

Optimizing the Utilization of Information Technology and Implementing Hybrid Organizations in Health Service Innovation

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ABSTRACT

Policy is a reference for the government bureaucracy in carrying out its functions and duties. Public service phenomena and problems are a serious concern in Indonesia, and this is indicated by how low public expectations are for public services. There are still many problems with public services in Indonesia, and this causes shallow public expectations of public services. The common public choice of alternative public services is also one of the causes of the birth of a hybrid organization. Besides that, during the era of disruption known as the industrial revolution 4.0, public policy could not be separated from public service innovation using communication and information technology through the concept of e-government for the creation of good public services. This is also included in the invention of health services for the community. Therefore, this study takes the theme of Optimizing the Utilization of Information Technology and Application of Hybrid Organizations in Health Service Innovation. This study uses a qualitative approach using a case study analysis strategy at the First Level Health Facility in the Nunukan sub-district, the Nunukan district, North Kalimantan. The results show that the use of Information and Communication Technology in public services, especially in health services, is proven to be able to help the community in terms of efficiency, effectiveness, and accountability through the availability of accurate and comprehensive patient health information, so that providers can provide the best possible treatments. Meanwhile, in terms of providing health insurance costs amid limited resources owned by the government, the Hybrid Organization concept is a solution to the problem wherein a hybrid system, financing comes from the basis of public resources, and non-profit organizations and the form of control requires government and private supervision as well as good practices professionally organized.

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I. Introduction

The government bureaucracy as a policy implementer plays a strategic role in implementing every policy that has been determined and must be implemented, the functions and duties of the government are clear as a public servant mandated in the policy [6]. In general, the process of providing services to the public (community) today is carried out through direct contact between service providers (government bureaucracy) and citizens [12]. Direct contact like this has been widely used by service interaction actors, both the bureaucrats (service providers) and the community members (service recipients) [32]. From the waiter's side, some unscrupulous servants deliberately seek to profit from their services, for example, by asking for a fee outside the applicable provisions [13]. From the community side, some unscrupulous citizens want to get services quickly by bribing or giving "pelican" money to unscrupulous service officers [18]. Such practices will undoubtedly have an impact on other service users, which in turn will also have an impact on the quality of service in general.

Information and Communication Technology is needed to improve public services that are efficient, effective, transparent, and accountable for the administration of the government [6] to increase public trust in the image of government services, especially public services [11]. The use of

Information and Communication Technology in the concept of e-government, such as online government services, offers simple and easy-to-understand services to related parties, both the community and business people; government operations activities carried out within the government are more specific but are activities carried out by employees government and other things that are more simplified by using the internet [14]. The need for e-government in the future is to open up and increase the potential for better and transformative changes through information and communication technology [5]. Digitalization in public administration can encourage and help the government innovate in providing public services that are practical, easy to access, and online so that the government can interact with the community.

Besides the problems of efficiency and accountability in public services, the Covid-19 Corona Virus Pandemic has caused the paralysis of the economy in almost ninety-two percent of countries in the world [31]. This condition causes the government to make financial savings and forces it to reconsider its role in providing public services [16]. Simultaneously, public expectations remain high in public services [23], and have lost confidence in private services as an alternative to expensive public services [8].

The state should protect the public interest by providing public services through public organizations. Individual interests drive the market for profit through private organizations [23]. Furthermore, the community takes care of charity voluntarily through non-profit organizations [22]. Many organizational variations occur when public organizations meet private and community organizations, but when these organizations fuse and merge, they are referred to as Hybrid Government [29]. The shift from government to e-Government led to the emergence of hybrid organizations. Hybrid organizations were born from civil society, incorporated into the public sector, and became part of the market [15]. Hybrid Organization is based on mixing the characteristics of the state, market, information and communication technology, and civil society, Mixing ownership, goal setting, finance, and control [8].

In particular, hybrid organizations are in the space between the government and the market inhabited by hybrid organizations, a compilation of organizations, industries, and systems that seek the simultaneous advancement of public policy goals and business goals with the use of public and private resources [3]. Issues of ownership, institutional logic, funding, and control provide a broad framework for hybrid activities that lie between market competition and politics in government [19]. With this definition, hybrid organizations can include research objects such as PPPs, non-profit organizations, state-owned enterprises, universities, hospitals, and health policy systems.

