Innovative Governance in Practice: An Institutional, Actor and Society Approach

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ABSTRACT

This study aims to analyze innovation governance in the Surabaya Teacher Application Information System (SIAGUS). Surabaya Teacher Application Information System (SIAGUS) is a web-based application designed for teachers and education personnel. This research uses Innovative Governance theory according to the United Nations (2015) which consists of several indicators, namely: Institutions, Policy Actors and Society. This research uses Innovative Governance theory according to the United Nations (2015) which consists of several indicators, namely: Institutions, Policy Actors and Society The method used in this study is descriptive qualitative with a case study approach. The informant determination technique is purposive sampling and choosing the informant key. Data collection techniques are observation, interview and documentation. The results showed that managing innovation is supported by various aspects such as institutional analysis, employee discipline, attitudes to serve the community, culture, and community participation. There are also those that have not been supported, such as regulations governing overall innovation, teacher knowledge and the process of utilizing technology. So that regulations are needed that regulate the Surabaya Teacher Application Information System (SIAGUS) and assistance to teachers.

INTRODUCTION

Public services are all service activities carried out by public service providers in order to meet the needs of service recipients and to implement the provisions of laws and regulations (Hermana et al., 2023). According to Law No. 25 of 2009, Public Service is any activity carried out or carried out by bureaucrats or Government Employees as an Effort to Meet Community Needs in accordance with the provisions of applicable laws and regulations, such as rules, guidance, guidance, provision of facilities and infrastructure, and services.

The government as a public service provider in the bureaucracy and policymakers should take advantage of technological developments by digitizing various policies to provide good management of public services to achieve good governance. According to Thoha (1991), public service is service to the community as an effort made by a person or group or certain agency to provide assistance and convenience to the community in order to achieve a goal. Public services must be improved following the times so that the government can continue to innovate in providing public services in order to be able to meet the needs of the community (Lausu et al., 2023)

At present it is still often felt that public service providers have not been able to implement good service standards, in the sense that these agencies have not been able to apply innovative governance in service activities, innovation in public sector management can also be defined as the development of new policy designs resulting in policy issues public. Innovation in public administration can be said to be a new answer to a new problem by using elements of effectiveness and creativity in solving old problems (Poerwanto, 2012).

Innovation in the public sector is one way or even a "breakthrough" to overcome organizational bottlenecks and deadlocks in the public sector. The rigid and rigid characteristics of the system in the public sector must be able to be disbursed through the transmission of a culture of innovation. Innovations that are usually only familiar in a dynamic environment such as in the business sector, are slowly being injected into the public sector environment. Signs of change also show a positive, where innovation is starting to get a place in the public sector (Suwarno, 2008).

Innovation for a Regional Government is necessary to achieve prosperity and welfare for the community and the region. At this time, the demands of each region to be competitive require that each region must carry out innovations in local governance (Sangkala, 2013). Innovative programs provided by each region make new weapons so that the government is able to compete in the outside world. The United Nations Department of Economic and Social Affairs (UNDESA) has also recognized the importance of innovation in the public sector by launching the United Nations Public Service Awards since 2003 (Sellfia et al., 2022; Suwarno, 2008).

Innovative government is an innovation carried out by the Regional Government or can also be said as Regional Innovation. Regional Innovations are all forms of renewal in the implementation of Local government. According to the Government Regulation of the Republic of Indonesia Number 38 Year 2017 Regarding Regional Innovation, what is meant by Regional Government is the administration of government affairs by the Regional Government and the Representative Council of Regional people according to the principle of autonomy and assistance with the principle of autonomy widest possible within the system and principles of the Unitary State of the Republic of Indonesia as referred to in the Constitution of the Republic of Indonesia 1945 (Fahmi et al., 2021).

Community knowledge is a crucial component of a service innovation's success (Hapzah et al., 2020). The innovation system and cooperation for innovation development are the two

main components of system innovation. The principles of education governance are strengthened by transparency, openness, and internal commitment, which also fosters the emergence of innovation (Wibisono Setiawan & Mei Astuti, 2022a). Depending on how pressing a demand is, innovation management may be withdrawn or encouraged to adopt different kinds of innovation. Several analysts assert that one of the reasons the bureaucracy isn't operating well is because it's tough to innovate (Goodsell, 2015).

The goal of e-governance is to promote the efficiency, effectiveness, transparency, and accountability of the government in providing high-quality services to the public. The goal of using information systems in government organizations or agencies is to expedite the administration, searching, and processing of data, which enhances the standard of public services. In other words, the institution's information system is designed to be a tool for government workers who want to serve the local community (Schware, 2005).

