

Culturing Innovation Values: Building the Competence of Bureaucrats in Banyumas Regency, Central Java

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Abstract. Building an innovative bureaucracy in serving the public is not easy. One of the challenges faced is that the competence of bureaucrats is not optimal in supporting government performance. In several cases in Indonesia, innovation is constrained by the quality of bureaucratic competence. Those Competencies that need to be encouraged for development classified into integrity, communication, result orientation, self-development, managing change, and sticking together the nation. Innovation does not occur smoothly and without resistance, so that building bureaucratic competence is very important therefore all services can be enjoyed by the community. Referring to Kim's opinion on Quality of workforce which is defined as competence and through a qualitative approach, competence is very important because it is one of the supporting forces in innovation. The results of the study found that in Banyumas Regency there was a tendency for unsustainable innovation because there was no leadership award for bureaucrats who had produced innovative work and there was no correlation between the success of innovations achieved by bureaucrats and career development.

Keywords: Competence, Carrying Capacity, Bureaucrat, Innovation, Service

1 Introduction

Bureaucratic reform is basically related to efforts that build a government so that it truly has the ability to fulfill its goals, namely to create a prosperous, just and dignified society. Reform is the key to answer public dissatisfaction with the services provided by a government so that reform is the best way for every government to improve its performance. Bureaucratic reform in Indonesia began to receive greater attention with the establishment of a ministry that specifically handled bureaucratic reform in the United Indonesia Cabinet Phase II 2009-2014, namely the Ministry of Empowerment of State Apparatus and Bureaucratic Reform. The tangible manifestation of bureaucratic reform efforts in Indonesia is the stipulation of the Grand Design for Indonesian Reform in 2010-2025 through [1] concerning the Grand Design for Bureaucratic Reform 2010-2025.

The predetermined Grand Design is operationalized in the form of a Road Map. One of the bureaucratic reform programs in the Road Map is Improving the Quality of Public Services with the following targets: a) increasing the quality of public services to the community (transparent, fast, precise, simple, safe, affordable and with certainty), b) increasing the number of service units that obtain standardization international services, and c) increasing the index of public satisfaction with the implementation of public services.

Efforts to improve public services prior to the issue of the Grand Design for Bureaucratic Reform have been carried out by the government by issuing [2] concerning Public Services as a form of commitment to improving the quality of public services. In practice, the performance of public services in Indonesia has not been in line with expectations because some reasons such as: a) there are no service standards, b) many types of administrative services, and c) the service system is still mostly done manually [3].

Building a bureaucracy that serves is not easy. Various challenges that must be faced include: a) there are still many local governments that have a higher percentage of operational expenditure for internal needs than public spending, b) corruption practices are still found through various modes, c) inefficiency and ineffectiveness of development management, d) quality ASN is still not optimal in supporting government performance, e) government organizations tend to be fat, f) the quality of public services is not in line with public expectations, g) ASN behavior is not yet professional [4].

Responding to the challenges of public services related to unprofessional ASN behavior, according to Auly et al. [5] conducted competency research on JPT Pratama Talent Pool participants and Administrators for 2018-2020 with a sample of 5,024. The results of the study found that competence in providing public services was good with a score of 3.16, other competencies that were quite prominent were cooperation (score 3.13) and decision making (score 2.99). Other competencies that need to be developed are integrity (score 2.65), Communication (score 2.43), result orientation (score 2.86), self-development (score 2.06), managing change (2.82) and national glue (score, 2.23).

The findings in BAKN's research show that public services in Indonesia today have improved, tending to follow the demands of society. The public service competency score of 3.16 shows that the State Civil Apparatus (ASN) must continue to increase its capacity in supporting innovation as a means of improving the quality of public services. Innovation is the key word in providing services that meet the expectations of the community.

The importance of innovation in public services has been recognized by the United Nation's Department of Economic and Social Affairs (UNDESA) by launching the United Nation's Public Service Awards in 2003. This award is designed to increase the role, professionalism and visibility of public services with three basic categories, namely transparency, and accountability, improvement of public services, and application of ICT or e-government. Indonesia as one of the countries that is activating the reform movement in providing public services through innovation has not yet been able to compete with other countries. Referring to the 2019 Global Innovation Index report, Indonesia is still far below Singapore, Malaysia, Vietnam, Thailand, the Philippines and Brunei (See Table 1.1)

Innovation does not happen smoothly and without resistance. Several cases of innovation are constrained by various factors, including the quality of supporting human resources in the Indonesian case, namely ASN, leadership, bureaucratic systems and the influence of external management. These factors are related to innovation management and governance capacity. In detail, Kim mentions 4 main variables in building innovation management capacity, namely: Innovative Leadership, Quality of workforce, system/structure, managing external influence (Kim; 2014: 9).

