

# Capacity Advancement for Public Service Innovation Management Within Maneuvering Covid-19 in Banyumas Regency

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**Abstract.** Banyumas Regency is one of the regions that has succeeded in systematically developing public service innovations. Starting from the support of elite policy and commitment, incremental innovation of management institutions, improving the quality of breakthrough human resources, and so on. The Banyumas Regency Government also continues to try to overcome various obstacles to the development of regional innovation, such as in the relationship between innovation institutions, creating service, expanding human resources with inventive ideas. Furthermore, related to the current state of the Covid-19 pandemic, services and innovations are still not integrated and institutionalized, still partiality and lack of support for commitment, resources, and public guarantees. Therefore, the innovation management capacity of the authority needs to be maximized. The purpose of this research is to get an overview of the innovation management capacity of the Banyumas Regency Government in handling Covid-19. This research uses a qualitative approach, utilizing interviews and observations as a data collection technique and triangulation as an analysis technique. The results of this study confirm that the development of innovation management capacity is a determinant in improving public services. The most essential research recommendations relate to collaboration. Innovation must be carried out in a multi-sectoral manner, with more attention to the external side of each public service. So that there is an expansion of the network, so that it is qualified to collaborate in increasing the amount and quality of public service innovations in Banyumas Regency.

**Keywords:** Capacity Management, Innovation, Public Service, Institution, Covid-19

## 1 Introduction

The Covid-19 pandemic is a reality that does not only have a health dimension, but also has implications for our daily lives. A comprehensive, multidisciplinary and cross-sectoral approach is required. All actors and stakeholders must move in unison, work hand in hand and synergize in realizing a comprehensive pandemic response.

All parties seek to contribute to efforts to handle the Covid-19 pandemic, the Government (Central to Regional) in an integrated manner forms a special team or task force, provides social assistance, regulates population movement or mobility, and others accompanied by the provision of a large budget through reforms annual budget drastically. On the other hand, various non-government groups are also competing to be involved in handling the Covid-19 pandemic, volunteers are present to provide support and assistance, the community is involved in serving others who are sick due to Covid-19 where they live, and many more.

Various efforts have been made since the entry of Covid-19 at the end of 2019, then it was determined as a national emergency in March 2021, but there is no significant positive results visible until now. Similar conditions are also found in almost all parts of the world, to this day all are still battling the Covid-19 pandemic.

Banyumas Regency in Central Java has also felt the impact of the Covid-19 pandemic, the data shows from March 2020 to August 2021 that the number of patients confirmed positive for Covid-19 tends to increase, as shown in the table 1:

**Table 1.** Patient Confirmed Positive for Covid-19 Banyumas Regency 2020-2021

No.	Year	Month	Number of Patient
1.	2020	Mach - December	4.785
2.	2021	January - August	28.158
Total			32.943

(Banyumas District Health Office, 2021)

The data above shows that the number of Covid-19 patients is increasing, especially in June and July 2021, Banyumas experienced a very significant increase in the number of Covid-19 patients. This increase led to a high number of deaths in Covid-19 patients, the total number of patients dying was 1,993 people, while most of them recovered.

In line with the outbreak of Covid-19, the Banyumas Regency Government has also allocated a large budget, through refocusing on various other activities. This large budget is used to support the handling of the pandemic, especially from the medical side, including for non-medical activities such as social assistance to the community. The district level Covid-19 Task Force has also been established, accompanied by various collaborative steps involving many parties.

Banyumas Regency in an effort to deal with Covid-19 also has the following infrastructure resources: Referral Hospitals (lines 1 to 3) a total of 12 units, 2 Emergency Hospitals, then supported by capacity based on the number of beds, in the Home Isolation Room The hospital has 1,173 beds, in the ICU Hospital there are 109 beds, in 4 Quarantine Houses there are 332 beds, ambulances and services at the Puskesmas level are also available. The number of health workers: there are 529 doctors, 1,469 nurses, 282 people in the field, 2,286 other health workers, also supported by a team of experts from the Unsoed Faculty of Medicine, in the form of Lung Specialists, Internal Medicine, and Clinical Pathology.

