

Transformation of Innovation Values and Culture: Innovation Analysis of Regional Planning System in Special Region of Yogyakarta, Indonesia

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The administration of government and IT-based public services are the main requirements to keep abreast of the times. The maximum application of IT in government is commonly called E-Government. Changing conventional patterns to digital, according to Effendi (2018), not only requires hardware but also requires transformation of organisational values and culture. This paper is the result of research analysing changes in organisational values and culture from conventional work to digital. The research was conducted at the Regional Development Planning Agency (RDPA), Special Region of Yogyakarta (SRY), because it has implemented E-Gov so well that it received several awards. The method used is descriptive qualitative, data collection is carried out by in-depth interviews plus literature review studies. As a result, the transformation of values and culture from manual to e-gov in RDPA SRY uses several strategies. The first time it was done was through an initial discipline to raise awareness of stakeholders both internal and external. That is, the application of the innovation initially made coercion as the first step in changing the old organisational culture to become more innovative. Coercion is carried out formally (above black and white), or informally (moral sanctions). In addition, the application of innovation in RPA SRY cannot be separated from transformative leadership that can foster an innovative culture and customer-oriented (community) needs.

Key words: *Organisational culture, E-government, learning organisation.*

Introduction

Innovation is an idea or creative idea which is then approved and accepted as a new thing and then formed into a product, be it objects, services, technology, or methods. Innovation is

needed for every organisation, both private and public . Innovation in the public sector is now a necessity to make the availability of services increasingly easy, cheap, affordable and evenly distributed. Especially in the era of regional autonomy, it is now expected that each region dares to take the initiative, and is able to make new breakthroughs or make innovations to advance the region. Thus, the government is obliged to provide quality services according to community expectations.

The Special Region of Yogyakarta (SRY) is a developed area in the field of public service reform. The SRY provincial government is trying to develop public bureaucracy to achieve good governance . As a result, the latest data from the Indonesia Governance Index (IGI) of the Government of the Special Region of Yogyakarta Province ranks first with a score of 6.80. IGI is a measuring tool to see the performance of governance in the regions. The Indonesia Governance Index looks for data on: (1) Profile of each province's governance performance, (2) Ranking of all provinces; (3) Ranking of provinces based on arenas of governance; and (4) A wealth of data on governance related issues. Measuring instruments used in accordance with the Good Governance concept are transparency, rule of law, participation, accountability, effectiveness, and efficiency. Of the five indicators that received the highest score, the first was participation and second was transparency. Public service innovation is also growing rapidly in SRY, especially in the city of Yogyakarta. The National Institute of Public Administration (NIPA) has entrusted the City of Yogyakarta to become a regional innovation laboratory because it has succeeded in offering as many as 120 innovations. In addition to the city of Jogja, the Gunung Kidul Regency and the Kulon Progo Regency have made many innovations and received awards from the Ministry of Administrative Reform and Bureaucracy Reform (MENPAN-RB), included in 99 public service innovations in Indonesia.

From the data above, it appears that the SRY provincial government is serious in implementing the principles of good governance. According to Osborn and Gabler (1992), the main thesis of the Good Governance discourse is twofold. The first is the involvement of stakeholders in running the government, that is divided into State, Private, and Civil Society. The second is about the principles of good governance, namely: commitment, transparency, accountability, participation, rule of law, and social justice.

The improvement of public services and innovation in the bureaucratic body of the SRY provincial government is inseparable from the availability of good data and information so that development planning and policies are right on target. Willam Dunn (2003), clearly emphasises the importance of information. Understanding policy issues requires information about the conditions that precede the problem. Dunn further emphasised that inadequate or wrong information can produce fatal errors. The SRY Provincial Government seems to well understand the importance of data and information (both from within and outside the



organisation). After the 2006 earthquake that struck Jogja, the government immediately took a stand to rebuild Jogja as quickly as possible. Development must be based on valid data and involve the community. So the provincial government of SRY works through the Regional Development Planning Agency to innovate in regional planning information systems.

