Local Government Public Service Innovation of BANYUWANGI District through Smart Village

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Abstract

The Trend That Occurs Today Shows That Private And Public Organizations Must Make Changes By Reinventing Themselves With The Label "Non-Linear Innovations Continuously" In Order To Defend Themselves And Get The Potential Of The Means They Have To Achieve Efficiency. Operations, Cost Reduction, Quality Of Service, And Convenience. So Far, Innovation Is Still More Focused On The Impacts Of Information And Communication Technology (Ict), Which Is Considered The Best Way To Provide Services.

The Low Understanding Of Innovation And Creative Ideas For Advancing The Region Is Due To The Fear Of Taking Initiative And Discretion In Running Local Government. Many Government Administrators Take A "Passive Attitude" And Are Less "Responsive" To The Fulfillment Of Public Interests Related To Their Positions. They Often Become Afraid And Hesitant In Making Certain Breakthroughs. This Condition If Allowed To Reduce Creativity, The Spirit Of Innovation And The Courage To Take Breakthroughs In The Public Interest.

Banyuwangi Regency Government Public Services Encounter Problems That Must Be Faced By The Community, One Of Which Is To Obtain Administrative Services Of An Effective And Efficient Quality, Which Is Still Difficult To Obtain. Related Matters, With Banyuwangi Which Has An Area Of About 5,782.50 Km2 And Is Inhabited By Around 1.5 Million People, The Travel Time From Village To Village And To The City Center Can Be Up To Two Or Even Three Hours, Considering That Banyuwangi District Is The Largest District In East Java. Many Villages Find It Difficult To Access District Government Services This Is Because The Distance Traveled Is Quite Far From The Village To The Sub-District And District Governments

Keywords: Local, Governance, Public Service, Innovation, Smart Village

INTRODUCTION

Autonomy as a new system in its implementation is not yet solid and still causes various interpretations and responses from various parties. However, such conditions still have to force government organizations to adapt to various socio-political situations that are currently developing in the era of regional autonomy, including the development of new technology (Directorate of State Apparatus-Bappenas, 2004: 17).

In addition, in Indonesia along with the wave of democratization in various fields, demands for good governance are also at the forefront, especially in developing and implementing the provision of public good and service (Sedarmayanti, 2003: 2). In line with the idea of good governance, quality public services are one of the pillars to show changes in government administration that are more pro-social welfare improvement (Supriono, 2002: 25).

The public's demand for improving public services is reasonable and not exaggerated, because so far people still judge that the quality of public services is still low and the performance of public services especially by local governments is still very far from expected (Dwiyanto, 2002: 64-65) . The low quality of public services in each district can be seen from the source of the Ombudsman assessment report of the Republic of Indonesia regarding the summary of research results on the compliance of the central government and local governments to public service standards according to Law no. 25 Year of 2009 concerning public services (2015).

The 2015 Ombudsman Assessment Report of the Republic of Indonesia shows that in reality the quality of basic services has not improved in the field of public services, this is indicated by the low level of public satisfaction with existing services. The justification for this can be seen in the evaluation results of the Ombudsman Assessment Report of the Republic of Indonesia, in 2015, which was carried out by involving 64 districts / cities in Indonesia. The results show that (1) as many as 48 districts / cities whose satisfaction with public services is below the average of 50% stated that public service innovations have not been able to be carried out and implemented in the regions; (2) as many as 16 regencies and cities, the level of satisfaction in public service is successful in an average of above 50%.

In several areas that can be said to be successful in public service innovation, as reported in the media (Rakyatku.com on April 20, 2017) The Ministry of State Apparatus Empowerment and Bureaucratic Reform (PANRB) set the Top 99 Public Service Innovations in 2017. The Top 99 consists of 20 ministries, 3 institutions, 21 provinces, 34 districts, 15 cities, 2 state-owned enterprises (BUMN), and 4 regional owned enterprises (BUMD). The public service innovation competition is an annual agenda, which has been held since 2014. The interest of agencies to participate in this competition has always increased from year to year. In 2014, there were 515 innovations that were competed, resulting in Top 99 and Top 9. In 2015, it increased to 1,184 innovations, resulting in Top 99 and Top 25. Meanwhile in 2016, the number of participants increased to 2,476 innovations, resulting in Top 99 and Top 35.

From the various issues regarding government innovation which is quite complex, the sources of the above views can be classified into several, namely: (1) weak political will and leadership commitment that encourages the growth of innovation including too high dependence on certain leader figures; (2) a culture that is resistant to innovation (culture of innovation) created in every public organization; (3) an ineffective innovation process, including strategies for the involvement of other stakeholders that have not been implemented and the clash of values in innovation; (4) weak institutional capacity of government bureaucracy to innovate; (5) there is no legality which becomes the legal umbrella for the practice of innovation; and (6) the problem of sustainability of innovation programs often does not occur; and (7) the regional and national government innovation policies are not yet integrated.