One form of appreciation, especially innovation during the Covid-19 period, is to provide steps to prevent the transmission and spread of Covid-19 in shopping areas, especially traditional markets. The 1st Best Innovation Winner for the Covid-19 New Normal Order in the Market Category.

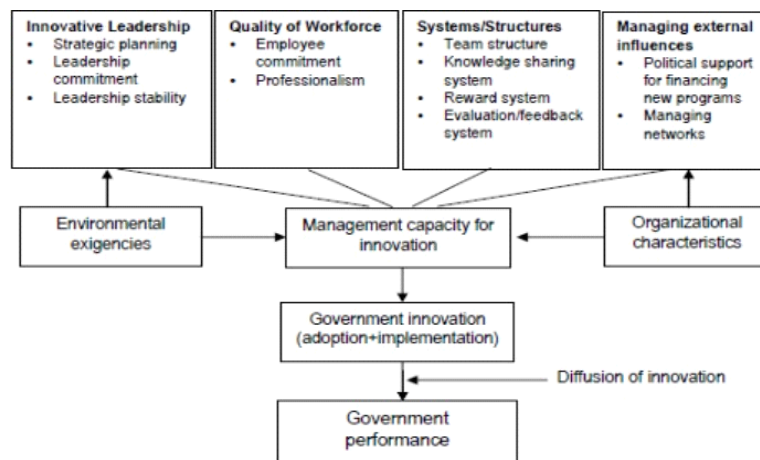
In addition to special awards related to this new normal order, Banyumas Regency has also received many awards in public service innovation competitions, such as from the Ministry of PAN and RB: In 2019 it received the Top 45 KIPP award through the innovation of the Sky Courier Partner Social Pattas, in 2020 it received the Top 99 KIPP award through the innovation of the Successful Gateway for Persons with Disabilities, and in 2021 the Top 45 KIPP award through the innovation of the Integrated Referral Application System, Health Information and Emergency Ambulance of Banyumas Regency. Then from the Ministry of Home Affairs, Banyumas Regency also received an award as a Regency area in the Very Innovative category.

Although it has received many innovation awards, it turns out that in the development of innovation, Banyumas Regency is still facing various innovation capacity management problems. In the implementation of innovation development, several problems were found,

practically several problems of regional government innovation development in Said [1], include: First, the main problems of local government innovation development in practice are often difficult to start from where, by whom, and when innovation is developed. Second, problems related to the low level of political, financial and technical support. Third, problems related to the lack of cooperation between one leader and another, leaders with the community (stakeholders) and other citizens. Fourth, another regional government innovation problem is the lack of orientation to the primacy of excellent service. Fifth, the problem of the condition of the administrative and staffing system that still does not support innovation. Said's statement above is also found in the development of innovation in Banyumas Regency.

According to Wilfredus and Purwanto [2], organizational innovation capacity can be traced based on matters relating to executives, namely: 1) Personal understanding of the innovation process for executives, can provide guidance and support for the development of innovation in organization; 2) Continuous learning and study, can make executives an important contributor in the development of organizational innovation; 3) Curiosity, can more easily build productive relationships and cooperation with organizational innovators; 4) Openness to criticism and suggestions from anyone; 5) Leadership, which places innovation as part of developing organizational capabilities, and 6) Pays greater attention to strategic matters than operational ones.

To discuss innovation capacity, the innovation capacity management development model of Seok Ueun Kim and Jung Wook Lee [3] is used, which states that government innovation is determined by innovation management capacity, which consists of innovative leadership factors, quality of workers, systems or structures, and lastly by the management of external influences. More details can be seen in the fig. 1.



**Fig. 1.** Model of Management Capacity and Government Innovation.

Seeing the seriousness of the support of resources, and efforts, as well as the achievements of the Banyumas Regency Government in dealing with the Covid-19 pandemic, all of them cannot be separated from the fast and responsive actions of various related parties. One of the determinants of this rapid movement is the capacity or ability to manage the situation and conditions of government administration. Innovation capacity is the focus in this paper, how to manage the innovation capacity of the Banyumas Regency Government, so as to produce

achievements in government administration, especially how to take steps to deal with Covid-19, with various examples of public service innovations. produced.

