

**PROMOTING INNOVATION CAPACITY OF LOCAL GOVERNMENT: EXPERIENCES
FROM GOWA REGENCY**

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ABSTRACT

The tendency of the complexity of public issues are increasingly should be handled with a quick and effective strategy. Therefore, experts and researchers public administration responded by offering a conceptual instrument known as innovation. Related to these last few years local governments like racing to develop policies and programs of innovation in delivering public services and providing public goods to its citizens. Gowa regency is one of the autonomous regions in Indonesia which is developing a policy and program innovations that became the locus of this study presented. Through qualitative methods, this study focused on educational affairs innovation that aims to identify and describe the innovation capacity of local government in the development of innovative educational affairs programs. After processing and analysis of data, it was found, firstly, there are four types of program innovations developed through a process of political and managerial/administration processes, and secondly, the elements of innovation capacity of government that has a strong influence on the success of innovation include leadership Regent strong, availability budget, personnel executive, government networks, and regulations supporting innovation programs.

Keywords: Innovation, Local Government, Innovation Capacity, Educational Affairs

1. INTRODUCTION

Several problems encountered in the development of local government innovation, among others submitted by Fadel (2007) in a book entitled: *Reinventing Local Government*. According to Fadel, problems of local government innovation can be seen in the perspective of reinventing local government are interwoven in eight agenda that needs serious attention include: *firstly*, the issue of leadership. This crucial issue of leadership in the development of this innovation is also expressed by experts and other researchers, such as Prasojo (2006), Muluk (2008), Said (2009), Evans (2010), Capuno (2010), and Akomolafe (2011).

Secondly, the problems related to organizational culture. Crucial issues about the culture of innovation of local government was also addressed by experts and researchers as Mulgan and Albury (2003), Prasojo (2006), Ajibola (2008), Said (2009), Kim (2009), Evans (2010), and Capuno (2010). *Thirdly*, with regard to the issue of incentives and rewards. *Fourthly*, the problems related to the capacity of innovation, both individual capacity and capacity of the system. Besides Fadel (2007), several experts and other researchers such as Farazmand (2004), Muluk (2008), Said (2009), Evans (2010), Capuno (2010), and Supriyono (2011) also states that the capacity of innovation is a problem that serious in the development of innovation. *Fifthly*, innovation issues relating to the consumer's perspective or someone who served. *Sixthly*, issues related to collaboration which is still limited in the public sector. Problem collaboration in support of innovation are also considered crucial by Farazmand (2004), Muluk (2008), Said (2009), Evans (2010), and Hennala (2011). *Seventhly*, the issue of the development of the next local government innovation related to lack the courage to experiment. *Eighthly*, the issue of local government innovation development the latter is not yet realized the importance of innovation investment.

Meanwhile, practically a few issues concerning the development of local government innovation in view Said (2009) includes: *firstly*, the main issues of innovation development of local government in practice it is often difficult to start from where, by whom, and when innovation is developed. *Secondly*, problems related to lack of political support, funding, and technical. *Thirdly*, the problems associated with the lack of cooperation among the leaders with other leaders, the leadership of the society (stakeholders) and other Waga. *Fourthly*, other issues of local government innovation that is the lack of orientation to the virtue of excellent service. *Fifthly*, the issue of employment conditions and the administrative system which was hit by the severe stagnation that do not support innovation. The integration of the region as a national innovation development also remains a problem in itself. As pointed out by Taufik (2007) which argues that policy issues facing the development of national innovation is related to the limited understanding of policy making (policy making) of the stakeholders of the innovation system. There is no coherence in the development of innovation system development.

Various issues of innovation development of local government which includes many dimensions, shows that the innovation development of local government is still beset fairly complex issue. The complexity of the issue of development of local government innovation that comes from some view of the above, it can be classified in several aspects: (1) weak political will and leadership commitment that foster innovation, including dependence is too high for a particular leader figure; (2) culture that is resistant to innovation (cultur of innovation) that is created in any public organization; (3) the process of innovation are not effective, including stakeholder engagement strategy that has not been implemented and the clash of values in the development of innovation; (4) The weak institutional capacity of government bureaucracy to innovate; (5) the absence of the legality of the legal protection against the practice of innovation; and (6) the problem of sustainability innovation programs is often not the case; and (7) not yet policy coherence innovation development of regional and national governments.

