Thematic Bureaucratic Reform: Revamping the Social Welfare Database System in Malang City

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Abstract

This research aims to explore the implementation of Thematic Bureaucratic Reform, especially in the context of improving the social welfare database system in Malang City. Thematic Bureaucratic Reform is known as an approach that focuses changes and improvements to a particular sector in an effort to improve the quality of public services. Social welfare is an important aspect of development policy, and an efficient and integrated database system is the basis for supporting the planning and implementation of welfare programs. This research will analyze the challenges, potential and impact of implementing Thematic Bureaucratic Reform on improving the social welfare database system at the regional level, with a focus on Malang City. This research methodology uses qualitative data which includes analysis of policy documents and related Malang city government report documents. It is hoped that the findings of this research will provide in-depth insight into the role of database systems in supporting the effectiveness of Thematic Bureaucratic Reform, as well as potential improvements that can be implemented at the regional level. The research results show that bureaucratic reform in data base governance has been carried out with the SiBANSOS innovation. The existence of this managed system will facilitate regular data collection which can be carried out by related parties. It is hoped that this research can provide practical and strategic recommendations for strengthening the social welfare database system in Malang City, with the aim of increasing bureaucratic efficiency, increasing information accessibility, and ultimately, strengthening government efforts to improve community welfare as a whole.
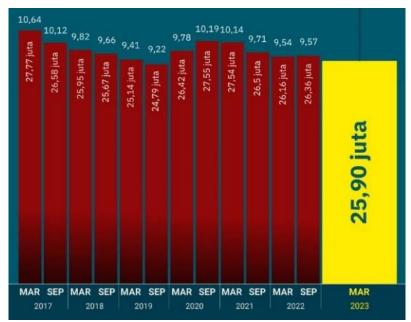
Article Info

1. Introduction

In an era of organizational dynamics and demands for rapid change, organizational performance in local government plays a central role in achieving development goals. Global phenomena that are dynamic, fast, complex, risky and full of surprises or commonly abbreviated as VUCA (Volatility, Uncertainty, Complexity, and Ambiguity) that arise as a result of global dynamics need to prepare an adaptive system (Ari Nugroho et al., 2021).

The Indonesian government has been implementing an organizational change agenda through bureaucratic reform for more than two decades. The desire to make efforts to transform and reform the bureaucracy in the public service has not been just a blueprint on paper, but a necessity in order to respond to changes in the present and the future (Yunas et al., 2023).

For this reason, bureaucratic reform must be implemented in a real way and directly touch the problems that exist in society. In response to this problem, the Ministry of Administrative Reform and Bureaucratic Reform (KemenPANRB) directs Bureaucratic Reform to have a direct impact on society and development through Thematic Bureaucratic Reform launched by the President of the Republic of Indonesia (Ratumakin, 2023). Thematic bureaucratic reform is an effort and means to unravel and answer governance problems that are felt directly by the community. This reform is impact-oriented (Iswanto & Putra, 2023).

Thematic Bureaucratic Reform is implemented based on the Regulation of the Minister for Empowerment of State Apparatus and Bureaucratic Reform Number 3 of 2023 concerning Changes to the Road Map for Bureaucratic Reform 2020 – 2024. Based on these regulations, thematic bureaucratic reform focuses on four implementation themes including Poverty Alleviation, Increasing Investment, Digitalization of Government Administration, and Accelerating the President's Actual Priorities, namely Increasing the Use of Domestic Products (PDN) and Controlling Inflation (Nurul Badi'ah, 2023).

The first focus on poverty is one of the crucial issues today. Poverty as a global issue, especially during economic recovery, is a challenge and responsibility for public administrators in providing public services (Iswanto et al., 2021).

Pigure 1. Poverty Rates in Indonesia
Source: (Badan Pusat Statistik, 2023)

The data above shows that there have been fluctuations in the development of the poverty rate in Indonesia since 2017-2023. 2020 holds the highest record of poverty rate caused by the socio-economic impact of the Covid-19 pandemic. Since 2021 until now the government has tried to recover the impact through various policies and programs.

