

## The Paradox of Public Service Innovation amid Regional Autonomy in Indonesia

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### *Abstract*

*Law No. 23/2014 on the Local Government aims at fostering local governments in the country to nurture a culture of innovation to improve the quality of public services. This research attempts to discover paradoxes in the Surakarta City Government related to regulations governing local governments in Indonesia in developing public service innovation. This study uses a qualitative methodology with descriptive analysis related to the paradoxical evidence of public service innovation capacity in the Surakarta City government. Data were collected through in-depth interviews, observations, and literature studies of reputable journals. Furthermore, interviews were conducted with resource persons, from top management leaders to innovation actors, with a total of ten people. We utilised the analysis framework of Public Sector Innovation Capacity Management by Kim and Lee to analyse the results. We used SWOT analysis to devise a public service innovation capacity management strategy in Surakarta City. The results prove that the Surakarta City government has different characteristics in developing public service innovation. However, there is a paradox, which is a contradiction in the course of the local government in general. This paradox is evident in two main phenomena. First, there were no particular government regulations. Second, regional apparatus organisations (OPD) practice less collaborative mechanisms. By contrast, we found that entrenched innovation DNA and an external driver of innovation support the creation of public service innovations in the Surakarta City Government.*

**Keywords:** *Public Service Innovation; Public Service Innovation Capacity; The Paradox of Public Service Innovation; Public Sector Innovation Strategy*

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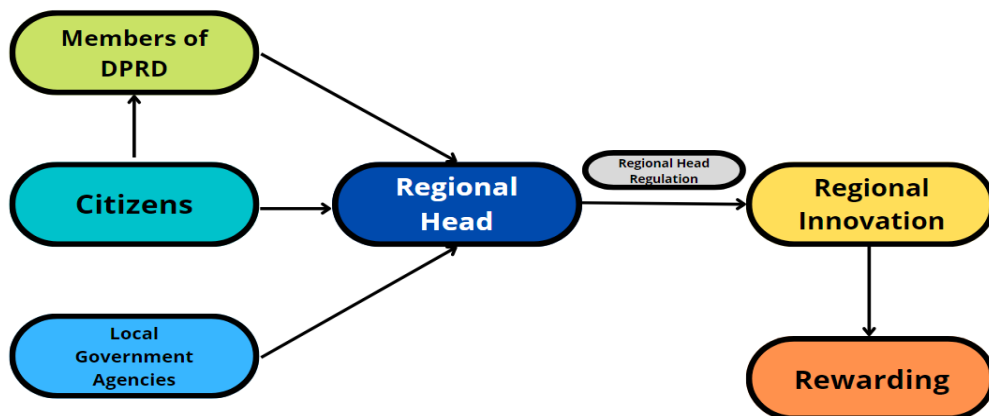
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**INTRODUCTION**

Theoretically, implementing regional autonomy authorises local governments to realise efficient, effective and accountable services (Dick-Sagoe, 2020; Kyriacou & Roca-Sagalés, 2019). Law Number 23 of 2014 concerning Regional Government states that regional autonomy is the right, authority, and obligation of autonomous regions to regulate and take care of their government affairs and the interests of local communities in the System of the Unitary State of the Republic of Indonesia. In practice, implementing regional autonomy in Indonesia encourages local governments to manage their regional household affairs, including improving the performance of public services through innovations.

Scholars argue that the implementation of regional autonomy walks hand in hand with the ability of local governments to create innovations in public services (Asmorowati et al., 2022; Costa-Font & Turati, 2018; Usman et al., 2020; Wipulanusat et al., 2018). The law also mandates that local governments must adhere to eight principles in formulating innovation policies: (1) improving efficiency; (2) increased effectiveness; (3) improvement of public services; (4) no conflicting interests; (5) general public orientation; (6) openness; (7) fulfilling the values of obedience; and (8) being responsible for the public interest.



**Figure 1:** Procedures for Public Sector Inovation Initiatives in Article 388 of Law Number 23 of 2014 concerning Regional Government

*Source: Authors' formulation based on Article 388 of Law Number 23 of 2014 concerning Regional Government.*

Figure 1 portrays the flow chart of procedures for spawning innovations in Indonesia's public sectors according to Article 388 Law Number 23 of 2014 concerning the Regional Government. Practically, members of the local parliament (DPRD) and local governments should initiate innovative ideas before deciding by regional heads. This process also allows citizens' involvement in submitting citizens-based innovation proposals to DPRD and local governments. The regional head, as the executive branch chief, plays a vital role in establishing regional head regulation (Perkada) to officially make the innovation initiatives regarded as regional innovations.

At the national level, the central government provides a reward system by providing incentive funds to appreciate local governments' success in improving their governance through public service innovation development. The reward system is usually part of competitions' winning prizes, such as the Innovation Government Award (IGA) organized by the Ministry of Home Affairs (Kemendagri), the Public Service Innovation Competition (KIPP), formerly called Sinovik, organized by the Ministry of State Apparatus Empowerment and Bureaucratic Reform (KemenPAN-RB) since 2014.

In particular, the fundamental step to drive public service innovation in the Indonesian public sector links to the establishment of the Regulation of the Minister of State Apparatus Empowerment and Bureaucratic Reform No. 30 of 2014 concerning Guidelines for Public Service Innovation, which initiated the birth of the Public Service Innovation Competition (KIPP). The central government issues the regulation as a law to guide local governments in implementing services using innovation.

However, previous research on public sector innovations in Indonesia primarily covers only the importance of regulation to spawn innovations. A study by Kusumasari., et al. (2019) outlines that the Indonesian government still needs considerable improvement in this area, especially in establishing specific regulations to drive innovation in the public sector. If this trend continues, achieving the "World Class Bureaucracy" vision outlined in Presidential Decree No. 81 of 2010, which sets out the Grand Design of Bureaucratic Reform 2010-2025, may be challenging. The Indonesian government aims to establish a "World Class Bureaucracy" by 2025, which will require greater professionalism in providing high-quality services to the public and promoting democratic governance through good governance practices.