The importance of innovation for public sector organizations such as local government innovation in this study to be taken seriously Mulgan & Albury (2003) which suggests some of the reasons why the public sector must innovate. Some of these reasons include: (1) innovation is done to more effectively respond to changes in the needs and public expectations continue to rise; (2) to include elements of cost and to improve efficiency; (3) to improve public service delivery, including part-section in the past only little progress; (4) to fully capitalize on the use of ICT, as this has been proven to increase efficiency and effectiveness in service delivery.

Farazmand (2004) also recognizes the importance of innovation in the public sector and revealed one of his books entitled: *Sound Governance: Policy and Administrative Innovations*, about the importance of an innovation. Innovation is a key factor for sound governance. Factors innovation, better innovation policy

and innovation aspects of the administration is a central aspect of sound governance. Without innovation, the government will be stuck in damage and ineffectiveness, the government will lose the ability to govern and has always been the target of a crisis and failure.

Furthermore, Borins (2008) suggests that the development of innovation in the organization and management of public sector globally is driven by a number of conditions. Some global conditions is summarized in five groups, among others; (1) The system includes the right political demands through the electoral mandate (election), legislation, and pressure from politicians; (2) the emergence of new leadership that is a leader who brings new ideas and new concepts, can come from external or internal to the organization; (3) the existence of a crisis is defined as the failure to anticipate public issues that occur today and which may occur in the future come; (4) The internal problems that a failure to respond to the changing environment, the inability of the public requests pour into a program, resource constraints, and the failure to coordinate the various policies; and (5) the emergence of new opportunities, such as the creation of various types of new technologies affecting the lifestyle of the people.

Based on the problems described above and the importance of an innovation of local government, it can be argued that one of the dimensions of innovation that has not been studied so far is the innovation capacity of local government in policy development and innovation programs in the region. Therefore, this assessment identifying and describing how the innovation capacity of local government when analyzed with theoretical capacity of Grindle (1997) and Kim et al (2007).

2. RESEARCH METHOD

This research applies qualitative approach or naturalistic inquiry is a way of research that aims to understand the actuality, social reality and human perception (Lincoln & Guba, 1985). So that more targeted studies and there is clarity of data required, then the study is limited to only focus on the process of policy development and program innovation and education affairs innovation capacity owned by local governments Gowa which supports the development of policies and programs such innovations. Data collection is done through unstructured interviews, direct observation, and documentation. Key informant determined by purposive sampling and other informants in snowball sampling and informants consists of representatives from internal of local government and non-local government. Data were analyzed with analysis techniques Spiral Model (Creswell, 2007) and test the validity of test data through internal and external validity.

3. RESULT AND DISCUSSION

According to Sherwood (2002), that innovation as one of the characteristics value of organizational flexibility is not just doing something new, to find something new, or bring a new idea as the definition of innovation in general. But according to Sherwood (2002), the innovation as a process requires four stages namely: (1) the stage of filing of the idea is to have an idea in advance; (2) the stage of evaluation of the ideas that will be followed; (3) the development stage which is to improve the idea of a concept into a reality that produces something; and (4) the implementation phase, namely the idea to seek earnestly happen.

Furthermore, according to Eggers & Singh (2009) the sources of innovation mentioned above can be extracted through some innovation strategy, namely: (1) Cultivate, through a strategy of "processing" the sources of innovation of internal self-government, for example how to bring smart ideas, certain knowledge and skills possessed by the apparatus, which probably has not been revealed; (2) Replication, government organizations create a system or a way to identify and adopt forms of innovation elsewhere; (3) Partner, a strategy in which the government is partnering with government agencies internally and in partnership with third party contractors and organizations such as employers nonprofit; (4) Network, the government's strategy to piha-network membangun external parties; and (5) open source, the government's strategy to open up the widest possible for external parties that have the necessary resources.

