

Comparing Best Practice Public Service Innovation in East Java: Type, Distribution, and Consequences

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Abstract: *The Public Service Innovation Competition (KIPP) organized by the Kemenpan-RB has yielded numerous award-winning innovations since its inception in 2014. The competition attracts participation from government agencies at the national, local, and village levels. In particular, local governments in East Java have consistently produced the majority of winners in the Top 99 public service innovations category, partly due to the abundance of capable Regional Heads in the region who foster innovation. Given their superior performance, it is pertinent to assess the extent to which innovation has been adopted in East Java since 2014. Therefore, this study aims to investigate the type, distribution, and impact of public service innovation across all local governments in East Java. The researcher utilized best practices research methodology and analyzed the Kemenpan-RB's top 99 report documents on public service innovation. The findings reveal that there has been substantial progress in the development of public service innovation in East Java, with the Regency Government being the leading innovator. Moreover, innovation has been integrated into the core mission of local governments across East Java. However, there is a need for local governments at all levels to adopt digital innovation and engage in collaborative problem-solving with other institutions to meet the evolving needs of the public.*

Keywords: *Competition; East Java; Local Government; Public Service Innovation*

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Introduction

Innovation is a crucial performance metric for any organization, including government bureaucracies (Damanpour & Evan, 1984; Walker et al., 2010). Successful adoption of innovations by other public organizations, including modifications and development of services, can lead to similar success (Abdullah et al., 2016). Organizational entities that adopt a combination of innovations, including technology adoption, are better adapted to environmental changes compared to entities that rely on a single type of innovation (Damanpour et al., 2009). To advance understanding of public service innovation in the public sector, scholars have identified various models and types of innovation (Walker, 2007; Wu et al., 2012; Chen et al., 2019).

Since 2014, the Public Service Innovation Competition (KIPP) organized by Kemenpan-RB in Indonesia has produced numerous innovation winners from all levels of government agencies. KIPP has been shown to enhance both government performance and trust, as observed in Borins' (2009) study on innovation awards in the US government, which began in 1985. While this development is encouraging, it has not significantly improved the performance of the national bureaucracy in the global arena, as evidenced by Indonesia's relatively lower ranking in the ease of doing business and an unfavorable comparison to Singapore (World Bank, 2018).

The number of participants in KIPP has consistently increased over the years. In 2014, 515 innovations competed, resulting in the Top 99 and Top 9. In 2015, participation increased to 1,184

innovations, resulting in the Top 99 and Top 25. In 2016, 2,476 innovations were submitted, resulting in the Top 99 and Top 35. In 2017, 3,054 public service innovations were registered through the Public Service Innovation Information System application. The number of innovation proposals submitted was 2,824 in 2018 and peaked at 3,156 in 2019, although it slightly declined to 2,250 in 2020 before surging to a record high of 3,478 proposals in 2021. In total, from 2014 to 2021, 18,937 innovation proposals were submitted to Kemenpan-RB and assessed by an independent review team.

Table 1. KIPP Participant 2014-2021

Year	Participant
2014	515
2015	1184
2016	2476
2017	3054
2018	2824
2019	3156
2020	2250
2021	3478
Total	18937

Source: Kemenpan-RB 2014-2021

Hundreds of innovations in Indonesia display a certain type and distribution because they are present in such a large area of Indonesia with extreme diversity, so they can show the uniqueness of public service innovation initiatives in the local context in Indonesia.

Given that Local Governments in East Java have consistently produced the highest number of winners of the Top 99 public service innovations and have a track record of good performance accountability scores (LAKIP), it is crucial to assess the

extent of innovation in the region since 2014. The presence of quality Regional Heads in East Java has also been instrumental in promoting innovation, making it a valuable reference for other regions seeking to replicate successful innovation practices.

To gain a deeper understanding of public service innovation in East Java, it is crucial to examine the specific innovation models and types that have emerged in the region, as well as their distribution. Such analysis can provide valuable insights into the direction of regional progress and identify category-based innovation groupings. Moreover, by examining the consequences of these types and distributions of public service innovations, it is possible to gauge the actual level of public service innovation in East Java and identify opportunities for improvement. Ultimately, this could have a positive impact on the welfare of the people of East Java through improvements in public services.