Table 1. ASEAN Countries Innovation Index 2019

No	Countries	Scores	Ranks
1.	Singapore	58,4	8
2.	Malaysia	42,7	35
3.	Vietnam	38,8	42

No	Countries	Scores	Ranks
4.	Thailand	38,6	43
5.	Philippine	36,2	54
6.	Brunei	32,2	71
7.	Indonesia	29,7	85
8.	Cambodia	26,6	98

(Global Innovation Index, 2019)

The Ministry of State Apparatus Empowerment and Bureaucratic Reform in order to encourage regional innovation has held a Public Service Innovation Competition (KIPP) since 2018. Mapping of the regional competitiveness index conducted by the Deputy for Innovation Strengthening of the Ministry of Research and Technology/National Research and Innovation Agency of the Republic of Indonesia Fiscal Year 2020, placing Central Java as one of the provinces that received the Very High predicate, while within the scope of Central Java Province, Semarang City, Solo City and Banyumas Regency were 3 cities/districts that received Very High predicate. However, these achievements have not been able to encourage regional participation in participating in innovation competitions in a sustainable manner. This shows that there are internal problems in each district and city government that need to be studied further, whether due to leadership problems, the bureaucratic system or the influence of external management.

The report from the Regional Bureau of Organization and Personnel of Central Java Province shows that the number of competition participants is not in line with the expected target (see Table 2). In every year the number of participants fluctuates and there is a tendency that there is no increase. This shows that the interest in innovating in the implementation of public services is still lacking.

Table 2. Number of Participants in the Public Service Innovation Competition (KIPP) In Central Java Year 2018-2020

Year	Number	Percentage
2018	229	43,70
2019	107	20,42
2020	188	35,88
Total	524	100

(Bureau of Organization and Personnel of Central Java Province, 2021)

Referring to Kim's opinion based on the facts of innovation in Central Java and regulations, this study will explore aspects of the Quality of workforce which are defined as competencies, namely managerial competence and socio-cultural competence. Competence is very important because it is one of the supporting forces in innovation. Innovation management develops in 4 stages, namely: a) Cultivating, b) Development, c) Implementation, and d) Exploitation. This study will explore the Cultivating stage, which is cultivating innovation values in organizations that are supported by ASN competencies as public service implementers, in this case looking at Banyumas Regency as a case study.

Competence is a person's underlying characteristics related to the effectiveness of the individual's performance in his work. Competence means: a) part of the personality that is deep and inherent in a person and has predictable behavior in various conditions of work assignments, b) competence can cause or be used to predict a person's performance, meaning that if someone

has high competence, he will have high performance. also, c) competence can significantly predict someone can work well [6][7].

Each individual should have 5 dimensions of competence, namely: a) Task skills, skills to carry out routine tasks according to standards in the workplace, b) Task management skills, namely skills to manage a series of different tasks that arise in the work, c) Contingency management skills, namely skills to take quick and appropriate action when a problem arises at work, d) Job role environment skills, namely skills to work together and maintain a comfortable work environment, and e) Transfer skills, namely skills to adapt to new environments [6].

The concept of competence is in line with Pemerintah Republik Indonesia [8] concerning Competency Standards for High Leadership Positions which are divided into two competencies, namely: a) Managerial Competence which consists of integrity, cooperation, communication, results orientation, public service, development of self and others, managing change, decision making, and b) Cultural Social Competence, which is an ability to quickly adapt, capture what is in the work environment so that it is then responded to appropriately and correctly. Such abilities, of course, are more individual in nature because they are determined by one's life experience and learning process or known as *habitus*, but can also be trained through special training. In the development of innovation management, competency capacity of human resources is required in accordance with the indicators developed in the regulation mentioned above. This study will look at the managerial competence and socio-cultural competence of ASN in charge of innovation activities in Regional Apparatus Organizations (OPD).