Referring to the results of this study, it seems relevant strategy is a replication strategy of innovation if it is associated with some views on the strategic concept of government innovation developed by Eggers & Singh (2009) and Behn (2008). It reinforced the view of Sumarto (2004) an innovation and research practices in Indonesia, which concluded that essentially the most appropriate strategy used by the government in fostering innovation is the replication of innovation. The researchers explained that although replication etymologically means imitate, which often connotes a "negative" is to do duplication, repetition, not creative, even the losers. Whereas, in the context of public policy and services, replication is an act that

should be encouraged in order to reform occurs more widely and quickly. Through replication, occurs acceleration is not as expensive if changes starting from zero. So the chances of success of replication are greater when compared to launch an initiative with no reference at all.

Based on the findings in the field, can be described several issues related to the innovative leadership capacity as measured by the commitment and political will of the Regent of Gowa. First, that the commitment and political will Regent Ichsan Yasin Limpo Gowa already very visible when just finished inducted along with Vice Regent Abd Razak Badjidu for the period 2005-2010 on August 13, 2005 by South Sulawesi Governor HM Amin Syam in the field of Sheikh Yusuf, District Sungguminasa Gowa. When that after the inauguration of the Regent and Vice Regent of Gowa takes place, then continued with the signing of the "political contract" which was witnessed by many people in attendance. Among the contents of the "political contract" is associated with the ministry of education is to build 154 pieces of studio pious child. Studio program pious child is then known as Sanggar Pendidikan Anak Saleh (SPAS). SPAS development is also becoming flagship program as well as innovative at the beginning of his reign. In addition, "political contract" that also includes the provision of free textbooks to 2,846 elementary school children who come from poor families. In accordance with the commitment in the "political contract", only within a period of one year, 154 units SPAS development and provision of free books for elementary school children from poor families can already be realized.

Secondly, the commitment and political will high by the Regent of Gowa is also reflected in the development of innovative policies and programs that called for free education program. Where free education is a breakthrough program is a program intended to accelerate the improvement of the quality and accessibility of public Gowa to education. In order to accelerate the realization of the free education program, the steps taken by the regents was immediately filed a Draft Local Regulation on free education to legislators who then passed into Regional Regulation No. 4 of 2008 concerning free education. After that, in the framework of these regulations, the regent exercising their immediate Gowa also publishes the decree No. 8 of 2008 on the Implementation of Free Education regulations.

Thirdly, originated from a concern to see the condition the output quality of the school is still low due to the learning process is not effective then Regent of Gowa take measures, among others, comparative studies, both to the affected areas as well as to countries that have learning methods and educational systems that already advanced. Comparative studies program pioneered by the regents to include related parties (Parliament and board of education) aims to adopt teaching methods and systems have been successfully applied there. The result is adopting methods and learning system based on audio-visual (cinema class). Methods and learning system is then known as retainer Punggawa D'Emba Education Program (PDEP). Finally, the Regent of Gowa also made a breakthrough policy of sufficient innovative device that cooperation between Satpol PP and Dikpora by forming Education Task Force, as already described descriptively in the previous section. Certainly the role of the Regent of Gowa not only to raise the idea phase and ideas to develop innovative policies and programs in education as stated in the description of the three facts above. The Regents also very active and most advanced in the dissemination and success of the implementation of innovative programs. When in fact there is the area that is Dikpora as helpers for the implementation of the regional heads of educational affairs.

Innovative leadership capacity of a regent can also be judged from the vision-mission to be developed. Based on the record of the results of research in the field obtained by the fact that the Regent of Gowa Ichsan Yasin Limpo with Vice Regent Abd Razak Badjidu is the head of the region promoted by the Golkar Party, the National Democratic Party (PDK) and the Democratic Party in local elections directly on June 27 2005. The couple head this area is the first regional head in Gowa elected through direct local elections. Since the campaign period candidates for regional heads that time, the Regent Ichsan Yasin Limpo Gowa has stated that the government's vision and development Gowa district must prioritize human resource development, particularly education, health and people's purchasing power. From here already appear to have a strong vision of the Regent of Gowa to make education affair as a strategic policy of the local government through policies and programs that are innovative. Makes the issue of improving the quality of education as the first priority in policy RKPD Gowa in 2010 indicates that the local government under the command of the Regent Ichsan Yasin Limpo have a strong political commitment in the education affairs. Especially when viewed back the work program and budget allocation large enough for the education sector.