In the public administration literature there has been increasing attention to innovation, due to for instance New Public Management (NPM), budget constraints of states and societal problems like ageing (Vries et al., 2018). Interaction-specific barriers emerge during the collaborative innovation process. Significantly we identify that the nature of barriers are more complex than has previously been recognized: they differ in process stages and innovation types. Moreover, they show interrelations across the innovation process by reinforcing each other. The findings show there is an emphasis on organizational barriers and implementation phase studies (Cinar et al., 2018).

A lack of shared understanding was the most frequently identified of interactionspecific barriers, when public organizations join together to innovate. This type of barrier emerges when PSOs cannot agree on common goals, common decisions, common vision and mission; which are necessary parts of 'developing a shared understanding' (Ansell & Gash, 2008). A Lack of effective network governance, making for 'effective partner alignment and adjustment' actions' that are critical when innovations are generated and implemented (Cinar et al., 2018). Inadequate communication and knowledge sharing between public organizations, which can also slow down the innovation process. A growing literature in public management has identified the key role that innovation can play in enhancing agency efficiency, effectiveness, performance and legitimacy (Demircioglu & Audretsh, 2019).

The improvement of public services that are more based on good governance can be achieved through the growth of information and communication technologies. E-government is being used in order for the government to deliver better public services. The four components of the concept of e-government are as follows:

(1) Citizen-to-Government (G2C), The most prevalent e-government model is called G-to-C, and it involves the government creating and implementing various information technologies with the primary goal of enhancing social interaction. (2) Government-to-Business (G2B): This form of e-government enlists the assistance of commercial businesses in the management of public affairs. In addition to facilitating business actors' operations, a positive relationship between the public and private sectors can also be advantageous for the government in the event of successful engagement with the private sector. (3) Online information or data sharing between government agencies in a region is known as government-to-government (G2G).

statistics about the population, labor, and other services. (4) Government-to-Employee (G2E) e-government encompasses all operations involving the exchange of information and services between government entities and their workers.

Surabaya Teacher Application Information System (SIAGUS) went live on May 17, 2017. This system makes administrative submissions easier for users to handle. This system aims to improve the quality of services provided by teachers and educators (GTK). This innovation arose after the Head of the Education Office received complaints from teachers in Surabaya about the management of promotions, which included tariffs and a lack of transparency. SIAGUS has received several updates that have been tailored to current conditions as well as the pandemic.

The most recent breakthrough or innovation is the existence of activity journals, online attendance, and class journals to make it easier for the Surabaya City Education Office to monitor online learning carried out by teachers. The new system must be implemented in all public and private schools.

The Surabaya City Education Office's official website is used to socialize the use of the Surabaya Teacher Application Information System (SIAGUS). As of January 2023, approximately 26,421 teachers were using the Surabaya SIAGUS teacher application system in its implementation. The Public Service Innovation Competency (KIPP) event was attended by the Surabaya Teacher Application Information System (SIAGUS). The theme taken at KIPP 2022 is "Acceleration of Bureaucratic Reform through the Implementation of Institutional Transformation, Transformation of Apparatus Human Resources, and Digital Transformation Embodied in Public Service Innovation towards Achieving the Sustainable Development Goals".

KIPP has as many as 320 participating agencies. The number of registered innovations increased as well, from 3,178 the previous year to 3,478 innovation proposals, a 9.4% increase. There were 1,917 innovations that passed the administrative selection and were evaluated by the Evaluation Team (TE). TE conducted an evaluation that resulted in 230 innovations being named Top Innovation Finalists. Furthermore, the Independent Panel Team (TPI) met to create 114 innovations, with the top 99 general groups and top 15 special groups presenting and interviewing before the TPI (www.menpan.go.id).

Surabaya Teacher Application Information System (SIAGUS) is one of the Ministry of State Apparatus Empowerment's Top 99 public service innovations in the general category in 2022. According to field findings regarding the use of SIAGUS, system users have difficulty accessing the SIAGUS web and a lack of information about the services available in it, and users frequently enter incorrect data. The Surabaya City Education Office provided several trainings to help SIAGUS operators improve their skills.

Training is a type of institutional support for developing expertise and resource skills. It was taught how to use SIAGUS, how to verify and validate data, how to check incoming data, and how to detect logged-in users during the training. The results of the training are applied to controlling teacher performance once a month and evaluating performance every three months.

Here's a screenshot of the SIAGUS web, which can be found at https://siagusdispendik.surabaya.go.id:

Figure 1. SIAGUS Site

Source:https://siagusdispendik.surabaya.go.id/login

The Surabaya Teacher Application Information System (SIAGUS) makes administrative submissions simple for users. This system aims to improve the quality of services provided by teachers and educators (GTK). Teachers in Surabaya's kindergarten, elementary, and junior high school levels, both public and private, use this system.