A study by Gusrah et al. (2019) explains why the quality of Indonesia's state civil apparatus is lagged behind other Southeast Asian countries and inclined to be uncompetitive in adapting to rapid changes. The primary issue discussed in the paper is the absence of clear,

specific government guidelines or regulations forcing the public sector to upskill its human resources, notably in driving innovations. Another paper by Trisakti & Djajasinga (2021) highlights the critical role of Law No. 23 of 2014 concerning the Regional Government to spur innovations in Indonesia's public sector. In practice, the government needs to actualise and doctrine its civil servants to grasp the mandate of driving public sector innovation mandated in the Regional Government Law.

Meanwhile, a study by Freddy et al. (2022) sheds light on the existence of Pekanbaru Regulation 56/2019, which aims at spurring the digital-based public sector innovation and digital transformation in Pekanbaru. This concept becomes the key driver to launch the 'Smart City Madani Concept.' According to Pekanbaru Mayor Regulation Number 56 of 2019, the Bukit Raya District Government has transformed various public services through IT technology to facilitate services and improve the quality of governance. This transformation aims at creating clean governance and providing quality, fast, precise, cheap, and good public services. The research question focuses on this transformation's effectiveness in the Bukit Raya District.

Furthermore, these regulations may encourage the creation of public service innovations in local governments in Indonesia (Dewi et al., 2019; Febrian, 2018). These regulations come from regional leaders who pour in the mayor or regent regulations; even local governments make these regulations to impact the development of regional innovation. The phenomenon that occurs in the local government environment today means the importance of using regulations that are prepared and ratified through regional head regulations (Perkada). However, in its course, there are local governments that can produce public service innovations and are able to develop innovations without regulations from the regional head. The area is the Surakarta City Government which has succeeded in developing public service innovation without any regulatory encouragement from regional leaders.

**Table 1.** Innovation Index Top 10 Categories of Cities and Regencies in Central Java

No.	Regency/City Government	Innovation Index	Category
1	Wonogiri Regency	19.843	Highly Innovative
2	Cilacap Regency	5.153	Highly Innovative
3	Magelang City	4.293.293	Highly Innovative
4	Kendal Regency	4.239	Highly Innovative
5	Kudus Regency	4.122	Highly Innovative
6	Tegal Regency	4.035	Highly Innovative

No.	Regency/City Government	Innovation Index	Category
7	Pekalongan Regency	3.632	Highly Innovative
8	Magelang Regency	3.541	Highly Innovative
9	Surakarta City	3.439	Highly Innovative
10	Grobogan Regency	3.321	Highly Innovative

*Source : Decree of the Minister of Home Affairs Number 100-4672 of 2020 concerning the Provincial, Regency/City Regional Innovation Index*

According to Table 1, the Surakarta City Government is categorised as a ‘highly innovative’ government in the innovation index and ranked in the top 10 amongst cities and districts in Central Java Province, scoring a regional innovation index value of 3.439. This achievement is no surprise since the government succeeded in producing various public service innovation programs that have received the top 45 in regional public service innovation competitions, such as the Bela Sungkawa Kirim Akta Kematian (BESUK KIAMAT), which is based on the Decree of the Minister of State Civil Apparatus Empowerment and Bureaucratic Reform Number 289 of 2022 concerning Top Commendable Public Service Innovations.

Although the Surakarta City Government received the title of a 'highly innovative' government, several critical internal problems still need to be surmounted, particularly the absence of regulations at the level of regional regulations or mayor regulations that regulate regional innovation. This phenomenon contrasts with other regions in Central Java Province, which have established regulations as a basis for encouraging the creation of regional innovations (Arundel et al., 2019).

Against this backdrop, this study aims at analysing the emergence of positive paradoxes debunking the theory that specific regulations are critical to trigger the development of public service innovations in government bureaucracy (Cunha & Putnam, 2019). While previous studies solely shed light solely on the importance of regulations to spur innovations in the public sector, this study outlines the positive paradox reflected in the practice of the government's capacity to manage public sector innovation (Kim & Lee, 2009) with evidence related to the development of public service innovations in the Surakarta city government, as it is a novelty in this research.

**RESEARCH METHOD**

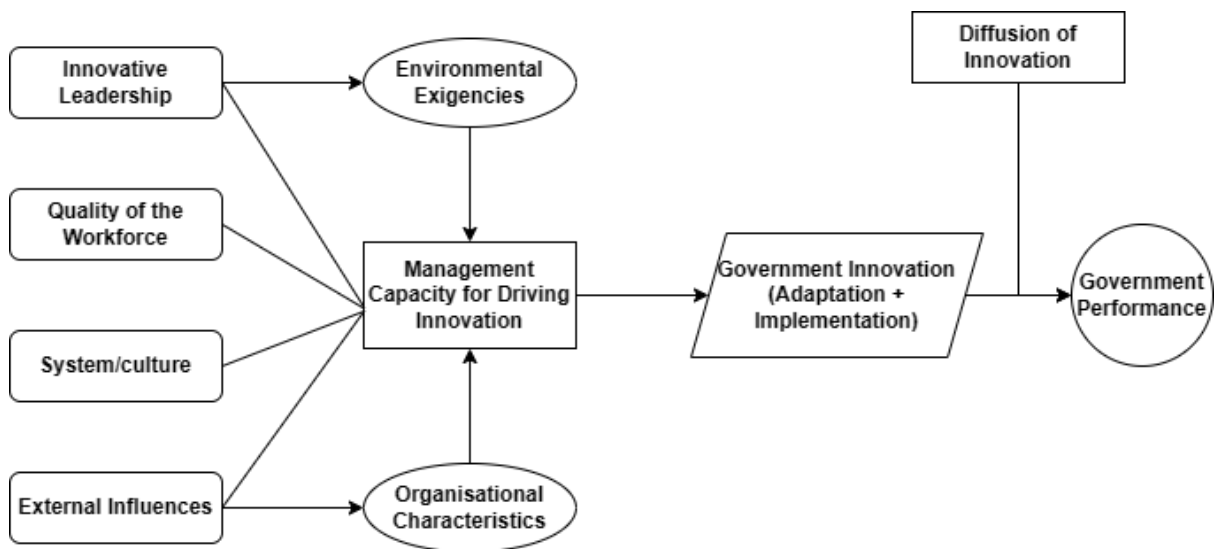
This study uses qualitative research methodology by building a holistic picture, analysing the process of sentence and word, reporting details from informants, and conducting research in a natural setting (Creswell & Poth, 2018). We collected the data by conducting in-depth interviews with

informants from the regional secretariat of the organisation section, Bappeda Litbang, BKPD, Health Office, DPMTSP, Diskominfo and Disdukcapil. Regarding literature study, we reviewed relevant documents and analysing regulations and policies related to the management of public service innovation capacity, which explicitly discusses the paradoxes in the Surakarta City Government in creating innovation in the public service sector using the framework of (Kim & Lee, 2009).

