

PERAWAN GATRA: Innovation in Public Services at The Local Police Unit

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Abstract

PERAWAN GATRA (*Peta Rawan Gangguan Ketenteraman dan Ketertiban Umum*) or Map of Areas Prone to Disturbances of Public Peace and Order is a service innovation by the Cirebon City Civil Service Police Unit (Satpol PP), based on geospatial data to identify areas prone to disturbances of public peace and order that are accessible to the public. This study focuses on the quality of public service innovations that can create value and are recognized and supported by the community. It employs the Public Value theory (Mark H. Moore, 1995), which focuses on the dimensions of public value that are recognized and supported by the community. The research method used is qualitative, with data sources including observation, interviews, and documentation. Based on the research findings, the PERAWAN GATRA innovation successfully creates public value regarding public trust through four dimensions: 1) Public Value, where the public gains easier access to digital information; 2) Community-Driven Innovation, as PERAWAN GATRA serves as a solution and simplifies information access for the public regarding public order disturbances; 3) Public Legitimacy and Support, as public trust increases with the availability of transparent geospatial-based digital data in addressing public order disturbances; and 4) Organizational Operational Capacity, which involves forming a team for processing geospatial-based digital data within the PERAWAN GATRA innovation. Challenges include infrastructure, servers, devices, outreach, and digital literacy. Efforts undertaken include outreach through digital media, collaboration with government agencies, and training for staff members. Overall, PERAWAN GATRA demonstrates a positive contribution and holds public value for digital public service innovation, although further evaluation is needed to achieve optimal quality.

INTRODUCTION

Public service is at the heart of governance that prioritizes the interests of the public. In today's digital age, demands for high-quality public services are on the rise. Local governments are required to develop innovative services that are fast, accurate, transparent, and focused on public satisfaction (Dal Mas et al., 2019; Das, 2024; Fletcher et al., 2020; Latupeirissa et al., 2024). Thus, public service refers to services provided by

government agencies or institutions to meet the needs of the general public (Heryanto, 2018).

The public service sector is required to utilize information technology and the internet as tools or media to maximize services to the public. The use of information and communication technology is expected to improve service quality and achieve public satisfaction (Azemi et al., 2016; Yeh, 2017). The government can leverage advancements in information technology to streamline the delivery of public services, making them faster and more efficient for the public. The New Public Service Theory (Osborne & Gaebler, 1992) emphasizes the importance of responsive, innovative, and results-oriented bureaucratic reform to strengthen Public Administration Innovation Theory. The Public Administration Innovation Theory (Rogers, 2003) in (Nur et al., 2024) explains the process of innovation diffusion, from development and adoption to the implementation of new technologies in public organizations.

The Civil Service Police Unit (Satpol PP), as a local government agency, plays a strategic role in enforcing local regulations and maintaining public order. Cirebon Mayor's Regulation No. 88 of 2021 governs the status, organizational structure, duties, functions, and operational procedures of the Cirebon City Civil Service Police Unit in maintaining public peace and order. Regulation of the Minister of State Apparatus Empowerment and Bureaucratic Reform of the Republic of Indonesia No. 91 of 2021 regulates the promotion of innovation in public services, encouraging innovation in the delivery of public services within government agencies, including the creation, development, and institutionalization of innovations.

The Civil Service Police Unit is synonymous with law enforcement and public order maintenance; as part of its public service efforts, the Cirebon City Civil Service Police Unit has launched an innovative public service program called PERAWAN GATRA (Map of Areas Prone to Disturbances of Public Peace and Order). PERAWAN GATRA is a geospatial-based digital system launched by the Cirebon City Civil Service Police Unit. This system maps hotspots for disturbances to public peace and order, such as PGOT (beggars, vagrants, and the homeless) in restricted areas, and potential disturbances in real time, accurately, and integrated with the Cirebon City Command Center (Bharoto et al., 2020; Yusuf et al., 2025). The aim is to provide information to the general public so they are aware of areas prone to disturbances of public peace and order in Cirebon City (Nulhaqim & Adiansah, 2023; Rivaldy et al., 2025; Wiharto et al., 2024).

Numerous previous studies on public service innovation have been conducted, with the majority focusing on the fields of public administration and digital services. The focus has been primarily on improving the efficiency and effectiveness of bureaucratic systems within agencies, such as the Population and Civil Registration Office (Dukcapil), including technology-based public service innovations at Dukcapil (Alifya et al., 2024). There has not been much research highlighting public service innovations in local regulation enforcement agencies such as the Civil Service Police Unit, which serve both social and public service functions (Armenta, 2016; Loeffler & Bovaird, 2020; Musso et al., 2019).

