Evaluation of the Impact of Public Service Innovation and Sustainability Model of the Family Doctor Program of the Government of the Riau Islands Province

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ABSTRAK

Dokter keluarga merupakan inovasi daerah mengatasi kesehatan masyarakat. Aspek luaran berhasil namun retan pada sisi keberlanjutannya. Penelitian bertujuan mengevaluasi dan menginterpretasikan dampak kebijakan dan menyusun model berkelanjutan Program Dokter Keluarga di Provinsi Kepulauan Riau. Pendekatan penelitian kualitatif, untuk memahami suatu gejala dari dampak program. Hasil; program berdampak positif bagi masyarakat dan menginspirasi Pemerintah Pusat melakukan program sama. Program ini banyak menyerap Anggaran Pendapatan dan Belanja Daerah, tidak sejalan dengan kebijakan pusat tentang tenaga kontrak dan rentan tekanan politik lokal yang mengancam keberlanjutan program. Model yang peneliti tawarkan adalah Inovasi Layanan Publik Berkenjutan, bahwa Inovasi yang baik dimulai dengan hadirnya pemimpin daerah yang inovatif dan kreatif (agile leadership), pemimpin yang mampu berkolaborasi dan berkoordinasi yang baik. Agar program inovasi berkelanjutan seorang pemimpin harus adaptif terhadap perkembangan Iptek, taat aturan hukum yang berlaku, sinergis dengan politik local, dan berkolaborasi degan semua pihak dan mengoptimalkan CSR sector swasta.

ABSTRACT

Family doctors are a regional innovation to address public health. The external aspects are successful but vulnerable in terms of sustainability. The study aims to evaluate and interpret the impact of policies and develop a sustainable model of the Family Doctor Program in the Riau Islands Province. Qualitative research approach, to understand a symptom of the impact of the program. Results; the program has a positive impact on the community and inspires the Central Government to carry out the same program. This program absorbs a lot of the APBD, is not in line with central policies on contract workers and is vulnerable to local political pressure that threatens the sustainability of the program. The model offered by the researcher is Sustainable Public Service Innovation, that good innovation begins with the presence of innovative and creative regional leaders, who are able to collaborate and coordinate well. In order for the innovation program to be sustainable, a leader must be adaptive to the development of science and technology, obey applicable legal regulations, be synergistic with local politics, and collaborate with stakeholders and optimize private sector CSR programs.

INTRODUCTION

Based on *Balitbang Health Research* in 2007, showed that the stunting rate in Riau Islands Province. was 26.1 percent. This figure showed that toddlers in the Riau Islands the province are still not free from nutritional problems. In 2011, the provincial government committed to addressing the problem by establishing stunting prevention as a priority program. Governors, regents, and mayors work together through programs to reduce stunting. The governor and regent agreed through an MoU to reduce stunting.

This Health Service Innovation is called the *Family Doctor Program*. Its implementation involves appointing family doctors to only work (on an annual contract basis) as home visit family doctors.

The duty is to carry out house-to-house checks to measure malnutrition and stunting. Using a 'pick-up-the-ball' approach, doctors were sent directly to residents' homes who were separated between islands. Geographical conditions and inadequate facilities are the background for family doctor innovation. Doctors have to move from one island to another by boat in an area that is two percent land and 98 percent sea to provide services to the community.

The government is responsible for providing the best service for the community (Jones, 2021). The government has a role in providing needed public services and must continue to improve the quality of services. Wang & Chi (2018), stated that the implementation of public services should not be carried out haphazardly. The government is responsible for improving the quality of public services by innovating according to geographical and socio-economic environmental conditions. Innovation has attracted the interest of scientists over the last two decades, especially public sector innovation (Cinar et al., 2024). This innovation has become a political and administrative agenda in many Western countries and is spreading to developing countries (Muluk & Pratama, 2021). Governments around the world have explored innovative ways to deliver public services to meet citizens' needs and expectations (Qiu & Chreim, 2022). For public organizations, innovation is a means of improving the quality of competitive services, and working effectively and efficiently in a dynamic market environment (Koyi et al., 2021). In addition, innovation is an important way to gain trust, maintain legitimacy, and survive in a rapidly changing world (Callens et al., 2022).

Innovation is a categorical imperative for public sector organizations in public services to overcome the current economic and social challenges facing the UK, as explained by (Sønderskov et al., 2022). Public sector organizations must be innovative to meet society's demands by improving services in terms of efficiency, effectiveness, responsiveness, accountability, and transparency (Nam, 2019). In addition, the drive for innovation is also fueled by technological change so that collaboration with citizens becomes more prominent, increasing the co-production of services and placing public service organizations and users on a more equal footing (J. Chen et al., 2020).

Innovation must refer to governance principles (Ehsan et al., 2022), characterized by compliance with regulations, and improving performance, all of which require the existence of good governance. Baker et al (2020) defined governance as "the way of exercising power in managing a country's economic and social resources for development." Governance indicates a configuration of elements of law, policy mandates, regulations and administrative guidelines, organizational structure, finance, and programs, which can be separated but are interrelated, which together form government activities. However, an innovation must be well planned and implemented in accordance with its consistent policies (Knill & Bauer, 2016; Afifuddin et al., 2023)

Public sector innovation can be interpreted as changes that are new for the organization and the relevant environment (Buchheim et al., 2020). Another definition mentions sector innovation, the creation or development of new ideas, objects, and practices in organizations (Cinar et al., 2024). The broader definition is seen as a new service, technology, organizational structure, management approach, process, or policy by a government agency to overcome challenges facing an organization, nation, or society (Sazzad et al., 2021). The term 'new' in an innovative idea does not have to mean new at all because the novelty of the innovation is measured subjectively according to the views of the individual who receives it. What must still be noted is that an innovation must have a comprehensive and collaborative perspective in order to be effective in achieving program goals (Idrus & Syah, 2024)

The Family Doctor Program as a form of Public Service Innovation in the Health sector must follow the principles of good governance. The implementation has encountered problems (however, the community still benefits and is happy with this family program). The first problem is that the performance of family doctors is not optimal because health centers on remote islands lack doctors so that family doctors who should be doing home visits have to work at health centers as well.

