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Realizing Inclusive Public Services: “Lapo Bra” Innovation in Building a Literacy Culture for People with Disabilities in Malang

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ABSTRACT

At present public demand for effective, efficient, and inclusive services to the government is getting higher and requires a change in the way the government works by innovation in providing inclusive services. The inclusiveness of public services is defined as the provision of services to the public in general, whether or not they have special needs, which are organized into a systemic unit to provide opportunities for the development of their potential. One of the innovations made by the Malang government in realizing inclusive services is the Layanan Pojok Braille/Braille Corner Service (Lapo Bra). This program is a step to realize the spirit of equality for all citizens in obtaining rights in the fields of literacy and education. The purpose of this study is to identify and analyze the government’s efforts in providing literacy services for people with disabilities in Malang. This study used the Systematic Literature Review (SLR) research method in identifying, reviewing, evaluating, and interpreting all available research topics. The results of the study indicate that there has been a fulfillment of inclusive service aspects from Lapo Bra services in Malang. This, however, needs to be further developed towards adaptive services.

KEYWORDS: public service, inclusive service, Braille Corner Service, literacy culture.

INTRODUCTION

The development of science requires the government to provide public services effectively, adaptively, and inclusively (Maulidiah, 2015). Inclusive public services are basic services provided by the government to all citizens that ensure everyone has the same opportunity to obtain services as well as recognize and respect diversity and togetherness in accordance with the 1945 constitution article 34 (3) stating that
“The state is responsible for providing proper health facilities and public service facilities” (Isriawaty, 2015). This suggests that any citizen in Indonesia can access various public facilities, including the right to get access to literacy to build self-capacity.

The right to receive the same services for the public in general and for those who require special treatment, such as people with disabilities, needs to be fulfilled in order to improve equality. Syaifurrohman and Nasution (2021) indicate that 8.56% or 21.84 million Indonesians are people with disabilities and claim that the low access of people with disabilities to basic services is a major problem. The lack of services for people with disabilities is an obstacle in obtaining maximum access to services, so the fulfillment of the rights for people with disabilities still needs to be improved (Rahayu, 2013). Therefore, to realize services in all fields through the fulfillment of facilities and infrastructure, inclusive empowerment for people with disabilities is a must (Taufiq, 2013).

To realize inclusiveness in providing access to public literacy, innovations in providing services are needed. Innovation is a form of consciously planned change to make improvements through new ideas using information technology and other supporting instruments to improve quality and provide convenience for the community (Solong & Maliadi, 2020). One of the innovations made by the Malang government through the Dinas Perpustakaan Umum dan Arsip Daerah (Public Library and Regional Archives Service) to build a literacy culture, especially for the visually impaired people, is the Layanan Pojok Braille / Braille Corner Service (Lapo Bra) which is explained in the Surat Keputusan Kepala Dinas Perpustakaan Umum dan Arsip Daerah Malang (Decree of the Head of the Malang Public Library and Regional Archives Service) number 027/056/35.73.502/2015 concerning Layanan Pojok Braille (Braille Corner Service) of Malang public library. Managed by the Regional Library and Archives Service, Lapo Bra is a public service innovation that provides services for visually impaired people to fulfill their rights to obtain library information at the Malang library. This service offers infrastructure facilities including automatic door entry access, internet access, shuttle vehicles, braille books, audio CDs, talking books, and talking computers (Mindarti, Wismanu, & Pamula, 2018). This innovation is to provide easy access for visually impaired people to get library services to build a literacy culture.

Literacy culture is a reflection of the nation’s development. To build the culture of literacy, awareness of each individual in sustainably building self-capacity is needed. There are several steps that can be achieved to ground and build a literacy culture: (1) fostering interest in reading as early as possible, (2) involving government through supporting policies and infrastructure, (3) optimizing regional libraries, and (4) appreciating written work without any intervention (Suswandari, 2018). To build literacy for people with disabilities, these steps can be carried out through developing this culture as early as possible with the support of the government by providing services in the form of supporting...
infrastructure. The capacity of the disabled community can be nurtured by optimizing existing institutions and facilities in the form of regional libraries. For this reason, the researchers were interested in knowing, analyzing, and describing the role of the government in realizing inclusive public services through Lapo Bra innovation to build a literacy culture for people with visual impairments in Malang.

