

Strengthening Networks as a Public Service Encouragement in Handling Covid-19 Banyumas Regency

Dewi Rostyaningsih¹, Hesti Lestari², R. Slamet Santoso³
{dewirostyaningsih@lecturer.undip.ac.id¹}

Universitas Diponegoro, Indonesia^{1,2,3}

Abstract. Innovation is the major key to spur advancement in a knowledge society. Notably, in the public sector, innovation is utterly paramount to grapple with changes and optimize public services. This trend further thrusts Banyumas Regency Government to generate more efficient, affordable, and equal public services through perpetual innovations that are encouraged by its slogan “One Agency, One Innovation”. In this study, researchers will conduct an analysis of the institutional dimensions, arena dimensions, and value dimensions as a driver of public services in handling Covid-19 in Banyumas Regency. The research method used descriptive qualitative, using interviews, observations, and documentation in data collection. This research found that in order to bolster the innovations, the Banyumas Regency Government is cooperating with numerous stakeholders encompass NGOs, universities, public and private institutions, and its citizens to shape innovation pathways. On the other hand, the enactment of regional regulation is urgently needed to enhance innovation advancement and stakeholder involvement in the impending years. The implications of further research are salient to espouse the creation of public service innovations in the Banyumas Regency Government.

Keywords: Networks, Public Service Innovation, Stakeholder Analysis, Collaborative Innovation, Covid-19

1 Introduction

Technological developments are increasingly spreading throughout the world, resulting in the government adapting to public service. Adjustment of technological developments for public servants, namely the government, can be realized through innovation. Adjustment of technological developments for public servants, specifically the government, can be realized through innovation. In the state and public relations framework, the state acts as a facilitating factor and regulator of public policy and innovation as a strategic keyword when policy outputs and outcomes cannot meet the needs and dynamics of increasingly global society [1]. Innovations developed by the government can be products or services, technology, new structural and administrative systems, or new plans for organizational members. Public sector innovation is a must for the government as a form of response to the environment and science and technology, notably in responding to community demands to realize increasing quality public services.

Public sector innovation can be outlined as implementing new ideas characterized by changes or steps that are large enough, last long enough, and of a fairly broad scale. Therefore, the implementation of innovation can have a significant impact on the organization. Innovation in public services is determined as a presentation to achieve, enhance, and improve the effectiveness, efficiency, and accountability of public services generated through an initiative [2].

Various situations drive the process of the birth of innovation. Public service innovation can stand arisen because of the form of initiatives, such as partnerships in the delivery of public services, so much between the government and the government, the private sector and the government, and Non-Government Organizations and Community Based Organizations with the government. In the development of modern society, interdependence and interrelationships between individuals, groups, and organizations are highly elevated. Comparable situation encourages individuals, groups, and organizations, both government and private, to tend to change the traditional hierarchical form of organization to a new form of organizational relationship in the kind of a strategic network in the form of cooperation.

The service notion developed in the development management literature resembles the partnership concept developed in the Public Administration literature. Easman [3], put the idea of service, which is a settlement in which two or more institutions, one of which is a government institute, participate in joint production occupation and service delivery. Each institution maintains its identity, unique interests and has autonomous management [4].

Partnerships have appreciable potential to become one of the effective strategies in realizing Good Governance [4]. Synergy in the collaboration between the government, the private sector, and the community is a connection and interaction to form a unified, harmonious, and equitable relationship. Each actor cooperates and achieves a single goal point and has the same direction in accomplishing the goal. Underlying values with a partnership are the same intention, common perception, willingness to process, mutual benefit, and honesty.

The success of innovation not only requires large costs but also calls for the synergy of stakeholders. According to Sedarmayanti [5], the elements in the governance of stakeholders can be partitioned into three categories, including the government, society, and the private sector [6]. The interlinkage between sectors in governance does not dominate each other. The existence of constructive interactions between stakeholders will open up equal space in government, especially in government programs created by innovation.

The Covid-19 pandemic is a profound threat, which has an impact on hampered public service activities because there are limitations in mass service procedures. Command of Covid-19 cannot solely be done by the government alone. It takes partnerships from all sectors that help and support each other according to their capacities. One of the benefits of a partnership is to increase community interaction in service delivery and public problem-solving.

Endeavor to prevent the transmission of Covid-19 are also carried out by Banyumas Regency which cooperates with potential partners and networks in breaking the chain of transmission of Covid-19. In handling the Covid-19 Banyumas Regency, in 2020 succeeded to win 1st Best Innovation, for the Covid-19 New Normal Order in the Market Category. Banyumas Regency has made advancements in public service innovation, starting from elite commitments and policies, developing innovation management institutions, and improving the quality of innovator human resources. The accomplishment achieved by Banyumas Regency is inseparable from the synergy of stakeholders in developing regional innovation.

