

## **Education Policy Innovation in Dynamic Governance Perspective in North Luwu District Education Programs**

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### **Abstract**

Innovation and policy are two terms that complement one another in the public sector. In identifying the topic of Education policy innovation from the perspective of dynamic governance regarding the PNS teacher distribution program and Sarjana Mengajar program in North Luwu Regency on empirical, policy, and theoretical issues through initial observations. The researcher explained, as mentioned in previous research, related to policy innovation in regional administration. This research aims to analyze Dynamic Governance's role in policy innovation in improving the quality of education in remote areas of North Luwu Regency. This study used a qualitative research approach with a case study approach. This study found that the civil servant teacher distribution program proportionally and the Sarjana Mengajar program were strengthened by Regent Regulation No. 28 of 2012 & Regent Regulation of 2017 No. 1 concerning the Sarjana Mengajar program. The placement of civil servant teachers has been determined according to regulations. The role of the leader in the success of the Sarjana Mengajar program and the distribution of teachers is critical to the success of policy innovation. Furthermore, organizational culture principles on guidelines for actions based on values, beliefs & integrity. The organizational culture in carrying out the PNS teacher distribution program and the Sarjana Mengajar program for the distribution of non-ASN teachers must have strong integrity so that the education budget can be distributed well, and transparency must be empowered so that the openness of the use of the budget is evident to the community.

**Keywords:** Policy Innovation, Dynamic Governance, Education Program

### **Introduction**

In the public sector, innovation and policy are two terms that complement one another. Innovation comes as a new product, and its nature replaces the old method. It is the same with the nature of the existing policies to replace the old policies. In terms of content, this means that every policy must, in principle, contain new innovations. Policies that do not contain new or replace old ones are non-functional. In mixing the phrase innovation with policy, there are three types of interaction between innovation and policy (Sørensen, 2016) which are: Policy innovation: new policy direction, and initiatives (policy innovation). This means that every (public) policy issued must, in principle, contain something new.

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In this regard (Berry & Berry, 2019) explain that the spread of policy innovation occurs concerning two important determinants: internal determinants and regional diffusion. What internal determinants mean is the social, economic, and political characteristics of a country that determine its innovativeness. While regional diffusion is the possibility of a country adopting specific policies is higher if neighboring countries have adopted these policies. An illustrative example of internal determinants that cause policy innovation is socio-economic changes in the country, public demonstrations, and political instability that forces fundamental policy changes concerning the public interest (Kammerer & Namhata, 2018).

Regional Diffusion occurs when neighboring countries or other countries implement specific policies we imitate. For example, in terms of traffic policies, in Malaysia, it is mandatory to turn on the lights for motorcyclists to reduce the number of accidents (Zhu, 2017). This policy was later imitated by Indonesia, especially in several big cities, with the expected result of reducing the number of traffic accidents. Thus, policy innovation may occur because of one of these two factors, or it may also occur because of these two factors. However, in many cases, policy innovation is driven by the internal and external factors mentioned above (Suwarno et al., 2016).

In particular, according to Walker Tyran & Sausgruber, (Sholeh et al., 2019) “Policy innovation is a policy which is new to the states adopting it, no matter how old the program may be or how many other states may have adopted it”. What is meant by policy innovation, according to Walker, is a policy that is new to the country that adopts it, regardless of how old the program is or how many other countries have adopted it.

In identifying the topic of educational policy innovation in a dynamic governance perspective (Tracey & Köster Florian, 2017) regarding the distribution program of PNS teachers and Sarjana Mengajar programs in North Luwu Regency on empirical problems, policy problems, and theoretical problems through preliminary observations the researcher explained. As mentioned in previous research related to the topic of policy innovation in local government, the program for the proportional distribution of civil servant teachers and the Sarjana Mengajar program in North Luwu Regency can be understood as a policy innovation to address educational problems that exist in remote areas in North Luwu Regency. Education policy innovation in North Luwu Regency was strengthened by the issuance of Regent Regulation No. 28 of 2012 concerning the Proportional Distribution of Teachers and North Luwu Regent Regulation No. 1 of 2017 concerning guidelines for determining non-civil servant teachers for Sarjana Mengajar programs in remote areas. In addition to the Regent's regulation, the policy was also strengthened with the issuance of Regional Regulation Number 4 of 2010 concerning the Implementation of Free Education and Regional Regulation Number 4 of 2012 concerning the organization and work procedures of the North Luwu Regency Regional Office. North Luwu Regency Regional Regulation Number 4 of 2012 Chapter III Part One Article 3 concerning Main Duties and Functions, the Education Office has the task of carrying out some of the authority of regional government affairs based on autonomy and assistance tasks in the education sector which become the responsibilities and authorities that are based on laws and regulations.