The second problem, the Family Doctor Program Policy is prepared and implemented in a top-down manner, the implementing apparatus and the program implementing doctors work to carry out the orders that have been set. An equally fundamental problem is the existence of political pressure in the legislature, there are 2 (two) sides of the political spotlight, the first is regarding the absence of a legal umbrella for honorary workers (family doctors as contract workers) and conditioning a budget deficit (APBD) in the Riau Islands Provincial Government. Indeed, good innovation policies that are beneficial to the community are very likely to be stopped (threaten the sustainability of the program) if they do not get political support and violate central government regulations. This program policy uses the APBD and turns out to result in a budget deficit. The main weakness is that the implementation of Public Private Partnership in the form of Corporate Social Responsibility is still not optimal to overcome the budget deficit in the Riau Islands Provincial Government. This study aims to evaluate the impact of the Family Doctor Program policy in the Riau Islands Province and to develop a Sustainable Public Service Innovation model

Literature Review

Public Policy

A public service program certainly requires a legal instrument or a policy (without a policy the program cannot be implemented). Public policy is the government's main tool for solving problems that occur in society, either directly or through government institutions. Olavarria-Gambi (2021) states that policy is something that the government does or does not do. Strassheim (2021) explains that policy is a tool to achieve certain goals. Shultz et al (2022) emphasizes that policy is a tool to solve a problem that exists in society. So public policy is a tool/legal umbrella used by the government in an effort to overcome public problems.

Governance and Public Service Innovation

Governance is used in the context of replacing the term government as a hierarchical service delivery model (Zhang, 2015). Integrity and stakeholder synergy in providing public services. Synergy or collaboration is a concept of involving government and non-government actors in a network that acts collectively to achieve public policy goals, (Eberhard et al, 2017; Koski et al, 2018; Challies et al, 2017) Ambrose et al (2022) states as a way for stakeholders to interact to influence public policy outcomes. Witkowski et al (2024) as a form of institutional arrangement in partnership between government, private sector, society involved in the process of debate, consideration and delivery of public policy content. Moon (2017) productive communication in 4 (four) aspects, namely between government and non-government actors; public-private partnerships; joint management of public services; and networks. Discussions on public governance cannot be separated from public service innovation as a consequence of synergy-partnership in the dynamics of sharing resources between government, private sector and volunteer actors in accountability relations to provide public services and the professional capacity of the actors (Rijswijk & Brazendale, 2017).

The inclusion of innovation in the public policy agenda created public governance as a way of delivering public services. Public service innovation is then seen as strategic to solve public problems effectively and on target. Public service innovation has been adopted, supported, and improved in the public policy process and is no longer conceptualized as just a work. Public service innovation goes beyond sectors to find processes that produce sustainable impact by addressing public problems. (Lindquist & Buttazzoni, 2021) Expressed that public innovation is a new solution to public problems that is more efficient, effective and sustainable and is planned, implemented monitored, and evaluated jointly, participatory.

From the description above, it is emphasized that governance that the government is not a single actor in development, but there is synergy-partnership with the private sector, and the media, academics and the community. Synergy-partnership by remaining on their respective autonomy without any burden of responsibility to the government, organizing itself the government plays a role as the leading sector.

In the synergy-partnership will be more meaningful and functional in public services. The development of technology and democratization of public issues are increasingly transparent and public demands are also getting stronger, so efforts to improve the quality of services must be answered with creative innovation that is contextual. Public service innovation is seen as strategic in efforts to solve public problems effectively and on target. Public service innovation has been adopted, supported, and improved in the public policy process is no longer conceptualized as just a work. Public service innovation transcends sectors to find processes that produce sustainable impacts in overcoming public problems. Lindquist & Buttazzoni (2008) stated that public innovation as a new solution to public problems that is more efficient, effective and sustainable and is planned, implemented and monitored-evaluated together, participatory.

The purpose of public service innovation is to create public value (Chohan, 2023; Thøgersen et al., 2021). Then Uyarra et al (2019) explicitly expanded the concept of public values to include human rights, safety, and the welfare of individuals and national interests. To reconcile two opposing views, public values refer to desired outcomes relating to the quality of individual and collective lives of citizens that are shaped by the normative consensus of society, policy, and governance (Fuster Morell & Senabre Hidalgo, 2022; Kandanaarachchi et al., 2024; Cain et al., 2021). The innovation process in an ecosystem involves various actors in the creation of shared value or co-creation (Clark, 2021). Thus, public value is a process of developing and implementing innovation and as an expected result in public sector innovation (Austin et al., 2024; Yuan & Gasco-Hernandez, 2021; Vigar et al., 2020).

Innovation is a continuous process and is one of the continuous improvements in policymaking for public services. Although there is no universally accepted definition of innovation, most experts agree that innovation is an effort to develop and realize ideas (Huang et al, 2024; Lago et al, 2024). Innovation requires collaboration, this is the result of research by Callens et al (2022) Successful innovation in public service delivery. Such innovation must be economical and ensure the participation of all stakeholders. The need to solve difficult problems requires cooperation from various organizations (Jarmai & Vogel-Pöschl, 2020). Changing mindsets and practices such as open innovation enable organizations to recognize and achieve the benefits of collaboration (Bianchi et al., 2021). In particular, collaborative governance emphasizes multi-actor collaborative innovation across organizations to create public value (Ansell & Gash, 2008). Public sector

innovations are usually introduced into ecosystems through interfaces between organizations and their stakeholders. It must be understood that innovation can occur within organizational boundaries and between separate organizations in an inter-stakeholder ecosystem (Kamikawa & Brummer, 2024).