Innovation is generally understood in the context of behavior change. Innovation is usually closely related to an environment that is characterized by dynamic and developing. The definition of innovation itself is very diverse, and from many perspectives. In the perspective of the public sector, Muliawaty [9]; Osborne and Brown [10] provide the notion "innovation in public service organizations is the introduction of new elements into a public service in the form of the new knowledge, a new organization, as well as new management or processual skills. It represents discontinuity with the past". Innovation means the existence of new elements in public services, whether in new knowledge, new organizations, new management, or new skills. The novelty is characterized by the discontinuity of the old thing. This means that if there is new knowledge, the old knowledge is considered useless. Furthermore, Osborne and Brown [10] mentioned 4 types of innovation, namely: radical innovation, architectural innovation, incremental innovation and product/service development.

An innovation is an idea, practice, or object that is considered new by an individual. Innovation is an activity that includes the entire process of creating and offering services or goods that are new, better or cheaper than those previously available. An innovation can be a new product or service, a new production process technology, a new structural and administrative system or a new plan for members of the organization.

By referring to the above understanding, an innovation must have attributes, including: a) relative advantage, b) suitability, c) complexity, d) trainability (possibility to try) and e) observability (easy to observe). With these attributes, an innovation is a new way to replace the old way of doing or producing something. However, innovation has a geophysical dimension that puts it new in one place, but may be something old and common in other places [11]. Public services and innovation are a necessity, all public sector entities are trying to improve their performance and this can be obtained if innovative thinking and practices develop in the bureaucracy. The development of innovation will run well if it is supported by the competence of adequate ASN resources. Innovation in this research is defined as the process of giving birth to new ways and methods in the delivery of public services. The regional innovation should be

implemented based on the characteristic and facility both from regional and central government. These are aiming to develop cultural innovation in a region relate to public service management.

2 Method

This research is a descriptive type of research, which uses a qualitative approach in exploring the managerial and socio-cultural competencies of ASN as a form of competence in supporting the development of public service innovations in Central Java. The subjects of this research are individuals who are involved in proposing innovations to institutions (OPD) who propose proposals in the 2018-2020 Public Service Innovation Competition. This individual is expected by the researcher to be able to tell what is known about the research problem. In a qualitative study, the research subject or resource person is called the informant, while in quantitative research it is called the respondent. Informants are people who can be used to provide information about the situation and condition of the research background so that the informant must be someone who knows and understands the research problem.

3 Result

The top leadership of the Banyumas Regency government, which in this case is the Regent, Deputy Regent and Regional Secretary, has a strong commitment to encourage all levels in the government by creating an OPD whose job is to deal with innovation issues. According to the Regional Secretary of Banyumas Regency, with the innovation, the task of the officers who in this case serve the community as well as possible becomes lighter and feels fair because most of them are already using the application. Therefore, the leadership encourages OPD-OPD to come up with various innovations. Leaders also often hold coordination meetings, such as the example of advertisements on the street that must coordinate with each other between Municipal Police known as Satpol PP and the Investment Office and One Stop Integrated Service which if run well will bring extraordinary income. The result of the neat coordination in which one created and the other suppressed finally spawned an innovation that previously often caused trouble between the two OPDs. When someone does not take care of the extension of the advertising license, Municipal Police Satpol PP will immediately take action because there is a system that is connected to each other.

Innovations also often involve other OPDs such as those carried out by the Health Office in dealing with certain cases, for example medical services that require coordination with relevant agencies when there is a need for ambulances and health workers. One of the innovations that in 2019 received the national level award "Top 45 Indonesian Public Service Innovations" and is world-famous is the Fast, Responsive and Complete Handling in assisting the chronically ill poor, abbreviated as Pattas Sosial Mitra Kurir Langit. The innovation idea emerged from social volunteers, ambulance drivers, philanthropists from various circles who were united in the WhatsApp/SMS application. When someone is sick and then it is reported through the application, people from various circles make donations according to what they have so that they can overcome problems. This is one of the potentials of the spirit of communalism that can be managed properly so that it has a positive impact on people's lives, especially those who cannot afford it.

This case shows that the leadership has a very important role in terms of integrating OPD-OPD so that there is a neat synergy and does not cause problems within local government organizations. When there is innovation in OPD-OPD, the leadership also monitors it continuously until it launches so that there is no stagnation of a new idea because it is well aware that an innovation will be able to help many people. The attention of the leadership in overseeing innovation, which in this case is the Regent, Deputy Regent, and Regional Secretary, was also agreed by informants from OPDs. The Regent of Banyumas when giving a presentation at the PAN Ministry prepared everything carefully, meeting with various related staff for days. He doesn't want to be half-assed in overseeing innovation issues, even according to one of the staff who often accompany him, he said: "he is the real innovator".