## **2 Method**

The research method used is a qualitative method with the presentation of the results of field research through data collection by conducting in-depth interviews with people who are research subjects. The research subjects or informants of this research are all parties related to the development of innovation in the Banyumas Regency Government. The selection of informants used key informants that were selected purposively, then snowballed. The data used are primary data and secondary data, obtained by data collection techniques using interviews, observation, and documentation. The analysis technique uses data reduction, data presentation, and data verification [4].

## **3 Result and Discussion**

The discussion of innovation capacity management owned by the Banyumas Regency Government uses the innovation capacity management development model from Seok Ueun Kim and Jung Wook Lee [3], covering 4 (four) dimensions, namely: 1) innovative leadership, 2) quality of workers, 3) system or structure, and 4) external influences. More details are presented as follows.

### **3.1 Innovation Capacity Management**

In this section, the results and analysis of the theme of the superior ability or capacity of Banyumas Regency in handling Covid-19 are presented through several results of its public service innovations. Previously, it was conveyed the conditions of various factors or dimensions that determine the success of Banyumas Regency's innovation capacity management in handling Covid-19.

**Innovative Leadership.** Innovative leadership is action-oriented and makes a strong commitment to changing established routines and practices. Continuous communication with employees is very important to reduce inconvenience, because innovation tends to be faced with very high uncertain future returns. Innovative leaders are also entrepreneurs; they are willing to take risks and continually undermine the barriers that confront their innovation. This entrepreneurship, however, can be seen as a luxury in government where accountability pressures drive public officials to be cautious, rigid, and resistant to change [3].

The Regent and his staff have taken the right steps in dealing with the Covid-19 pandemic, using regional development planning and budgeting mechanisms (RKPD and APBD) to deal with the Covid-19 pandemic significantly, much of which has been done by refocusing budget allocations for activities and programs. development, diverted to efforts to overcome Covid-19.

In this dimension, it is also found that the high commitment of the Regent and other regional elites, all parties care to participate in thinking and acting according to their fields in dealing with Covid-19. As the controller or person in charge of the Banyumas Regency Covid-19 Task Force, the Regent is supported by all his staff to work together and coordinate in an integrated way hard to deal with Covid-19, by continuing to follow and obey the centralized directives of the national controller in handling Covid-19. This commitment in terms of innovation has also

encouraged the Banyumas district health officials to compete to produce public service innovations, such as the PSC 119 Satria Banyumas innovation, which is very support the work of medical personnel in the field.

Finally, this dimension emphasizes the stability aspect of leadership in the development of innovation, especially in handling Covid-19. To ensure this side of stability, various relevant policies or regulations have been set. In dealing with Covid-19, there is a unified action based on policies and regulations from the center, from the law level to the technical level, the regions only need to carry out. In the context of innovation development, in addition to the central direction, the regions also produce various policy products, such as One Agency One Innovation, which requires every local government organization to make innovations, especially those related to public services. there is a Research and Development Master Plan, also supported by the SIAPPMAS innovation, an application that accommodates the stages of regional innovation development.

Worker Quality. It is difficult to implement innovation successfully without qualified employees who have a strong commitment to change, because employees are a source of information about administrative realities. Thus, many well-performing organizations encourage employee participation in the innovation process and support small study groups to build professional knowledge to generate creative ideas and implement adopting innovations. The ongoing professional commitment of the workforce is very important in the implementation of innovations because the innovations adopted may not be implemented as intended in the face of a wide variety of unexpected possibilities. Therefore, successful innovation may depend on the steady commitment of a qualified workforce who is willing to accept new realities and work together to complete new tasks successfully [3].

The first aspect as an indicator of professional workers is the commitment of workers. The strong commitment of workers to innovate in Banyumas Regency is shown by the many innovators from the state civil apparatus who have succeeded in making innovations, to those who have won various awards in public service innovation competitions. Through the SIAPPMAS application, it can be monitored that until 2021 there are 277 registered innovators, with 176 innovation proposals that have been born, some of which have received national and regional awards. All of these commitments finally also gave an award from the Ministry of Home Affairs for innovations in managing the new normal in the era of the Covid-19 pandemic for Banyumas Regency, especially in the market environment.