**RESULTS AND DISCUSSION**

Scholars believe that the capacity to manage innovation is critical to underpin the success of public service innovation (Amdam, 2014; Criado et al., 2021; Gascó, 2017; Gieske et al., 2016). Therefore, governments should realise the importance of strengthening public innovation capacity to adapt to the changes ahead. Furthermore, public innovation capacity can be amplified by choosing the proper functional model of public innovation capacity to nurture public service innovation (Boukamel et al., 2019; Gieske et al., 2016).

This study utilised the public service innovation capacity management model developed by Seouk Ueun Kim and Jung Wook Lee (2009). As shown below, government innovation is determined by innovation capacity management that includes four primary factors: (1) Innovative Leadership; (2) Quality of Workforce; (3) Systems/Structures; and (4) Managing external influences.



**Figure 3.** Framework of Public Sector Innovation Capacity Management by Kim and Lee (2009)

According to the framework model in Figure 3 coined by Kim and Lee (2009), the capacity to manage innovation in the public sector is critical to drive government performance. This capacity includes four main variables, namely (1) Innovative leadership, (2) Quality of the workforce, (3) System/culture, and (4) External Influences.

First, innovative leadership is action-oriented and firmly committed to changing routines and established practices. Communication with employees is critical to alleviating discomfort as future innovations will likely face uncertainty. Innovative leaders also need entrepreneurial skills to take risks



and continually undermine the barriers that limit innovation (Fernández-Salinero & de la Riva, 2014; Salman et al., 2019). In particular, this entrepreneurial spirit plays a paramount role as a boost for the government. In government, the pressure of accountability requires officials to be cautious, rigid and flexible to change.

Second, the quality of the workforce is essential. With a robust commitment from employees to adapt to change, it may be easier to innovate successfully. Many successful organisations should encourage employee participation in innovation creation through knowledge transfer activities (Paton & McLaughlin, 2008; Wise et al., 2012). Third, Systems and Structures (Chimaobi & Jacintha Chikamnele, 2021) includes team structures within the government to make good decisions. Top managers often interact directly with employees and share key decision-making authority. In the operation of administrative organs, it is necessary to consider the system and structure because it is necessary to separate authority and autonomy.

Fourth, external influences include factors that influence governance and are usually driven by politics and political processes. The emergence of innovations and their implementation often depends on how governments effectively manage the external environment, especially by gaining political support for innovations (Courvisanos, 2009). Furthermore, Kim and Lee consider both organisational characteristics and environmental requirements to influence the success of innovation management capabilities before government innovations are adapted and implemented to improve government performance.

#### **(a). Existing Conditions of Innovation Development in Surakarta City**

The era of ancient Javanese kingdom predominantly instilled Innovation DNA in Surakarta City. The culture of innovation is attached to the government that provides dynamic, sustainable public services (Mutiarin, 2018). Practically, leaders are the main drivers of government innovation in their respective regions (Capuno, 2010). This study found four characteristics of regional innovation development in Surakarta City.

##### **Commitment and Leadership**

Commitment refers to a cognitive process applied by civil state apparatus or ASN before spawning innovations (Brimhall, 2021). The role of the leader has proved to be crucial in fabricating innovative work behaviour (Wynen, 2019). When leaders succeed in shaping a good, innovative work environment, they can encourage members to innovate openly and broadly (Shanker et al., 2017).

Public sector innovation is omnipresent in Surakarta, especially at the local government level (Santoso et al., 2021). The Surakarta City Government has a strong spirit of innovation through the slogan "*Solo Kreatif, Solo Sejahtera*." The slogan aims to encourage the presence of creative ideas in the community of Surakarta. The key to the success of Surakarta City in

terms of public service innovation lies in the commitment and strong leadership values of its leaders of Surakarta City. For instance, in the leadership of the mayor and deputy mayor of Surakarta for the 2005-2010 period by Mr Joko Widodo and FX Hadi Rudyatmo, there was a robust commitment to listening to complaints and answering public problems by providing deliverable solutions.

One of innovative products successfully produced is "Besuk Kiamat" (*Bela SUnkawa Kiriman Akta Kematian*), created by the Population and Civil Registry Office of Surakarta City. It began to be implemented in Surakarta City on January 2, 2017, won the top 45 commendable public service innovations in 2022 in the Public Service Innovation Competition (KIPP) award organised by the Ministry of State Apparatus Empowerment and Bureaucratic Reform, and received the top 10 public service innovations at the Central Java level in 2021.

### **Authority**

Juridically, authority can have legal causes and effects (HR Ridwan, 2006). This law is the main pillar of governing state administration. In contrast, authority as the whole of the rules relating to the acquisition of government authority by the subject of law granted authority by law. It is authorised to do something contained in that authority (H.D. Stout, 2004). The full authority of innovation is under R&D through Law Number 23 of 2014 concerning the local government. However, in the case of Surakarta City, it is under Surakarta City Bappeda. This authority is also contained in Law Number 18 of 2002 concerning the National System of Research, Development, and Application of Science and Technology. It is included in the RPJMD document in Regional Regulation Number 9 of 2016 concerning the Surakarta City Regional Medium-term Development Plan for 2016-2021.

The effectiveness of implementing an authority to develop innovation has not yet been optimal. To date, the R&D field in Surakarta City, Bappeda, has only been in the third echelon position. This impacts the lack of power or ability of Surakarta City to encourage more innovation from every OPD in Surakarta City.