2 Method

This study uses a qualitative approach. The data obtained came from secondary data and primary data. Secondary data were attained from planning documents, implementation of regional apparatus organizations in Banyumas Regency. Primary data were procured through interviews with research informants. The research method is through interviews using interview guidelines and then recording, as well as observation [7].

3 Result and Discussion

The precedence of the Banyumas Regency Government in developing its area is realized through innovation. The innovations that emerge cannot be separated from the leadership's encouragement to the State Civil Apparatus. On this basis, Banyumas Regency has accomplished in developing various platforms as part of regional innovation. Banyumas Regency has succeeded in evolving an Innovation Laboratory in Central Java. The existence of an Innovation Laboratory that encourages the birth of innovations in Banyumas Regency.

(SINOVIK) is a testament to the seriousness of Banyumas Regency in developing innovation. The innovation achievement in the Banyumas Regency is Top 45 in the KIPP with the title of Fast, Responsive, and Complete Handling innovation in Assisting the Poor and Abandoned People with Chronic Pain (PATTAS SOSIAL MITRA KURIR LANGIT) in 2019. Three Banyumas Regency innovations reached Top 99 in the 2019 KIPP, namely *Smart* Maternal and Child Health Application *Go Zero* No maternal and child deaths (SASKIA GOTAK), Dermaji Village Information and Technology Literate (DEMIT Village), Public Safety Center (PSC) 119 Integrated Application System for Referrals, Health Information, and Emergency Ambulances (SATRIA). In 2019, three Banyumas Regency innovations managed to penetrate the Top 40 KIPP Central Java, namely Gebrakan Ngapak (Joint Movement to Handle Beggars Children Come to School), Gendis Mamas (Banyumas Community Inclusive Education Movement), and Rinjing Pustaka. Another innovation achievement that Banyumas Regency has achieved is being one of the 20 best innovations in Indonesia that are entitled to participate in UNSPA (World Level Public Service Innovation Competition 2020) and is the first Best Innovation for the Covid-19 New Normal Order in the Market Category.

Miscellaneous kinds of accomplishments that were achieved by Banyumas Regency cannot be separated from the synergy of stakeholders in developing innovation. Evidence of partnerships in developing innovation in the Banyumas Regency is evidenced by the collaboration between stakeholders, namely non-governmental organizations, universities, public and private institutions, and the community. The Banyumas Regency Government is also active in evolving public service innovations, particularly during the current Covid-19 pandemic. The requirement of the community's needs is increasingly complex, as well as the advent of problems in assorted sectors affected by Covid-19. Consequently, there is a need for collaboration between stakeholders.

To find out the reinforcement of networks as a driver of public services in handling Covid-19 in Banyumas Regency, using the theory put forward by Agus Dwiyanto [4] which is seen from three dimensions, namely the institutional dimension, the arena dimension, and the value dimension.

3.1 Institutional Dimension

From the institutional dimension, the Organization Section has also made streamlining through the formation of a core Regional Apparatus Organization team consisting of the Development Planning Agency at Sub-National Level, the Finance Agency, and the Personnel and Human Resources Development Agency. Has a central role in collaborating with all other Regional Apparatus Organizations in the context of utilizing information technology in public service innovation. The Regional Secretariat of Banyumas Regency also has a system to support, encourage, as well as appreciate innovative regional officials to get vocation promotions.

The Banyumas Regency Government has an innovation development system as stipulated in the Banyumas Regent Regulation Number 52 of 2017 concerning the Banyumas Regency Creativity and Innovation Development System. In Article 4, several elements of creativity and innovation development include (1) Creativity and Innovation Development System Institutions; (2) Creativity and Innovation Development System Network; and (3) Creative and Innovation Development System Resources. Furthermore, in Article 5 it is outlined that the Institutional System for the Development of Creativity and Innovation includes: (1) Regional Governments; (2) R&D Institutions; (3) Educational Institutions; (4) Innovation Supporting Institutions; (5) Business; and (6) Community Organizations in the Regions.

The resources of the Creativity and Innovation Development System, according to Article 8 cover several things such as (1) Utilization of expertise and expertise under the theme and/or resources of the Creativity and Innovation Development System; (2) Development of human competence and its organization; (3) Improving the management and utilization of intellectual property; (4) Utilization of data and information; and (5) Development of science and technology facilities and infrastructure.