Next is the aspect of worker professionalism, which is seen from various sides of formal education, functional technical education, and others. There are 12,551 state civil servants in Banyumas Regency, most of whom have Bachelor's degrees (8,246 people) even though some have Masters and Doctoral degrees, as well as the condition of education and training (training) that quite a lot have passed PIM II, III and IV Education and Training. Based on this fact, it shows that the professionalism of the apparatus is good, so it is not too surprising or reasonable that many officials in Banyumas Regency stand as innovators who generate new ideas and creativity in solving task problems. In handling Covid-19, many health professionals, especially those on duty in Banyumas Regency, support each other in handling Covid-19, such as doctors and medical personnel from the Banyumas Regency Government (Health Department, Hospitals, and Health Centers), Universities (Faculty of Health). General Sudirman University of Medicine), or private (many private hospitals) and the community, not to mention professional staff from outside Banyumas Regency.

System and Structure. The quality of management systems and structures, along with innovative managerial behavior, can influence agency innovation. Team structures and team-based management have swept across many public bodies, emphasizing the importance of

communication with autonomy in decision-making. In teams, top managers often work directly with their employees and share substantial decision-making authority. The sharing of power and autonomy reduces bureaucracy, and encourages employees to develop and without proposing new ideas intervening organizational barriers [3].

The first aspect is related to the institutional structure, the institutional structure of innovation management is very decisive in the success of innovation development. The Banyumas Regency Government has assigned several work units to handle innovation, including: the Banyumas Regency Regional Secretariat Organization Section, the Banyumas Regency Regional Development Planning and Research and Development Agency (Bappedalitbang), the Banyumas Regency Regional Personnel Agency, the Banyumas Regency Communication and Information Office, still supported again by the existence of the Banyumas Regency Creativity and Innovation Development Coordination Team which is cross-sectoral. When it comes to dealing with Covid-19, various institutional structures have also been formed, especially the Banyumas Regency Covid-19 Handling Task Force, which is supported by institutional structure innovations to the lower levels of RT and RW (the "Jogo Tonggo" mechanism in Central Java, if in Banyumas it is called innovation "Jiwong Jiga", Siji Uwong Siji Jaga).

The second aspect is science and technology sharing, which is an effort to share information among regional innovation development actors. This section is very important in today's era, where all information is rapidly changing, including related to aspects of innovation and research and development. Banyumas Regency already has a good pattern of handling in sharing this innovation information, in addition to the clear work unit that handles the development of regional innovation, both formal and non-formal, it is also supported again by the SIAPMAS application (Banyumas Public Service Mainstay Innovation System). SIAPMAS which was officially born in 2020, has become the main system for developing Banyumas innovation, this system was initiated in 2017 starting from the collaboration of the Banyumas Regency Government with the Indonesian State Administration Agency (LAN), through the Labinov system or Innovation Laboratory. This collaboration is still ongoing, this shows the strong aspect of sharing information in the development of innovation in Banyumas Regency. When it comes to handling Covid-19, the dimension of sharing information is very important, especially related to the development and validity of Covid-19 data, because it will be used as the basis for policy making, the central and regional governments must be synergistic, develop applications that can support data collection for Covid-19, namely the Peduli Protect application.

The third important aspect of the system and structure dimension is the reward system. Until now, the award has become a fairly effective employee development instrument in Banyumas Regency, especially for apparatus who have won various competitions bearing the name of Banyumas, including in the public service innovation competition, some of which have received promotions. This condition is certainly very helpful in developing the motivation of the apparatus to compete to produce creative ideas through various innovations for the implementation of tasks. In terms of appreciation for the "heroes" of Covid-19, the medical personnel have not yet seen the formulation, because all of them are still focused on fighting in the handling of Covid-19, many of them have died because of Covid-19 in carrying out their duties, should also get appreciation from various parties.