Methods

This study utilizes a best practices approach (Bretschneider et al., 2004) by examining exemplary cases of public service innovation in East Java. The sample includes all 99 top public service innovations from the East Java region between 2014 and 2021 (Table 2), resulting in a total of 140 innovations. The content analysis method was used to analyze the data obtained from the Top 99 Public Service Innovation Report documents. An open codebook was developed to ensure replicability and accountability.

Table 2. The Development of Public Service Innovation in East Java 2014-2021

Year	Number
2014	18
2015	19
2016	30
2017	18
2018	19
2019	9
2020	11
2021	16
Total	140

Source: Kemenpan-RB 2014-2021

This study employs a content analysis approach to analyze text data from Kemenpan-RB's top 99 public service innovation reports between 2014 and 2021, which were downloaded in their entirety from the official website of the Kemenpan-RB public service innovation system (www.sinovik.menpan.go.id). The analysis involves two stages of classification. First, the innovations were classified based on their public organization areas in East Java. Second, the innovations were classified based on their type, using two codebooks: Table 3 for classifying government types at the provincial, municipal, and district levels, and Table 4 for categorizing the types of innovation as digital or non-digital, internal or external, and cooperative or self-help.

Tabel 3. Local Government Type Codebook

Local Government Type		
Province	Municipal	Regency

Number of Innovations generated by the Provincial Government	Number of Innovations produced by Municipal Government	Number of Innovations produced by Regency Government
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In the third step, the researchers counted the number of innovations based

on these types. Fourth, the researchers discussed the results of the research. To ensure that there were no errors in analyzing the data, the researcher conducted the research process in three rounds, or three repetitions, in order to also increase the validity and reliability of the data.

Table 4. Innovation Type Codebook

Innovation Type					
Digital	Non-Digital	Internal	External	Cooperation	Independent
Number of innovations that using and applying information technology	Number of innovations without using and applying information technology	Number of innovations for internal organizational interests	Number of innovations for public interests	Number of innovations created and implemented by inviting/engaging other organizations	Number of innovations created and implemented independently without inviting / cooperating with other organizations

Result and Discussion

Progress of Public Service Innovation in East Java

The development of winning the Public Service Innovation Competition in the East Java regional domain shows interesting figures because, in the 2014–2021 time period, East Java was able to record 140 public service innovations in the Top 99 Public Service Innovations. To show this data, researchers analyzed the contents of the entire Public Service

Innovation Competition (KIPP) report data from 2014 to 2021 with the classification parameters "East Java Provincial Government", "Regency government in East Java" and "Municipal government in East Java". Finally, it can be found that the data also shows that the East Java regional domain always gets an average of 5% of the total winners of the Top 99 innovation competition each year (Table 5).

Table 5. Number of Public Service Innovations in the East Java Region by Level of Local Government

Years	Provincial Gov.	Regency Gov.	Municipal Gov.	Total
2014	3	9	6	18



2015	4	8	7	19
2016	14	14	2	30
2017	7	9	2	18
2018	2	11	6	19
2019	0	6	3	9
2020	1	8	2	11
2021	0	12	4	16
Total	31	77	32	140

In greater detail, if the data is again classified based on the level of local government, namely Provincial, Municipal and Regency Governments, it shows the dynamics of the development of winning Public Service Innovations. The data in table 5 and figure 1 show that basically the Regency Government dominates the winning of innovations in the period 2014–2021. Regency governments in the East Java region almost always get more nominations than provincial and municipal governments; even in aggregate, the total is more than double (77) compared to provincial (31) and municipal governments (32).

Public Service Innovations in the Context of Urban and Rural Areas

The comparison between urban areas and rural areas is represented by municipal and regency governments. To show this data, researchers analyzed the contents of all Public Service Innovation Competition (KIPP) report data from 2014 to 2021 with the classification parameters "Regency Government in East Java" and "Municipal Government in East Java". In the context of winning public service innovations, the comparison between the two shows different productivity. Table 6 shows that the total number of Regency government innovations during the period 2014–2021 was able to reach 77 innovations, while the Municipal government in the same period reached 32 public service innovations.