The hybridity model of public policy requires different levels of complexity, such as dealing with the intrinsic characteristics of a hybrid organization and facing the dilemma of understanding, grouping, and naming institutional activities [20]. Hybrid ideas based on normative power, actor identity, value commitment, and environmental turbulence focus on two important aspects of institutional action: strategy formation and performance measurement. With strategic orientation explaining the goals of institutional action, goals can take different forms depending on the context [27]. Some contexts tend to lead to inconsistency and ambiguity. Measuring policy performance will explain the achievement of institutional actions whose purpose is to show performance. How institutions and actors integrated with different policy contexts legitimize the use of their intellectual and financial resources. The aspect of policy performance is needed to hold decision-makers accountable in various policy-making settings that show achievement and performance [1]

Hybrid Organization is a new perspective in management and public policy to solve complex problems; in this study is the problem of Health Policy [9]. At the health policy level, society struggles to balance different criteria of rationality, cost restrictions, access to health services, and service quality [25], which provide essential criteria, although mutually exclusive.

Based on a review of the results of public administration research, most theoretical reflections on the differences between public, private, and hybrid organizations [21] and the benefits of hybrid organizations [30] all still explain the analysis of hybrid theory. The study by [2] emphasizes the importance of public, private, and community collaboration in policy performance. This further clarifies the urgency of this research, namely designing a hybrid organizational model in public service innovation in the Health in Bandung City to improve policy performance.

Referring to the problems that have been explained in the background of the research, the question that I want to try to answer through this year's research is "How are the strategies and performance of the public, private, and community sectors concerning hybrid organizations, especially in the outer regions of North Kalimantan. Therefore, the researchers raised the title of the research, Implementation of Hybrid Organizations Using Information Technology in Health Service Innovation, especially in the outer regions of North Kalimantan. The results of the identification of this research can be used to find health innovations by related parties so that it can be used to determine the right strategy according to the needs of local stakeholders. The research results also provide practical benefits for the community, academics, and practitioners to enrich the policy-supporting literature.

II. Methods

Researchers are interested in exploring information related to implementing the Hybrid Organization and applying information and communication technology in health services, especially in the outermost areas bordering other countries. This research took place in Nunukan Regency, North Kalimantan Province. 8 of the 19 sub-districts in Nunukan Regency are directly adjacent to other countries. This reason is a consideration for researchers to examine the location.

This study uses a qualitative approach. In qualitative research, data processing and analysis are inseparable activities. This can be seen in the stages of qualitative data analysis proposed by Miles and Huberman [17], namely data reduction, data presentation, and concluding/verification. This study uses a case study analysis strategy, where the analysis carried out differs from one stage to another. The determination of data analysis is based on research objectives. The first and second stages of research use case study data analysis, namely descriptive analysis of cases and their settings..

III. Result and Discussion

A. *Application of Information Technology in the Field of Health Services*

Information technology as one of the carrying capacities in the implementation of government policies to facilitate services to the community is a necessity that must be available in the digital era. technology exists and was created to facilitate human work and work. Technology enables people to complete tasks quickly, accurately, and efficiently. Therefore, technology exists because of the need for increasingly complex human tasks, and tools are needed to facilitate the implementation of these tasks (Andriani, 2016). On the other hand, technological developments are increasingly rapid in the era of globalization—information and Communication Technology (ICT). Understanding of innovation in Indonesia, carried out by almost all government agencies as e-government, this application is provided by the public electronically.

Technological progress is not limited to the field of technology but has a broad scope; in the era of globalization, technological progress is increasing rapidly. Technological developments are widespread in Science and Technology but are also very broad in scope, including in the health sector. Health care is one area that has succeeded in developing this technology, both clinical and non-clinical. Alternatively, information technology that 'intersects' directly with patients (technology that supports clinical decision making) or is used in the management system of health care facilities (application of technology, such as; EMRs, EHRs, and PHRs) [10].

The application of information technology in the health sector is believed to provide various benefits for health service providers. With the support of this technology, the benefits that can be obtained include the availability of accurate and comprehensive patient health information so that providers can provide the best possible treatments. Furthermore, applying comprehensive and accurate information technology can assist in diagnosing medical errors and offer safe health services at low costs [28].

For the quality of information and knowledge related to the use of information technology in health services, to significantly improve its quality, the health service website will present various articles related to technology in various health services by health care facilities furthermore how the development of information technology can be used as a means to improve the quality of health services. The benefits of using information technology in health services include:

1) Make it easy for patients.