SRY Regional Development Planning System Innovations

The provision of data and good communication to the community makes the SRY local government transparent and accountable. The public can provide policy-related advice as well as criticism and advice to the government through a planning application that can be accessed online. Electronic Government (e-gov) is not a new concept in Indonesia; it began to be implemented starting in 2006, after Presidential Decree No.20 of 2006. According to Heeks (2001), E-Government was born because of the information revolution and the government revolution. According to Presidential Decree No. 20 of 2006 E-Government is the use of information and communication technology in government processes to improve efficiency, effectiveness, transparency, and accountability in governance. For the implementation of E-Government, the six major pillars are emphasised, namely: Planning (Technology Blue Print), Infrastructure (Hardware System and Networking), Application Systems (Software system), Procurement, Human Resources (Training and Procedure), and System Integration (System Integrator). In addition to these technical matters, it certainly requires creative ideas and synergy between institutions. The Regional Planning Information System Application contains the data of the DIY provincial development, and there is an evaluation column from the community. These innovations are manifested in the service products of RDPA Special Region of Yogyakarta, namely: Planning Applications, Data, Regional Spatial Meta Data, APBN Monitoring and Evaluation, Performance Accountability System of Government Agencies and APBD Money, Spatial Information System Information.

Figure 1. RDPA SRY Data Innovation Products

Produk Bappeda

Produk Bappeda adalah beberapa produk yang dihasilkan oleh Bappeda Daerah Istimewa Yogyakarta yang digunakan untuk mendukung sarana & prasarana guna membangun perencanaan Daerah Istimewa Yogyakarta sehingga menjadikan Daerah Istimewa Yogyakarta sebagai Daerah yang maju dan memiliki perencanaan yang baik.

Aplikasi Perencanaan

Sistem Informasi Perencanaan Pembangunan Daerah (SIPERDA) adalah sebuah alat penyusunan RKPD s/d KUA PPAS kabupaten/provinsi agar dapat terselesaikan dengan mudah, cepat, tepat dan sesuai dengan arahan yang terkandung dalam Permendagri 54 th 2010. Dengan adanya alat bantu SIPERDA, BAPPEDA dapat ...

Selengkapnya

Kunjungi Sistem



Dataku

Untuk menentukan arah dan kebijakan pemerintah harus didukung dengan data yang valid, up to date (terkini) dan dapat dipercaya sumbernya. Pemerintahan yang berbasis data akan memberikan pelayanan kepada masyarakat secara optimal. Namun untuk mendapatkan data yang akurat dan up to date merupakan ...

Selengkapnya

Kunjungi Sistem

Meta Data Spasial Daerah

Pengembangan e-government merupakan tuntutan untuk semua Instansional pemerintah di Indonesia. Penyediaan informasi yang handal, terintegrasi dan ramah pengguna merupakan suatu keharusan dalam mendukung e-government. BAPPEDA yang merupakan Insitusi di Propinsi Daerah Istimewa Yogyakarta mempunyai ...

Selengkapnya

Kunjungi Sistem



Monitoring dan Evaluasi APBN

Aplikasi Monev APBN adalah sebuah aplikasi yang menyediakan laporan akuntabilitas kinerja instansi pemerintah, yang berisi tentang informasi-informasi dan rancangan program-program masing-masing bidang instansi pemerintahan daerah DIY. Untuk menggunakan aplikasi ini, pengguna diharuskan ...

Selengkapnya

Kunjungi Sistem

Sistem Akuntabilitas Kinerja Instansi pemerintah dan Monev APBD

Aplikasi Monev APBD adalah sebuah aplikasi yang menyediakan laporan akuntabilitas kinerja instansi pemerintah, yang berisi tentang informasi-informasi dan rancangan program-program masing-masing bidang instansi pemerintahan daerah DIY. Untuk menggunakan aplikasi ini, pengguna diharuskan ...