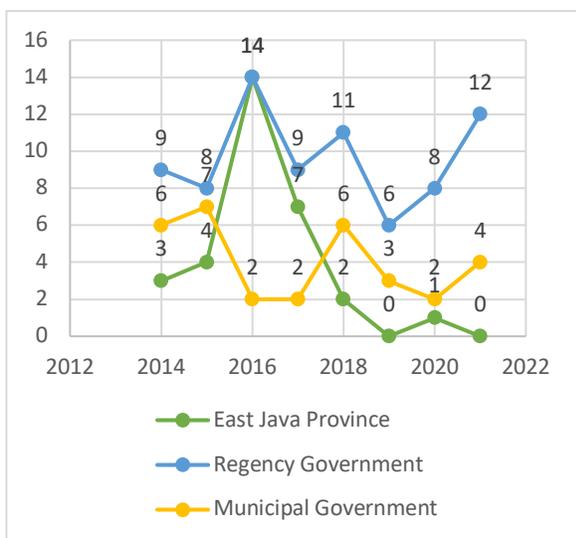


Figure 1. Development of Public Service Innovations in East Java by Level of Local Government

Table 6. Number of Public Service Innovations of Municipal Government and Regency Government

Years	Regency Gov.	Municipal Gov.
2014	9	6
2015	8	7
2016	14	2
2017	9	2
2018	11	6
2019	6	3
2020	8	2

2021	12	4
Total	77	32

Data specifications per year also show significant differences between these representatives, where it can be seen in Figure 2. Every year starting from 2014 to 2021, the Regency Government always outperforms the number of innovations from the Municipal government.

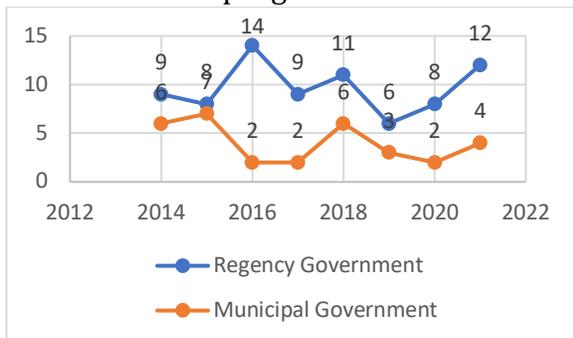


Figure 2. Development of Public Service Innovations for Municipal and Regency governments

Digital Public Service Innovation

At all levels of local government in the East Java regional domain, it was found that local governments initiated public service innovations in two categories related to information technology, namely digital or non-digital. To show this data, researchers analyzed the content of the entire Public Service Innovation Competition (KIPP) report data from 2014 to 2021 with the classification parameters of innovations that use and apply information technology for digital innovations or innovations without using and applying information technology for non-digital innovations. Most of the local governments in East Java from 2014 to 2021 turned out to develop public service innovations without information technology or non-digital, namely 87 public service innovations, while 53

innovations tried to innovate with the development of information technology, out of a total of 140 innovations that have been carried out.

Table 7. Number of Digital and Non-Digital-based Public Service Innovations

Years	Digital	Non-Digital
2014	9	9
2015	5	14
2016	14	16
2017	6	12
2018	5	14
2019	5	4
2020	4	7
2021	5	11
Total	53	87

Figure 3 shows the development of the classification of public service innovations, both digital and non-digital. Throughout the implementation of innovation competitions from 2014 to 2021, there has always been a dominance of public service innovation without the exploitation of information technology, while the use of information technology has almost lagged behind in every year except in 2019 with a slight difference.