Facts results of this study, in which the role and contribution of the regent as the leader of the regional administration is very prominent and strategic, it seems particularly relevant to the study results of Evans (2010) who conducted a study about the innovation capacity of local government to the eight different case studies. Evans later study results are summarized in the article "Building the Capacity for Local Government Innovation: Case studies from Australian, New Zealand, and British Contexts". Through studies using senior managers of local government as informants / respondents revealed some important lessons for the development of innovation capacity of local governments, namely (a) the capacity to know the existence of gaps and service delivery methods; (b) capacity building partnerships with stakeholders who have the resources; (c) the capacity to act within the framework of legislative policy and take advantage of the political situation appropriately; (d) the emergence of a leader who has a reform agenda for innovation; (e) the support of political leaders and senior management; (f) cross-departmental collaboration and service unit through effective communication; (g) the involvement of local residents; and (h) the availability of new technologies that support the implementation of the innovation program.

Similarly, the results of this study are also relevant to the findings Capuno (2010), which examines the importance of the position of regional leaders as a major driver of innovation in the regional government of the Philippines. The study results published in the article titled: Leadership and Innovation under Decentralization: A Case Study of Selected Local Governments in the Philippines. Through observation and survey methods to formulate some conclusions, among others: (a) in the era of decentralization that has lasted 20 years, local governments have managed to innovate in a variety of sectors; (b) local leaders still in power (incumbent Mayors) be the main driver of the birth of the idea and the successful implementation of innovative programs in the region; (c) the leader who succeeded in developing the innovation is highly dependent on the environmental situation (natural resources), knowledge, experience, and incentives received; (d) factors other than the critical leadership factor is the institutional factors include the region's fiscal capacity, quality of local bureaucracy, professional personnel, and private sector involvement.

According Grindle (1997), stated that in order to realize the vision of an organization's mission and programs, including programs that are innovation must be supported by employees / officers who have the capacity. The capacity of the apparatus can be measured from the professionalism and technical capabilities it has. In order for doing professional personnel are always available and have technically desirable, then some of the activities to be carried out, among others: training, salaries / wages, working environment kondusif and proper recruitment system.

In the context of these results, it can be argued apparatus implementing innovation programs of local government in the affairs of education is the apparatus that has the capacity. The capacity of the apparatus implementing innovation is the executive power (work-force) qualified in supporting the development of innovation in educational affairs. The availability of a quality workforce is important, because what does it mean a policy and innovative program initiated by a Regional Head (Bupati) without supported by the workers who are most in front and find out how the technical aspects and operational aspects of the programs in the field ,

The availability of local government officials who have sufficient quality and competence in the form of skills and knowledge to develop innovative practices in matters of education. While the executive power is meant local government officials with the status of civil servant (PNS) and non-civil personnel, both officers who are in positions of structural and personnel status as an employee with functional positions as teachers who teach in schools. They are the local government apparatus Gowa who was given the task and work on Dispora institutions.

Budget capacity supporting innovation in this discussion is a statement relating to the determination of the amount of the allocation of funds for each program innovation. Determination of the amount of the allocation of funds to support the implementation of the innovation program of education affairs has been through a common mechanism takes place in local government. Mechanisms for determining the amount of funds allocated to each of the government's work program mainly through political mechanisms. Political mechanism budgets at the district level conducted jointly between the local government (Regional Head) and Parliament. This political mechanism must be passed to obtain ratification (political legitimacy) of Parliament as a representative body of the community. The amount of the allocation of funds for local government work programs is usually contained and is part of the policy of budget revenues and expenditures (budget) of a region. Likewise with the determination of the amount of the allocation of funds to support innovative

programs ongoing educational affairs would have been through the political process and has been expressed in Gowa district budget.

