanbaru City LPKA employees who previously served in Class II A Correctional Facility Pekanbaru City, he said he actually did not want to move on the grounds that the location of the LPKA was far from his residence when compared to the Class II A Correctional Facility Pekanbaru City. The employee has repeatedly asked the leadership to be transferred to a prison that is not far from the place of residence but until now it has not been accommodated because of the long administrative process. Therefore, prison employees feel dissatisfied with the policies carried out by prisons in Riau Province related to the transfer of positions or mutations.

Promotion is also carried out in order to support performance, what is more related to organizational effectiveness and efficiency. The Ministry of Law and Human Rights of the Republic of Indonesia in this case has accommodated promotions in accordance with work performance, class rank, length of service, and education. Based on interviews with LPKA Pekanbaru City prison employees, they are given the opportunity to be promoted due to their level of education and promoted to a new workplace to occupy a higher position than the previous prison. This means that if it is possible and meets the predetermined requirements, prison employees in Riau Province are given their right to promotion. As for the career path, employees of the three prisons above are given the freedom to upgrade themselves through education. As is known that most of the prison employees who are part of the Kemenkumham RI employees are high school graduates. For more details can be seen in the following figure:

**Figure 1.**  
**Education Level of Pekanbaru City LPKA Prison Employees**



Source: Pekanbaru City LPKA (2024)

From the picture above, it can be explained that, of the 56 employees of LPKA Pekanbaru City, there are 3 educational categories, namely, high school employees with 39 employees or equal to 70%, Strata 1 employees with 13 people or equal with 23%, and for Strata 2 as many as 4 people. or equal to 7%. According to information, currently there are still LPKA Pekanbaru City employees who are still studying but have not completed their studies. However, it is possible that the Indonesian Ministry of Law and Human Rights will give employees the freedom to go to school or continue to a higher level. Based on the author's interview with one of the Pekanbaru City LPKA employees, most of whose prison employees study at various universities in Riau Province, they said that so far we have been given the opportunity and freedom by our superiors to study because this is the right of prison employees. In order to study again, there are several conditions that must be met, including: getting permission from the leadership, getting a recommendation from the Indonesian Ministry of Law and Human Rights. So far there have been no problems for prison employees to upgrade their education to a higher level, either Strata 1 or Strata 2.

Administrative innovations at LPKA Pekanbaru include changes in organisational structure and human resource management. Observations and interviews show that although the organisational structure of the LPKA follows the national standards of the Ministry of Law and Human Rights, there are challenges in terms of inflexible employee transfers and limited access to career advancement, particularly for non-structural employees. One informant stated that his transfer request, which he had submitted two years ago, had not yet been responded to, even though he had provided personal reasons and work efficiency considerations.

However, on the other hand, LPKA provides flexibility for employees to continue their education, which is a form of support for capacity building among civil servants. Comparison: These results are in line with the research conducted by Herman & Desriadi (2020) at Nusa Kambangan Prison, which also shows that flexibility in human resource management is key to the success of administrative innovation. The study by Yustia & Arifin (2023) emphasises the importance of responsive bureaucracy to drive performance and prevent structural stagnation.

### **Institutional Innovation**

Institutional innovation is undoubtedly a term that is quite massively conveyed and discussed in various institutions and organizations (Nasution, 2022). These institutional relationships include relationships between authority, finance, public services, utilization of natural resources, and several other resources that impact administrative and regional relations at the government level (Khotami et al., 2024). In this research, institutional innovation referred to concerns regarding regulations and procedures. In this case, the procedure is a standard operating procedure (SOP) implemented by LPKA Pekanbaru City. SOP is a standard operating procedure (SOP) that is a guideline or reference for carrying out work tasks using functions and performance assessment tools. This SOP aims to create commitment regarding work units to realize good governance (Wiraya & Haryati, 2022).