The presence of innovation Chatfield & Reddick, (2018) explained that every level of government can create a creative idea or answer to how public services work/methods. The presence of the government in innovating and accelerating efforts to overcome public problems has attracted researchers to research. Rubalcaba & Peralta, (2023), that innovation and government intervention have a positive and significant influence on improving performance. The weak side of public sector innovation is that it is often top-down. This can be seen from the results of research by Lindvall & Rönnerstrand, (2023) which states that public service innovation uses a top-down approach without massive community involvement, so that the innovation created is not based on an analysis of public needs. The research results of Saari et al., (2015), showed that this top-down approach will be hampered by low commitment and political will of regional leaders, unclear financial support schemes, and minimal rewards for innovators.

To be more implementable, innovation is structured bottom-up with collaborative characteristics, because essentially public service innovation is an effort to provide services of public value to society (Landstad et al., 2024). Zhao et al, (2024) explained the need for a bottom-up-based program innovation, supported by stakeholders and also with support from the Central Government. Research by Vuong, (2023) Public sector innovation has a contribution as a positive driving factor for development success.

Successful innovation requires the collaborative participation of all parties (stakeholders). Hardyman et al, (2022), explained that innovation to be successful requires each entity to contribute a certain legitimacy and capacity to the innovation process, based on fundamental values, which can be recognized and supported by better achieving sustainable innovation outcomes and more inclusive service delivery. The importance of collaboration in public service innovation can be seen in the research results of Hesselgreaves et al, (2021) that collaboration between stakeholder communities, health service providers, and government agencies through the role of multi-sectoral partnerships in overcoming complex public health problems such as stunting with the support of stakeholders will effectively improve community welfare. Elbanna et al, (2016), that public services must strive to benefit all relevant stakeholders such as the government, society, and the private sector. So that all stakeholders can receive satisfaction, this research emphasizes the need to develop social values such as budget efficiency, socialization, and coordination between stakeholders.

Munro, (2020), that public services at the local level can be improved with community-based public service innovation, and the role of the central government by providing various incentives such as increasing local government autonomy, providing training, budgets, and supplies needed in the public service process. Hassan et al, (2021), local governments must continue to innovate to improve public services, then the central government must also help local governments such as assisting in the form of budgets and training. To build innovation, it is also very important to build collaboration with related stakeholders.

Febrian et al, (2023), in research on regional innovation, found that the success of a regional innovation internally is determined by the leadership indicators of the regional head who is visionary and innovative and the right organizational structure.

Organizational culture that cannot be separated from democratic pathology, and employee competence that requires development. Collaboration, synergy with the legislature, community participation, and the final influence is the importance of socialization. The presence of leaders in innovation and acceleration of innovation can also be seen in the research results of Demircioglu & Van der Wal, (2022). Discussing regional innovation cannot be separated from discussing leadership because leadership figures are the key to innovation (Nguyen et al., 2023). Yazici et al, (2022), stated that for public leadership in economic and political situations as well as science and technology, what is needed is agile leadership. Agile leadership is a leader's ability to make wise and effective decisions in a complex, volatile, and rapidly changing environment by responding quickly (Cyfert et al., 2022). Able to embrace and synergize with stakeholders (Siregar et al., 2023). Agile leadership can develop strategies and provide direction on how to create an agile organization. He is visionary, tactical, and able to lead effectively in a business environment that changes rapidly and demands to adapt quickly, has a broad perspective, and prioritizes achieving success (Joiner, 2008).

De Meuse et al, (2010), conveyed that agile leadership reflects effectiveness, responding appropriately to diverse and dynamic conditions. Joiner, (2008) stated that Agile leadership can make wise and effective decisions in a complex, volatile, and rapidly changing environment. Agile leadership can learn new leadership styles and flexibly replace traditional leadership to quickly respond to dynamic and changing circumstances (Meyer & Meijers, 2017), synergize with all parties, and be adaptive to external and internal changes (Chatwani, 2019). An agile leadership is someone who has a thicker EQ than IQ (Porkodi, 2024; Meyer, 2016). Agile leaders reject the chain of command principle, inspire others, empathize with all parties, actively communicate, develop a shared vision, and continuously develop the actors involved (X. H. Chen et al., 2022; Rialti & Filieri, 2024). Agile leadership analyzes events and visionaries (Yadav & Dixit, 2017). From the research results presented above, it can be seen that innovation needs to be designed and implemented in a bottom-up collaboration, not top-down as has been the case so far. Indeed, innovation in the regions tends to emerge because of the role of regional heads, agile regional leaders.

Good innovation must be supported by a bottom-up policy, this can be seen in the research results of Renkema & Bos-Nehles (2024), must involve the public sector with the support of commitment, policies, and the formation of organizations for evaluation. Then it is also necessary to emphasize the involvement of the community in the policy process. Fabian et al (2023), community involvement is considered to be able to improve supervision and evaluation so that existing services can meet targets, ensure sustainability, and reduce the number of parties left behind. Acheampong et al (2021)., emphasized that the development of innovation in public services must be in line with the novelty of legal regulations for the sake of law enforcement, security, and also public trust.