It is important that in addition to the amount of budget allocations found above are associated with funds that fill the capacity of local budgets to finance the implementation of policies and programs of innovation in education. Based on empirical evidence was found that the sources of financing for the implementation of the policy and program innovations only come from one source only the local government through the budget. Meanwhile, researchers did not obtain data or information about their sources of financing from other parties such as private parties. Unless aid non-financial nature were from the local private sector such as school building materials and technological equipment for schools in the form of computer labs and internet facilities. Private parties or companies who move and operate in this area typically provide assistance through its Corporate Social Responsibility (CSR) at their disposal.

Facts about budgetary resources in these findings indicate that the capacity of the budget to finance the implementation of the programs of innovation in education is highly dependent on the financial condition of the local area. This innovative program financing dependence is so high on local finance, raising fears of disturbing (reduce) the portion of funds allocated to the programs of non-education. For example programs in health, infrastructure and local economic development field are also important to get the allocation of adequate funds. Given these programs is also a priority program of regional development over the years.

Network capacity referred to in the context of this study include internal network capacity and network capacity external administration of government. Government internal network capacity is the ability to build networks between organizations in the government itself. For example, a network of cooperation between local government and parliament and networking between local government district and the provincial government. Including network that is built up between the regions in the organization of local governments.

Meanwhile, the capacity of government external network is the ability to build a network of cooperation between local governments and institutions outside the government. For example, a network of cooperation between local government institutions to private institutions (private sector) and social institutions of the region and care about the advancement of education. Especially those who have a desire to participate in the development of innovative programs that promoted by local governments. For example banking institutions, professional organizations education (PGRI), universities, Muhammadiyah, Nahdatul Ulama, NGOs and others. Including the board of education and school committees that have been formed and is active during tissue types that are external in the context of the implementation program of innovation in education.

In addition to the internal network governance between local governments and legislators as described above, have also been awakened forms of regional cooperation network between the Dispora and Satpol Civil Service. The embodiment of a network of cooperation between the two on education is the formation of the Education Task Force. Besides the establishment of the task force is meant to oversee the implementation of regulations and rules relating to the regents' policy and education innovation programs, the task force is also intended to help smooth and order the learning process in every school. Until the research is done on education cooperation network appears in the form of Education Task Force proved to be quite effective in encouraging increased accessibility and quality of the teaching and learning process, especially at the school level.

If the above description relating to the internal network capacity of local government is considered very harmonious ie between local governments and agencies Gowa regency, it is important also presented how networks are built between Gowa district government with local government higher the South Sulawesi provincial government. This is important in view of the relationship between the government disclosed Gowa districts in South Sulawesi provincial government has different characteristics with other local governments. A characteristic difference in question lies in the political line and political background is very strong between the Regent of Gowa, Ihsan Yasin Limpo and South Sulawesi Governor Syahrul Yasin Limpo. The two leaders of the region have the political line and the same political background that is both top officials of the Golkar Party. Syahrul Yasin Limpo is a DPD Golkar Party chairman and Ihsan Yasin Limpo is Treasurer of DPD Golkar South Sulawesi. Then, geopolitical, Gowa regency has long since become one of the barns voice Golkar Party. In addition to a strong relationship since the same political background, which is not less

important to observe is the second leader of the area has the primordial relationship siblings brother sister relationship.

The main conclusion of the description of the network capacity of innovation of local government disclosed above include: firstly that the regional government in implementing the policies and programs of innovation educational affairs has been trying to build a network with various stakeholders, both with the stakeholder's internal such as Parliament and local government higher (province), as well as building partnerships with external stakeholders such as Board of Education, the School Committee, College, PGRI, the private sector partner (I-Solution), and local NGOs.