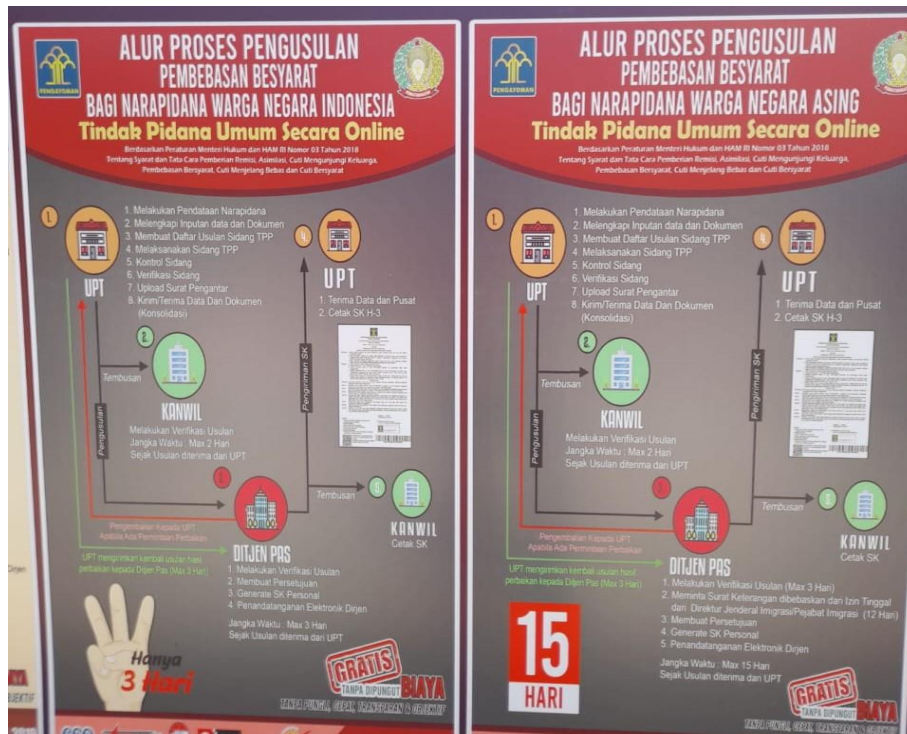
LPKA Pekanbaru City is committed to implementing innovation in the form of service by maximizing the implementation of 5S, namely Smile, Greet, Greeting, Polite, and Polite. Apart from implementing 5S, Pekanbaru City LPKA also applies SOPs in every service, where these SOPs are made so that services can be carried out transparently, saving time, costs, and procedures.

There are many SOPs implemented by LPKA Pekanbaru City, including:

1. SOP for the 'Close Acquaintance' Service Flow;
2. SOP for the One-Stop Integrated Service Flow;
3. SOP for the 'Waiting for Father' Service Flow;
4. SOP for the Visitation Service Flow for Children in Care;
5. SOP for the Complaint Service Flow;
6. SOP for the 'Father's Advice' Service Process;
7. SOP for the Conditional Leave Service Process;
8. SOP for the Conditional Leave Proposal Process;
9. SOP for the Assimilation Proposal Process;
10. SOP for the Pre-Release Leave Proposal Process;
11. SOP for the Process of Proposing Conditional Release;

Of the various service flow SOPs above, the one that is the favorite or the one that is in great demand is the "Know Closely" Service Flow SOP. This service is an online-based service that uses video calls to families of inmates for 15 minutes. The following is one of the flows of services at LPKA Pekanbaru City:

**Figure 2.**  
**SOP for the Process of Proposing Conditional Release**



Source: Pekanbaru City LPKA (2024)

Based on information that the author obtained from informants, every SOP flow, whether related to procedures for granting remission, assimilation, leave to visit family, conditional release, leave before release, and conditional leave, are all in the Minister of Law and Human Rights Regulation Number 7 of 2022, employees Prisons as executors of duties and functions only carry them out by applicable regulations.

Several things are separate policies from prison employees towards inmates and their families. Based on the author's interviews with several LPKA employees in Pekanbaru City, they said that sometimes there is a humanist side to prison employees; for example, the maximum direct visit/visit time is 30 minutes. However, considering that the families of the inmates have quite a long distance to travel just to visit, we increased the visiting time from 30 minutes to more than the provisions and looked at the situation and conditions. Sometimes, LPKA employees also personally give mobile phones to inmates when their families call from the village. Another case concerns the telephone kiosk, which only takes 15-20 minutes. However, due to the personal policy of the Pekanbaru City LPKA employees, this time has somewhat increased, considering the humanist side of the LPKA employees.

This SOP supports transparency and efficiency in services, as well as reducing direct interactions that are prone to transactional practices. Data shows that 80% of employees are aware of the written SOP workflow, but only 65% regularly evaluate its implementation. As highlighted in the study at Muara Enim Prison, the digitalisation of SOPs is crucial for improving the quality of inmate services. However, regular evaluations of SOP effectiveness have not yet become standard practice, reflecting similar challenges faced by the Pekanbaru Correctional Institution (Meilani & Wibowo, 2025).