The last is the aspect of the monitoring and evaluation system, M&E for the organization is very important, aimed at evaluating the performance of innovation and improvement in the future. Banyumas Regency has local competitions, is also active in Central and National Java regional competitions. Competition is the most trusted form of monitoring and evaluation, because it is tested and judged by an independent party. Internally, Banyumas Regency also has

SIAPPMAS, as a versatile application that is also assigned to monitor innovation in Banyumas Regency. In dealing with Covid-19, the monitoring and evaluation aspect is also very important, as currently implemented the PPKM policy (Enforcement of Restrictions on Community Activities) which has several levels, has become a very effective evaluation instrument or tool in overcoming the spread of Covid-19.

External Influence. Government agencies cannot be run in a vacuum; they are heavily influenced by politics and the political process. Change in any large organization has boundaries that are defined by boundaries in its wider context. Political leadership must support the necessary reforms. This implies that successful innovation adoption and implementation depends on how agencies manage the external environment effectively to gain political support for the innovation. Since political support greatly influences government performance, it can be a source of institutional strength to initiate and implement new programs [3].

Budget politics, this aspect is very important in developing policy priorities, including the development of innovation, especially the handling of Covid-19. How the Banyumas Regency Regent and all his staff have partnered with the Banyumas Regency Regional House of Representatives (DPRD), especially in determining the direction of development and budgeting, is concrete examples of regional budget politics. Everyone has a commitment to deal with Covid-19, so the budget allocation for activities that are not important must be shifted to handling Covid-19. Innovations for handling Covid-19 must be supported by budget politics, the PSC 119 Satria Banyumas innovation has been born and is fully supported with an adequate budget, to support health services, especially during the Covid-19 pandemic. The priority of allocation is important, but accountability must not be released, because all use of resources must remain accountable to the public, with good results and performance. The public is also involved in monitoring the use of this budget, providing input to the various institutions that are responsible for discovering inappropriate budget use practices.

Network management, several previous aspects have mentioned a few parties who work together or collaborate in developing innovations for handling Covid-19 in Banyumas Regency. The model of cooperation involving elements of the Government, Private, Academic, Community, Media, and other parties has become a demand in the administration of government. Both the development of innovation and the development of handling Covid-19 have been developed, such as cooperation in the development of innovation between the Banyumas Regency Government and LAN RI, Central Java Provincial Government, Jenderal Sudirman University, Gadjah Mada University, Diponegoro University, and others. The Banyumas Regency Government has also implemented networking in the fight against Covid-19, not only at the central and regional institutional levels, but also involving universities, the private sector and the community actively.

### **3.2 Strategy: Covid-19 Handling Innovation Through PSC 119 – SATRIA and Jiwong Jiga**

In this section, an example of a technical strategy in public service innovation that is very relevant to support the handling of Covid-19 in Banyumas Regency, namely PSC 119 – SATRIA (Public Safety Center 119 – Integrated Application System for Referrals, Health Information and Emergency Ambulance in Banyumas Regency). This innovation is an innovation in the health sector that has won the 2021 National Top 45 KIPP award.

This innovation was born from the problem of the difficulty of the community in getting emergency services such as traffic accidents, heart attacks, strokes and others and the ineffectiveness of the referral system in Banyumas Regency forcing people to find their own

availability of beds in several hospitals (tour hospitals). will increase mortality and disability due to slow emergency referral services.

From these problems, the Banyumas District Health Office developed an innovation in the form of the PSC 119 - SATRIA application which originally came from a SIJARIEMAS referral application where this application was initially only used as a referral application for mothers and children into a referral application that includes all emergency services.

This application is in the form of an integrated web and android application in one integrated referral system application. There is 1 web application and 2 android applications developed, namely PSC SIGAP BANYUMAS and PSC SIGAP BANYUMAS OFFICER where this application can provide information to hospitals about patient information to be referred and hospitals can provide further instructions to referrer and hospital emergency room team to prepare medical devices and officers and if the bed is full, the application will divert to a hospital that still has a bed by giving notification to the referrer about the transfer so that the referrer can go directly to the hospital (no more tour hospital).