Changing the system from government instruments to achieving goals is what innovation governance entails. Innovation will transform production systems that cross organizational boundaries, not just by extending the reach of resources and improving production system performance. When public governance is changed in the right way, innovation can be driven to benefit users and recipients in general. Thus, balancing different governance paradigms will stimulate public innovation and bring new solutions that outperform existing ones. Simply put, the current system is incapable of meeting society's increasingly complex demands. (Husein Maruapey, 2019).

The government's innovation aims to improve the quality of services, and the end result can be seen in the community's satisfaction. The community's knowledge is critical to the success of a service innovation (Siti Nur Hapzah1, Budi Rianto2, 2020). There are two things that can be seen in system innovation: the innovation system and innovation development cooperation. Transparency, openness, and internal commitment strengthen education governance principles and foster the birth of innovation (Wibisono Setiawan & Mei Astuti, 2022b).

Governance is essential to the operation of all organizations, whether they are ministries, schools, businesses, or universities. Governance refers to a broadly defined set of institutional arrangements, incentive structures, and rules that govern how various public and private actors engage in socioeconomic development and allocate and manage policy resources. As a result, governance focuses on the interaction of various actors who work together to determine priorities, strategies, activities, and outcomes. According to (Xu et al., 2020), research on the effectiveness of regional innovation governance has gained traction in recent decades.

Some of the points raised above have piqued people's interest in learning more about innovation governance and how to manage the Surabaya Teacher Application Information System (SIAGUS) of the Surabaya City Education Office's innovation. As the purpose of this study is to analyze and describe the governance of the Surabaya Teacher Application Information System (SIAGUS) innovation at the Surabaya City Education Office, it is necessary to discuss how the governance of the Surabaya Teacher Application Information System (SIAGUS) innovation at the Surabaya City Education Office.

METHOD

According to Moleong (2021), qualitative research aims to understand the phenomena of what the research subject experiences holistically and through descriptions in the form of words and language, in certain natural contexts, and by employing various natural methods. In conducting research on Public Service Innovation Governance in the Surabaya City Education Office's Teacher Application Information System, researchers employ a qualitative descriptive approach. The study was carried out at the Surabaya City Education Office, which is located on Jl. Jagir Wonokromo No. 354-356. The research subjects were divided into three groups: (1) Surabaya Teacher Application Information System Operators (SIAGUS), (2) Teachers and Education Personnel, and (3) Elementary and Junior High School Teachers. In a qualitative approach, researchers conducted observations and interviews with informants directly to collect the necessary data, either from the location, service personnel, or events that occurred while conducting research.

The determination of informants uses a snowball sampling technique which means the statements from the key informants will be developed extensively, this determination is used to choose those who are experts on the fields. The researchers are allowed to select the informants for the interview according to the purpose of the study (Creswell & Creswell, 2017). The researcher described the data and then processed it in the discussion analysis stage, the findings are analyzed in four considerations according to (Miles, M.B., Huberman, A.M. and Saldana, 2014).

RESULTS AND DISCUSSION

Governance of Surabaya Teacher Application Information System Innovation (SIAGUS)

The Surabaya Teacher Application Information System (SIAGUS) is a network of data management procedures developed and implemented by the Surabaya City Education Office and school principals and teachers in Surabaya. Teachers in Surabaya can be easily and clearly controlled with this SIAGUS program, allowing the increase or decrease of teachers and principals in Surabaya to be known. SIAGUS is a type of e-government in Surabaya, specifically in the Surabaya City Education Office, as a manifestation of Surabaya Mayor Regulation Number 5 of 2013.

The following menus are available on the Surabaya Teacher Application Information System (SIAGUS): (1) Attendance, Attendance is used to fill attendance by taking a selfie based on the current location using a smartphone. (2) Personnel Documents, This menu contains employee-specific documents or files, such as staffing files or performance files. This menu serves as a storage location or archive for employee files. (3) Covid-19 Effects on Test Results and Family History, SIAGUS has launched the latest menu, namely the Covid-19 test report and family history affected by Covid-19, in an effort to trace and monitor the virus. (4) Saucy (prospective principal), This menu is used to search for principals on the internet. (5) SKP (employee performance targets), teachers with ASN status use this SKP to meet performance appraisal targets and for teacher performance evaluation. (6) Work Behavior, This menu is designed for ASN teachers who have the status of senior teachers and provide performance evaluations to non-senior teachers. (7) Promotion, This menu is intended for ASN teachers who wish to apply for promotion. This menu contains a list of proposals and credit

numbers required to meet the promotion's requirements. (8) Permit to Teach, Tukin (Performance Allowance), Activity Journal, Class Journal, History, and Residence.