In shaping the innovation climate, there is action in the form of encouragement so that R&D can become its own body to maximise its work. However, the Surakarta City Government tried to revive the function of R&D under the authority of Bappeda, considering that the R&D function is the task of Bappeda. For example, Solo Techno-Park, which was originally the result of the adoption of the Surakarta Competency and Technology Center (SCTC) outside the auspices of the Surakarta city government, is currently developing Bappeda and the mayor of Surakarta through vocational education inside Solo Techno-Park.

Based on Article 20, Paragraph (2) of Law Number 18 of 2002 concerning the National System of Research, Development, and Application of Science and Technology, local governments are required to formulate priorities and policy frameworks for the development of science and technology in their



regions. According to Article 21, a policy instrument is intended to support the growth and synergy of all system elements or bodies of research, development, and the application of science and technology. Thus, evidence in Surakarta City can be categorised as a paradox because of the absence of specific regional regulations regulating public service innovation at the regional level.

### **Values and Culture**

Surakarta City has become an innovative area in Central Java, owing to its uniqueness since the royal era. This can be seen from the establishment of the Press Monument as a multipurpose building for the Mangkunegara VII meeting hall, Prince Surakarta, as well as being a historical place for the establishment of an indigenously operated public radio, namely, the Solosche Radio Vereeniging radio.

The architectural hands of residents of the royal era paint the beautiful charm of Surakarta. This shows that creative ideas have been hidden for a long time, becoming an 'Innovation DNA' for Surakarta. Surakarta City's present innovation shows the DNA of innovation imprinted and living for generations, following technological developments. According to Mutiarin (2018), the culture of innovation that must be attached to the government providing services is dynamic and continues to develop because, currently, with a high level of literacy, the public understands their rights and obligations in public services. Surakarta City is highly aware of innovation without direct orders or appointments from the leadership or related regulatory encouragement.

To date, the values and culture of Surakarta City can be seen in Regional Regulation Number 9 of 2016 concerning the Surakarta City Regional Medium-Term Development Plan (RPJMD) for 2016-2021 in Chapter V concerning the Vision, Mission, Goals, and Objectives of Surakarta City in 2016-2021. The vision of the mayor-deputy mayor of Surakarta elected in 2016-2021 is "The Realization of Surakarta as a City of Culture, Independence, Progress, and Prosperity." The meaning of this vision is as follows:

#### 1. Culture

The development of Surakarta City has cultural insight in a broad sense, where all components, the community in every activity upholds noble values, personality, democracy, rationale, and social justice; guarantees human rights (HAM); and upholds the rule of law in the order of society with the One True God.

#### 2. Self-sufficient

Regions can overcome these challenges by optimizing their potential resources and proactively building networks with all relevant stakeholders.

#### 3. Developed

Surakarta City has characteristics of excellence, such as economic, sociocultural, innovative, and creative governance aspects.

#### 4. Prosperous

The term prosperous refers to the fulfilment of basic needs in the fields of education, health, and employment availability to increase per capita income and purchasing power. Inner well-being refers to peace, security, spiritual comfort, and the freedom to practice worship according to religion and beliefs. Values and culture are attached to each regional apparatus and the people of Surakarta, spurring initiatives to produce innovations as a form of problem-solving that is supported directly by the slogan to encourage innovation in Surakarta City (Mantap Kejujuran, Mantap Kedisiplinan, Mantap Pelayanan, Mantap Organisasi, and dan Mantap Gotong Royong) and Lurik (Lurus dan Ikhlas).

### **Human Resources**

Humans are essential catalysts in an organization (Halimah et al., 2022). Human resources are defined as someone ready, willing, and able to contribute to efforts to achieve organizational goals as an element of input (input), which, together with other elements such as capital, materials, machines, and methods or technology, are transformed into management processes and outputs (outputs) in the form of goods or services (Rivai, 2004). The critical contribution of human resources is seen in factors that lead to progress, such as capability, adaptation to the environment, habits, and proactivity (Mergeani et al., 2022).

Human resources in the Surakarta City government are very active and enthusiastic about innovation; it can be seen that the results of the joint discussions discuss a problem. Additionally, a culture of innovation has been instilled in regional devices and communities with high creativity and initiatives to solve problems through innovation. DIKLATPIM also supports OPD initiatives in Surakarta City to optimize creativity towards the emergence of various innovations to support public services in Surakarta City. However, reality shows that Diklatpim is not optimal for encouraging participation in national innovation competitions, and regional officials still view technology-based innovation. Of course, this is a threat to creating deliverable and sustainable innovation.

#### **(b). Paradox of Public Service Innovation in Surakarta City Government**

Communities need community-oriented (Walle, 2018) and responsive services (Lapuente, 2020) based on innovation (Osborne et al., 2019). Therefore, innovation is considered an essential tool for addressing these challenges. Governments need new ideas related to innovation adoption (Shin and Choi, 2019).

The steps taken by local governments to strengthen innovation are proven by the strengthening of the regional innovation system (SIDa), as stated in the Joint Regulation of the State Minister of Research and Technology of the Republic of Indonesia and the Minister of

Home Affairs of the Republic of Indonesia Number 03 of 2012 and Number 36 of 2012 concerning the strengthening of the regional innovation system. This is based on the results of research by Halimah et al. (2022), who state that there are various efforts to realise this by strengthening the quality of ASN human resources and formulating strategies to anticipate obstacles in implementing public service innovations in these regions.

One of the local governments in Indonesia that has succeeded in realising public service innovations is the Surakarta City Government (Santoso et al., 2021). The city earned the nickname for an innovative city. Surakarta offers various innovative programs that offer the advantages of Surakarta. This is proven by Hayuningtyas et al. (2020), who found that public service innovations in Surakarta City are based on technology and information to bring practical value to improve ASN performance and benefit the community.

Various stages of local governments have realised optimal innovation capacity management. One is by adopting the innovation capacity model created by Kim and Lee (2009); the initial indicator in improving innovation capacity in the government is to strengthen innovative leadership.

First, leadership is an antecedent to creating practical innovation. Furthermore, innovative leadership encourages members to work optimally and provides space for innovation. Additionally, innovative leaders can undertake strategic planning by considering various aspects to create maximum public service innovation through courage related to the risks faced in the form of obstacles or inhibiting factors in the process of creating innovation (De Vries et al., 2016).