Selengkapnya

Kunjungi Sistem



Sistem Informasi Penataan Ruang

Sistem Informasi Penataan Ruang adalah sebuah sistem yang berfungsi sebagai media untuk berkoordinasi stakeholder penataan ruang di DIY, sebagai tool untuk berkoordinasi dalam penataan ruang SIPR didesain memiliki fungsi-fungsi yang mengadopsi fungsi-fungsi Sistem Informasi Geografi ...

Selengkapnya

Kunjungi Sistem

The six programs above provide data on SRY regional development planning and local financial reports. This is one program that supports the eradication of corruption with budget transparency and program activities. In this case, the RDPA SRY shows its innovation in providing two-way communication space for the community to actively participate in developments by providing feedback columns that can be filled by the community.

The Provincial Government of the Special Region of Yogyakarta through Regional Development Planning in providing data and increasing public participation is quite innovative. While other regions still use conventional methods of data collection and appearance, Bappeda SRY is able to maximise the use of information technology in

providing services. It is not easy to change bureaucratic behaviour in order to make it effective, efficient, and innovative. Moreover, the special region of Yogyakarta still uses a special government system. Of course decisions and policies are still centralised by the sultan. It turns out that innovation in the regions of SRY actually shot away leaving other regions. Providing data with the integration of all agencies and work units is not an easy job. How to change the old habits of slow bureaucrats, red tape, and sectoral egos into an integrated and innovative unit is certainly not an easy thing. With the existing problem base, the writer needs research on how RDPA SRY can innovate the Regional Planning Information System Development to increase transparency, participation, and integration of all stakeholders. What strategies are used to transform the value and culture of innovation across the RDPA SRY innovation sector?

Literature Review

Innovation Culture

Changing the old culture to being innovative is an obligation of every organisation, both private and public. Peter Drucker (2002), says that innovation is changing and creating new dimensions in service. It clearly requires that innovations by public organisations must be based on improving service quality. Paying attention to the environment to create change is an absolute thing to do. According to Vigoda Gadot (2005), innovation in the public sector must learn from the private sector in order to be able to compete globally, but it does not have to kill the substance of the public organisation itself. Public sector organisations must realise that only with innovation, can they grow and develop, but cannot be separated from the analysis of the interests that are in it. This is what is trying to be applied by RDPA SRY - how to adopt IT developments such as private organisations so as to be able to create optimal services. Indeed, there are always shadows that haunt public organisations to innovate (Barsoux et. Al, 2011). The myth in innovation efforts must indeed be destroyed so that organisations advance.