One very important aspect of innovation in the regions is the harmony between OPDs, which in this case is deliberately conditioned by the Banyumas Regional Secretary. The Regional Secretariat officials carried out capacity building by emphasizing that in this current era there is no such thing as superman, superwoman, there is only a great and reliable Banyumas super team. He often conveys this to all existing OPDs staff, down to the sub-district and sub-district levels so that it fosters an attitude of togetherness and melts sectoral egos. In that case, the alignment of one vision becomes important and it is always conveyed by the Regional Secretariat officials on various occasions. In other areas, there is often disharmony between OPDs so that it makes the bureaucratic atmosphere not conducive and has an impact on poor public services. The strong base of communalism in Indonesian society, if managed properly, will be an important potential for the advancement of organizations such as the local government of Banyumas Regency.

One aspect that is also very important, which is a characteristic of paternalistic Indonesian culture, is the role of the leader as a force for change. A leader who is able to make changes will be referred to as a transformative leader, otherwise it is said to be transactional if he only cares about his own needs. In this case, the Regent of Banyumas can be said to be a transformative leader when he carefully and sincerely encourages all ranks of his bureaucracy to always change for the good of public service. In terms of policies at the leadership level, they always provide encouragement and facilitation so that OPDs actively make innovations and this is also stated in regulations so that bureaucratic ranks whose steps are always escorted by regulations are comfortable to act. The bureaucracy from the beginning has a rigid nature so that when there is no initiative, especially from the top leadership, it will ensnare the ranks in it. Therefore, the leadership in Banyumas Regency is aware of the nature of the bureaucracy, which then takes the initiative to always be alert and responsive to the various needs of the community by preparing regulations.

Bappeda which in this case functions as the "thinktank" of a local government organization is also actively conducting various studies related to innovation processes which are then rolled out to the related OPD OPD. In this case, the local government of Banyumas Regency has indirectly prepared an institutional embryo related to the Regional Innovation Plan which in various regions does not yet exist. According to the official of the Regional Secretary, only leveraging through the Regional Innovation Plan will ultimately have an effect on the alertness of the existing OPDs. The executive did not show examples but only provided incentives which were then responded to quickly by the existing OPDs. Judging from the alertness of the OPD in Banyumas Regency, this shows the quality and ability of good human resources, where they quickly provide a response from the executive. This shows that capacity building in the OPD ranks has been going well and this is the fruit of the leadership of the regional head.

One of the indicators of good creativity and capacity building from local government officials in Banyumas Regency is the publication of the book "Breaking Boundaries" which

contains all the innovations in Banyumas Regency. Even the Banyumas local government has also prepared an application that can easily see the various innovations made by OPD staff. Expose the results of innovation through social media today is very effective in increasing the enthusiasm of OPD staff to continue to innovate. This is a positive effect of e-government which is now also something that must be prepared by local governments in Indonesia, although not all regions are able to prepare and manage them well. If the local government of Banyumas Regency is able to prepare it then it is also a sign that capacity building there is going well. It takes cost and readiness of reliable human resources to prepare applications which in this era have become the needs of everyone.

Banyumas Regency has prepared a portal with the address <http://siappmas.banyumaskab.go.id/krenovalist> which contains various innovations in the Banyumas regional government. With this portal, it is possible for everyone from anywhere to see and observe various innovations in Banyumas Regency so that the innovation maker also feels proud of his work. The portal is also connected to the Central Java Public Service Innovation Network portal with the address <https://jipp.jatengprov.go.id/wartadetail/111> so you can easily see the achievements and progress of innovation results in other areas in Central Java. The era of digitalization of information and efficiency of public services seems to have become a necessity today, although not every local government is able to provide it properly. This also goes back to the commitment of regional heads to seriously prepare all apparatus and financial resources in their regions.