The first advantage of technology in the health sector is that it makes it easier for patients. The presence of technology greatly facilitates patients, especially in accessing health information and services. Patients can access health information online only with a cell phone or computer. In addition, various kinds of health services that are available online also make it easier for patients to access health services. Patients can now access information, receive consultation services, and redeem drug prescriptions online. This is undoubtedly very beneficial for the energy and time that the patient has.

2) Shorten Patient Waiting Time

In addition to making it easier for patients to access health services, technology in the health sector can also shorten patient waiting times. Usually, if you do health services in a hospital, you can queue up for hours to get services. Nevertheless, now with technology, you do not have to wait long. You can make an appointment online and have a face-to-face consultation at the health service. You can also make an appointment for online consultation with a doctor.

3) Make it easier for doctors and other medical personnel to help patients.

Almost the same as the benefits of technology in the health sector before. With the development of technology in the health sector, doctors and other medical personnel make reaching patients easier. Now only with an internet connection and a cell phone doctors and other medical personnel can help patients without having to meet face-to-face. Doctors can also have more flexible times and places to help patients.

4) Improving the Degree in Public Health

With faster and easier access, public health will undoubtedly improve. Especially the variety of information available on the internet, plus online health services, can increase patient knowledge and make patients treated faster. In addition, with the development of technology, medical devices are also progressing. Various kinds of medical devices make it easier for doctors to diagnose and treat patients. Some technology that makes it easier for doctors to treat patients are dialysis devices. Of course, this is very helpful in improving the health status of the community.

5) Data Storage and Maintenance Made Easier

The next advantage of technology in the health sector is that it is easier to store and maintain data. Technology does not only make it easier for patients and medical personnel. Nevertheless, it also helps the health care provider side. Technology makes it easier for service providers to store essential patient data, such as medical records or other essential data. Health care providers can easily open and save data again.

6) Making Workflows Simpler

Technological developments in the health sector make workflows simpler. Why is that? Yes, because with online services, the prepared flow is inappropriate when patients perform face-to-face services at the hospital. Patients can make an appointment online and have a consultation at a predetermined time. Meanwhile, if it is done traditionally, patients must register for health services, then take a queue number. After that, patients need to queue for a long time to be able to produce a doctor. This, of course, requires considerable energy and time. So technology in the health sector is a solution to this problem.

7) Marketing Tools

Technology in the health sector can also be a marketing tool! Health services can use technology as a marketing tool for health services. Health services can place advertisements or create websites containing product information. This will help healthcare providers reach a more comprehensive range of patients. Especially with technology, people can access various kinds of information even at long distances.

8) Online Monitoring

The development of technology allows doctors to monitor the patient's condition online. Doctors or other medical personnel can still monitor patients with recovered conditions online.

9) Reaching Broader Patients

Technology makes health services reach a more comprehensive range of patients. With technology, patients from various regions can easily find out about the existence and health information services. This will increase the number of patient visits to health services and make health services better known to the public.

10) Prevent Disease Transmission

In addition to the convenience of patients and health services, the presence of patient technology can prevent disease transmission. The hospital is a place to be treated and various actions for sick people. Disease-causing bacteria in the hospital area make it possible for healthy patients to contract the disease—examples like today. We are currently experiencing the COVID-19 pandemic. The high-speed transmission makes us worry about going outside the house, including the hospital.

B. First Level Health Facilities and organizational hybrids on Healthcare

First-level health services include outpatient and inpatient services provided by first-level health facilities, from now on, referred to as FTP. The FTP consists of a Puskesmas or its equivalent, a doctor's practice, a dentist's practice, a Pratama clinic or its equivalent, and a class D hospital or its equivalent. Excerpted from the Guide Services for JKN-KIS Participants 2020 Edition, first-level health services consist of first-level outpatient (RJTP) and first-level inpatient (RITP).

Geographically, the territory of Nunukan Regency consists of islands. This causes the need for extra attention in all fields, without exception in the health sector. This statement is supported by the conclusion of the interview, which states that the condition of the islands affects the distribution process of transportation, education, welfare, and culture.

The government fully supports the existence of medical devices, medicines, and other health supports. However, the distribution of goods sometimes experiences obstacles depending on weather factors. Public education is limited to educational institutions, so their perspective in the health sector is still low; for example, it is awareness of the use of masks. The community's welfare is dominated by the livelihoods of the surrounding population, with the primary commodities being plantations and mining. The people of Nunukan Regency, East Kalimantan, are dominated by Malay culture. Some of these things affect local health services.