METHODS

This research employed a literature study approach involving the latest publications related to service innovations in the Braille Corner in building a literacy culture for people with disabilities. Schwade and Schubert (2018) describe that a literature study consists of several stages. The main step is defining the scope and properly resolving the focus and limitations of the research. The next step is the conceptualization of the chosen topic which is an important part of connecting the logic of the framework and existing thinking to the literature. In this way, data identification ensures the availability of information sources. Next is a literature search which is intended to strengthen the thesis statement that has previously been decided. In this phase, the researcher will try to find out whether the findings will support or contradict the thesis statement. All of these stages must be carried out before a comprehensive analysis begins.

The Systematic Literature Review (SLR) was carried out in three stages, planning, implementing, and reporting the literature review. This research gathered data from various reputable sources, including scientific journals, factual news, and official documents published by public institutions. In addition to those data sources, the contribution of theoretical exposure, especially from a public policy and rational economic perspective, was also taken into account. A systematic review of the implementation of Lapo Bra’s service innovations in providing easy access to literacy for people with disabilities was identified and reviewed. The review protocol was designed to guide the conduct of the review and reduce the possibility of researchers’ bias. In the second step, the researchers defined the research question, search strategy, study selection process with inclusion and exclusion criteria, quality assessment, and data extraction and synthesis process. In the third step, research results were reported, discussed, and concluded.

RESULTS AND DISCUSSION

What do we understand about disability? Disability is not just a limitation for a few people. Actually, it is a part of human life that everyone will, temporarily or permanently, experience at some point. You might wonder what disabilities have in common with architectural writing. Isn’t architecture about human comfort? What does architecture & design for disabled people mean? Architecture is about creating an environment for the users, for them to experience it. There have been projects done by architects worldwide for differently (dis)abled people. The United Nations Convention on the Rights of
Persons with Disability aims to promote, protect, and ensure their equal rights and respect. How many times have we noticed the accessibility for the disabled, have we thought about the accessibility or their ease of travel?

Increasing social awareness and users’ expectations of public space with adequately high spatial standards result in a greater number of facilities and areas equipped with items for physically disabled people. These are chiefly items of street furniture and landscape architecture as well as mechanical devices located at places with different altitude levels and entrances to buildings. If there are no disabled facilities in a building and adjacent area, it gives grounds for claiming subsidies to liquidate architectural, technological, and transport barriers. Developing awareness of the issue and designing skills are also part of the educational process involved in architects, landscapers, and planners’ training. When students are being educated, they need to design essential facilities, such as car parks, walkways, bicycle paths, benches, lamp posts, waste containers, stairs, and wheelchair ramps for physically disabled people. Students have to design these elements in a specific spatial situation using adequate materials and they have to present technical solutions and visualizations of the designed element of spatial development in a specific, assigned, or selected spatial situation.

Inclusive public services are service systems that ensure every citizen has the same opportunity to obtain services as well as recognize and respect diversity and togetherness. There are several aspects that need to be considered in making it happen, aspects of policy, management, infrastructure, and work culture (Taufiq, 2013).

The policy aspect is fundamental in providing inclusive services to people with disabilities. Policies related to inclusiveness will define the problem of inclusiveness, provide direction and objectives for handling both at the national and regional levels. This will guarantee the allocation of funds or human resources to carry out policies related to inclusiveness. The management aspect will determine the way or standard in which inclusive services are carried out. Management aspects include service standards, Standard Operating Procedures (SOP), and Complaint Management. The aspect of facilities and infrastructure focuses on the accessibility of facilities in service units that are adequate for all service users. Cultural aspects with the internalization of the work culture of the service apparatus include commitment, integrity, responsibility, and professionalism (Taufiq, 2013).