Lindquist & Sheperd (2024), public services need policies that promote sustainability, the evaluation results also suggest that in the future there needs to be evidence-based policymaking to find out what the community needs (Newman et al, 2017). In the research conducted by the researcher/author, all indicators of innovation from existing research on innovation, the researcher agrees with all but what distinguishes it from the researcher above, the researcher emphasizes that innovation must also pay attention to geographical indicators of the region, socio-economic, and synergy must be built between the executive and legislative, and the innovation made does not violate higher regulations. In terms of public services, the public service innovation "Family Doctor" can be said to be

successful and has a positive impact on society, because this innovation is rooted in the geographical conditions of the region and the socio-economic and cultural conditions of the community. However, its sustainability can be threatened because of conflicts with local politics and clashes with policies above it. Supporting indicators of success because they pay attention to geographical, socio-economic and cultural factors of the community. While the inhibiting indicators are conflicts with local politics and clashes with higher policies.

A policy is not in a vacuum but always faces the reality that is always changing, whether economic, political, social, cultural and science and technology. Therefore, it must be adaptive to changes, the consequences of which are always open to new information. Information is relevant to changes so that policies are always contextual to public values and the development of science and technology, so a policy must be evaluated so that its disease can be found and reorganized to be more functional, effective-efficient and sustainable and this is the novelty of this research.

Policy Evaluation

As a consequence of implementing a policy program, the question arises as to whether the program was successful or failed based on the standards set. This question gave rise to thinking about policy evaluation. Evaluation is an effort to document and assess what happened and why it happened (Nagel, 2002). Meanwhile, Kim Forss & Ida Lindkvist, (2021), stated that policy evaluation takes the form of activities to estimate or assess policies that include substance, implementation, and impact. According to William Dunn, (2018), the term evaluation can be equated with appraisal, rating and assessment. Evaluation is concerned with the production of information regarding the value or benefits of policy outcomes. Evaluation provides valid and reliable information about policy performance, namely how far needs, values and opportunities have been achieved through public action. Evaluation contributes to the application of other policy analysis methods including problem formulation and recommendations. To measure performance, two distinct but related types of policy evaluation research have emerged over time: (1) process evaluation, (2) impact evaluation, (3) outcome evaluation, and (4) fund benefit evaluation (Theodoulou & Kofinis, 2004). This research focuses on impact evaluation. The follow-up question is, then what are the measuring criteria for an evaluation? From here, scientists try to find indicators so that the evaluation results provide information on whether the policy was stopped or continued with or without notes.

Evaluation of policy impacts is technically the final step in the policy process. The main goal of policy impact evaluation is to determine whether a policy (or program, project, or intervention as the case may be) has an impact on key outcomes and measures the magnitude of that impact. Policy impact evaluation emphasizes long-term effects as well as the search for cause-and-effect relationships between policies and outcomes. There are many Impact Evaluation indicators offered by evaluation experts. Uwizeyimana, (2022), has reviewed the development and framework of impact evaluation indicators. He stated, that regarding this indicator, researchers are free to determine the choice of indicators according to their context and needs. Based on program objectives and needs with context (Geography, implementing human resources and community, government budget capacity, and structural and cultural conditions).

The novelty of the research in this study evaluates the impact of policies, although they have positive value for society, but their sustainability is threatened because they conflict with local politics, budget deficits and clash with central government policies. Furthermore, the researcher

offers a model of sustainable public service innovation. In order for a program to be sustainable. An innovation requires the presence of a leader with agile leadership specifications. External influence factors of innovative leaders, namely adaptive to science and technology, obeying government regulations, synergy with local political forces, and collaborating with stakeholders. Internal factors are the harmony between content and policy context, taking into account the relevant, coherent, effective, efficient, impact, and sustainability of innovation programs.

RESEARCH METHODS

Researchers use a qualitative research approach, namely an approach to seeking knowledge and understanding a symptom. Creswell & Poth, (2018) stated that qualitative research is an approach with the aim of finding out a phenomenon or symptom. To find out and understand these phenomena, researchers need information from participants by conducting interviews, collecting relevant documents, and also diversifying field phenomena. This research analyzes and interprets the process and outcomes of implementing the Family Doctor Program policy.

Field data information is carried out through interviews, observation, and documentation (Creswell & Poth, 2018), and then the data is analyzed using an interactive model, namely data collection, data condensation, presentation, and conclusion (Miles et al., 2018). Interviews were conducted with parties involved in the implementation. Research informants in this case include relevant officials at the Riau Islands Provincial Health Service, Head of the Tanjung Pinang City Health Service, the Secretary of the Bintan District Health Service, East Tanjung Pinang District Head, Kijang District Head, Dendum Village Head, Ganet Village Head, RT and RW representatives, doctor representatives families from Bintan Regency, family doctor representatives from Tanjung Pinang City, family doctor representatives from Batam City, community leaders, NGOs and recipients of family doctor services.

The data obtained consisted of the results of interview observations, secondary data in the form of policy-related documents, minutes of meeting reports and other supporting documentation data. Researchers do not just swallow the information obtained, but researchers test the validity of the data. The triangulation technique that researchers use is source triangulation, data is analyzed to build patterns, categories, and themes from bottom to top (inductive), by processing data into more abstract information units. The researcher then interpreted the results of observations and interviews. Researchers create a visual model of various aspects of the main process or phenomenon being studied.

RESULTS AND DISCUSSIONS

The Riau Islands Province consists of 5 districts, 2 cities, 80 sub-districts, and 419 villages/kelurahan, namely 1) Bintan Regency, capital Bintan Bunyu; 2) Karimun Regency with the capital Tanjung Balai Karimun; 3) Natuna Regency with the capital Ranai; 4) Lingga Regency with the capital Daik; 5) Tanjungpinang City with the capital Tanjungpinang; 6) Batam City with the capital Batam, and 7) Anambas Islands Regency Geographically, the Riau Islands Province is an archipelago consisting of large and small islands. There are approximately 2,408 islands, of which 366 are inhabited and 2,402 are uninhabited. Most of the Riau Islands Province is surrounded by sea, while the land consists of many groups of islands. The total area is 427,608.68 square kilometers. An area of 417,012.97 square kilometers or around 97.52 percent consists of sea, while the rest is land area of 10,595.71 square kilometers or 2.48 percent (see Figure 1).