A number of pre-existing policies such as social assistance or social safety nets have been provided to the community. In its implementation, social assistance programs often experience obstacles in the field. The researcher concludes from the results of previous research, namely; (1) overlapping social assistance policies issued by the government between ministries, resulting in confusion in implementation. (Noerkaisar, 2021); (2) the distribution of social assistance is less than optimal due to the unpreparedness of the central and regional governments to be able to prepare a decision support system to determine the Beneficiary Families of social assistance. (Hirawan, 2020); (3) availability of data on the poor / recipients of social assistance, where data on recipients of social assistance should be updated and verified every year, so that if a disaster occurs or does not occur, the Government is ready with data on

who should be given social assistance in accordance with the criteria for providing social assistance in accordance with the regulations stipulated in Law number 13 of 2011 concerning Handling the Poor. (Rahmansyah et al., 2020).

In realizing the development of public welfare, this is theoretically supported by a change in the paradigm of public administration from old public administration, new public management, and, new public service which requires the state to be present in every problem, especially here is the problem of public welfare as one of the concrete manifestations of public services in the social field. (Iswanto, 2021).

This research was conducted in Malang City for several reasons. First. Based on data from the Central Statistics Agency (BPS), the poverty rate is higher in urban areas than in rural areas. Second, Malang has significant social and economic diversity. There are differences between urban and rural areas, as well as variations in the economic level of the community. This can provide a more comprehensive picture of the various aspects of poverty.

The central, provincial and local governments of Malang City have prepared several poverty alleviation programs through social assistance. In its implementation, there are still problems, especially with the database that is still not up to date. In addition, there are still 40% double data on social assistance recipients in Malang City in 2020. (Edgar, 2020). This has become an urgency for the government to be able to create a database system that can be updated regularly, seeing the dynamically changing social conditions of the community.

The Malang City Government made an innovation through "SiBANSOS" Malang City. SiBANSOS or Malang City Social Assistance Information System is a system developed to ensure the distribution of Social Assistance in Malang City is right on target. This mechanism is carried out by mapping residents in need through verification from the village level and puskessos to record affected residents with valid population documents (KTP and KK). With this system, it is hoped that all existing social assistance quotas are right on target, there are no multiple recipients.

Thus, researchers are interested in further research on thematic briorkasi reform in revamping the social welfare database system as one of Malang City's priority programs in intervening in poverty.

2. Methods

The research method used in this research is qualitative with a secondary data analysis study. This analysis includes analyzing policy documents and government performance reports. This technique involves researching and evaluating relevant policy documents related to Thematic Bureaucratic Reform and the social welfare database system in Malang City. The analysis aims to understand the policy framework, reform objectives and other relevant policies that may affect reform implementation. The data sources in this research are literature from books, scientific journals and Malang City local government report documents in the form of Government Agency Performance Reports (LKjIP), regional planning documents such as RPJMD, RKPD from the Malang City Government and data from other credible and relevant sources.

3. Results and Discussion

3.1 General Bureaucratic Reform and Thematic Bureaucratic Reform of Malang City

Malang City is the second largest city in East Java that focuses on aspects of regional development (Akbar, 2018). Development is prioritized to realize the implementation of bureaucratic reform and quality, professional, accountable, and community satisfaction-oriented public services (Kinasih & Sujianto, 2022).

Bureaucratic reform is essentially an effort to make fundamental reforms and changes to the system of government administration, especially regarding aspects of institutional (organization), management (business process), and human resources of the apparatus.

(Hidayat, 2019). Along with its development, bureaucratic reform is expected not only to focus on the internal aspects of government, but must be oriented to the resulting impact. So a new paradigm emerged from general bureaucratic reform to thematic bureaucratic reform. The following is a comparison of the focus of general bureaucratic reform and thematic bureaucratic reform.

Table 1. Differences in the focus of general bureaucratic reform and thematic bureaucratic reform

General Bureaucratic Reform	Thematic Bureaucratic Reform
1. Change Management;	1. poverty alleviation;
2. Supervision;	2. investment increase;
3. Performance Accountability;	3. government digitalization;
4. Organization;	4. acceleration of presidential priorities.
5. Governance;	
6. Human Resources;	
7. Policy Deregulation;	
8. Public Service Quality.	