I. Policy aspects of inclusive services in Lapo Bra services

Inclusive public services are aspects of meeting public needs that accommodate all community groups, those with special needs and those who do not, which are systematically designed to provide equal opportunities to develop individual competencies (Lembaga Administrasi Negara, 2010). One aspect to manifest the inclusiveness of public services is government policies. Policy, according to Lasswell and Kaplan
Realizing Inclusive Public Services: “Lapo Bra” Innovation in Building … 
(Iswanto, Pamungkas, & Nurani)

(1970), is “a projected program goal, values, and practice”. In addition, Akib (2010) defines a policy as the activities of the government to regulate the public. From the two opinions above, a policy can be defined as a form of activity carried out by the government to regulate people’s lives and provide public services. Policies are needed to protect the social community through the fulfillment of the rights of every citizen (Iswanto, 2021).

The central government’s efforts to provide inclusive public services on the basis of equality are manifested in the enactment of the Undang-Undang Republik Indonesia (Laws of the Republic of Indonesia) Number 8 of 2016 concerning people with disabilities. In the regulation, especially in article 19, it is stated that there is equal opportunity for people with disabilities to obtain optimal, appropriate, and non-discriminatory services and also obtain assistance, translation, and the provision of easily accessible facilities at no cost. This policy contains two important things, the fulfillment of the need for the availability of inclusive services in the form of infrastructure (public goods) and services (Riyadi, 2010).

As a form of local government concentration in innovatively realizing inclusive public services, Malang’s government issued Peraturan Daerah Malang (Malang Regional Regulation) No. 2 of 2014 concerning the protection and empowerment of people with disabilities. Public library services are made officially available for people with visual impairments in Malang through the Surat Keputusan Kepala Dinas Perpustakaan Umum dan Arsip Daerah Malang (Decree of the Head of the Malang Public Library and Regional Archives Service) Number 027/056/35.73.502/2015 concerning Layanan Pajok Braille (Braille Corner Service) for the Malang public library. This policy was taken due to (1) the absence of a disability-friendly public library and infrastructure that supports literacy for the visually impaired people in East Java, (2) the limited number of braille books because their availability is not easy to find, and (3) the lack of inclusive, especially technology-based, libraries (Setiawan, Sembiring & Maria, 2019).

2. Management aspects of inclusive services in Lapo Bra services

In terms of management aspect, the service can determine how to realize the implementation of inclusive services involving operational standards that have been prepared and have been carried out in the context of realizing a service system that prioritizes the interests of all citizens by upholding equality and justice (Taufiq, 2013). Service standards in inclusive services can be seen from the Standard Operating Procedures (SOP) that have been designed and have been implemented into the work system to provide services to the wider community/public. The
ability of the existing SOPs to accommodate the diverse needs of the community is seen in this aspect.

Lapo Bra’s innovation has shown that there are operational standards that have been prepared and implemented. The following is the SOP for the Lapo Bra service.

Table 1. Lapo Bra Standard Operating Procedure (SOP)

<table>
<thead>
<tr>
<th>No.</th>
<th>Component</th>
<th>Analysis</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Terms of Service</td>
<td>Go directly to the officers who are on the spot</td>
</tr>
<tr>
<td>2.</td>
<td>Service mechanism</td>
<td>1. The applicant comes to the service location and notifies the service officer who is on the site,</td>
</tr>
<tr>
<td></td>
<td></td>
<td>2. The service officer will prepare service suggestions,</td>
</tr>
<tr>
<td></td>
<td></td>
<td>3. Applicants are welcome to use the services provided,</td>
</tr>
<tr>
<td></td>
<td></td>
<td>4. Officers can accompany applicants,</td>
</tr>
<tr>
<td></td>
<td></td>
<td>5. Officers will be ready to serve for site observation.</td>
</tr>
<tr>
<td>2.</td>
<td>Service Time</td>
<td>Monday-Friday: 09.00-19.00 WIB</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Saturday-Sunday: 10.00-15.00 WIB</td>
</tr>
<tr>
<td>3.</td>
<td>Service fee</td>
<td>Free of charge</td>
</tr>
<tr>
<td>4.</td>
<td>Service Products</td>
<td>Braille books and automation collections for the visually impaired</td>
</tr>
<tr>
<td>5.</td>
<td>Complaint Handling, and</td>
<td>Via email accessed through digilib.malangkota.go.id or via the complaint officer</td>
</tr>
<tr>
<td></td>
<td>Suggestions</td>
<td></td>
</tr>
</tbody>
</table>