Second, the condition of the ASN as a human resource can support the creation of public service innovation. With the commitment of human resources, innovation is easier to manufacture. If an ASN has optimal abilities, efficiency and effectiveness in innovation can be achieved (Demircioglu & Audretsch, 2019).

The third is the system and its structure. Innovation must be supported by the quality of managerial processes by government actors. This is supported by the results of Pratama (2020), in which government actors have a dominant position in creating optimal innovation.

Fourth, regulations in supporting systems and structures so that public service innovations can create a legal and robust nature. This legality forms the legal basis for planning, implementing, and evaluating the implementation of public service innovation in these regions. Regulatory factors encourage public service innovation in these regions. Kusumasari et al.

(2019) show that with regulations, local governments in Indonesia compete to create regional excellence through public service innovation.

Indicators in systems and structures are found in the ability of organisations to transfer knowledge through various means related to innovation to the government apparatus (Rumanti et al., 2018). The relationship between knowledge sharing and innovation has a positive value in creating organisational capabilities to encourage ASN to express ideas to create innovations that are beneficial to the organisation (Ganguly et al., 2019).

Furthermore, supporting the capacity of public service innovation management in these regions is also influenced by awards as a concrete step for leaders to appreciate the innovative work of outstanding ASN (Xu & Ying Wang, 2019). Leaders of public organisations that recognise and appreciate the results of ASN's ideas are considered capable of increasing involvement in innovation creation (Xu & Ying Wang, 2019).

According to Kim and Lee (2009), this form of appreciation includes incentives and promotions. This means that system rewards can be done through monetary or non-material means. According to Kim & Lee (2009), this form of appreciation includes incentives, promotions, and others. This means that system rewards can be provided through money or non-material means (Sva, 2021).

In addition, there is an evaluation process that must be carried out comprehensively from the innovation creation process, such as human resource management, budget allocation, and preparation of implementing structures, which evaluates the results related to the efficiency of an innovation team and community satisfaction related to users of public service innovations to provide feedback as a leader's consideration for the improvement of innovative products (Kim & Lee, 2009).

The last step involves external influences from stakeholders to support the continuity of public service innovation. Stakeholder involvement has broad meanings, such as training (Brogaard, 2017), innovation laboratories (Tönurist et al., 2017), and redesigning related to the office as a workplace for innovation creation (Lindsay et al., 2018). In addition, stakeholders help overcome obstacles in implementing public service innovations to achieve maximum success (Cinar et al., 2019; De Vries et al., 2016; Mergel, 2018; Tremml, 2020).

According to Kim and Lee (2009), political support supports regional innovation. The proof is that the government in Indonesia has legislative members in the form of regional People's Representative Councils (DPRD), who have a role in carrying out budget plans, making regulations, and others that support innovation.

To strengthen innovation through the model of Kim and Lee (2009), local governments in Indonesia do not apply all indicators from innovative leadership to external influence. However, they only applied several indicators to realise public service innovation. Although, in its course, there is a phenomenon of local governments not implementing the Kim and Lee (2009) model, they have succeeded in optimally creating public service innovations. This evidence is reflected in the local government of Surakarta City. The Surakarta City Government is recognised as an innovative city with various public service innovation programs that help meet the community's needs in the context of services (Budiarti Hayuningtyas et al., 2020).

This paradoxical phenomenon relates to the development of public service innovation. Paradoxes are counterdistrictive elements that are simultaneously interrelated and persist over time (Cunha and Putnam 2019; Smith and Lewis 2011). The exciting thing here is that the Surakarta City Government succeeded in carrying out thoughts and steps as paradoxes in realising public service innovations. Paradoxical thinking can be used as a process of maximum innovation by applying the concept of strategic management (Atuahene-Gima, 2005; Andriopoulos & Lewis, 2009). Further, we analyse the positive paradox of public service innovation in the Surakarta City Government based on Kim and Lee's (2009) theory as follows:

#### **Innovative Leadership**

Historically, the Surakarta City Government had regional leaders with a spirit of innovation. Regional leaders are critical in encouraging bureaucratic employees (ASN) to innovate public services. Public service innovations support the implementation of predetermined plans. The Regional Development Planning Agency (Bappeda) of Surakarta City plans based on the vision and mission of the regional head. Strategic planning is the effort to achieve optimal development. The planning contained in the five-year document as medium-term planning (RPJMD) and long-term development plan (RPJPD) are prepared every ten years.

In addition to leaders with a good planning body to achieve optimal public service goals, leaders also encourage the creation of public service innovation capabilities through their commitment. Leaders' commitment can encourage the creation of a climate of innovation in the organisation; thus, ASN can provide ideas as the basis for the emergence of innovation (Al-Husseini et al., 2019). An interesting phenomenon in the paradoxical frame of public service innovation of the Surakarta City Government in the indicators of innovative leadership is the absence of regulation from the mayor as the basis for the driving factor for the creation of innovation.

Tangible evidence shows that regulations on regional innovation in the Surakarta City Government remain absent. In contrast, other local governments have these regulations to strengthen their innovation systems. The reality on the ground shows that without regulations from the Mayor of Surakarta, public organisations or bureaucracies can create optimal public service innovations, as evidenced by the Surakarta City Government always getting the top 45 awards at the Public Service Innovation Competition organised by the Ministry of State Civil Apparatus Empowerment and Bureaucratic Reform.

### **Quality of the workforce**

Employee (ASN)'s commitment underpins the process of fabricating public service innovation. Employee commitment is the basis for creating an organization with a favorable climate for public service innovation. In addition, employees' commitment encourages communication between members and actions to realize the vision through innovation (García-Morales et al., 2012; Zhu et al., 2012). Through public service employees, the Surakarta City Government strives to provide a rigorous commitment to overseeing innovation to provide value for the community's welfare, as reflected in the launch of public service mall (MPP) innovation in Jalan Slamet Riyadi. Employees take actual actions to maintain service quality through increased innovation.