In the implementation of this system, there is a Coordination Team for the Development of Creativity and Innovation in Fig. 1. this.

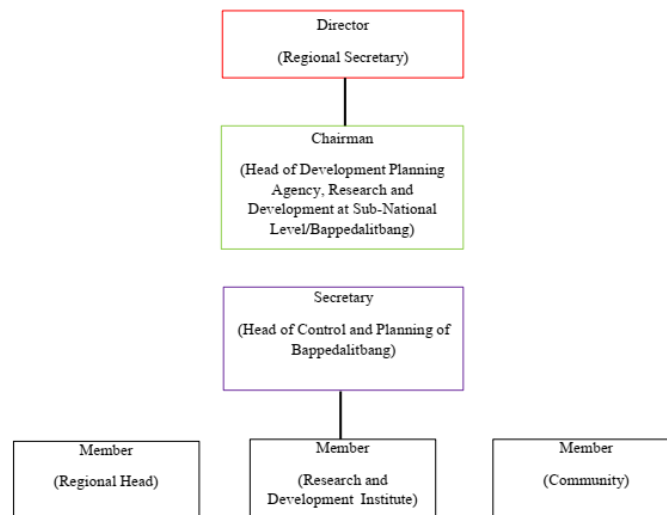


Fig. 1. Banyumas Regency Creativity and Innovation Development Coordination Team

The Banyumas Regency Government cannot act solitary and requires synergy with several parties to develop innovation. Another tangible form of collaboration is also in the

Smart City innovation of Banyumas Regency which has succeeded in embracing various stakeholders in the Smart City Council, which was sanctioned through Banyumas Regent Decree Number 555 of 2019 concerning the Banyumas Smart City Council.

The establishment of the strategic environment demands solid leaders and leadership, able to anticipate future developments, build a vision, mission, and strategy, as well as develop policy measures, institutional systems, and government management that is relevant to the complexities of developments, problems, and challenges faced. The duty of leaders in institutions for the development of innovation in the Banyumas Regency is shown by the commitment of leaders. The assorted innovations produced continuously in the Banyumas Regency are impelled by innovative leadership, from top management to low-management levels. The role of the Regent, Deputy Regent, and the Regional Secretary of Banyumas Regency in creating public service innovations can be said to be very large. The regional leadership of Banyumas Regency wants to stimulate the creation of more efficient, easy, and fair public services. This is attested by the slogan “One Agency, One Innovation.”

Institutional collaboration in the prevention and control of Covid-19 in Banyumas Regency is stated in Article 25 paragraph 2 of the Banyumas Regent Regulation Number 1 of 2021 concerning Restrictions on Community Activities in the Context of Accelerating the Prevention and Control of Covid-19 in Banyumas Regency, which states that institutional collaboration is carried out in the form of: :

- a. Human resource support;
- b. Facilities and infrastructure;
- c. Data and information;
- d. Other types or support.

To minimize the spread of Covid-19, the Regional Government in carrying out patrol activities to limit community activities, monitoring and controlling non-judicial activities is carried out by:

- a. Banyumas Regency Civil Service Police Unit;
- b. Banyumas Regency Transportation Office;
- c. Related Regional Apparatus
- d. Disease Management Team or other designations
- e. Banyumas City Resort Police
- f. Military District Command 0701/Banyumas and its units.

The Banyumas Regent's response to the Covid-19 pandemic was proven by one of JIWONG JIGA's innovations "Siji Wong Siji Jaga" (One Person, One Take Care). This innovation is intended to protect the elderly who have comorbid diseases in the Banyumas Regency from Covid-19. Granted the increasing number of Covid-19 patients, it is necessary to monitor through reliable data to provide protection.

The Regent of Banyumas Regency involved the Regional Organization Agency (OPD) to succeed in his innovation, JIWONG JIGA. This innovation has been developed into a website and android application-based by the Communication and Information Agency of Banyumas Regency, collaborating with the Regional Secretariat of Banyumas Regency. This innovation is derived from the Central Java Provincial Government's similar renowned innovation, JOGO TONGGO. Both the website and developing the application, the government expects more efficiency and effectiveness in data gathering, data processing, and curtailing worse impact for elder patients of COVID-19. The Banyumas Regency also counted into the socialization of JIWONG JIGA through the Regent's participation to preside “door-to-door”

movement along with the Regional Organization Agencies (OPDs) in villages to oversee the program implementation and educate the importance of doing health protocol.