The primary gap in this study lies in the lack of research on public service innovation within the Civil Service Police Unit, particularly regarding its conceptual aspects, implementation, and social impact (Alnuaimi & Abdulhabib, 2023; Buchheim et al., 2020; De Vries et al., 2016; Fletcher et al., 2020). Therefore, this study will focus on analyzing how public service innovation is developed by the Civil Service Police Unit as a form of public service reform that is more humane, inclusive, and focused on building public trust.

This study focuses on the quality of public service innovation that creates value and is recognized and supported by the public. It applies the Public Value theory (Mark H. Moore, 1995) in (Nur et al., 2024), which focuses on the dimensions of public value recognized and supported by society. This refers to the outcomes or benefits provided to society as a result of actions taken by the government or public sector organizations, and aims to identify obstacles that pose challenges as well as efforts made to evaluate the PERAWAN GATRA innovation (Dal Mas et al., 2019).

METHOD

This study employs a qualitative approach using descriptive methods, with the aim of exploring the phenomena occurring at the Cirebon City Civil Service Police Unit (Satpol PP) related to the digitization of public services through the PERAWAN GATRA system. The study focuses on the quality of public service innovations that are capable of creating value and are recognized and supported by the community.

Data collection was conducted through interviews and observations. Interviews were used to obtain in-depth information about the experiences of service users and relevant officials, while observations were conducted to gain a firsthand understanding of the service processes involved in the application's implementation. This study was conducted by selecting key informants, namely users of the PERAWAN GATRA system, as well as supporting informants consisting of members of the Cirebon City Civil Service Police Unit (Satpol PP).

Data analysis was conducted using descriptive analysis, which allows researchers to systematically describe and analyze data, providing a more comprehensive understanding of the quality of digital public services. According to Lexy J. Moleong (2017) in (Saleh, 2023), data analysis is the process of organizing and sorting data into patterns, categories, and basic units of description so that themes can be identified and working hypotheses can be formulated based on the data.

The data validity test applied in this study is triangulation, which involves comparing data obtained from various sources and methods to verify the consistency of the findings (Lexy J. Moleong, 2017, in Saleh, 2023).

RESULTS AND DISCUSSION

Research Results

PERAWAN GATRA (Map of Areas Prone to Disturbances of Public Peace and Order) is a service innovation by the Cirebon City Civil Service Police Unit (Satpol PP)

that uses geospatial data to identify areas prone to disturbances of public peace and order, providing digital information to the public through the Perawan Gatra map on the municipal police's website. <https://satpolpp.cirebonkota.go.id/> on the service access page of the Cirebon City One Map website <https://satupeta.cirebonkota.go.id/maps>.

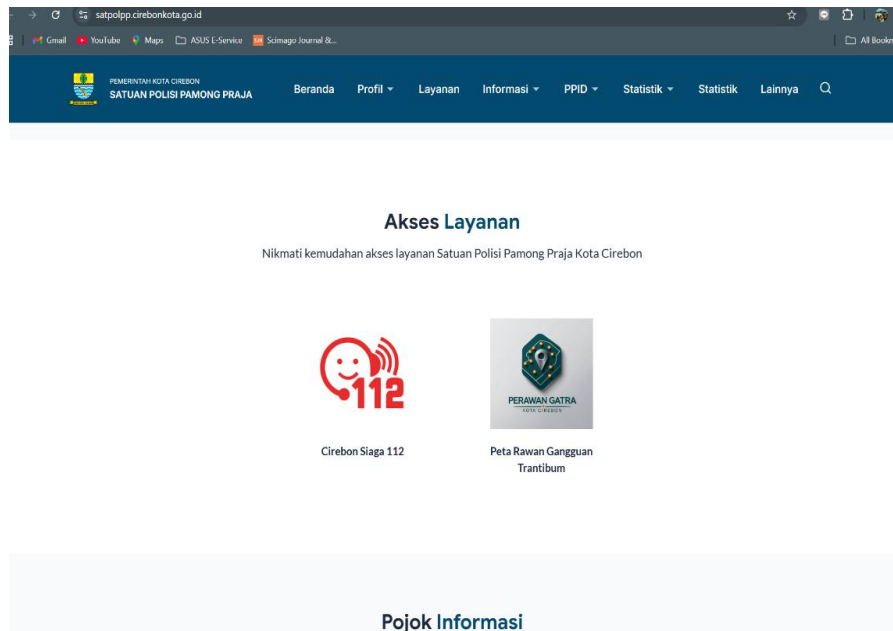


Figure 1. PERAWAN GATRA Website Access

Source: Cirebon City municipal police's Website

The purpose of the Perawan Gatra innovation is to assist Civil Service Police Unit members in determining methods for patrolling, monitoring, supervising, and controlling levels of public order disturbances (TRANTRIBUM). For the community, this innovation has a positive impact; Civil Service Police Unit is viewed as taking the handling of public order disturbances seriously, which fosters satisfaction and enhances public trust in Civil Service Police Unit. The implementation of this innovation has not yet been optimal due to limited infrastructure and budget to support it. Efforts undertaken by the Civil Service Police Unit include collaborating with the Cirebon City Department of Communication, Information Technology, and Statistics (DKIS) to meet infrastructure needs, including servers, devices, and other supporting equipment.