However, in this indicator, there is paradoxical evidence contrary to the model of Kim and Lee (2009): the Surakarta City Government has a good employee culture that has been maintained since the era of the Mataram Kingdom, in contrast to the thinking of Kim and Lee (2009), which requires an impulse to create a good quality of labour. Government employees of Surakarta City who have the DNA of regional innovation are proven to maintain the best quality from time to time in the government of different leaders. Cultural factors regarding the importance of employees' roles in overseeing innovation are the steps taken by the Surakarta City Government to continue to be creative in realizing public service innovations.

### **System or Structure**

The Surakarta government has a strong system for creating public service innovation. The system is illustrated as a reward system for employees of the State Civil Apparatus who excel in creating public service innovations, as stated in the Surakarta Mayor Regulation 26 of 2021 concerning the Award of State Civil Apparatus who excels in the Surakarta City Government Environment. Article 1, Paragraph 9, states that the OUTSTANDING ASN Award is an appreciation the agency gives ASNs who have integrity, discipline, perform well, and



innovate in carrying out their duties. Article 2, Paragraph 2 states forms of appreciation, such as promotion, priority opportunities for competency development, and incentives.

The Surakarta City Government also has a system to strengthen the existence of public service innovations by conducting a knowledge-sharing process to strengthen knowledge. Knowledge sharing supports the creation of competitive advantages for human resources in creating innovation (Al-husseini et al., 2019; García-morales et al., 2012). The application of the model from Kim and Lee (2009) did not fully influence the development of public service innovations in Surakarta. In the context of the system or structure of Surakarta City Government does not have a special body as an innovation initiator.

Public organisations in the form of bodies and agencies in Surakarta City still have their own interests. They did not cooperate, and were still busy with their affairs. Even so, the Surakarta City Government has proven to be able to create many public service innovations, and the quality has proven to always get awards. Another paradoxical form is the absence of a basis for cooperation between institutions in the form of a decree (SK). This is unlike other regions, which have a strong system through decrees in creating innovations. However, without this decree, the Surakarta City Government can create maximum innovation.

### **External Influence**

In practice, the Surakarta city government collaborates with academics such as Sebelas Maret University (UNS), Muhammadiyah University of Surakarta (UMS), the Polytechnic of the Industrial Mechanical Engineering Academy (ATMI) and Slamet Riyadi University (UNISRI). This cooperation is crucial because academics play a role in realizing public service innovation.

However, the problem with the Surakarta City Government in encouraging political support still needs to be optimised. Support from the Surakarta City Regional People's Representative Council (DPRD) is lacking, such as efforts to support funding for the program's implementation. Kim and Lee (2009) explained that it is essential to establish cooperation through network management to strengthen external influence. In creating public service innovations in Surakarta, the opposite is to produce a paradox in external influences.

This paradoxical form can be seen in the robust external influence that encourages the creation of innovation without establishing legitimate and legal cooperation; these influences give rise to innovation enticement in Surakarta City. Empirical facts show that the influence of external oaks brings impetus for local governments to continue to strive to create innovations. In the Surakarta City Government, Technopark is a forum for innovation. This prompted the idea that Technopark could not explain why organizations in local governments could not. This phenomenon became unique without invigorating the cooperation from local governments. Surakarta City was able to create public service innovations with external support.

**Table 3:** Analysis of the Advantages and Disadvantages of Implementing Kim's Model Innovation

No.	Indicators	Advantages	Disadvantages
	Innovative leadership	The Surakarta City government has leaders who constantly contribute to driving innovation. In addition, there is strategic and systematic planning for sustainable development. In this case, as stated in the regional medium-term development plan document (RPJMD), the document's usefulness also realises the leader's vision and mission.	The leader has not fully accompanied in the creation of innovations. Although in the research results, the leader gave the name of the innovation, technical conditions have not fully accompanied.
	Quality of the workforce	The quality of employees within the Surakarta City government has reached 89.73% for the professionalism of employee performance, including the results of the performance report of the regional apparatus organization (OPD). In addition, the city government has a staffing formation that takes care of the innovation section internally through the regional secretariat's organizational section and externally through Bappeda. The unique finding is that the Surakarta City Government recruits TKPK employees based on competence.	Implementing knowledge-sharing and innovation development activities within the Surakarta City government has not been optimal. In addition, according to the 2021 performance report, there are shortcomings in the regular monitoring by authorized institutions for each OPD.
	System and Structure	Implementing innovation creation in Surakarta City has a structure and system by adopting new management. In addition, there is a guarantee of improvement for state civil servants or employees who excel in creating innovations to solve public problems, as stated	The Surakarta City Government has not fully utilized the regional autonomy system through the authority to regulate the responsibility of regional households. To date, the Surakarta City government does not have regulations as a

No. Indicators	Advantages	Disadvantages
External influences	<p>in Surakarta Mayor Regulation Number 26 of 2021. Thus, employees are increasingly motivated to provide creative ideas to realise in actual situations..</p> <p>Political support for the budget and the running of the program is essential. In addition, the advantages of managing the innovation network through cooperation carried out with academics and other stakeholders in the management of Solo Techno Park are the advantages of the Surakarta City Government in developing the region.</p>	<p>robust legal umbrella in the regional innovation system. In addition, the Surakarta City Government did not provide team details published through a decree (SK). There are no follow-ups related to creativity or innovation competition (Krenova). Then there is no vivid evaluation and monitoring system for developing public sector innovations.</p> <p>The lack of support from the political elite, to be precise, the Surakarta City DPRD, has resulted in a stagnation of innovation. In addition, there is no PUJA INDAH (Regional Innovation Network Center) as a forum to improve the innovation network.</p>

*Source : Author's formulation (2022)*

According to Table 1, we can see the advantages and disadvantages of implementing the Model by Kim & Lee (2009). Furthermore, Table 1 outlines that cooperation is key to the success of regional innovation creation. Regional leaders, ASN, and other related stakeholders should apply a joint commitment based on their respective tasks and functions while still providing effective communication; thus, the message may be understood and implemented optimally.

**(c). The Strategy of Public Service Innovation Development in Surakarta City**

*SWOT Analysis*

SWOT is a method used to systematically identify strategic environmental factors that produce strategies based on maximum strengths, opportunities, weaknesses, and threats (Winarto, 2021). SWOT analysis is considered necessary for organisational performance to examine the capabilities of internal and external factors (Namugenyi et al., 2019).