Source: Processed by the Author (2023)

The above comparison can be seen that the main indicators used have developed and shifted paradigms. General bureaucratic reform focuses on internal government and bureaucracy such as management, supervision, accountability, organization, management, human resources, policies and public services. In thematic bureaucratic reform, the main focus is on direct impacts that can overcome problems in society such as poverty alleviation, increasing investment, digitizing government and accelerating government priority programs such as Increasing the Use of Domestic Products (PDN) and Inflation Control.

The focus of thematic bureaucratic reform can indeed have a direct impact that can be felt, but the process of implementing success assessment and evaluation has no specific indicators that regulate it. In contrast to the general bureaucratic reform that has been implemented, there is a tool to measure the success rate of bureaucratic reform through the bureaucratic reform index (IRB). The IRB describes the extent to which improvements in governance have been implemented by government agencies.

The assessment of the implementation of bureaucratic reform through IRB consists of two components, namely the lever component and the result component (Habibi, 2020). The following is the realization of the Malang City bureaucratic reform index from 2019 to 2021.

Table 2. Development of IRB in Malang City

Year	IRB in Malang City
2019	69,67
2020	69,72
2021	70,33

Source: Pemerintah Kota Malang (2023a)

The data above shows that there has been an increase in the bureaucratic reform index in Malang City over the past three years. In 2019, Malang City's IRB was 66.67 with the predicate B (Good, because it is in the range of 60-70). In 2020, Malang City's IRB increased to 69.72 but the predicate is still at B. In 2021, the IRB increased to 70.33 with the predicate BB (Very Good, because it is in the range of 70-80). This increase is one of the benchmarks for assessing the success of implementing general bureaucratic reform. It is necessary to be able to create the same system for thematic bureaucratic reform index assessment.

The measurement of thematic bureaucratic reform indicators is very important because it provides a deeper understanding of the progress and impact of reforms in the four sectors that are the focus of development. This intends to help create a more contextualized, in-depth, and results-oriented approach across sectors, which in turn can support sustainable development and improved quality of life.

The Malang City Government's program in addressing PMKS is through social safety nets and the target is to improve the quality of social protection. To achieve this, the performance indicator is how much the reduction of PMKS and the extent to which the management of social assistance is carried out continuously in Malang City. Effectiveness in reducing the level of poverty is the main growth in choosing a development strategy. (Nabawi, 2020). The following is performance data on the reduction of PMKS:

Table 3. Indicators, realization, and performance achievement of reducing PMKS in Malang City 2021-2022

Performance Indicators (%)	Performance Realization		Performance Achievements	
	2021	2022	2021	2022
PMKS Reduction	-0,42%	3,76%	0%	75,20%

Source: Pemerintah Kota Malang (2022a)

The data above shows that the performance of economic recovery from the aspect of social development has experienced positive developments, although it has not yet reached 100% performance. In 2021, the performance realization of reducing PMKS was -0.42%. The data indicates that PMKS in Malang City has increased. However, in 2022, the performance realization of reducing PMKS increased by 3.76%. This means that the Malang City Government has succeeded in reducing the increase in PMKS. This shows that the performance of the Malang City Government in alleviating poverty has increased, although the performance has not reached the target 100%. This proves that the thematic bureaucratic reforms that have been carried out over the past year have paid off.

One aspect of bureaucratic reform in improving welfare is also community economic empowerment. Malang City has a lot of potential both from the tourism sector and the education sector which can have an economic impact on the surrounding community. This was expressed by Mr. Wahyu Hidayat as Acting Mayor of Malang as follows:

"Malang City has strong potential for steps to strengthen economic growth, which is expected to provide a multiplier effect for poverty alleviation, namely the strength of the creative economy,"(Source: Achmad, 2023).