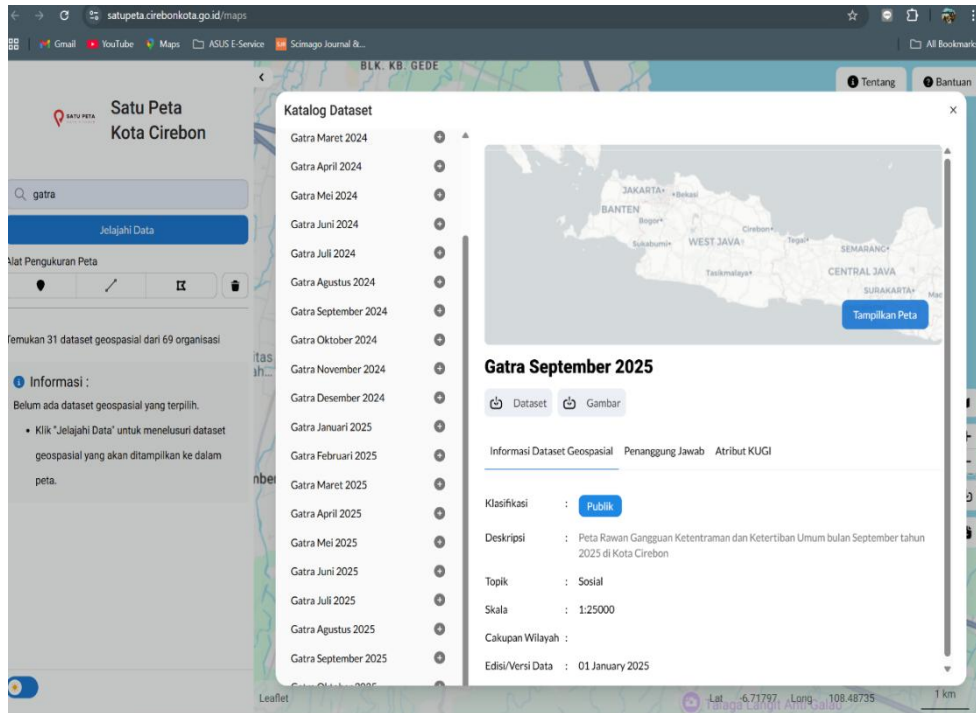


Figure 2. PERAWAN GATRA Website
Source: Cirebon City One Map Website

Discussion

Digital public service innovation through the PERAWAN GATRA program at the Cirebon City Civil Service Police Unit (Civil Service Police Unit). The analysis was conducted using four indicators from Public Value Theory (Mark H. Moore, 1995), including: Public Value, Citizen-Centered Innovation, Legitimacy and Support, and Operational Capacity of Public Organizations. The focus of this study is to analyze how the PERAWAN GATRA program is implemented in public services by the Cirebon City Civil Service Police Unit using Public Value Theory (Mark H. Moore, 1995) to measure the value and benefits of the services provided.

Public value

Public value refers to the tangible results or benefits that public organizations provide to society. Public services are considered valuable if they enhance well-being, fairness, and public trust in the government. These services provide direct benefits to the public, grounded in the moral values of empathy and integrity.

Based on interviews with key informants, the community believes that PERAWAN GATRA can help them access digital information based on geospatial data to identify areas where public order disturbances are likely to occur. As a result, the community can minimize such disturbances by first identifying areas at risk of public order disturbances, thereby fostering a sense of security, particularly among residents of Cirebon City.

Based on interviews with supporting informants, the Public Value dimension, as

measured by PERAWAN GATRA, assists Civil Service Police Unit members as policy implementers in more easily determining strategies, methods, monitoring, patrols, and oversight of areas where public peace and order (TRANTIBUM) disturbances occur. Operators will update geospatial data based on reports from field officers; this can reduce the incidence of public order and safety disturbances as part of Civil Service Police Unit's efforts to provide services that foster a sense of safety, comfort, and trust among the public.

Citizen-Centered Innovation

Public innovation is valuable only if it stems from the real needs of the community, not merely from bureaucratic initiatives. Public services must be adaptive, responsive, and capable of providing creative solutions to evolving social issues. Service programs arise from the aspirations or challenges of the community, based on a process of identifying public needs before the innovation is implemented.