Governance is an acronym for governance, a term commonly used to describe efforts to manage various fields of government and, more specifically, governance activities in innovation and public administration. The concepts of innovation governance that are available demonstrate new ideas, management, experiments, and practices that can aid in better coordination and overall outcomes. Thus, innovation governance appears to be very different from product, service, and process innovation. Innovative government fosters, facilitates, and implements innovative practices in public-interest management. Governance is a key component (central) in the provision of innovative public services, according to a United Nations report (2015) on Innovative Public Service Delivery: Learning from Best Practices. The provision of innovative public services necessitates the strengthening of the public sector's governance and capacity. The following are the most important aspects:

1. Institutional investigation The three main pillars of institutional analysis, according to (Scott, 2013), are: (a) regulatory system, a good regulatory system that can continuously improve and supervise the performance of institutions with various policies as a legal basis. (b) Compliance with various decisions and policies by normative systems, values, and organizational apparatuses of public service can facilitate the achievement of pre-planned goals. (c) According to Merril (2015) a culture-cognitive system is a set of attitudes, experiences, beliefs, habits, and values shared by people in government organizations and stakeholders.
2. Policymakers
Policy actors, according to (Madani, 2011), include internal bureaucratic actors as well as external actors who participate in public policy conversations and debates.
3. Culture
According to Karl Ulrich in his book, the three key elements for innovation are knowledge, culture, and process (Rian Andhika, 2018).

Managing innovation, according to (Husein Maruapey, 2019), entails many complex activities involving various types of organizations, stakeholders, and knowledge. Improving the public sector's efficiency is heavily reliant on innovation. An important factor that determines whether an innovation succeeds or fails is innovation governance. As a result, it is necessary to identify theories that can describe innovation governance or governance of government public service innovations based on institutional analysis, policy actors, and society, according to (United Nation: 2015). A regulatory system related to the legal basis used in the formulation and implementation of innovations in the Surabaya Teacher Application Information System (SIAGUS), a system of norms on the value of compliance, and a Cultural System that concerns values, beliefs, or knowledge comprise institutions. Policy actors who contribute to the system's implementation, as well as teachers' roles in its implementation, are regarded as important in governance.

Institutional Examination
The Surabaya Teacher Application Information System Innovation at the Surabaya City Education Office serves as a new approach in the social environment related to the governance of the Surabaya Teacher Application Information System Innovation. Institutions have three components: the regulatory system, the norm system, and the cultural-cognitive system.

Regulative System
Mayor Regulation No.5 of 2013 concerning Guidelines for the Use of Information and Communication Technology in the Implementation of Local Government is the regulatory or policy system that serves as the legal foundation for the application of the Surabaya Teacher Application Information System innovation. The Surabaya Teacher Application Information System (SIAGUS) is the fourth level of technology utilization, namely the transformation phase, in which this system is designed for community service. Essentially, the legal basis used in its application is in accordance with existing regulations. However, there is still no regulation that covers the entirety of SIAGUS; however, the features of SIAGUS are available using references from the Minister of Education and Culture's Regulation.

Normative System
The normative system is the values in employee discipline and compliance with various decisions and policies that can aid in the achievement of pre-planned goals. In realizing the achievement of planned goals, it cannot be separated from the form of discipline of staff in the Dispendik in the field of teachers and education personnel in carrying out policies or rules that have been set in terms of services such as laws and information. There are no barriers to employee compliance and discipline in the implementation of the Surabaya Teacher Application Information System. Teachers and other educators have served the community in accordance with the rules that have been imposed. Likewise, the community as recipients this service's provider believes that the services provided were properly carried out.

Cultural-Cognitive System
The Cultural Cognitive System, according to Merril, (2015), consists of attitudes, experiences, beliefs, habits, and values held by people in government organizations and stakeholders.

a. Mentality (attidue)
Employees' attitudes toward serving the community as service recipients were excellent during the implementation of the Surabaya Teacher Application Information System. This can be seen in the compatibility of employees' attitudes toward community service with the written service information.

b. Experience
Experience is a person's learned and mastered knowledge or skill. All teachers and education personnel have prior experience in the field of public service.

c. Beliefs
A good working relationship between staff and leaders allows the service to run smoothly. All employees work together to provide services that benefit the community. Furthermore, communication between divisions is well established, and there are no employee conflicts.

d. **Habit**

Staff discipline habits in verifying files to ensure that goals are met. Because the Surabaya Teacher Application Information System (SIAGUS) can be accessed at any time, the staff also verifies the files outside of the existing service hours.

e. **Values**

The goal of value is to provide a common benchmark for evaluating public-sector performance. The presence of evaluation can help to improve performance.