This statement indicates that Malang City has great potential to take steps that strengthen economic growth. Malang City as a Tourism City and Education City can simultaneously be a major driver in improving the community's economy and supporting regional economic recovery. These steps are expected to create a multiplier effect that contributes to poverty alleviation, especially through strengthening the creative economy sector.

In addition, people who are in extreme poverty must have different programs. This was expressed by Mr. Sutiaji as the Mayor of Malang as follows:
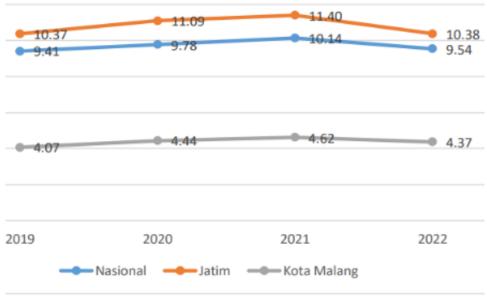
"deepening that there is poverty that is difficult to stimulate with capital assistance, they need more assistance for their daily needs, so the Rantang Kasih program emerged," (Source: Pemerintah Kota Malang, 2022c).

The above statement underscores the realization that there are groups of people whose poverty is difficult to overcome through capital assistance. Instead, they need support in terms of fulfilling their daily needs. Therefore, the "Rantang Kasih" program was initiated as a form of assistance that focuses more on daily needs. This program is prioritized for people with extreme poverty to meet their basic needs and help other Malang City Government Development priority programs such as handling stunting for children.

3.2 Reforming Malang City's Social Welfare Database System

Social welfare is the main focus of development policy in Malang City. Therefore, having an accurate, integrated, and easily accessible social welfare database is a must. Thematic Bureaucratic Reform in Malang City refers to a more focused approach in improving the bureaucratic system by identifying and responding to the specific needs of a sector, in this case, the social welfare sector.

Malang City has a fluctuating poverty rate over the past five years. The following is the data on the percentage of poverty in Kota Malang:

Figure 2. Poverty Rate in Malang City
Source: Pemerintah Kota Malang (2022b)

The data above shows that the increase in the poverty rate in Malang City occurred in 2020 at 4.44% and increased again in 2021 with a percentage of 4.62%. In 2022 the poverty rate was at 4.37%. This decline is due to a number of regional economic recovery intervention policies.

One of these policies is through the development of the welfare of people with social welfare problems (PMKS). PMKS is a person, family or community group who due to an obstacle, difficulty or disturbance cannot carry out their social functions, so that their physical, spiritual and social needs cannot be met adequately and reasonably (Rachmawati & Faedlulloh, 2021).

Based on data from the Malang City Government Agency Performance Report (LKjIP), the percentage of PMKS handled by the Malang City Government has increased significantly, seen from 2019 which was handled by 8.55%, increasing in 2020 to 20.17% and in 2021 increasing again to 33.07%. This also illustrates that during the Covid-19 pandemic the Malang City Government increased its attention to dealing with social problems (Pemerintah Kota Malang, 2022b).

The rate of decline in PMKS is getting weaker from 2019 to 2021. Where in 2019 it was 3.31 percent, in 2020 it was minus 1.08 percent, and in 2021 it was minus 0.43 percent. The deterioration in the percentage of PMKS reduction is greatly influenced by the number of new PMKS that have emerged due to the Covid-19 pandemic.

Efforts to reduce PMKS through optimizing the role of Puskesos to be more targeted. In addition, thematic bureaucratic reforms are carried out as an effort to improve the governance of social assistance in Malang City. This is in accordance with Dwi Rahayu's statement as the Head of Bappeda Malang City as follows:

Thematic Bureaucratic Reform of Malang City focuses on the preparation of a social welfare database based on by name, by address, by NIK and by need so that all efforts to deal with poverty carried out by the City Government of Malang are more targeted (Source: Pemerintah Kota Malang, 2023b).

The above statement indicates that efforts to maximize social welfare data updates are carried out based on by name, by address and by needs so that the handling of PMKS in Malang City can be optimal as needed and can alleviate PMKS independently. By name refers to the grouping of social welfare data based on individual names. This allows users to easily find

information about a person by searching by their name. This can help in specific searches related to a person's social welfare needs and history.