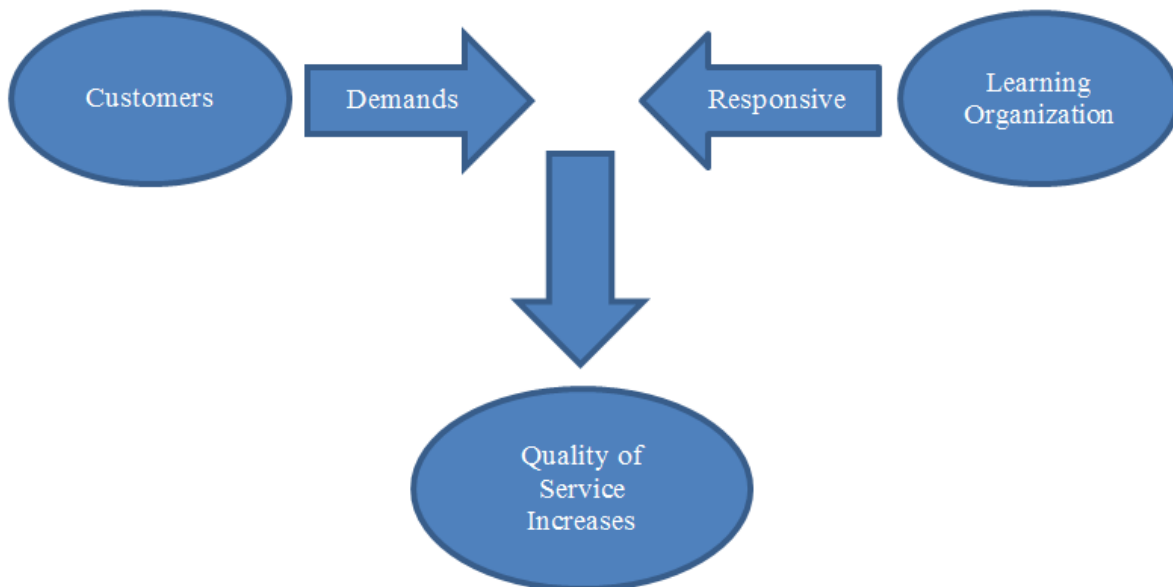
Learning Organisation

Innovation is an obligation to enable every organisation to compete in the present. With the development of the existing community demands, maximum service from the organisation so that a breakthrough is needed so that community satisfaction can be achieved. In the Benefiting from Public Sector Innovation article: “The Moderating Role of Customer and Learning Orientation,” explained there are several factors that explain why innovation can affect public services, namely: (1) The generation of new products, services, and processes (Walker, 2008), and (2) Strengthening organisational ability to learn from new external knowledge (Cohen and Levinthal, 1990, 128). There are two categories of innovation. The first is innovation from within the organisation, and the second is innovation by adopting

from outside the organisation. The focus of the research from the first article is how to build innovation from within the organisation and how to adopt innovations from the outside and implement them according to organisational requirements. Innovation itself is related to the process of innovation activities and the results of innovation. Innovation activities are categorised as innovation adoption (including identification, acquisition and implementation of new product development, services and processes that originate from outside), and innovation generation (innovation-generating) (the opposite of adoption of innovation, which involves developing ideas internally, and the results of innovation can be implemented in internal organisations or external organisations).

For an organisation to be adaptive to customer demands, the organisation must have a learning organisation. Learning orientation refers to an organisation's commitment to learning, that is, the extent to which an organisation places value on learning (Sinkula, Baker, and Noordewier, 1997). The dynamic nature of customers requires organisations to continue learning and keep abreast of developments. Learning can be drawn from other organisations (benchmarking) or from the experiences of organisations from other areas that first apply an innovation. From the results of the research conducted in the first article it was concluded that organisations with high learning orientation had a positive effect on innovation and service quality. In organisations that are oriented to learning, there is a two-way dialectic, demands from customers and responses from within the organisation.

Figure 2. Dialectics of Learning-Oriented Organisations and Customer Needs



Broadly speaking, there are two variables in making an organisation innovative, namely:

1. Process / structural factors. The variables most often used in innovation studies include: formalisation, centralisation, professionalisation, specialisation, organisational size and resources, slack, complexity, administrative intensity, external communication, internal communication, and vertical differentiation (Damanpour 1996; Kimberly and Evanisko 1981; Meyer and Goes 1988).
2. Human factors. While the majority of innovation studies have focused on structural variables as predictors of innovation, researchers increasingly recognise the role of human factors in influencing innovation. A number of theorists and researchers argue that leadership is the most important influencing innovation (Hofstede et al 1990; King 1990; Schin and McClomb 1998), followed by mastery of the duties of the executive director and the strength of the organisation's culture.

Learning conducted by organisations leads to innovation inside and outside. Organisations can be learning-oriented if they have transformational leaders who make all members of the organisation able to respond to developments that are outside (bottom-up). Whereas creating a customer-oriented organisation requires centralisation, in order to be directed to be customer-oriented by the leader of the organization.