Second, the network capacity in the implementation of innovations in education has several different variations. Internal network awakened the regional administration appears to have properties that are stronger because the network was functioning since the planning phase to the process of implementation of a policy and program innovation. In contrast to the innovation network with external stakeholders, most of the stakeholder's only involved during the process of implementation and monitoring progress. The last is that it seems to build networks in strengthening the capacity to innovate in the implementation of education services has not materialized effectively. Especially this fact can be seen on the network with external stakeholder's government, in which the results showed their involvement in the administration of the affairs of education is still very limited. Furthermore, the following section will describe how the capacity of local regulations in favor of a culture of innovation in the implementation of educational affairs. Capacity regulation is related to the type of regulation such as regulations governing how the knowledge sharing system, the regulation of reward systems (reward and punishment), and also how the evaluation system is done against the organizers or local government employees involved in the implementation of policies and programs innovation in question.

In the above-mentioned research findings are two regulations that are handling the Regent Decree on the implementation of the program Punggawa D'Emba Education Program (PDEP) and the establishment of the Expert Council of Education. Both types of these regulations show also confirm that the local authorities have involved external parties, especially the universities to support the programs of educational innovation in Gowa. On the other hand, it appears that there were no regulations that specifically regulate the system how to share or dissemination of knowledge and skills to fellow employees in the administration of a particular program. As well as yet there are also specific rules on the reward system for executive officers who have achievements in the implementation of the innovation program. Similarly, in the evaluation system, the researchers also found no specific rules on how the evaluation system for personnel implementing innovative programs in education.

Based on the facts above results, it seems not fully in accordance with the theories and concepts of organizational capacity of government that should be owned by the local government of Gowa in managing the affairs of educational innovation program. The concept of organizational capacity developed by Grindle (1997) menerangkankan that there are three dimensions of human resource capacity of the dimension, the dimension of the organization, and the dimensions of institutional reform. Kim, et al (2007), in his study entitled "The Quality of Management and Government Innovation: An Empirical Study" revealed a model of innovation governance and management capacity, which consists of four dimensions that build government management capacity to innovate. The fourth dimension of the model of government innovation management capacity include; (1) innovative leadership; (2) quality of workforce; (3) a system and structures; and (4) the management of external influences.

Pay attention to the theory of capacity by Grindle (1997) and Kim et al (2007) at the top, then connected with the research results, it appears that prominent only on the dimensions of the organization mainly on the elements of leadership as a fact in which the leadership of the Regional Head, Ichsan Yasin Limpo very dominant in encouraging the development of innovation in the region. Moreover, the dominant also are factors that determine the capacity of the budget program realization of innovation, especially in the free education program, in which the program is based profile on a budget. The capacity of political support also appear to be very strong, especially as the Regent of Gowa derived from the Golkar Party which has the most seats in Parliament and also the primordial clan with the Governor of South Sulawesi.

4. CONCLUSION

There are two main conclusions resulting from this research, *the firstly*, there are four types of innovation in business education program developed in Gowa, namely (1) Sanggar Pendidikan Anak Saleh (SPAS), (2) Free Education Program, (3) Punggawa D'Emba Education Program (PDEP), and (4) Education Task Force. These program innovations of educational affairs has been going on since ten years ago and has a real and positive impact for improving access to education and quality of learning in schools, as well as contribute to the improvement of education index and human development index (HDI) of Gowa. Also be said that the four programs identified as a typology of these innovations and incremental innovations developed through the replication strategy of the innovation program that is identical in other areas by taking into account the local context. This shows that innovation in the public sector, the most important is the value improvement program was conceived by the innovation of the public service to the community. It means that an innovative public sector (regions) could be the result of modification and development of an innovative program that has been successful in other areas.

The secondly, innovation capacity owned by the local government of Gowa regency is dominated by the leadership capacity of Regents indicated by strong political commitment and initiative are always driven by the Regent in developing innovation programs. It is not only visible during the initiation process and policy formulation of a program but also dikala innovation policy and innovation program has been implemented. In addition, business innovation education program really depends also on the availability of budget (local or national budget) are great. Program innovations that have too high a dependence on the capacity of the leadership of the Head of Gowa Regecyt and the budget, as a result of course an issue in terms of sustainability. Therefore, it is important to recommend that local governments have to pay attention to the various dimensions of capacity to support policy development and program innovation. Dimensions of innovation capacities may include human resources, organizational strengthening and institutional reforms.

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