## Policy Innovation

Policy innovation is the existence of new initiatives and policy directions, which means that every public policy issued must, in principle, contain something new. (Kardiat, 2023). According to Walker, policy innovation is a policy that is new to the country that adopts it, regardless of how outdated the program is or how many other countries have adopted it before (Sururi, 2017). Policy Innovation is the same or can be interpreted as conceptual innovation; Halvorsen said that conceptual innovation would allow them to regulate the latest work rules, innovation to increase work morale, and system interaction innovation to drive the administrative service system in an organization. (Hamid et al., 2021).

Pekanbaru City LPKA has implemented various policies in order to provide services to the inmates, including providing educational services to its inmates for Packages A, B, or C. Pekanbaru City LPKA considers that children as inmates also have the right to receive appropriate education and good, because this is in line with government policy to implement mandatory education for 12 years. Based on the author's interview with one of the Pekanbaru City LPKA employees, he said that activities to provide educational services have run smoothly and continue to this day. The interest of the inmates in participating in educational services is quite good.

Apart from providing formal education services, LPKA Pekanbaru City also provides spiritual education in the form of religious education for the children of inmates. LPKA Pekanbaru City is implementing its implementation with the Ministry of Religion of Riau Province. For those who are Muslim, the Riau Province Ministry of Religion conducts this on Tuesday every week in the form of religious lectures, as well as other religious activities such as prayer guidance, reciting the Koran, the practice of washing corpses, and so on. Meanwhile, for non-Muslims, it is on Tuesday and Thursday every week. Apart from implementing collaboration with the Ministry of Religion, LPKA Pekanbaru City also collaborates with the Taklim Council Contact Agency (BKMT) to provide religious education on Wednesdays every week, specifically for Muslim inmates. In addition, worship remains routinely carried out, namely Friday prayers on Fridays for Muslims and Sundays for Christians.

**Figure 3.**  
**Religious Activities at Pekanbaru City LPKA**



Source: Pekanbaru City LPKA (2024)

Apart from the formal education and religious education policies stated above, LPKA Pekanbaru City has also implemented policy innovations in routine sports on Fridays every week, including various sports activities to ensure inmates remain physically healthy. Then, physical health exercises are carried out on Monday mornings every week. This activity has been carried out routinely until now and is running well and smoothly.

Another policy implemented by LPKA Pekanbaru City is to collaborate with the National Narcotics Agency (BNN), whose aim is to guide inmates who were previously involved in drug cases, both as dealers and as users. This activity or policy continues to this day, but socialization activities from BNN are carried out if LPKA Pekanbaru City needs them at a particular time. Apart from collaborating with BNN, Pekanbaru City LPKA also collaborates with the Tampan Mental Hospital (RSJ) if inmates experience mental disorders due to the situations and conditions faced by the inmates.

In order to make the nation's life smarter by encouraging children's interest in reading, Pekanbaru City LPKA also collaborates with the Pekanbaru City Library and Archives Service. This collaboration increases cooperation and coordination in mobile library services, known as Pusteling. With Pusteling, the hope is to increase the interest in reading among the younger generation, especially prison inmates. Books not only function as learning tools but also function as entertainment media for children.

**Figure 4.**  
**Pusteling Activities**



Source: Pekanbaru City LPKA (2024)

The Pekanbaru Correctional Institution has shown progress in non-formal policy innovation, such as allowing longer visiting hours for families of inmates who come from outside the city. Additionally, there is cross-sectoral collaboration, including: the Riau Ministry of Religion for spiritual education and guidance, the National Narcotics Agency (BNN) for rehabilitation counselling, the Pekanbaru City Archives and Library Department for mobile library services (Pusteling), and the Tampan Mental Hospital for psychological support. These policies strengthen

a humanistic and child-rights-based approach in correctional services. As this finding enriches the discourse, which emphasises that policy innovation in the public sector requires a collaborative and adaptive approach, which emphasises that policy innovation in the public sector requires a collaborative and adaptive approach (Halvorsen et al., 2022).

### **System Innovation**

Systems include new or updated ways of interacting (Umarsyah & Zulkarnaini, 2021). Hilman & Kaliappen said that system innovation is integrated HR performance closer to total innovation action, which is the use of new service methods adapted to the customer needs. (Riyadi & Huseini, 2019). System innovation is also interpreted as the use of technology and information in public services, which is an option in the current era of digitalization. (Mamuko & Adnan, 2021). Information technology can help the government maintain transparency and manage government and public services effectively and efficiently. (Nugraha, 2018). Both the government and the community itself can manage information services at the same time. (Mindarti et al., 2022).