Research Methods

The methodology used in this research is descriptive qualitative. The approach used is analysing the problem using the theoretical framework of Learning Organisation and Innovation Culture. Data collection was carried out by in-depth interviews with the Head of RDPA SRY and five leaders under it. In addition to enriching the data, an analysis of related documents and literature was conducted. Field research was carried out over a period of four months.

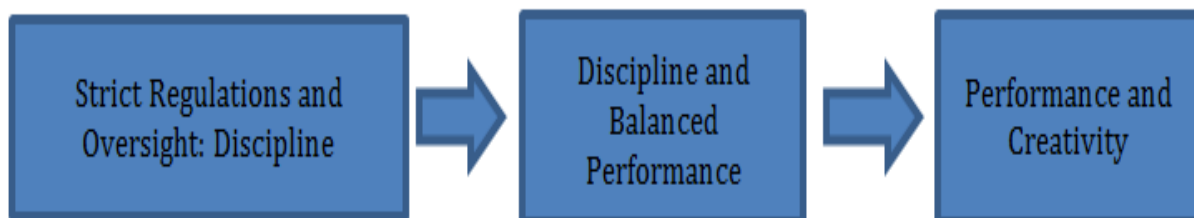
Results and Discussion

Transforming Values and Culture from Manual to E-Gov RDPA SRY

Creative and innovative behaviour is formed over time. There are always shadows that haunt public organisations in ways that may prevent innovation. Changing habits from manual activities to E-gov requires a transition of values, habits and culture that is not easy. In addition to the problem of adaptation to technology, according to Tavip, it is also difficult to apply employee discipline to encourage willingness to follow developments, in the Jogjaplan program for example. Discipline of all stakeholders for data input is needed so that the available data is always updated according to the initial purpose. Peter Drucker explained that the most important aspect from an innovative organisation is the readiness of HR in the