This application provides information, PMI's daily blood availability, schedule of practice for health workers and a panic button in the event of an emergency. In the application, officers can also find out the closest position of health workers to the location of the incident so that response times can be obtained. This system can be downloaded for free because it has been accommodated by the Banyumas Regency Government. With this application, emergency response time increases and mortality and disability rates can be reduced, which means people's life expectancy increases.

PSC 119 – SATRIA has received the highest appreciation (Top 45) in the Public Service Innovation Competition (KIPP) from the Ministry of PAN and RB in 2021. This proves that this innovation is considered very well used in handling emergency problems and patient referrals. This innovation deserves to be replicated in other areas because of its benefits. Especially during the Covid-19 pandemic, this innovation plays a very important role, quickly helping various parties in handling patients with Covid-19, a reliable application guaranteeing information on the availability of referral places and the availability of medical personnel to other infrastructure facilities. This innovation has helped a lot to save the lives of Covid-19 patients in Banyumas Regency. Provide an increasing level of PPKM in Banyumas Regency.

An example of a relevant innovation is Jiwong Jiga (Siji Wong Siji Jaga), although its meaning is almost the same as that proposed by the Governor of Central Java Province, Ganjar Pranowo, Jogo Tonggo. This innovation was born as a response to the outbreak of the Covid-19 pandemic in Banyumas Regency. This innovation was originally intended to protect the elderly (elderly) who have congenital or comorbid diseases so that they are very vulnerable when exposed to the Covid-19 virus. This group requires special or special protection during a pandemic like this.

The implementation of this innovation has been supported by the Jiwong Jiga application, both web and android based, making it very easy for the public to access. This program has been implemented for approximately a year, and has been implemented in all villages, this program has also been evaluated and monitored for its implementation properly.

The implementation of this policy is very helpful and is a complement to the Jogo Tonggoda policy proclaimed by the Governor of Central Java Province to be implemented in all locations in Central Java. Many local governments have effectively implemented this policy and the results are very helpful for people who are sick, or are doing isoman (self-isolation) at home. Residents of RT/RW, Dasa Wisma, Karang Taruna are vying for the success of Jogo Tonggo, because mutual benefits are very high. This kind of program is also able to test the concern for others (gotong royong) in the community which is thought to be fading.



The results of the evaluation of the success of the Jogo Tonggo and Jiwong Jiga programs in Banyumas Regency can be seen from the results of a survey by the Central Statistics Agency [5] of Banyumas Regency in 2021, especially related to compliance behavior in 5 M, as follows: 1) 91.7% adhere to wearing masks, 2) 77.7% obediently washing hands with soap/hand sanitizer, 3) 68.5% obediently maintaining a minimum distance of 2 meters, 4) 80.5% obediently avoiding crowds, and 5) 77.1% obediently reducing mobility, even expanded 6) 90.9% obedient to maintaining air circulation, 7) 79.1% obedient to maintaining cough etiquette, and 87.3% obedient to efforts to increase immunity.

#### 4 Conclusion

The Banyumas Regency Government has had excellent public service innovation capacity management, both from the dimensions of innovative leadership, quality of workers, systems and structures, and external influences. This is evidenced by the emergence of various appreciations from the state civil apparatus in a massive and effective manner to overcome various community problems which are the task of regional officials.

Innovations for handling Covid-19 have also been successfully generated and utilized, greatly helping the smooth implementation of the duties of officers in the field, so that many community members have been helped and saved from Covid-19. The situation and condition of Banyumas Regency related to the Covid-19 pandemic is getting better, providing peace for the community to carry out their activities. back to normal.

There are still aspects that need to be improved, including; 1) community participation in supervising the duties of innovation-enabled regional apparatuses, particularly related to the accuracy of innovation according to community needs and problems, implementation, and evaluation, 2) effectiveness of the implementation of the innovation award system, regulations or policies need to be made to ensure the application of the award, 3) improvement types of innovations in handling the Covid-19 pandemic, both those directly related to medical and non-medical purposes, in addition to strategic tactical needs are also intended to meet future innovation competitions.

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