By address means Disaggregation by address involves grouping data based on the geographical location or residential address of individuals. This can help in analyses relating to specific regions, such as the level of social welfare in an area. By NIK means that Disaggregation by NIK involves grouping data based on the Population Identification Number that is unique to each citizen. This allows for quick identification and search of data based on the personal identification number associated with each individual. By need means that revamping by need involves classifying data based on the type of need or assistance required by the individual. The thematic reform with the revamping of the welfare database by name, address, by NIK and by need will be able to improve the quality of the database. This is in accordance with the statement of Mr. Sutiaji as the Mayor of Malang as follows:

"Through this (Thematic Bureaucratic Reform), we can improve the quality of the social welfare database that is connected to One Data Malang and can be shared with Regional Apparatus in implementing programs that support poverty alleviation.," (Source: Pemerintah Kota Malang, 2022c)

The above statement shows that through the implementation of Thematic Bureaucratic Reform, there will be an improvement in the quality of the social welfare database that is connected to One Data Malang. In addition, this improved database can be accessed and used by Regional Apparatus to implement programs that support poverty alleviation efforts.

In addition, as a form of collaboration between Regional Apparatus so that there is a continuity of government programs and activities with poverty alleviation, the updated social welfare data will be used as Integrated Social Welfare Data (DTKS) to become data/objects/target groups for each activity carried out by Regional Apparatus. DTKS is data that is a source of reference for the implementation of social welfare implementation, in this case the data contains data on the need for social assistance and social welfare services (Manoppo & Laoh, 2022).

The strategic issue of poverty must be prioritized to be resolved together with cross cutting in the next planning (Iswanto, 2023). Each Regional Apparatus knows its role and the intersections/collaborations that are carried out to help deal with poverty. Collaboration between stakeholders needs to be done to make the poverty management system integrated, effective and efficient (Fattach et al., 2021).

In addition, the Malang City Government innovated to create an integrated data system through SiBANSOS. This innovation was developed to ensure that the distribution of Social Assistance in Malang City is right on target. This is in accordance with Wasto's statement as Regional Secretary of Malang City as follows:

"The SiBansos application will be very helpful in providing the best service for the community. In accordance with the times, services to the community today are not only required to be fast, but also must be precise," (Source: Pemerintah Kota Malang, 2020)

The statement above indicates that with the SiBansos innovation, it can provide social services quickly and precisely, both right function, right use and right target. In addition, this system can also increase public accountability in providing community social assistance. This is in accordance with the statement of Wasto as Regional Secretary of Malang City as follows:

"SiBansos will make it very easy to monitor the accountability of the provision of aid funds. From this application, various assistance can be monitored, be it assistance from the APBN, East Java Provincial Government, Malang City Government, to donations from volunteer.," (Source: Pemerintah Kota Malang, 2020).

The data above shows that SiBansos is useful as a website-based social assistance submission information system as a service and data processing media and makes it easier to apply for and distribute assistance to each community. In addition, it can be used as an educational media so that it can facilitate and monitor the aid funds provided by the government to the community. This media also makes it easier for the community to find out the application for assistance that will be submitted online (Linggajaya & Kesuma, 2022).

This system works during the PMKS data collection process until the disbursement of social assistance. The following is a graph of the SiBansos work process (see Picture 3).
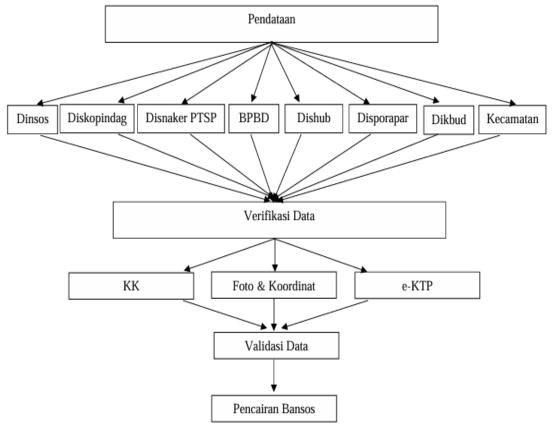