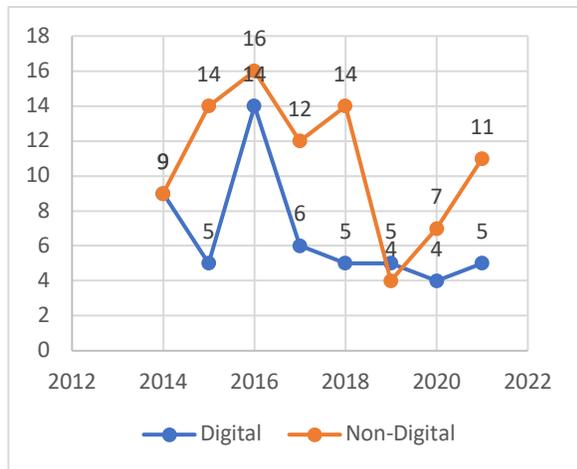


Figure 3. Development of Digital and Non-Digital-based Public Service Innovations

The Focus of Public Service Innovation

The focus of local government public service innovation in the East Java regional domain during the period 2014–2021 can consist of two classifications, namely internal focus and external focus. Innovations with an internal focus are innovations to benefit the organization itself, while external innovations are related to meeting public needs. The number of innovations with an external focus has an important and dominant place, with 127 innovations appearing.

Table 8. Number of Public Service Innovations with an Internal and External Focus

Years	Internal	Eksternal
2014	4	14
2015	0	19
2016	5	25
2017	3	15
2018	0	19
2019	0	9
2020	0	11

2021	1	15
Total	13	127

In addition, the development of public service innovations with an internal and external focus has a significant difference where the distribution of innovations for public needs dominates each year compared to innovations benefiting internal organizations, as can be seen in figure 4.

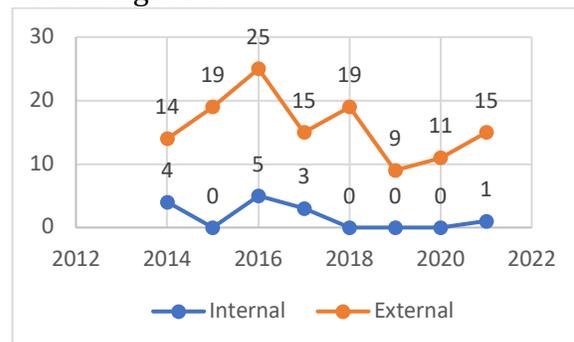


Figure 4. Development of Public Service Innovations with an Internal and External Focus

The Governance of Public Service Innovation

The governance of local government public service innovations in the East Java regional domain during the period 2014–2021 can be seen from the number of innovations carried out independently or in collaboration with other institutions. The total number of innovations carried out independently, namely 77, is slightly different from innovations carried out in collaboration with other organizations (Table 9).

Table 9. Number of Public Service Innovations carried out Independently and in Collaboration

Years	Cooperation	Independent
2014	3	15

2015	8	11
2016	16	14
2017	8	10
2018	11	8
2019	6	3
2020	6	5
2021	5	11
Total	63	77

On the other hand, the development of innovations carried out independently or in collaboration has experienced dynamic trends from 2014 to 2021. It can be seen in figure 5 that the development of the two types of innovation goes hand in hand without any significant difference in each year or any sharp difference each year.

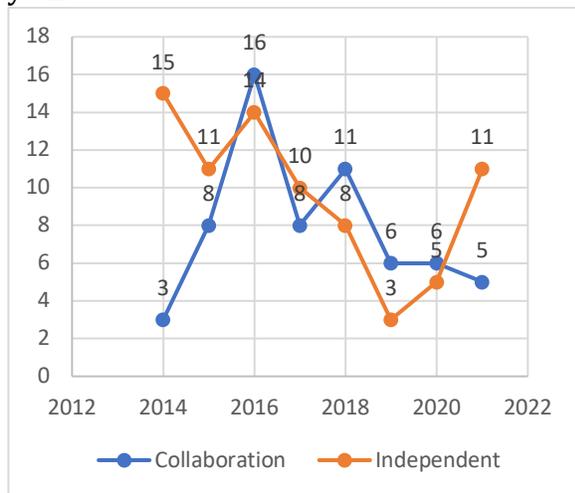


Figure 6. Development of Public Service Innovations carried out independently and in collaboration

Model, Distribution & Consequences

The winning of the public service innovation competition in East Java has indeed shown progress where all local government institutions, namely Provinces, Municipal and Regency government have always received a place in the top 99 in the period from 2014 to

2021. This progress has the consequence that local governments in East Java can become a barometer of public service innovation in Indonesia, in accordance with previous findings that Java Island is the motor of public service innovation in Indonesia (Pratama, 2019; Muluk, Pratama, & Muzaqi, 2020).