In this context, the object of research is limited to public service innovations carried out by Banyuwangi government related to Smart Village. So this study will not examine all government affairs that have been submitted to autonomous regions, but only concern the Smart Kampung public service innovation in Banyuwangi Regency. Where the implementation of public service innovation in regional government is the responsibility of the regional government so that it is in accordance with the provisions of Article 390 of Law Number 23 Year of 2014 concerning Regional Government, which is further regulated in Government Regulation (PP) of the Republic of Indonesia Number 38 Year of 2017 concerning Regional Innovation, or renewal in the administration of Regional Government.

Public service innovation carried out by the local government of Banyuwangi Regency through Smart Village is an integrated village development program that combines the use of fiber-optic-based ICT, productive economic activities, health-education improvement, poverty alleviation efforts, and efforts to improve the quality of public services. The Smart Village program was launched by the Minister of Communication and Information Rudiantara on Tuesday, May 31st, 2016. To date, out of 189 villages spread across Banyuwangi, 80 villages have run Smart Village. The target is that all villages have implemented this program until early 2018.

This research is the domain of innovation studies in public services in local governments, therefore to understand how innovation studies in public services in local governments are carried out through innovation processes, innovation capacity, and based on innovation typologies carried out in village smart services in Banyuwangi district.

LITERATURE REVIEW
2.1.Bureaucracy and Public Services

Weber's view of the ideal type of bureaucracy is characterized by the division of labor, delegation of authority, personality, technical quality, and aims to produce efficiency in state governance (Thoha, 2004: 7). However, in many developing countries the ideal type of bureaucracy as stated by Weber has not been able to develop properly because it is influenced by the historical background of each country. Long before that, in Indonesia, the feudal-aristocratic royal bureaucracy had been known and applied. Therefore, when the concept of modern bureaucracy is applied, what happens then the bureaucracy only changes its external form, not its value system (Santoso, 1993: 22). It is not surprising that Thoha (1999: 9) states that the Indonesian bureaucracy is very slow, less sensitive, less intense and less responsive to change.

One of the important stages according to Denhardt and Denhardt (2003: 13) is the development of the basic principles of public services by adhering to the principle of serve the citizens, namely institutionalizing the relationship between the bureaucracy of service provision and the community of service users in the form of a collective agreement. The agreement includes efforts and seriousness to (1) provide certainty of service which includes time, cost, procedure and method of service; (2) providing information regarding the rights and obligations of service users, service providers, and other stakeholders in the entire process of service delivery: (3) making it easier for service users, citizens and other stakeholders in controlling service delivery practices; (4) facilitate service management in improving service delivery performance; and (5) help service management identify the needs, hopes and aspirations of service users and other stakeholders (Partini and Wicaksana, 2004: 10).

From the explanation above, it can be understood that the bureaucracy of public services in the regions has experienced several developments, starting from using the old public administration approach to new public management. To become a new public service, of course, requires citizen's charter as the basis for the current implementation of public services. This is in accordance with the concept of new public services, that the role of the bureaucracy to include the community in government activities is very important (Saleh and Muluk, 2006: 234). For this reason, the local government bureaucracy needs to manipulation the bureaucracy that has been carried out so far, especially in facing changes due to external and internal pressures, in order to carry out public services in a more participatory, transparent, and quality manner (Saleh and Muluk, 2006: 237).

2.2. History and Understanding of Innovation

Innovation (innovation and innovate, which comes from the Latin innovation), means changing something into something new. In English, innovation is a vocabulary that only emerged after the sixteenth century, which was then associated negatively as "troublemakers" and revolutionaries, the term innovative began to be widely used by many people since the 17th century, or about 100 years later (Yogi, 2008)

Thus innovation is meaningful as a process of turning opportunities into new ideas and making them usable in practice widely. This thought is at the core of Schumpeter's thought (Joseph Alois Schumpeter, 8 February

1883 - 8 January 1950) which was first seen as making the biggest contribution to the development of innovation theory. Innovation is a factor that causes change, as Schumpeter defines innovation, "innovation as doing things differently in the realm of economic life". Innovation is an individual activity called entrepreneur, which has the following characteristics:

1. The ability to appreciate the possibilities of an innovation
2. He is also the discoverer or "inventor" of the innovation is matter of minor consequence
3. Have the qualities of leadership (Sweezy, 1943: 93-94)

Based on the historical study and the definition of innovation above, it can be stated that innovation with regard to novelty and has added value for its users, is to distinguish it from invention. There are fundamental differences between the two. Because not all inventions are innovations. In other words, an invention does not necessarily have innovative value, because it has no added value for its users. In addition, there are many factors that allow the emergence of this innovation.