Source: Nduet (2019)

The implementation of the procedures that have been prepared has been going well. This can be seen from the fulfillment of service elements in general and ease of access. In this way, it can facilitate people with visual impairments in terms of the offered service and the schedule. The service cuts the time spent by the applicants from arrival to service use and offers no time limit. As stated in the Surat Keputusan Kepala Dinas Perpustakaan Umum dan Arsip Daerah Malang (Decree of the Head of the Malang Public Library and Regional Archives Service) Number 027/056 / 35.73.502/2015 concerning Layanan Pojok Braille (Braille Corner Service) for Malang public library, this service is free of charge (Nduet, 2019).

3. Aspects of inclusive service facilities in Lapo Bra services

In the Peraturan Menteri Pekerjaan Umum (Minister of Public Works Regulation) Number 30/PRT/M/2006 concerning technical guidelines for facilities and accessibility in buildings and the environment, the government allows an increase in the amount of the budget by 8% to accommodate facilities and infrastructure for people with disabilities. This policy shows the central government’s commitment to the fulfillment of services to develop infrastructure through budget
support. In addition, support from the regions in implementing Lapo Bra innovation in fulfilling infrastructure facilities is highlighted in *Peraturan Daerah Malang* (Malang Regional Regulation) No. 2 of 2014 concerning the protection and empowerment of people with disabilities, especially in article 89 stating that “every procurement of public facilities and infrastructure organized by the regional government and/or the community must provide accessibility.” This infrastructure policy provides facilities that are friendly to people with disabilities.

Infrastructure facilities can be categorized into two types, main and supporting facilities (Taufiq, 2013). The main facilities in this Lapo Bra service are rooms, braille books, braille computers, scanners, talking book players, talking books, accessibility for the visually impaired people, writing instruments for visually impaired people, and a free internet network. Meanwhile, the supporting facilities in this program are the presence of a shuttle for people with visual impairments and automatic door entry to facilitate access for people with disabilities (Mindarti, Wismanu, & Pamula, 2018). In general, the user's perception of the availability of Lapo Bra infrastructures such as the physical condition of braille and the various types of braille collections available on Lapo Bra is good, (Brylliana, 2018).

4. **Aspects of work culture**

Every decision taken in the organization must be helpful to deal with public problems such as inclusive services. For this reason, it is necessary for everyone who works with government agencies to have a “serving” work culture to realize non-partisan public services (Maulidiah, 2015). Work culture to provide excellent public services has four main aspects including commitment, integrity, responsibility, and professionalism (Taufiq, 2013). These four aspects must be present to provide inclusive public services.

The central government and local governments have demonstrated their commitment through the formation of regulated legislation. The librarians in *Dinas Perpustakaan Umum dan Arsip Daerah* in Malang show their professionalism as a part of Lapo Bra's innovation by practicing the slogan of “Smile, Greet, Be Spry, Be Sympathetic and Be Empathic.” The *Dinas Perpustakaan Umum dan Arsip Daerah* in Malang has conducted workshops for officers in the form of training in serving visually impaired users so that they have the insight to provide good service (Nduet, 2019). Based on the researchers’ observations, the ability of the officers to act fairly in providing literacy improvement services for the visually impaired has been less sustainable during the pandemic. This can be seen in the closure of the Lapo Bra service in Malang during the pandemic. This reduces the professionalism of
the officers and suggests the service’s lack of adaptability.

CONCLUSION

Inclusive services have been carried out by the Malang government for visually impaired people. Lapo Bra service is a step to provide equal education services to improve the literacy culture for visually impaired people. Lapo Bra’s services have fulfilled the inclusive service aspect. Inclusive services are manifested if the policy aspects, facilities and infrastructure aspects, implementation aspects, and work culture aspects have been fulfilled. In terms of work culture, the Lapo Bra service still needs to be improved. There must be a sustainable work culture regarding the service availability of Lapo Bra during the pandemic.

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SJ is inspired by the need to put into visibility the Indonesian and South East Asian women to ensure a dissemination of knowledge to a wider general audience.

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