In Article 4, regarding the implementation of the tasks referred to in Article 3, the Education Office has the following functions: a. Formulation of technical policies in the field of education based on statutory provisions; b. Implementation of government affairs and public services in education; c. Guidance and implementation of tasks under the scope of duties and authority; d. General administration management includes management, finance, personnel,

equipment, and tools; e. Management of Service Technical Implementation Units; and f. Implementation of other tasks given by the Regent according to his duties and functions.

With Regent Regulation No. 28 of 2012, including by a decree forming a technical team to compile technical guidelines (Juknis) for Proportional Teacher Distribution and North Luwu Regent Regulation No. 1 of 2017 concerning guidelines for determining non-PNS teachers for Sarjana Mengajar programs in remote areas. The issuance of this Regent Regulation is a strong commitment from the Government of North Luwu Regency to carry out the Proportional Distribution of Teachers as an elaboration of Regional Regulation No. 4 of 2012 and the Joint Decree of 5 Ministers concerning the Arrangement and Equalization of PNS Teachers. North Luwu Regency was one of the first regions to issue a Regent Regulation for the Proportional Distribution of PNS Teachers. With several regulations stipulated by the government of North Luwu Regency, the government is obliged to implement policies related to innovation in the field of education, which have redistributed PNS and Non-PNS Teachers to schools with a shortage of teachers in North Luwu Regency.

Regional Innovation is all forms of renewal in the administration of Regional Government (Camagni & Capello, 2017). According to the Government Regulation of the Republic of Indonesia Number 38 of 2017 concerning regional innovation, Regional Government is the implementation of Government affairs by the Regional Government and strengthened by Law no 23 of 2014 concerning Regional Government (Soesanto, 2017). With this stronger legal basis, innovation is no longer mistakenly perceived as a deviation from specific rules and is not seen as a personal initiative of a leader. Innovation will be encouraged to become a necessity (if it has not become an obligation) and an integral part of the local government administration system. Educational services are a realm that cannot be separated from the influence of globalization which is currently a trend (Shobaki et al., 2017), developed countries have developed sophisticated technology in the world of education to serve the community.

## **Research Method**

This study uses a qualitative research approach that is descriptive qualitative. In this qualitative descriptive research, the case study method or approach. One of the reasons for using a qualitative approach in this study is based on Lincoln and Guba's explanation in (McInnes et al., 2017) that qualitative research or naturalistic inquiry is a method of research intended to understand actuality, social reality, and existing human perceptions. The focus of this type of qualitative research is closely related to the formulation of the problem because the research problem is a reference in determining the research focus. However, the research focus may develop according to the research problem situation in the field. According to (Susilo, 2017) According to (Susilo, 2017), through determining the focus of research, there are two things that researchers achieve: (1) limiting the study to be able to limit the field of research (inquiry); (2) researchers know for sure that the data that has been collected is relevant and supports the research focus. Determination of the location and research sites was carried out purposively because North Luwu Regency was formed based on Law Number 13 of 1999 concerning establishing a level II region of North Luwu. To optimize government administration, improve services to be more effective and efficient, and expand the reach and quality of public service. North Luwu Regency is part of the territory of the South Sulawesi Province and is within the framework of the Unitary State of the Republic of Indonesia.

In this study, supporting data was obtained from the site <https://disdikbud.luwuutarakab.go.id/>. North Luwu District Education Office and remote sub-districts in North Luwu have responsibility for implementing local government in North Luwu. This location is where the author conducts research directly. Because there are interesting things, the reason for this research is that it has an impact on the shortage of teachers/teaching staff, the number of children dropping out of school has increased, the level of community education is still lagging, inadequate facilities & infrastructure in the learning process and the large number of unemployed graduates of education who are not getting a job.

This research was obtained by direct observation of the research area and through direct interviews (Face to face) using a tool in the form of a set list of questions that had been prepared in advance or often called an interview guide. The in-person interviews were conducted with respondents at the North Luwu Regent's office, the Head of the North Luwu Regency Government Education Office, government staff related to the program, as well as community leaders. Furthermore, those who were considered to have the information needed for research and had access to research objects such as inputs and outputs from the PNS Teacher Distribution program proportionally in North Luwu Regency. This study was obtained through documents regarding the data needed to complete the research at BPS and sourced from books, mass media, electronics, the internet, journals, and photo documentation.