The problem of resource support in this case is Man, Money, Material, Method according to the results of the FGD with innovation actors from the existing OPD concluding that this line of innovation is indeed positioned at the forefront. This was apparently also agreed upon by the executive, in this case the official of the Regional Secretary, when confirmed about it. In the organizational structure of the regional government, the position of the Regional Secretary is very important in managing and utilizing all apparatus resources in the region which is clearly regulated by Pemerintah Republik Indonesia [12]. The regulation clearly states that the Regional Secretary is the highest career position in the local government is tasked with and has the function of assisting the regent in formulating policies and coordinating regional offices and regional technical institutions so that they are required to have maximum capabilities and skills. Therefore, a Regional Secretary is usually a career official who has grown up from the bottom and has gone through various assignments both as staff and in the region, usually as a District Head.

The Regional Secretary known as Sekda said that by the relevant official during the interview, is also the chairman of the Position and Rank Advisory Agency (Baperjakat) which in this case when looking at a person's ability is not only smart but also looks at his creative power. This happens when there is a staff whose innovation is nominated and then promoted to a certain position as a form of appreciation. With such a mechanism in Baperjakat, the staff will feel happy and enthusiastic in working in the Banyumas Regency government and that is the leadership's commitment. In the dynamics of the career of the apparatus in the local government environment, each region is not the same, often not enough based on considerations of skill and professionalism. There are other considerations and often they are political, personal and even need tribute, as happened in the cases of regional heads who were caught by law enforcement officers. Generally, there is a Rank Order List or DUK mechanism that Baperjakat considers when placing a person in a certain position. Personal considerations are often interpreted as a Proximity List, between regional heads and certain officials, which of course will damage the working atmosphere in the organization. Such things do not happen within the local government

organization in Banyumas Regency so that it can be said that the regional head and the Regional Secretary are able to maintain their dignity as good public officials.

Measuring the performance of the apparatus in the Banyumas local government, there is the Simpatik application which contains all employee records, both positive and negative and then systemically related to the Income Improvement Allowance (TPP). For example, there are staff who use work tools from the office such as laptops, as long as the item has not been returned the asset value will be recorded and the finance department will reduce the TPP until the item is returned. Such a mechanism has been understood by all employees so as to close the gap for irregularities to occur. Every day employees also fill out their activities through the sympathy application and if they do work below their echelon position, the reward is in accordance with the echelon position of the work they do. This was deliberately made so that every employee in the local government environment is orderly with their respective jobs. If you forget not to fill in the work record, there is a mechanism that must be passed so that there is a deterrent effect because the official validation process must be needed on it. In this case the Regional Secretary must also comply because he is listed as part of the state civil apparatus which is bound by the system even though it has activities.

Although Banyumas Regency is very aggressive in carrying out various innovations, there are problems, namely the uneven distribution of innovations between institutions, some are high and some are low. This was realized by the Regional Secretary when interviewed and indeed the OPD factor became influential, certain agencies such as Health stand out for innovation because the human resources working there are generally medical personnel with good capacity, but the Social Service is lacking because of different capacities, this does not mean they are lacking in the power of innovation. There are innovations but few, although in the end they skyrocketed because they are beneficial for the community. To overcome the innovation gap, the leadership implements fair incentives such as giving promotions to those who succeed in getting awards, such a method has a good impact where all officers are accustomed to seeing someone's achievements because of their hard work.

The relationship between various innovations in the local government environment since it started in 2017 through the Innovation Laboratory of Banyumas Regency with macro indicators such as welfare and poverty has not been studied in depth. However, the available data shows that there is an increase in HDI and a decrease in the poverty rate from 17 percent to 13 percent, and when there was a Covid-19 pandemic, it only increased to 14 percent. This means that the local government is ready to face it so that it will not have a bad impact on the economic condition of the community. Regarding the position of the Banyumas Regency which is in the middle and later referred to as the "Puser of the Land of Java" there are things that need to be improved, namely road infrastructure that is still inadequate for land transportation. To overcome this, the Regional Secretary and the Regent have coordinated with the Central Java Provincial government in order to widen access roads to Banyumas Regency so that the flow of goods and human traffic runs smoothly.

4 Conclusion

The results of the study show that in cultivating the cultural values of innovation, it requires commitment from the leadership as a driver issue of various innovations carried out by the bureaucracy in providing services for the community. The apparatus competence is the key to the sustainability of the organization which is directly dealing with the people it serves. Those

Efforts that must be continuously made in maintaining the sustainability of the innovation culture are to build the capacity both of institutions and individuals, to establish synergy between institutions and to give awards on innovation initiators in the form of placement of personnel either through mutations or promotions in accordance with their competencies in producing innovation. This award is very helpful for the apparatus in building the career direction of the apparatus in the future.

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