The strengths and weaknesses of SWOT analysis are the ability and weaknesses of the organisation's internal factors that are relevant to achieving a common goal. Opportunities and threats are external or environmental factors that develop strategies for planning ideas and effectively solving problems (Minton, 2010). Analysing SWOT as a planning tool in the organisation's running actualises the results of the right strategy for the system and its goals (Eastwood, 2016).

This study formulates alternatives to further public service innovation capacity development in the Surakarta City Government using SWOT analysis (Namugenyi et al., 2019). Furthermore, related to the researcher's analysis, as follows:

### **Regional Innovation Development Strategy in Surakarta City**

The need for innovation as a sustainable product or output process can lead to high usability and competitiveness. A strategy and approach can form the basis for developing innovation capacity. Innovation capacity is interpreted as the ability of individuals or institutions to produce products, services, processes, and marketing that are more meaningful/novel and bring benefits. Organisations need innovation capacity as a competitive advantage for environmental development (Momeni et al., 2015).

This capacity is based on the ability to create new services or products, technologies, and administrative practices, as well as intelligence and creativity to create effective learning and new knowledge (Suryono, 2016). Developing this strategy is vital for pioneering new programmes with innovative value.

For this reason, through SWOT analysis, we can produce an effective strategy to encourage innovation capacity in the Surakarta City Government.

1. **Strengthening Opportunity (S-O)**, by carrying out several strategies such as (1) increasing the escort and encouraging various creative ideas from the DNA of regional and community device innovations to create various innovations in Surakarta City, which are more proactive. (2) Optimising the creativity of regional officials through continuous training and empowerment to create quality generation and (3) increasing the commitment and support of regional heads through the issuance of regional innovation regulations in Surakarta City.
2. **Strengthening Threat (S-T)**, by carrying out several strategies such as (1) local governments can issue derivative regulations in the regions (Perda Inovasi Daerah) as an umbrella regulation that oversees the development of innovation in Surakarta City and (2) increasing socialization, training, empowerment, and sensitivity of the community and regional apparatus to the importance of innovation amid disruption.

3. **Weakness-Opportunity (W-O)**, by carrying out several strategies such as (1) improving collaborative governance to cooperate with cooperation partners in terms of developing regional innovations, (2) increasing the involvement of academics to assist local governments in making regional innovation roadmaps, and (3) Involving academics and policy analysts to assist local governments in making regional innovation roadmaps.

4. **Weakness-Threat (W-T)**, by conducting (1) Optimising the role and function of monitoring and evaluating the development of regional innovations in Surakarta City and (2) Internalising innovative values and culture among citizens.

**Table 4:** Matrix of SWOT Analysis and Regional Innovation Development Strategies in Surakarta City

SWOT ANALYSIS	Strenght (S)	Weakness (W)
<b>S W O T</b>	<ol style="list-style-type: none"> <li>1. Abundant, diverse innovative ideas (as many as 117 innovation programs until 2020)</li> <li>2. Innovative regional agencies</li> <li>3. High commitment from regional heads to support the development of regional innovations</li> <li>4. Awareness of initiatives in creating novel ideas, including in public service innovation</li> <li>5. History of Surakarta City that upholds innovative, creative cultural values</li> <li>6. Adaptive, innovative citizens..</li> </ol>	<ol style="list-style-type: none"> <li>1. Innovation remains less technology-oriented</li> <li>2. There are no specific regulations to spur the development of regional innovation</li> <li>3. There is still a lack of <i>Re-Branding</i> of regional innovations</li> <li>4. There is no regional innovation roadmap as a long-term guideline for innovation implementation</li> <li>5. Monitoring <i>and</i> evaluation activities are still ineffective</li> <li>6. The overlapped function of bappeda and R&amp;D functions in research and</li> </ol>

SWOT ANALYSIS	Strength (S)	Weakness (W)
<b>Opportunity (O)</b>	<b>(S+O)</b>	<b>(W+O)</b>
<p>1. Technological advancement can drive innovation in Surakarta</p> <p>2. Citizen-derived innovative ideas spawn many novel regional innovations</p> <p>3. Solid collaboration among related stakeholders</p> <p>4. Inherent values and culture spawns Innovation DNA in Surakarta City</p> <p>5. Adequate infrastructure and superstructure support</p>	<p>(1) Increase the development monitoring of various creative ideas from the DNA of regional and community device innovation to create innovations in the city.</p> <p>(2) Optimising the creativity of regional officials through continuous training and empowerment to create a quality generation.</p> <p>(3) Invigorate the commitment and support of regional heads through the issuance of regional regulation innovation in Surakarta City.</p>	<p>development of regional innovation capacity.</p> <p>(1) Improving <i>collaborative governance</i> practices to cooperate with cooperation partners in terms of developing regional innovations</p> <p>(2) Involving academics, policy analysts to assist local governments in making regional innovation roadmaps,</p> <p>(3) Increase the involvement of professional actors to assist in monitoring and evaluating the improvement of superior regional innovations.</p>



SWOT ANALYSIS	Strenght (S)	Weakness (W)
<b>Threat (T)</b>	<b>(S+ T)</b>	<b>(W+T)</b>
1. Dynamic disruption and technological advancement	(1) Establish specific regulations in the regions (Perda Inovasi Daerah) to the development of innovation in Surakarta City	(1) Optimising monitoring and evaluation for the development of regional innovations in Surakarta City.
2. the Ministry of State Apparatus Empowerment and Bureaucratic Reform's mandate to produce regional innovations	(2) Increase public dissemination, training, empowerment, and community involvement to create a sustainable innovative ecosystem.	(2) Instilling innovative values and design thinking approach.
3. Competition related to regional innovation products		

Source: Author's Formulation, 2022

Table 4 identifies each aspect of the current innovation capacity management in the Surakarta Government, categorised as strength, weakness, opportunity, and threat. Then these aspects are further analysed in Table 5 below.