The local government innovation model in the East Java region can be shown through four classifications of innovation comparisons, namely: 1) Comparison of innovation with the character of urban and rural local governments; 2) Comparison of innovation with digital and non-digital types; 3) Comparison of innovation with internal and external innovation types; and 4) Comparison of innovation with independent and cooperative types.

The results of data analysis by looking at the distribution of each classification show that, first, regency governments as representatives of rural governments dominate innovation more than municipal governments as representatives of urban governments. The dominance of regency governments with rural characteristics can have important consequences for the progress of regency government capacity where there has been a capacity gap between regency governments and municipal governments. Municipal governments are considered to have more capacity with better resources and apparatus competencies than regency governments, so it tends to be more difficult to carry out innovation initiatives. Rural governments have a tendency to perform lower than urban governments in various sectors (Imai & Malaeb, 2016; Qin, V.M., McPake, B., Raban, M.Z., et al., 2020).

Second, there are more non-digital or traditional innovations than innovations that use information technology. The consequence of the dominance of public service innovations that apply more non-digital or traditional innovations is the emergence of gaps in conformity with the times and the needs of the community. Whereas the trend should be that local governments are competing to digitize their public services through various concepts such as smart villages, smart cities, and digital governance (McLoughlin, Wilson, & Martin, 2013; Hong, Kim, & Kwon, 2022). However, the dominance of public service innovations that tend to be traditional rather than modern can also be interpreted as indicating that traditional innovations are indeed what society and bureaucracy need rather than modern innovations.

Third, there is a tendency that local governments in East Java focus more on external innovation for the needs of the community than internal innovation for internal needs. Focusing on external or community needs is the main value of public service innovation, so the bureaucracy should solve its own internal problems. The focus of public service innovation is not only internal but also external (Boly et al., 2022). Thus, the flow of resources and apparatus focuses on how to solve public problems in innovative ways. Public trust and satisfaction can increase because innovation is really intended for them rather than the internal bureaucracy.

Fourth, on the other hand, the majority of innovations are also carried out independently but only slightly different from innovations carried out in collaboration with other institutions. Such

internal innovation can also be called in-house innovation or first order innovation (Hartley et al., 2013; Torfing & Triantafillou, 2016). This problem has been identified by Amri (2015) in his study, which found that innovation in the public sector lacks collaboration between sectors. The context of cooperation and collaboration between actors is a common problem in the public sector in Indonesia; therefore, the majority of innovations that are done and executed independently by the bureaucracy can result in the emergence of silo mentality and single-mindedness in solving increasingly complex public problems. Bureaucracies that are difficult to cooperate with and only have a single view on public problems have the risk of decreasing performance because they are unable to allocate shared resources and bring up alternatives to solving public problems that will emerge through discussion and execution initiatives between institutions and sectors.

Conclusion

Crucial progress has emerged in the development of public service innovation in local government areas in East Java so that it can become a reference for best practices in other regions. Public Service Innovation in the Regional Government area in East Java has a model with several characteristics, such as the domination of public service innovation by the Regency government, which represents a rural character. Besides that the majority of innovations are non-digital or traditional rather than innovations that use information technology, public service innovations are also carried out independently without collaboration with

other institutions. The positive side emerged when the Regional Government in East Java focused more on external innovation to meet public needs.

The consequences of the Public Service Innovation Model in Regional Government in East Java show the progress of the Regency Government. The non-digital innovation that is an option needs to be studied further, whether it has an impact according to public needs or needs to be shifted towards the digitalization trend. Besides service innovation, cooperating with other parties needs to be an important choice rather than moving independently to get ideas, resources, and opportunities to solve increasingly complex public problems. The focus on solving public problems is an important characteristic of the Regional Government Public Service Innovation in East Java, which is able to shift from an internal to an external focus.

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