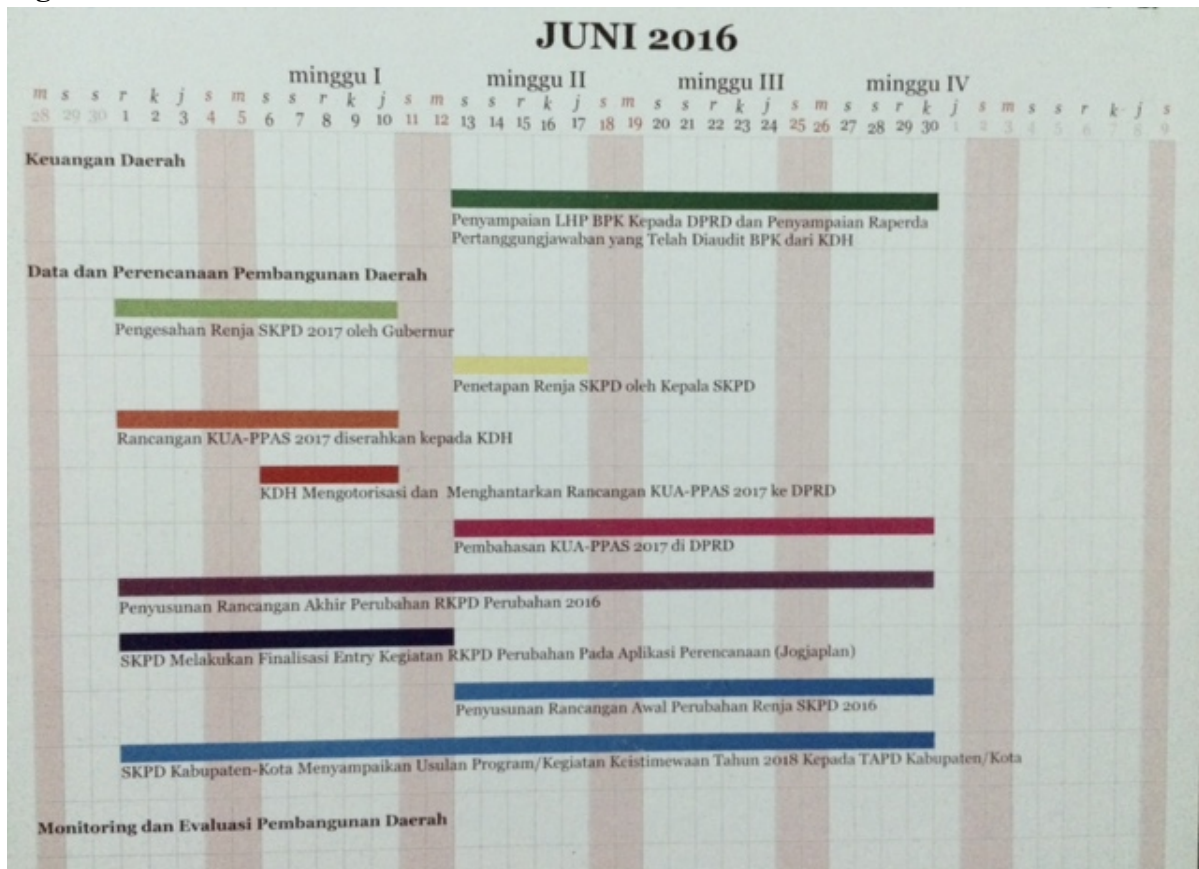
rganisation. In encouraging the success of Jogjaplan, RDPA SRY applies a pattern of discipline at the beginning by making strict rules and carrying out supervision. Tavip made coercion the first step in changing the old organisational culture to become more innovative. With coercion in the form of strict rules and supervision, discipline is expected to become a habit. The next phase is that members of the organisation are given full freedom to encourage creative ideas to emerge. Pak Tavip explained that in public organisations it is difficult to encourage members to be creative. So there should be not surprise if the first step taken is to make strict rules and supervision. Empirical facts carried out by RDPA SRY to create innovative culture in his organisation invalidated David Garvin's theory, which states that a culture of innovation can be formed if the organisational environment is not restrained. According to Tavip, without coercion it is difficult for public organisations to introduce change, because they have been trapped in a comfort zone for a long time.

"It's hard to expect change to occur naturally, because in public organisations people tend to be reluctant to develop due to lack of competition. I can say it has become a comfort zone. So in my opinion in the beginning there needs to be "coercion" so that they can be disciplined first. For performance issues, the only important thing is discipline. Well after the new discipline is somewhat relaxed and pay attention to performance. Furthermore, only prioritising employee performance and creativity. This applies internally to my organisation and other organisations when it comes to jogjaplan. "



Strict rules and supervision are also applied in external RDPA organisations related to the running of jogjaplan. Because the jogjaplan program requires data from other agencies, commitment, contribution and synergy from all organisations involved are needed. The first strategy undertaken by RDPA SRY to encourage other organisations to change is also by force. Coercion itself according to Tavip is carried out by two methods, formal and informal. Formally, legislation was made to legally regulate Jogjaplan and an MoU to maintain commitments with other agencies. In maintaining administrative continuity and order, RDPA SRY provides a calendar that is equipped with a timeline schedule.

Figure 2. Time Schedule in RDPA SRY calendar



"So with a calendar that has a schedule that is required, there is no reason like forgetting the deadline schedule to do it, because there used to be a lot of reasons claiming that deadline for input data were forgotten. The reason is a classic reason, especially in programs that are not related to budget disbursement, certainly many are delayed. Now, we can see in the application, which agencies do not have input data yet, now we will issue a reprimand if the limit is not yet input "

Informal coercion is imposed morally. Although written and formal rules have been made on how to collect data with input directly to the application, at first many agencies still submitted raw data (hardcopy) to the RDPA office. To maintain the continued commitment and implementation of Jogiaplan, the RDPA refused manual files. Like it or not, agencies must input online without tolerance. There is also no time tolerance, so that everything goes according to the timeline. Tavip explained, in a coordination meeting between agencies and organisations under it, that it would be announced which agencies were late in inputting data. Also, allusions were made at the meeting. This was done so that it became a deterrent effect, and delays would not be repeated again. The satire, according to Tavip, can also foster positive competition between agencies. So the service is competing to be the most orderly

and obedient. David Garvin explained that in order to foster an innovative culture it must be supported by a supportive environment.