Figure 1.
Map of the Riau Islands Province Administrative Area

Source: Wiki Voyage (2023)

As an archipelago, due to affordability factors, educational and socio-economic conditions as well as public health are still worrying. The distribution of population in the Riau Islands Province can be seen in the picture below;

Diagram 1.
Proportion of Population of Districts/Cities in Riau Islands Province Year 2023
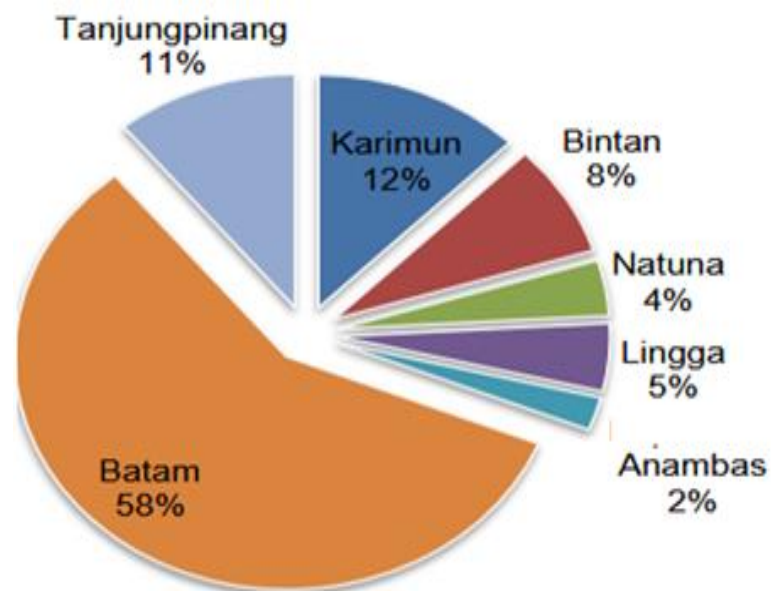
Source: Riau Islands Health Profile (2023)

On diagram1 show population distribution in Riau Islands Province is uneven, the most densely populated is Batam City with a population of 1,169,648 people and Batam City is an Industrial City that absorbs more Labor while the smallest population density of the seven regencies/cities is Anambas Regency with a population of 47,803 people. The poverty rate in Riau Islands Province is presented as follows;
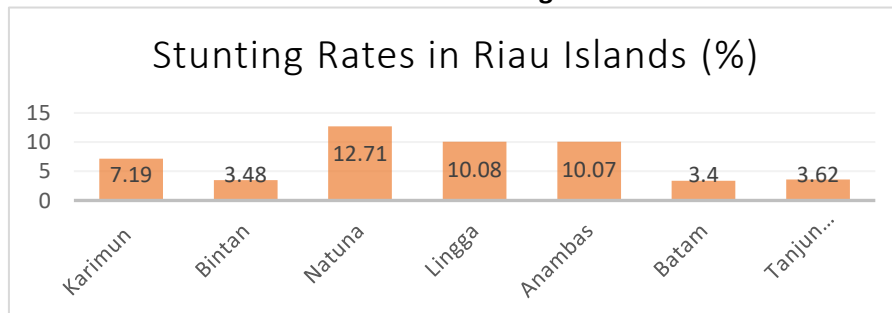
Graphic 1.
Poverty Rate
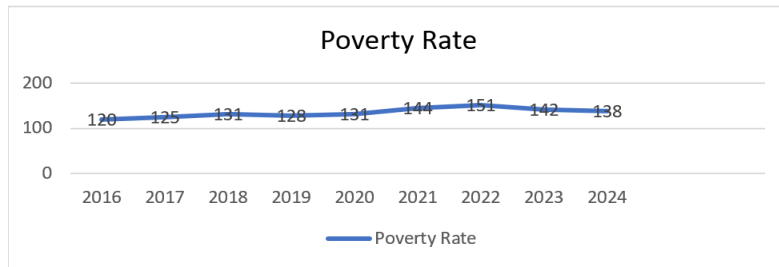
Source: BPS, (2024)

Overall, this graphic 1. shows the fluctuation of poverty rates in the Riau Islands over the last 10 years, with periods of increase and decrease that can be attributed to economic, social, or government policy factors. 2014-2016 period: The poverty rate shows a downward trend from 127 thousand people (2014) to 120 thousand people (2016). This reflects a relatively consistent decline over three years. 2016-2018 period: There was an increase from 120 thousand people (2016) to 131 thousand people in 2018. This shows an increase in the poverty rate after it had fallen. 2018-2021 period: The poverty rate continues to increase from 131 thousand people (2018) to reach its peak at 151 thousand people in 2021. This spike shows significant economic challenges in that period. 2021-2024 period: After reaching a peak of 151 thousand people in 2021, the poverty rate began to decline to 142 thousand people (2023) and 138 thousand people in 2024. This trend indicates improving economic conditions and more effective poverty reduction efforts.

Basic Health Research (*Riskesdas*) in 2007 by the Health Research and Development Agency showed that stunting among toddlers in the Riau Islands Province Riau Island was 26.1 percent. This means that toddlers in the Riau Islands Province are still not free from nutritional problems. Related to this, the Riau Islands Provincial Government issued Riau Islands Province Regional Regulation Number 3 of 2013 concerning the Provincial Health System, one of which concerns the Family Doctor Program. This program was taken by considering geographical aspects and socio-economic conditions of the community.