Figure 3. Data Collection Process up to Disbursement of Social Assistance in Malang City
Source: Data Processed (2023)

The picture above shows the work process of SiBansos. In the first stage, data collection is carried out by each of the relevant OPDs, namely the Social Service Office, the Office of Cooperatives, Industry and Trade (Kopindag), the Office of Manpower, Investment and One-Stop Integrated Services (DisnakerPTSP), the Regional Disaster Management Agency (BPBD), the Transportation Office (Dishub), the Youth, Sports and Tourism Office (Disporapar), the Education and Culture Office (Dikbud) and the Sub-district. The data collection was carried out with the following criteria:

1) DINSOS
    a. Underprivileged Families Included in the DTKS
    b. Non-DTKS Poor Families
2) DISNAKER-PTSP
    a. Workers who were laid off
    b. Workers who were laid off
3) BPBD
    a. Poor Families, Laid-off Workers, and Communities with Significant Economic Impacts
4) DISHUB
    a. Public Transportation Driver
5) DISPORAPAR
    a. Shopping Tourism Merchants
    b. Workers who were laid off
6) DIKBUD
    a. School Street Vendors

      b. Art Workers
7) DISKOPINDAG
      a. Informal Street Vendors
      b. Workers who were laid off

With this data collection, those who will be selected as potential recipients of social assistance. The next stage is data verification. Data verification is carried out by the village and Puskesos to ensure that the proposed residents are indeed eligible for social assistance. This verification is done online by entering location data and photos of the social assistance recipient's residence. Sorting passing grade by the system, the order of data is prioritized. Coordinates and Location Photos.

After verification, data validation will be carried out. Data that has been verified at the village level, at a predetermined time, will be proposed in accordance with the quota for each source of funds. This proposal is carried out by taking into account: (1) no residents will receive multiple funds; (2) residents are entitled to receive one source of social assistance; and (3) the allocation of funds cannot be canceled. Furthermore, the list of names that are appropriate will be proposed as a decision letter for the disbursement of social assistance funds. The following is data on social assistance disbursement in Malang City:

Table 4. SiBansos Data of Malang City

Type of Social Assistance Data	Amount
Quota	86.186
Registered Participants	76.691
Already Disbursed	72.610

Source: Pemerintah Kota Malang (2023c)

The data above includes information related to the social assistance program with details of the type of data and the amount. There is a social assistance quota of 86,186 but only 76,691 have been registered. This means that there is still a remaining quota of 9,495. In addition, there are still many participants who have registered who have not disbursed. There is a difference of 4,081 participants who have registered but have not disbursed social assistance.

The difference between the number of registered participants and the number that has been disbursed is caused by several factors, such as the verification process, completeness of documents, or other administrative processes that have not been completed before the assistance is actually disbursed to eligible participants.

With this system improvement, the poverty reduction priority program in Malang City can be resolved with a database system and SiBansos innovation can be maintained on an ongoing basis. This can be done by periodic data collection carried out by relevant stakeholders, so that existing data can be used whenever needed.

4. Conclusion

Bureaucratic reform of database governance has been carried out through the SiBANSOS innovation. Despite the improvement in the Malang City Government's program to overcome poverty and the increase in the bureaucratic reform index, there is still a discrepancy between the number of registered participants and the number who have received assistance. This is due to the verification process, document completeness, and other administrative processes. Therefore, this research provides practical and strategic recommendations for strengthening the social welfare database system in Malang City, and highlights the importance of verification, document completeness, and administrative processes in the assistance program. The Malang City Government has made efforts to improve social assistance governance with a focus on managing the social welfare database system and community economic empowerment to reduce poverty. The "Rantang Kasih" program and SiBansos innovation are used to ensure the distribution of social assistance is right on target. The conclusions and suggestions based on this

research can serve as a foundation for the Malang City Government in improving the effectiveness of social assistance programs and bureaucratic reform in the future.

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