Local health facilities support health services in Nunukan District. First Level Health Facilities (FKTP) in Nunukan Regency are shown in table 1.

Table 1 List of State FKTPs (Puskesmas) of Nunukan Regency

1	Yellow Aji	1060876	Non-Inpatient	Street, Bintang Husada Rt. 04 Aji Kuning Village, Sebatik Tengah District
2	Atap	1060870	Inpatient	Street, Mangkuraja Rt Ii Ds. Atap, Kec. Sembakung
3	Binder	1060902	Non-Inpatient	Ds. Simply, district. Lumbis Ogong
4	Lapri	1060897	Non-Inpatient	Street. Abidin Hs Rt 05 Lapri Village, North Sebatik District
5	Long Bawan	1060868	Inpatient	Street. Health No. 9, district. Krayan
6	Long Wither	1060867	Non-Inpatient	Street. Long Layu, Kec. South Krayan
7	Mansalong	1060869	Inpatient	Street. Datu Maharaja Dinda Rt.03 Mansalong Village, Lumbis District
8	Nunukan	1060873	Non-Inpatient	Street. Radio Nunukan Utara, Kec. Nunukan
9	Pembeliangan	1060871	Inpatient	Street. Bhakti Husada No. 51 Rt 02 Ds Purchase, Kec. a book
10	Sanur	1060872	Inpatient	Street. Trans Kalimantan, Rt. 001 Desa Sanur

11	Sedadap	1060874	Non-Inpatient	Street. Ujang Dewa Rt 02 Sedadap, Kec. Nunukan
12	Sei Taiwan	1060879	Non-Inpatient	Street. Lujoh Rt.05 Sungai Manurung Village, Sebatik District
13	Seimenggaris	1060875	Inpatient	Street. Sp II Ds. Tabur Lestari, Kec. Nunukan
14	Setabu	1060878	Non Inpatient	Street. Sei Lappio Ds. Setabu, Kec. Western Sebatik
15	Sungai Nyamuk	1060877	Non Inpatient	Street. Bakti Husada Rt 04 Sungai Mosquito, Kec. Eastern Sebatik
16	Tanjung Harapan	1060903	Non Inpatient	Ds. Saruman, District. Sembakung Atulai

This study was carried out and corroborated by the results of in-depth interviews with several data sources at the Community Health Center in Nunukan Regency. Due to the geographical distribution, not all health centers can be visited. A few health centers were used as samples, including Aji Kuning Health Center, Long Bawan Health Center, Nunukan Health Center, Sedadap Health Center, and Sei Taiwan Health Center. The informants in the study were determined purposively, namely, those who were considered competent concerning the health policy of first-level facilities (FKTP) / Health Facilities on Sebatik Island, Nunukan Island, and Krayan Island. The informants in this study are individuals and organizations who work in providing health services for FKTP/Faskes, namely: a) b) Health Office; c) Puskesmas; d) General practitioner practice; e) Dental practice; f) General clinic; g) Class Hospital d) Primary which has collaborated with the Health Social Security Administering Body (BPJS); h) Patients/Communities.

The data collection techniques used in this study were observation, in-depth interviews, and documents. Observations were made mainly on tangible objects, such as health service activities, joint activities in hybrid organizations, and the quantity and quality of health services. In-depth interviews were conducted with the informants mentioned above, while the documentation technique was collecting documents in the form of regulations, journals, and research results related to this research.

This research focuses on a hybrid organization model that seeks to unite different and complex stakeholders to improve health policy performance in South Sulawesi Province. This model and its characteristics are always initiated by government agencies, especially the bureaucracy, as the formulator and implementer of the health policy.

Ignorance of public service standards encourages maladministration and corrupt behavior. In the long term, this will result in a decrease in the credibility of the government. The data shows that health services are still in the red zone h. Regulation of the Minister of Health of the Republic of Indonesia number 47 of 2016 refers to the implementation of health services carried out by the first health facility. On the other hand, hybrid empirical mapping in the field of health policy is based on hybrid government by paying attention to the consequences for each organization.