The stunting rate was 26.1 percent in 2007, then the Riau Islands Provincial Government issued Riau Islands Provincial Regulation Number 3 of 2013 concerning the Provincial Health System, one of which is the Family Doctors Program. This program was taken by considering geographical aspects and socio-economic conditions of the community. The development of stunting after the program was implemented is as follows;

Graphic 2.
Riau Islands Stunting Rate

Source: BPS, (2024)

Graphic 2 shows the disparity in numbers between districts in the Riau Islands Province. Natuna has the highest stunting rate, namely 12.71%. Lingga and Anambas also have high stunting rates, at 10.08% and 10.07% respectively. Districts/Cities with Low Stunting Rates. Batam and Tanjungpinang recorded the lowest stunting rates, at 3.4% and 3.62% respectively. Bintan also has a relatively low stunting rate, namely 3.48%. The district with the Sedan figure, Karimun, has a stunting rate of 7.19%, which is in the middle compared to other districts/cities. Natuna, Lingga, and Anambas regencies require greater attention in efforts to reduce stunting, while Batam, Tanjungpinang, and Bintan show relatively good achievements. The initiator and program coordination can be seen in the following picture;

Figure 2.
**'Family Doctor' Innovator and Coordination**
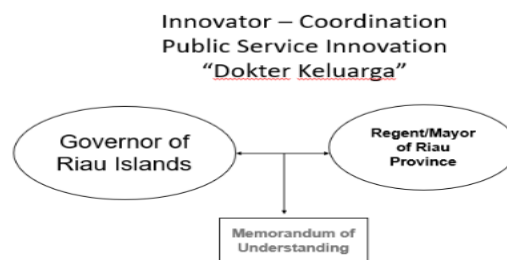
Source: Field Data Analysis prepared by the Researcher.

The figure 2 above explains that the innovator of the family doctor program is the Governor of Riau and that this is implemented in coordination with mayors and regents throughout the provincial government Riau. The coordination product produces an MoU. Thus it can be seen that the Family Doctor program is formulated in a top-down manner. For it to be implemented with a massive impact (see Figure 3, a vertical and horizontal implementation team was formed. The implementers of the program socialization, until it is delivered to the target group, can be seen in the following figure 3;

Figure 3.
Program Socialization Implementer
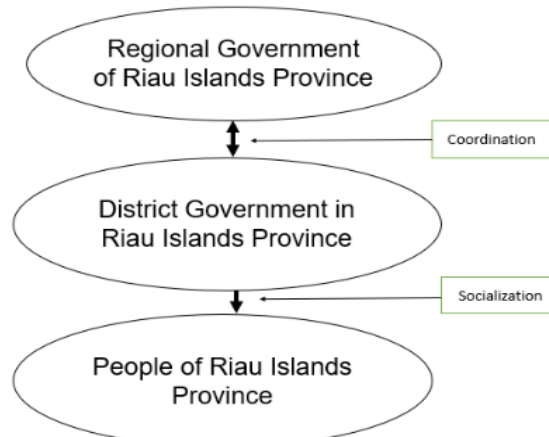
Source: Field Data Analysis prepared by the Researcher

Based on the research focus that has been described, the following are the results of primary data research using both questionnaire instruments and through direct interviews with selected

informants. The research data can and data analysis and interpretation are presented in the following table.

Table 1.
Field Data Results

Type of indicators	Questions	Field Result
Relevance	Are family doctor policies appropriate to socioeconomic and geographic conditions?	This Family Doctor's policy is very relevant according to the context of the problem. Riau Islands Province is dominated by ocean and residents live on small islands far from the provincial capital. Family doctors are an innovation to overcome the health problems of citizens, especially stunting. The Resident Pick-up Service with doctors coming directly to residents' homes reflects excellent service to the community. The home visit method is carried out because it takes into account geographical, and socio-economic aspects of the community and the local wisdom context. It can be said that this innovation is very relevant and implemented (family doctors are satisfied with their work)
Coherence	Is the family doctor program policy logical and is there consistency in its implementation?	This program policy is prepared based on geography, social economy, and local wisdom. The program is implemented consistently with strict monitoring. There are 2 (two) basic problems 1. the status of field officers (family doctors) whose status is as contract workers (honorary) which is not regulated in central government regulations (prone to political conflict with the legislature). Also vulnerable to the fate of program sustainability/ 2. In the Regional Regulations related to the Health System, it is stated that it is carried out using the Public Private Partnership principle, but so far it has not been optimized so that the implementation and budget are completely handled by the provincial government. In 2016 there was a budget deficit which had an impact on reducing the number of doctors.
Effectiveness	Is this program effective?	This Doctor's Program is effectively implemented by marking 1. Community Satisfaction 2. Family Doctor Staff Satisfaction 3. Decreased Stunting rate 4. Received appreciation from the central government
Efficiency	Save time and budget does this program?	This efficiency is a problem in this program because the status of doctors as contract workers is vulnerable in 3 (three) aspects. 1. Political vulnerability (rejection from the legislature) 2. APBD waste 3. It is possible that the doctor will relinquish the status of a contract doctor and become a State Civil Apparatus.
Impact	What are the broader, long-term social implications of government	The impact can be on 2 sides, namely positive and negative impacts. 1. Positive; Relatively public health has improved (people are satisfied with home visit services. Stunting rates have also

Type of indicators	Questions	Field Result
	intervention?	decreased. This program has become a reference for the central government. 2. Negative; This program is vulnerable to sustainability due to the status of field doctors as contract workers, budget deficits, and political power from the center (violation of regulations) and from the legislature.
Sustainability	With the 5 indicators above, how is the sustainability of the family doctor program?	This program, which is very good and pro-public and pro-poor, is vulnerable to its sustainability. There are at least 4 reasons for the fate of the program's sustainability. 1. This program, with a system of contract doctor staff, is not regulated by the central government. 2. The contract budget is charged to the APBD. 3. Regarding reasons 1 and 2 above, this program has received pressure and even rejection from the Regional People's council 4. Status as contract workers is certainly vulnerable for doctors to leave their contract status to choose to become ASN.