Leadership That Fosters Innovative Culture

In addition to structural factors, leadership is an important factor in fostering organisational culture. Researchers give questions related to why in Jogja, which with a semi-feudalism system, even its public organisations have the most innovation in Indonesia. The National Institute of Public Administration (NIPA) has entrusted the City of Yogyakarta to be a regional innovation laboratory. The city of Yogyakarta became an innovation laboratory because it managed to offer as many as 120 innovations.

In addition to the city of Jogja, Gunung Kidul Regency and Kulon Progo Regency also made many innovations and received awards from the Ministry of Administrative Reform and Bureaucracy Reform (MENPAN-RB) included in 99 public service innovations in Indonesia. At the same time the latest data from the Indonesia Governance Index (IGI) of the Government of the Special Region of Yogyakarta Province ranks first with a score of 6.80.

Visionary Leadership Style

The *Sultan*, who is the leader of the Special Region of Yogyakarta Province is able to foster a culture of innovation within the SRY public organisation. According to Tavip, the Sultan, who was still strongly influenced by his Javanese culture and customs, often used philosophical words. Tavip gave an example: in 2013 SRY participated in an innovative government competition and took second place nationally. The Sultan, in giving input related to "failure" in the competition only said: Jogja next year must be first place in terms of public service innovation, without being given information or technical explanations. Here what is interesting, according to Tavip, is that philosophical words like that require subordinates to interpret them and creative thinkers to realise them. The Sultan never restrained his subordinates by giving detailed instructions. This is what gives rise to innovative culture at the bottom level. The Sultan gives freedom in making important innovations that are still in accordance with the objectives to be achieved.

What was carried out by the Sultan was in accordance with the theory of visionary leadership. The leader gives an overview of the goals to be achieved, and frees his subordinates to innovate. According to David Pottruck in the book *Leading Innovations*, inspiring leaders implement company beliefs and company values. A culture that promotes high performance and innovation at all levels is more important than a single business plan. When a leader creates the right culture, he has provided a competitive and long-term organisation. Innovation not only provides energy and inspiration but is also fun.



Conclusion

Innovation is needed by public organisations, especially concerning the developments of the times and technological advancements as they are today. SRY Government is committed to continue to implement innovations in its organisation to meet the needs of the community as well as the functions of public organisations, namely by providing public services optimally. One of them is interpreted through RDPA SRY. By utilising information technology, RDPA SRY made a Regional Planning Information System innovation consisting of several innovation products, including: Jogjaplan, Dataku, Regional Spatial Metadata, Monev APBN, Monev APBD, and Spatial Information System Information. The Regional Planning Information System Innovation involves all relevant stakeholders, namely RDPA and related agencies, as well as SRY, community and private government agencies.

In the process of innovation, there is a transformation of values and culture from manual to e-gov in RDPA SRY. RDPA SRY aims to encourage the success of innovation, both from internal and external organisations, applying a disciplinary pattern at the beginning to raise awareness of the relevant stakeholders. That is, the application of the innovation initially made coercion as the first step in changing the old organisational culture to become more innovative. Coercion is formally carried out (above black and white) or informally (moral sanctions).

The application of innovation in the RDPA SRY is inseparable from leadership, which can foster an innovative culture. Where leadership, both from the Governor of SRY to his subordinates, and from the internal RDPA SRY to his subordinates promotes transformational leadership that can foster an innovative culture and is oriented to the needs of customers (the community).



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