3.2 Arena Dimension

Partnerships between the public and private sectors can cover several different areas, such as government and business institutions, government and civil society institutions, and government with both institutions. Each partnership arena often has different dynamics because the motivations, constraints, and governance practices required to manage the three types of arenas are also different [4]. In order to encourage Covid-19 handling services in Banyumas Regency, inter-sectoral partnerships were built by the Banyumas Regency Government.

3.2.1 The Public-Private Partnerships (PPPs)

The partnership built between the Banyumas Regency Government and the private sector is proven by the innovations that have been successfully created by Banyumas Regency, namely the PSC (Public Safety Center) 119 Referral Application System, Health Information, and Emergency Ambulance (SATRIA). This innovation was created because people still often have difficulty getting emergency services, such as traffic accidents, heart attacks, strokes, and other emergency events [8].

For instance, the Banyumas Regency's Health Agency collaborated with PT Sijarimas Teknologi Informasi to develop app-based innovation named PSD 119 Satria. Initially, this app was utilized to give recommendations to pregnant women and children, then scaled its function into all-in emergency services. Also, this app is designed in web and android versions and is available on the google play store. Further, the users are not solely patients but also the PSC's office that is tasked to pick the patient of emergency accidents.

PT Sijarimas Teknologi Inovasi is a private corporation which is known for developing software devices, training, maintenance, and monitoring the implementation of technology and information systems. Amid the pandemic situation, the app facilitates two-sided communication between the referrer and the hospital recommendation, thus both the hospital and referrer are prepared to connect and give their services.

Banyumas Regency is also working with PT Sarana Multi Infrastruktur (PT SMI). PT SMI approved the Banyumas Regency National Economic Recovery Program (PEN) worth Rp 191.92 billion to realize the acceleration of economic recovery in the Banyumas Regency. The signing of this regional PEN loan agreement is a form of joint commitment between PT SMI and the Banyumas Regency Government in dealing with the Covid-19 pandemic and economic recovery in the Banyumas Regency [9].

Formerly, PT SMI along with the Directorate General of Financial Balance of the Ministry of Finance and the Ministry of Home Affairs of Republic Indonesia has coordinated concomitantly to evaluate and consider several factors pertinent to the loan agreement proposal from the Banyumas Regency Government. This loan agreement proposal has been approved and deployed to the Banyumas Regency Government by PT SMI as a Special Mission Vehicle from the Ministry of Finance by practicing transparency and accountability principles. The agreement, further, depicted as an endeavor from the Central Government to recover the regional economy owing to the COVID-19.

3.2.2 Public-Civil Society Partnership

JIWONG JIGA is known as a platform-based innovation that developed through tangible products both in a website and mobile application by the Communication and Information

Agency of the Secretariat of Banyumas Regency Government. Through these platforms, the government seeks to ease the data gathering process and abate the risk for the elder patients of COVID-19.

3.2.3 Three-Sectors Partnership (Government, Private, and Society)

This partnership model is targeting the traditional markets; therefore, the innovation posits Banyumas Regency at the first place of the Regional Innovation Competition for Preparing the Productive New Normal and Safe COVID-19 in the Traditional Market Sector held by the Ministry of Home Affairs of the Republic of Indonesia. Practically, the Health Agency of Banyumas Regency involves the Center for the Local People's Health Service (Puskesmas) to facilitate the rooms for rapid or swab testing. On the other hand, the Communication and Information Agency of Banyumas Regency also being active in developing the e-retribution platform that can be publicly accessed through dashboard monitoring. Besides, to adjust the new normal, the government also collaborates with the Public Order Enforcers (Satuan Polisi Pamong Praja), the Banyumas Police Precinct (Polres Banyumas), and the Military District Commando 0701/Banyumas to oversee activities in traditional markets. Also, a Startup named Beceer involved in providing an online service to buy products from traditional markets without physically visiting the markets.

3.3 Value Dimension

Moore [10] defines "public value" as a skeleton to connect the public resources to craft the essence of "public value". Public value refers to a public service framework to generate a valuable service predicated on public needs. There is a "strategic triangle" to grasp this concept. Public organizations have to meet three prominent features: (1) legitimacy; (2) operational capability, and (3) substantial value [11]. Those aspects should stay abreast, whenever one of them is neglected, then the public values will not be formed. Public values from networking engagement as a key driver to cope with COVID-19 in Banyumas Regency is being implemented through :

3.3.1 Support and Legitimation

The public service innovation partnership to cope with the COVID-19 in Banyumas Regency has several legitimacies, including:

- a. The Banyumas Regent Regulation Number 52/2017 on the Creativity Development System and Innovation in Banyumas Regency.
- b. The Banyumas Regent Regulation Number 77/2018 on Organizational Arrangement, Duties and Functions and Working Procedures of the Regional Secretariat of Banyumas Regency.
- c. The Local Government Regulation Number 2/2020 on Prevention of Disease in Banyumas Regency.
- d. The Banyumas Regent Regulation Number 1/2021 on Restrictions on Community Activities to Accelerate the Prevention and Countermeasures of coronavirus Disease 2019 (Covid-19) in Banyumas Regency.