Based on interviews with key informants, within the dimension of Citizen-Centered Innovation, the PERAWAN GATRA innovation emerged in response to the high incidence of public order disturbances and community complaints. Prior to this innovation, the public was unaware of the specific locations where these disturbances occurred. Many residents felt uncomfortable and unsafe due to public order disturbances in several areas of Cirebon City. Thus, the PERAWAN GATRA innovation serves as a solution for residents concerned about public order disturbances in Cirebon City.

Legitimacy and Support

Public trust cannot be sustained without the support, confidence, and legitimacy of the public and stakeholders. This support arises when the public perceives government programs as transparent, fair, and in the public interest.

Based on interviews with key informants, in the Legitimacy and Public Support dimension, the PERAWAN GATRA innovation has gained public support because the Civil Service Police Unit has demonstrated a serious commitment to addressing public order disturbances through geospatial-based digital data. However, not many members of the public are aware that Civil Service Police Unit developed this innovation. This is due to a lack of outreach to the public and the fact that few people understand digitalization. Consequently, the existence of PERAWAN GATRA has increased public trust in Civil Service Police Unit. This is because the public can view transparent geospatial-based digital data regarding the handling of public order disturbances in the city of Cirebon.

Operational Capacity

Public value can only be generated if public organizations have the capabilities, resources, and effective systems to implement their programs. This capacity encompasses human resources, financial resources, technology, and inter-agency coordination. It also includes the competence and professionalism of public officials, as well as the availability of adequate facilities, infrastructure, and budgets. Furthermore, it requires efficient and adaptive internal management, along with the organization's ability to collaborate across sectors (government, civil society, and the private sector).

Based on interviews with supporting informants, in the dimension of Public Organization Operational Capacity, the Cirebon City Civil Service Police Unit collaborated with the Cirebon City Department of Communication, Information Technology, and Statistics (DKIS) to form a team for geospatial-based digital data processing within the Perawan Gatra Innovation, as the members' resources lacked a deeper understanding of digitalization. To support the sustainability of this innovation, the Cirebon City Civil Service Police Unit utilizes servers and digital devices supported by the Cirebon City DKIS. Consequently, the Cirebon City Civil Service Police Unit does not yet fully possess the capability to manage infrastructure, including devices, servers, and other supporting tools.

Barriers to Innovation in Public Services: Perawan Gatra

Based on direct field observations, the PERAWAN GATRA digital public service innovation still faces significant obstacles. The main challenges include infrastructure, servers, and digital devices. The Cirebon City Public Order Agency (Satpol PP) still relies on support from the Cirebon City Information and Communication Technology Agency (DKIS), meaning it is not yet fully independent in managing the digital data for the PERAWAN GATRA innovation. Additionally, many members of the public are still unaware of the PERAWAN GATRA initiative due to a lack of outreach efforts and the fact that many people still do not understand digitalization.

Overall, while the PERAWAN GATRA innovation offers many benefits and improves the efficiency of handling public order disturbances, these challenges indicate that there are several areas that need improvement, particularly in terms of infrastructure, servers, devices, outreach, and digital literacy.

Efforts to Enhance Innovation in Public Services at Perawan Gatra

Based on direct field observations, efforts have been made to address various obstacles to the PERAWAN GATRA public service innovation. The Cirebon City Civil Service Police Unit (Satpol PP) has implemented several initiatives to improve the quality of services that serve the public interest. This includes raising awareness through digital media so that the PERAWAN GATRA initiative can reach a wider audience, and collaborating with the Cirebon City Information and Communication Technology Agency (DKIS) to manage geospatial-based digital data and support infrastructure, including servers and digital devices. To address digital literacy, the Cirebon City Civil Service Police Unit (Satpol PP) has provided training to its staff on managing geospatial-based digital data.

CONCLUSION

Based on the research findings and discussion, using four main dimensions Public Value, Community-Driven Innovation, Public Legitimacy and Support, and Operational Capacity of Public Organizations it can be concluded that the PERAWAN GATRA innovation by the Cirebon City Civil Service Police Unit has made a positive contribution to addressing disturbances to public peace and order (Trantibum) in Cirebon City. The PERAWAN GATRA innovation delivers public value through the use of geospatial-

based digital data, which identifies hotspots for Trantibum disturbances and enhances public trust in the performance of the Civil Service Police Unit.

The PERAWAN GATRA innovation has proven effective as a valuable digital public service tool that is focused on community needs. However, its implementation has not yet been optimal. To enhance sustainability and maximize its benefits, it is necessary to strengthen organizational capacity, improve technological infrastructure, expand outreach efforts, and develop digital literacy among government officials and the public. In this way, the PERAWAN GATRA innovation can generate stronger and more sustainable public value in supporting the maintenance of public peace and order in the City of Cirebon.

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