2.3. Innovations in Public Administration

Management innovation in the public sector can be defined as the development of new designs of policies and new Standard Operating Procedure (SOP)s by public organizations intended to address public policy problems. So that an innovation in state administration is an effective, creative and unique answer or solution to answering new problems or new solutions to old problems. UNDESA (2006: 6) expresses in the following sentence:

"*An innovation in public administration is an effective, creative and unique answer to new problems or a new answer to old problems*".

In Hartley's writing (2005: 29) describes the relationship between innovation activities and improvement efforts in the public service process. According to Hartley (2005), the relationship between innovation and improvement efforts can be understood through the approach to the concept of governance and public management which is known as one of the paradigms in the development of public administration thinking.

RESEARCH METHOD

This study uses a qualitative approach. The choice of a qualitative approach is because this research is conducted through the process of finding, understanding, explaining and obtaining an overview of social and public phenomena related to local government innovation. The use of a qualitative approach in this research is also based on the explanation of Lincoln and Guba (1985: 78) that qualitative research or naturalistic inquiry is a method of research that is intended to understand actuality, social reality, and existing human perceptions.

The data analysis technique used in this study is an interactive model (interactive model analysis) developed by Miles and Huberman (Miles, Huberman and Saldana, 2014: 14) in their book Qualitative Data Analysis: An Expended Sourcebook (3rd ed.) Which consists of data condensation, data presentation, and drawing and verification of analysis conclusions.

RESULTS AND DISCUSSION

4.1. The process of smart village innovation in public services in Banyuwangi Regency

The Smart Village program is a manifestation of public service innovation carried out by Banyuwangi Regency Government to encourage regional development, especially in villages through an information technology approach, which integrates and integrates the development of productive, creative and socio-cultural economic activities, improving public services and efforts to alleviate poverty by utilizing the use of fiber optic-based information and communication technology (ICT). The Smart Village Program can be traced through several stages, namely stage 1) Stage for Submitting Ideas; 2) Evaluation Phase of Ideas; 3) Development Stage; and 4) Implementation Stage.

1. **Submission Stage**

    The smart village program is part of regional development programs in the 2010-2015 Local Medium Term Development Plan (RPJMD) in the form of a program to optimize the use of information technology. This Smart Village program initiative was emphasized by Banyuwangi Regent Regulation Number 18 Year of 2016 concerning Village Based Program Integration through Smart Village, that the idea of public service innovation through the smart village program is an adoption of the smart city program in several urban areas. So if traced using the analysis of Borins (2006), the idea of a smart village program shows that there are several prescriptions to support the innovation implemented by Banyuwangi Regency government. Some of the prescriptions include: first, this smart village program shows support from superiors, where Banyuwangi Regent is in the top leader category with an innovative culture. This is indicated by the existence of a second prescription which shows that in innovating, the Mayor of Banyuwangi does not copy and paste from smart city programs in other areas, in Borins terms the Banyuwangi Mayor has a sharp external vision, where the Banyuwangi Mayor is able to adopt smart city principles from urban areas. while still adjusting the locality conditions of Banyuwangi Regency, which in fact the area consists of 80% of villages. This is what prompted the Mayor of Banyuwangi to create his innovative branding with the term smart village. This reality is reinforced by what has been stated by Kim et.al (2007: 33) that the innovation management capacity of a government must be preceded by innovative leadership. According to Kim.et.al, the Mayor of Banyuwangi is an innovative leader because he not only presents new breakthroughs in copy paste public services but also adapts to the environmental conditions of the area he leads. Third, this smart

village program shows the great attention and commitment of the Banyuwangi Mayor to the needs of all stakeholders in effective and efficient public services.

2. **Evaluation and development of Ideas**

After analyzing the problems and potentials as a basic line of studies to strengthen the idea of the Smart Village program, Community and Village Empowerment Service (DPMD) then narrowed this program down to seven Smart Village criteria. Facilitating the measurement of an idea, according to article 3 paragraph 3 of Regent Regulation Number 18 Year of 2016 that this program defines seven criteria for "Smart Village", namely public services, economic empowerment, health services, education development and arts and culture, increasing human resource capacity, integration of poverty alleviation, and literacy of legal information. All of these criteria are passed down to programs that touch the public interest where ICT is the main driver to run the program according to these seven criteria.

At this stage four strategic steps have been determined in carrying out the smart village program, namely 1) Gradually implementing the Smart Village program in all villages / wards in Banyuwangi Regency; 2) Facilitating the provision and development of fiber optic ICT network services in all villages / sub-districts throughout Banyuwangi Regency; 3) Facilitating the integration of local government working unit(SKPD) activity programs into the village smart program; 4) Formulate / issue policies and implementing regulations that encourage villages / wards to change their mindset to be more innovative in providing public services for the community.