**Table 5:** Quantitative SWOT Analysis

NO	STRENGTH	SCORE	WEIGHT	TOTAL
1.	Abundant, diverse innovative ideas (as many as 117 innovation programs until 2020)	4	20	80
2.	Innovative regional agencies	3	10	30
3.	High commitment from regional heads to support the development of regional innovations	5	20	100
4.	Awareness of initiatives in creating novel ideas, including in public service innovation	5	25	125
5.	History of Surakarta City that upholds innovative, creative cultural values	3	15	45

NO	STRENGTH	SCORE	WEIGHT	TOTAL
6.	Adaptive, innovative citizens.	3	10	30
<b>Total Power</b>				<b>410</b>

NO	WEAKNESS	SCORE	WEIGHT	TOTAL
1.	Innovation remains less technology-oriented	3	15	45
2.	There are no specific regulations to spur the development of regional innovation	5	25	125
3.	There is still a lack of <i>Re-Branding</i> of regional innovations	3	15	45
4.	There is no regional innovation roadmap as a long-term guideline for innovation implementation	4	20	80
5.	Monitoring <i>and</i> evaluation activities are still ineffective	2	10	20
6.	The overlapped funtion of bappeda and R&D functions in research and development of regional innovation capacity.	3	15	45
<b>Total Weakness</b>				<b>360</b>

**Difference in Total Strengths - Total Weaknesses = S-W = 410-360 = 50 (x)**

NO	OPPORTUNITY	SCORE	WEIGHT	TOTAL
1.	Technological advancement can drive innovation in Surakarta	4	20	80

NO	OPPORTUNITY	SCORE	WEIGHT	TOTAL
2.	Citizen-derived innovative ideas spawn many novel regional innovations	5	30	150
3.	Solid collaboration among related stakeholders	4	20	80
4.	Inherent values and culture spawns Innovation DNA in Surakarta City	3	15	45
5.	Adequate infrastructure and superstructure support	3	15	45
<b>Total Opportunities</b>				<b>400</b>

NO	THREAT	SCORE	WEIGHT	TOTAL
1.	Dynamic disruption and technological advancement	3	35	105
2.	the Ministry of State Apparatus Empowerment and Bureaucratic Reform's mandate to produce regional innovations	4	40	160
3.	Competition related to regional innovation products	2	25	50
<b>Total Threats</b>				<b>315</b>

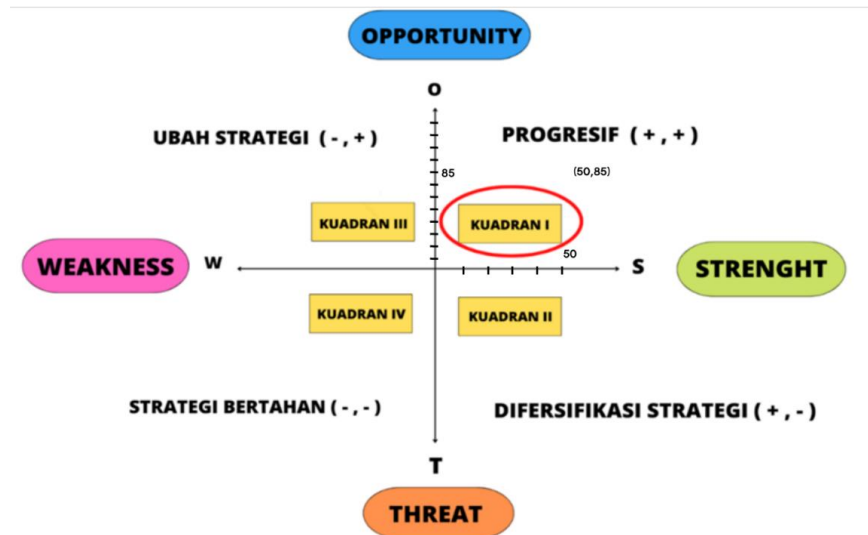
**Difference in Total Opportunities - Total Threats = O - T = 400-315 = 85 (y)**

*Source: Author's Formulation*

According to Table 5, the 'Strength' aspect gains a total score of 410, while the aspects of 'Weakness,' 'Opportunity,' and 'Threat' gain total scores of 360, 400, and 315, respectively. Based on these total scores, we calculated the difference between strength-weakness and

opportunity threat, scoring 50 and 85, respectively. The number 50 stands for the (x) x-axis, and the number 85 stands for the (y) y-axis.

**Figure 3:** Quadrant Position



*Source: Author's Formulation*

Based on Figure 3, the SWOT analysis resulted from a positive outcome and was obtained between the x-axis and the y-axis, which was proven by subtracting the total number of factors S with W (d) and factors O with T (e); the acquisition of the number (50 = x) subsequently becomes the value or point on the X-axis, while the acquisition of the number (85 = y) subsequently becomes the value or point on the Y-axis.

This means that the SWOT analysis of the innovation development strategy in Surakarta City is in Quadrant I (positive, positive). This position indicates that the organization is in a strong and likely position. The strategy recommendations are "progressive," meaning that the organization is in prime condition and stable, so it is possible to continue to expand, increase growth, and achieve maximum progress (Lapod, 2016). Furthermore, increased growth and progress can be achieved by taking advantage of the opportunities and strengths in Surakarta City and by minimizing weaknesses and threats. One is to optimize regional officials' creativity and increase regional heads' commitment and support by issuing regional regulations for innovation in Surakarta.

## CONCLUSION

Spurring innovation is a necessity to ensure the sustainability of government. We discussed the relevancy of the evidence through the lens of public sector innovation capacity management theory coined by Kim & Lee (2009), which highlights four main aspects practised by the Surakarta City Government in terms of (1) Innovative Leadership; (2) Employee Quality; (3) System or Structure; (4) and External Influences. We found that specific regulation concerning regional innovation in Surakarta remains absent, making it a paradox in managing public service innovation compared to previous research. Intriguingly, though scholars considered regulations paramount to drive innovation in the public sector, it does not weaken the capacity of the Surakarta City government to produce innovation for public purposes. Although the government issues no specific innovation regulations, it can still produce innovations based on the creativity of internal resources and external innovation drivers. To conclude, we described and analysed several potential strengths, weaknesses, opportunities, and threats to devise strategies for betterment in the future development of regional innovation in Surakarta City.

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