Support and positive response were carried out by the people of Banyumas Regency. The community is active in maintaining health protocols to prevent Covid-19, thus bringing Banyumas Regency to posit at the first place at the Innovation Competition for the Regional Innovation Competition for Preparing the Productive New Normal and Safe Covid-19 in Traditional Market Sector held by the Ministry of Home Affairs of the Republic of Indonesia.

3.3.2 Operational Capability

Innovation development utterly needs resource support, encompassing budget allocation. Practically, the government, both from executives and legislatures have been coordinated concomitantly to produce an apt budget policy for spurring innovation development by giving IDR 1,4 billion to the Head of Research and Development amid a pandemic situation to propel the regional innovation development.

3.3.3 Substantial Value

According to Moore, the value aims to generate public value. On the other hand, Benington defines public value as a market coordinate by considering social and political factors such as:

a) Economic Value

Most of the innovations in Banyumas Regency have disseminated positive impacts to the people, notably in the economic sector. By publicly accessing innovation services, the people are not paying some amount of money to obtain the services needed. For instance, when people send their report on emergency accidents through the PSC 119 app and JIWONG JIGA innovation. Also, Banyumas Regency has two public hospitals, RSUD Banyumas and RSUD Ajibarang, and other Puskesmas to provide free health services for the Covid-19 patients.

b) Sociocultural Value

JIWONG JIGA plays a prominent role to create empathy in society amidst pandemic situations. Thereby, the relations between society and environment are being tighter owing to the spirit to protect each other through health protocols education.

c) Education Value

Innovation's success was inseparable from the role of society. Innovations developed in Banyumas Regency to deal with Covid-19 received a positive response from the community. This is proved by the role of the Covid-19 Task Force that comes from community elements to participate in socializing the importance of health protocols monitoring the surrounding environment to protect each other from the virus, especially for the elderly who have comorbid diseases.

d) Political Value

Services developed by Banyumas Regency propel the community to take part in utilizing the available services, for instance, by using PSC 119 Satria to send reports through mobile-app to cope with emergencies.

e) Ecological Value

Numerous innovations developed by Banyumas Regency are predicated on information technology to broaden access to public services. Also, this tech-based innovation eases the people to obtain proper, faster, and more efficient public services.

4 Conclusion

The Banyumas Regency Government aims to propel more efficient, affordable, and fair public services through innovation development, depicted by the renowned slogan "One Agency, One Innovation". Numerous achievements of the Banyumas Regency cannot be separated from the synergy of stakeholders through partnerships. The existing partnerships have become a key driver in handling Covid-19 in Banyumas Regency through three prominent dimensions: (1) institutional dimension; (2) arena dimension and (3) value dimension. In the institutional dimension, the Banyumas Regency Government has an innovation

development system. Another tangible form of collaboration is in the Smart City innovation of Banyumas Regency which has succeeded in embracing various stakeholders in the Smart City Council. Institutional collaboration in the prevention and control of Covid-19 in Banyumas Regency is also proven by the synergy of various parties in the Community Activity Restriction program. In the arena dimension, It can be seen that the development of Covid-19 service innovations in Banyumas Regency includes a partnership between the government and the private sector, a government partnership with civil society, and a three-sector partnership (government, private, community). In the value dimension, Banyumas Regency can achieve public values, which can be seen from three aspects, namely legitimacy and support, operational capabilities, and substantial values (economic values, social and cultural values, political values, educational values, and ecological values). From the value dimension, it can be concluded that the innovation of Covid-19 handling services in Banyumas can be said to be useful and of public value to the community.

5 Recommendation

5.1 Institutional Dimension

Local government needs to spur their performance in managing tasks and functions and prioritizing cooperation enhancement with other sectors. In addition, informal discussions should be broadened between other institutions related to government's innovation to improve the credibility and capability of the apparatus of the government institutions.

5.2 Arena Dimension

It is a necessity to enact regulations that take into account the good governance perspective. In its implementation, it should involve governance actors, consisting of government, private sector, and civil society commencing from the collective agreement process to evaluation based on each role.

5.3 Value Dimension

The Banyumas Regency Government needs to monitor and evaluate related innovations that have been developed to increase public trust in the government, as well as the accountability and transparency of the public.

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