3. **Implementation Stage**

The implementation of the smart village program went through several stages starting from 2015 to 2017.

- The first stage is the socialization stage of the smart village program which was carried out at the end of 2015. As a form of joint commitment between Banyuwangi district government and all village and sub-district governments in Banyuwangi district, this village smart program is socialized to 217 villages / wards on the 20th month. On September 20th, 2015 at the hall of the Community and Village Empowerment Service (DPMD) Banyuwangi district.
- The second stage of the smart village program is structuring the program implementing institutions. In this case, 23 villages and 28 sub-districts were selected as pilot projects for the smart village program in early 2016.
- The third stage is the official launch of the smart village program in Banyuwangi district which was implemented in mid-2016. Still in the series of launching the smart village program, Banyuwangi district government also initiated cooperation with Telkom Ltd. by signing an MoU for the installation of an ICT network in pilot villages and sub-districts This was conveyed directly by the head of the Banyuwangi Regency Communication and Informatics Office.
- The fourth stage is the installation of the smart village program in 23 villages that have been appointed as pilot projects. This installation takes approximately 3 months from August to October 2016. Meanwhile, the installation of the smart village program in 28 urban villages was carried out in early 2017, the work was also carried out by Telkom Ltd. The next stage is training for village / sub-district officials who are operators of the village smart web. This is as conveyed by the head of Banyuwangi DPMD:

  "*The training for village smart web operators was held in mid-October 2016, inviting all village and sub-district operators who have been designated as pilot projects. This training is held atBanyuwangi Vocational High School as a form of synergy between Community and Village Empowerment Service (DPMD) and Department of National Education (DIKNAS) in the Banyuwangi Regency area*".

  This training is intended so that village smart web operators have skills in running a village smart web and are also able to serve population administration to their village residents online, so that services are more efficient and effective.
- The fifth stage is then evaluating the smart village program in November 2016. Evaluation of the implementation of this program this first year is focused on the upgarade of the village smart application network program. The results of the evaluation need to be followed up on the provision and development of ICT network services in all rural areas in Banyuwangi district. This is in line with the statement from Community and Village Empowerment Board (BPMD). From the results of a joint evaluation between the Department of Communication and Informatics (DISKOMINFO), Community and Village Empowerment Bodies (BPMD), and Regional Financial and Asset Management Agency (BPKAD), there is a need for efforts to develop ICT networks in all villages, so that the smart village program is of higher quality in its operations.

4.2. Inhibiting Factors in the Implementation of Smart Village Innovations in Public Services in Banyuwangi Regency

a) Factors related to the quality of human resources at the village level in operationalizing information technology, financial technology, and other public service operational service standards are not matched by the addition of professional assistants at the district level in terms of transfer of knowledge.

b) Whereas in the aspect of facilities and infrastructure, the obstacle in implementing the village smart program is the lack of quantity and quality of facilities and infrastructure to support the smart village program in village offices.

c) As for the aspect of socialization, the facts found in the field are related to the capability of human resources in the village in providing understanding to the community, because there are still many who are unfamiliar with online-based public services. This has an impact on the community's lack of understanding in capturing the message initiated by the Mayor of Banyuwangi in realizing the village smart program.

CONCLUSION

The process of smart village innovation in public services in Banyuwangi Regency

a. In the idea submission stage, the idea of public service innovation through the smart village program shows that the Banyuwangi Mayor is able to adopt the principles of smart city from urban areas while still adjusting the locality conditions of Banyuwangi Regency, which in fact 80% of the area consists of rural areas. This is what prompted the Regent of Banyuwangi to create his innovative branding with the term smart village.

b. While the evaluation and development phase of the idea is shown by four strategic steps carried out in the smart village program, namely 1) Gradually implementing the Smart Kampung program in all villages / wards in Banyuwangi Regency; 2) Facilitating the provision and development of fiber optic ICT network services in all villages / sub-districts throughout Banyuwangi Regency; 3) Facilitating the integration of local government working unit (SKPD) activity programs into the village smart program; 4) Formulate / issue policies and implementing regulations that encourage villages / wards to change their mindset towards a more innovative way of providing public services for the community.

c. At the implementation stage, the village smart program was carried out in several stages from 2015 to 2017. The first stage was related to the socialization at the end of 2015 which was the initial stage of implementation of the smart village program. The second stage is related to the structuring of the village smart program implementing institutions. The third stage in the implementation of the village smart program, Banyuwangi district government together with Telkom Ltd. upgraded the internet network installation for the needs of the smart village program in 23 villages. The fourth stage in the implementation of the evaluation of the smart village program at the end of 2017 shows that the Banyuwangi government really analyzes the shortcomings in the early stages both in terms of its internet network aspects, the capabilities of its human resources, and its institutional aspects.

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