Source: Compilation of Field Data

Discussion

Policy impact evaluation measures whether a policy has an impact on key outcomes and measures the magnitude of that impact. Based on the impact and sustainability as seen in (table 1) can be explained as follows; Evaluation of the impact on the Family Doctor Program from a relevant perspective can be said to be very relevant. In terms of coherence, it appears to conflict with government regulations due to the lack of regulation of contract workers in the government bureaucracy. Duties and Functions of Family Doctors, whose main task is home visits, are not implemented optimally because doctors are borrowed to become doctors on duty at Community Health Centers, even though the performance achievements set for family doctors are not optimal, they are still in the good category. This can be seen, in 2019 there were 498 thousand houses. The presence of a Family Doctor is very helpful in health planning. And we have visited, and provided counseling and treatment for 52% of families in the Riau Islands, and by 2023 it will reach 78% (Riau Islands Province Health Service, 2023). Regional regulations regarding the Regional Health System have also not been implemented, especially the regulation regarding the role of the private sector in this program, namely Public Private Partnership, the financing of doctors which is 100% charged to the APBD certainly burdens the regional government.

 The effectiveness of the program can be said to be very effective because the Doctor Program is effectively implemented, marked by community satisfaction, satisfaction of Family Doctor staff, a reduction in the Stunting rate, and received appreciation from the central government and even became a model for the central government in 2016. From the aspect of efficiency (this is the weak side of this program) which is vulnerable to the fate of the program's sustainability. By the mandate of Government Regulation Number 49 of 2018 concerning PPPK management (PPPPK Management PP), contract workers who are currently working in government agencies can still work until 2023. Of course, this policy is a "strong warning" for the Riau Islands Provincial Government regarding the Family Doctor Program.

Thus, the status of doctors as contract workers becomes vulnerable in 3 (three) aspects, first, wastage of the APBD, vulnerability to politics (rejection from the legislature), and the possibility

that doctors will give up the status of contract doctors and move as State Civil Apparatus. In terms of impact, regional heads and OPD are very serious about making this program a success. Seeing the importance of the program and reaching district/city areas so that there is a common view and shared commitment to make the program a success, an MOU was created between the Governor and the Regent/Guardian regarding the implementation of the Family Doctor Program. The Riau Islands Provincial Government has proven this program to be successful in reducing stunting in the Province. Riau Islands means that the Provincial Government and ASN human resources can implement the Program. The Riau Islands Provincial Government Doctor Program was able to appoint 110 doctors to work in remote areas. They deal directly with residents who live on islands and villages far from urban centers. Every day they are given the task of providing counseling to families. The family doctor gets an incentive of 7,500,000/month. One of the fundamental problems is that this policy is top-down and does not provide optimal collaboration so the burden on the budget and human resources becomes the sole responsibility, particularly the regional government. As the implementation of this program decreased, several reasons caused a decrease in the quantity of family doctors. The first was a deficit in the APBD so the allocation of funds for the Riau Islands Provincial Health Service decreased, thereby reducing the size of the budget for all program activities. Another reason was due to political pressure from the DPRD Riau Islands. Political pressure occurs because there is no nomenclature for contract doctors/year. The status of doctors is contract workers who are contracted annually. At least this regulation is risky in two ways, firstly, it violates budget policy and is vulnerable to the family doctor changing his position from a contract doctor to a permanent doctor (State Civil Apparatus).

A policy must not violate the policy above it (central). From the field data, it can be seen that the innovation of the Family Doctor Program is very good and has been positively received by the community. However, no matter how good a public service innovation program policy is, if it violates central regulations, it will certainly threaten the sustainability of the program. Moreover, the budget is taken from the APBD and of course when there is a budget deficit, it will certainly get opposition from local politics. In the policy on the Family Doctor Program, it has been stated that the implementation is carried out with the principle of Collaboration and Public Private Partnership, however, this principle has not been implemented, this can be seen from the low degree of collaboration in planning, budgeting and implementing the program and this is the crucial point so that it gets opposition from local politics.

The "Family Doctor" Program Policy was initiated by the governor. Judging from the substance of the program by considering the geography of the region, socio-economic and culture in an effort to overcome stunting and public health must be with proactive management. Health workers come directly to a family. This program has proven successful in terms of public services. Thus, it is true that good innovation must start from the presence of a caring leader, a commitment to public problems by thinking in a solution-oriented manner.

A regional government leader must also understand the APBD which is a political product. So they must also think and act politically in carrying out an innovation, if not like that, it is certainly vulnerable to themselves and also to the sustainability of the program. For that, it is important to collaborate with stakeholders in planning the implementation of the program and evaluating

it so that all budget burdens are not fully borne by the APBD. Collaborating with the private sector will be able to optimize Corporate Social Responsibility (CSR) to reduce the burden on the APBD in providing services to the community.

The importance of the government collaborating with the private sector to implement Corporate Social Responsibility (CSR). As said by Wang Heli, a professor at Singapore Management University (SMU) while on the Unair campus at the International Conference for Economics Business and International Community Service (ICEB) Seminar, Wednesday (30/10/2024), so far, CSR is usually carried out by companies. Already making a profit, this kind of CSR approach is limited. He further said that for the benefits to be wider, the involvement of all parties is needed from the start, even before the company makes a profit. "Sincere CSR is like a long-term investment, and government cooperation can be additional fuel that accelerates positive impacts," he said. So, in essence, CSR benefits both the government and the private sector, because the Public Private Partnership principle must be optimized for the sustainability of the Family Doctor program.