The classic hybrid organization combines a community-oriented (mission) value orientation, a state-oriented advocacy function, and a market-oriented service delivery logic while catalyzing civic engagement. The classic hybrid model is often criticized for organizational inefficiencies and failures, as well as management's limitations in policy and decision-making. In the era of the industrial revolution 4.0, public and private organizations face pressure to change due to external (quasi-market reform) and internal developments (organizational failure). Hybrid activities and organizations are not accessible objects of government. It is difficult to understand what drives and facilitates hybrid action, what kinds of institutional processes produce hybrid forms of government in society, and how hybrid organizations can be organized and controlled.

The implementation of health should be carried out as optimally as possible, considering that health is closely correlated with one's life. Today, the implementation of health practices can no longer be carried out by one party alone. Collaboration of various parties will maximize the implementation of health services.

The First Level Health Facility (FKTP) of Nunukan Regency, North Kalimantan, carries out collaborative practices in the health sector. The role of the government will not succeed without the

support of the community and other related parties. This role is accompanied by the necessary innovations in anticipating health problems.

“The innovations carried out by the puskesmas started from conveying ideas at the district level, then there were also health workers associations at the provincial level. There are regular activities with participants from health workers to exchange ideas and experiences, for example providing hand washing for the community.”

The statement above results from an interview with one of the head doctors of the library in the Nunukan sub-district. It was emphasized that a forum or forum for associations in the health sector was needed as a medium for conveying ideas and innovations for health workers. Nunukan district has a healthy district forum, and this forum is the initiation of the head of the service program. The forum was ratified in 2010 using a Regent's Decree with approximately 30 members. Members of the healthy district forum consist of government elements (health offices) and community elements (representatives of each region). The initial initiation of the establishment of a healthy district forum was to collect data on pregnant women. Data collection is needed to minimize maternal and infant mortality in each area so it is easy to monitor. Over time, the existence of a healthy district forum was adapted to the health needs of the people of Nunukan District.

“Members of the healthy district forum are part of public awareness. Although there is a Regent's Decree, we have not received any rewards or honorariums”. said the healthy district forum chairman.

Community involvement in health services was strengthened by answers from the Head of the Sebatik District Health Center.

“ Services are inside the building and outside the building. Inside the building there is not much community involvement. Outside buildings such as posyandu there are PKK women and community cadres involved. If the vaccination service is outside the building, ask for help from village officials, because of the limited number of health workers. At the moment there is no involvement from the company to the puskesmas.”

The excerpt from the interview explains that health service activities are not only the domain of the government (health service); there is the participation of all aspects of the community, including the police and the army. Community leaders also have an equally important role. They have a strategic role as a connector for the community's aspirations. Community culture forms more trust in community leaders.

Especially on Sebatik Island, the sub-district has community leaders called the four dragons. It consists of figures who have solid roles and interests in Sebatik District. They are mediators in all aspects of life there. Community leaders work hand in hand to improve public health. For example, during the pandemic period, the implementation of free vaccines for the community.

“I use my own money. It is still difficult for people to ask to come for the vaccine, we give it something so they want to be vaccinated. We donate the sarong, the money is enveloped. Even then, there are still people who don't come.” said a community leader named H. Herman.

Fundraising used for vaccination activities is purely from community leaders. Interestingly, when asked about the involvement of sponsors or political parties, the informant replied that there were no external elements involved. This is done to maintain public trust in a neutral and respected public figure. One member of the DPRD also contributed to vaccine activities without carrying a political name. All parties work together to increase public awareness of health.

IV. Conclusion

The role of the government bureaucracy in implementing policies is strongly supported by use of Information and Communication Technology in various public services carried out by the government with the concept of e-government, such as in health services, has been proven to help the community in terms of efficiency, effectiveness, and accountability. The support of information and communication technology in the health sector provides benefits, including the benefits that can be obtained, among others, the availability of accurate and comprehensive patient health information so that providers can provide the best possible treatments. Besides that, there are various other benefits

such as making it easier for patients with all their affairs, making it easier for doctors and medical personnel to carry out their duties, increasing public health status, better data management, ranking bureaucracy, and various other benefits.

Some limitations, unavoidably related, in terms of limited government resources in public services, especially health services, the topic of this research can be overcome with the concept of a hybrid organization. Hybrid Organization is new management and public policy perspective to solve complex problems. Developed countries have adopted a hybrid in health care where health activities are regulated, financed, insured, and managed by public and private interests and organizations. In hybrid systems, financing comes from the resource base of public and non-profit organizations. This form of control requires public and private oversight and professionally organized practice because discussing health as purely private or public is demanding.

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