There are several products in implementing technology and information-based services carried out by LPKA Pekanbaru City, including the "Know Near" service or what is known as "Wartelsus." The flow of this service is:

1. Visitors register online via WhatsApp on 085363000269 the day before the service is carried out. The registration format:
  - Visitor's name along with identity card (KTP/SIM)
  - Inmates' children's names complete with "Bin"
  - Relationship Status (Father et al., etc.)
  - Telephone number to be contacted.
2. The officer will send a reply message to determine the queue number and time.
3. Officers will make video calls to visitors on the day of the event according to the queue number and time specified.
4. The officer will call a maximum of 3 times; if there is no answer, they will be diverted to the following queue number.
5. The Dean's canal service is only provided once a day for inmates' children.
6. The maximum time for the "Get to Know" service is 15 minutes.
7. Registration time starts at 09.00 WIB and goes until 22.00 WIB.
8. The time for implementing "Get to Know Close" is carried out by the time for implementing the visiting service.

Based on the author's interview with one of the Pekanbaru City LPKA employees, it was said that this service is called the Wartelsus service, which has received many visitors during COVID-19 in the past.

**Figure 5.**  
**One of the Inmates Who Benefited from the Service “*Kenal Dekat*”**



Source: Pekanbaru City LPKA (2024)

Until now this service is still active and continuing, but there is less interest from visitors because visitors or families of inmates prefer to come directly to LPKA Pekanbaru City.

LPKA Pekanbaru City also utilizes technology and information in the form of installing CCTV in certain parts that are considered urgent. However, according to the author's interview with LPKA Pekanbaru City employees, the CCTV at LPKA Pekanbaru City is relatively minimal. Namely, only 16 points have been installed, and of the 16 CCTV points, only 80% can be used. The size of LPKA Pekanbaru City is considered minimal for CCTV, which is only 16 points and needs to be added in certain places. CCTV helps us monitor the behaviour of the children in our care, but not all areas are covered by cameras," said one security officer. A 2020 study noted that digital technology must be balanced with training and infrastructure support for innovative systems to be truly effective (Ejo et al., 2024).

Of the four dimensions of bureaucratic innovation, institutional and policy aspects are the most prominent in the context of the Pekanbaru LPKA. Administrative and system innovations, however, still face various internal obstacles, such as limited local authority and a lack of technological support. The practical contributions of this research lie in: Highlighting the importance of a collaborative approach in the rehabilitation of inmates, providing a model of standard operating procedures (SOPs) that can be replicated in other LPKAs, Emphasising the urgent need to strengthen human resource management and correctional information systems.

## CONCLUSIONS

This study found that bureaucratic innovation in the Special Child Guidance Institution (LPKA) in Pekanbaru City has been implemented in four main dimensions: administrative, institutional, policy, and system. Institutional and policy innovations have developed relatively more through the implementation of service SOPs, cross-sector collaboration, and a humanistic approach to residents. However, administrative and system innovations still face challenges, particularly in terms of human resource management and technological infrastructure limitations. Theoretically, this study reinforces the relevance of Lynn's (2006) model in the context of correctional institutions in Indonesia, and expands the application of this framework through a contextual approach based on empirical experience in the field. These results also confirm that the success of bureaucratic innovation in the public sector is determined not only by formal structures, but also by cultural support, technology, and adaptive leadership.

The recommendations in this study are as follows: For the Pekanbaru LPKA, it is necessary to strengthen administrative innovation through the development of a more transparent and fair transfer and promotion system, as well as to encourage digital technology-based human resource training. For the Indonesian Ministry of Law and Human Rights, it is recommended to grant limited autonomy to the LPKA in structural decision-making and local innovation development, so that it can be more responsive to institutional needs. Strengthening Technology: Continued investment in information technology and surveillance infrastructure is needed (e.g., increasing the number and coverage of CCTV cameras and digitising internal services). Collaborative Policy Development: It is recommended to expand strategic cooperation with religious, psychological, educational, and civil society institutions to support the social reintegration of wards. Replication of Innovation Models: The best practices implemented by the Pekanbaru LPKA can serve as a model for other correctional institutions, particularly in terms of empathy-based services, digital SOPs, and a child rights-based public service approach.

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