Optimizing PPP and CSR will determine the sustainability of a quality innovation program. Because the innovation program must not violate laws/regulations on it. Pro-poor innovation must comply with applicable regulations without violating the rules. The discussion above is based on field data. Due to the limited government budget in optimizing the implementation of pro-poor innovation programs, the government must collaborate with the private sector through CSR programs. Regional governments must be able to leverage the private sector and participate in supporting pro-public regional innovation. This theme has been researched by Uduji et al (2019). The results of their research state that corporate social responsibility schemes are private sector activities as a form of social responsibility to society and the environment around them. It is crucial to carry out joint program financing, in detail combining several development financing patterns by combining several financing schemes, it is hoped that this can reduce the slowdown in development due to limited financing from the government. Indeed, local governments face budget difficulties to optimally serve the community. Jain et al (2021)., with the government's role in managing Company CSR, the program will be more focused, systematic, and measurable. Here the important meaning of Cooperation in the form of Public Private Partnership, a collaboration between the public and private sectors to provide public services and infrastructure, can certainly help the government improve the efficiency of services to the community. Public Private Partnerships can help encourage sustainable development in local government. Through Public-Private Partnerships, it can help encourage the sharing of resources, creativity, and knowledge. Different from existing research, researchers offer a model of Sustainable Public Service Innovation Based on previous theory and research and from the results of field data, the alternative model of public service innovation that the author offers occurs in the Figure 4 below;

Figure 4.
Sustainable Public Service Innovation
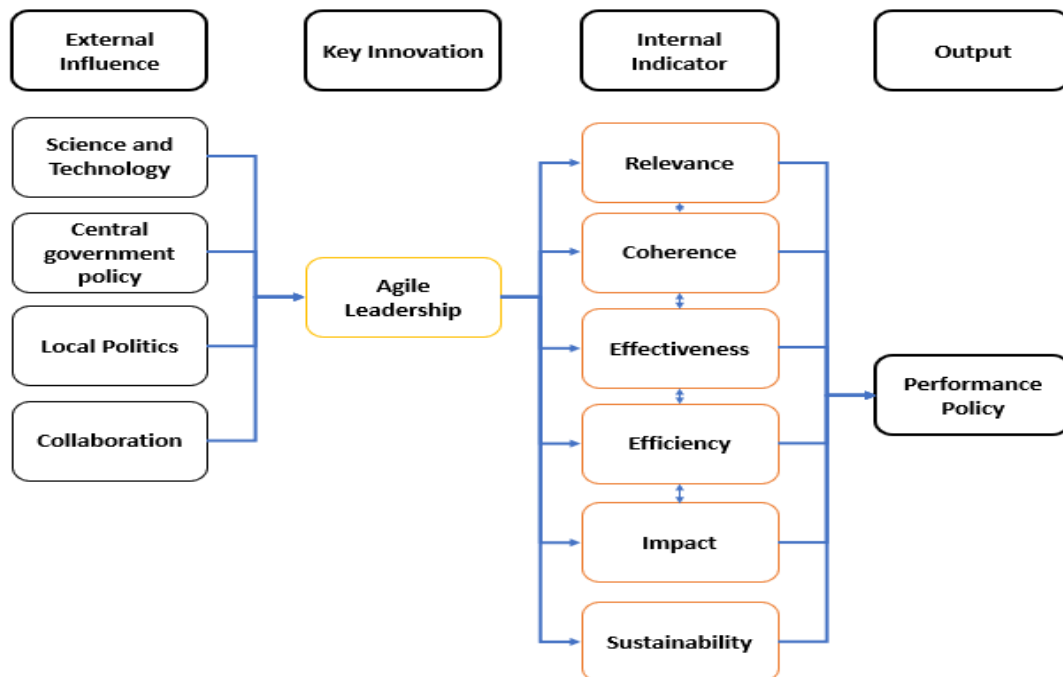
Source: Researcher's analysis and interpretation

This research needs to be continued by subsequent researchers by emphasizing the form of stakeholder collaboration in a pentahelix manner in formulating and implementing policies with roles according to their positioning.

CONCLUSION

Family Doctor has had a positive impact on the community and provincial government of the Riau Islands because this program inspired the Central Government to carry out the same program and the Family Doctor Program received a Regional Innovation award in the good category. This research, by evaluating the impact of policies, found the fact that this program sucks up the Regional Revenue and Expenditure Budget (APBD), using regulations that are not in line with central regulations, making it vulnerable to political pressure in the regions which threatens the sustainability of the program. Public Private Partnership through the Corporate Social Responsibility Program is the answer to the possibility of discontinuing the Family Doctor program.

The model that researchers offer is Sustainable Public Service Innovation. This model emphasizes that good innovation begins with the presence of innovative and creative regional leaders (agile leadership), leaders who can collaborate and coordinate well. For a sustainable innovation program, a leader must be adaptive to developments in science and technology, comply with applicable legal regulations, be able to coordinate with local politics and collaborate with all parties. The policies made must have measurable and accountable criteria so that the policies are relevant to geographic conditions and society. Coherent dimensions, effectiveness in implementation, direct positive impact on program recipients (community). If the implementation performance is good then the program innovation can be sustainable.

RECOMMENDATION

The Family Doctor Program should be continued by increasing the synergy and collaboration of all parties. The Public Private Partnership principle must be optimized (already regulated in the regional regulation), especially in the Corporate Social Responsibility program. This CSR is intended for the sustainability of the program.

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