There are no visible obstacles in attitudes, experiences, beliefs, habits, or values. The Surabaya City Education Office has performed well in the field of teachers and education staff as service providers, as evidenced by the quick response attitude and the targets set in terms of file verification.

Policy Makers

A policy actor is someone who participates in the process of analyzing public policy. Policy actors, according to Madani (2011), include both internal and external actors. Surabaya Teacher Application Information System (SIAGUS) implementation only involves internal actors, namely the Surabaya City Education Office. Policy actors are defined as those who lead the sector or have full power or responsibility for the policy/activity/program under consideration.

The Surabaya Teacher Application Information System Innovation (SIAGUS), was originally made because in the past in managing promotions, the Head of the Surabaya City Education Office received complaints from teachers in Surabaya that in managing promotions there was no transparency and to make it

easier to manage files online. So, the teacher concerned does not need to come to the office to process files and bring lots of hard copies and take a long time to evaluate.

Society (Teachers as User)

The community has a significant impact on the success of a service. Knowledge, culture, and process are three aspects of society that must be considered.

a. **Knowledge**

At the launch of the Surabaya Teacher Application Information System, the Surabaya City Education Office provided training. The training was attended by the school's TU and principal, and it was then distributed to the school's teachers. The Surabaya City Education Office has done an excellent job of socialization. Socialization is beneficial, but in the application of this system, there are still those who enter incorrect data. The general public is aware of how to use the Surabaya Teacher Application Information System (SIAGUS). Errors occur as a result of the user's actions (human error)

b. **Culture**

It is necessary to become acquainted with people's technological usage cultures. With the advancement of technology, almost all OPDs now use technology, such as the Surabaya Teacher Application Information System, which is an electronic-based application. The Surabaya Teacher Application Information System allows the general public to access documents online. This is expected to be one of the best solutions to ensure that community participation in the program is maximized.

Table 1. Users of the Surabaya Teacher Application Information System (SIAGIUS) in 2022

Level	Teacher	Head Master	Staff	Teacher	Head Master	Staff	Total
Elementary	5435	199	1689	5238	341	887	13798
Middle	2354	49	800	3250	243	875	7571
Kindergarten	15	1	4	3784	1156	92	5052
Total	7804	249	2502	12272	1740	1854	26421

The table above is the total number of users of the Surabaya Teacher Application Information System in 2022, as many as 26,421 teachers in Surabaya use this system from kindergarten, elementary and middle school levels.

c. **Process**

Even though there are some obstacles in its implementation, the process of community participation in the Surabaya Teacher Application Information System innovation has been quite good. Attendance is the most common barrier that teachers who use this system face. The teacher must use this feature to determine where he is and whether or not he is teaching. The community, particularly teachers, are actively using the Surabaya Teacher Application Information System (SIAGUS). Obstacles can be reported to the school's TU, who then reports them to the Surabaya City Education Office.

CONCLUSION

Innovation governance in the implementation of the Surabaya Teacher Application Information System (SIAGUS) shows that two parameters, institutional analysis and policy actors, have gone well, while the parameters of society, especially teachers as users, have not gone well. A regulatory system (regulatory

system), and an Application Information System are components of institutional analysis. Surabaya teachers already have legal protection. The normative system for employee values and compliance has been operating in accordance with applicable regulations, as has the culture-cognitive system for attitudes, experiences, beliefs, habits, and values. The Surabaya City Education Office, which plays a significant role in the formulation and implementation of innovations, is the policy actor in the governance of the Surabaya Teacher Application Information System innovation. The teacher is a user for parameters that have not worked properly. This parameter includes three indicators: teachers' knowledge, culture, and process in using the Surabaya Teacher Application Information System. Two of the three indicators, namely teacher knowledge and the process, have not worked well.

Research on the governance of innovation in the use of the teacher administration system has several important implications that can affect the education system and the teacher management process in schools. This can reduce the administrative burden on school staff and allow more time to focus on other things that are important. This can lead to the development of innovation in the teaching and learning process. This can support the process of performance appraisal, professional development, and career

development planning for teachers. This enables continuous improvement in learning methods and educational strategies. This is important for better decision making and more effective planning. It can also increase the level of school accountability to all stakeholders. However, it is important to remember that the implications of this research may vary depending on the research results and the specific context of the school or education system studied.

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