## **Results and Discussion**

### ***Overview of Research Location***

North Luwu Regency was formed based on Law Number 13 of 1999 concerning the establishment of level II North Luwu regions to optimize government administration, improve services to make them more effective and efficient, and expand the reach and quality of public services.

The Human Development Index (HDI) describes how the population can access development outcomes by obtaining income, health, and education. UNDP introduced HDI in 1990 and published it regularly in the annual Human Development Report (HDR). HDI is formed by 3 (three) basic dimensions: Longevity and healthy living, knowledge, and a decent standard of living. One of the main factors for a country's development success is the availability of qualified and sufficient human resources (HR). Referring to the mandate of the 1945 Constitution amending article 31 paragraph 2, through education channels, the government consistently seeks to improve the human resources of the Indonesian population. The 6-year and 9-year compulsory education programs and various other supporting programs are part of the government's efforts to improve human resource quality. These programs will create resilient and ready-to-compete human resources in the era of globalization, especially the newly enacted era of the ASEAN Economic Community (AEC). The improvement of human resources is currently more focused on providing educational opportunities for the school-age population (aged 7-24 years) without exception. The availability of educational facilities, both facilities and infrastructure, will significantly support the improvement of the quality of education. This civil servant teacher (PNS) distribution program and Sarjana Mengajar program can answer the problems that occur and create jobs for people who have not found jobs, especially basic education graduates.

### ***Education Policy Innovation in the Proportionate Distribution of Civil Servants Teacher Programs and Sarjana Mengajar Programs***

This section will outline how Education policy innovations are implemented in North

Luwu District (Wang & Yeung, 2019). Education in the form of the distribution of civil servant teachers in a professional manner and undergraduate programs teaching remote areas is taking place today. Educational policy innovation relates to the vital role of regional heads and local government officials. Regarding implementing the distribution program for civil servant teachers and Sarjana Mengajar in implementing educational policy innovations with several indicators to determine research results, there are three parts: leadership, budgeting and human Resources (Torfing & Ansell, 2017). Meanwhile, from the perspective of dynamic governance, there are two indicators: cultural and capability dynamics. In this study, data on leadership includes two indicators: leadership and subordinate transactions and commitment. Based on the data of leading researchers in this innovative leadership spirit, leadership plays a vital role in the organization. The resources determine the success or failure of an organization or government institution in the organization. In addition, an essential factor is a leading factor to lead the organization for the better. The innovation process of education policy in North Luwu Regency also refers to regional regulation (perda) no. 4 of 2012, regional regulation no. 20 of 2016 and regent regulation (perbup) no. 28 of 2012 and no. 1 of 2017, and Regulation of the Minister of Education and Culture (permendikbud) no. 12 of 2018, which discusses the targets, policy directions and strategies for increasing innovation and technology capacity in the field of education. The implementation of the policy is described along with the Program Targets (SP) and Program Performance Indicators (IKP) within the Ministry of Education and Culture. Primary and secondary education programs aim to implement 12-year compulsory education following institutional duties. The North Luwu District Education Office has the primary duties and functions in the field of education as stated in the North Luwu Regency Regional Regulation Number 4 of 2012 Chapter III Part One Article 3 concerning Duties and Function of the North Luwu District Education Office. The main task in question is to carry out part of the authority of local government affairs of North Luwu Regency based on autonomy and assistance duties in the Education Sector, which are their responsibility and authority based on laws and regulations. In addition, with the main tasks and functions that focus on the formulation of technical policies, services and guidance in the field of education, including primary education, upper secondary and vocational education, as well as nonformal and informal education, there are several problems in the field of education.

***Dynamic Governance plays a role in educational policy innovation, proportional distribution of civil servant teachers and Sarjana Mengajar programs***

Neo and Chen introduced dynamic governance (Novianty et al., 2018) to answer the reality of how complex public administration problems are, especially those related to future situations. Changes that occur in public organizations need to respond proactively by creating various innovations to solve problems and dynamic public interests. Thus, dynamic governance can briefly be interpreted as the ability of the government to continuously adjust policies, institutions, and structures that adapt to various changes and uncertain situations to remain relevant to achieve long-term interests under the demands and needs of society. In Indonesia's public administration context, the long-term goal of the bureaucratic reform agenda is towards a dynamic government in 2025 (Faedlulloh et al., 2021). Therefore, understanding dynamic governance is an urgent agenda for bureaucratic improvement in Indonesia. However, amid public organizations in Indonesia considered rigid, complicated and inefficient, dynamic governance ideas and practices face enormous challenges. Because the implementation of dynamic governance needs to be supported by outstanding political commitment and an intense atmosphere of cultural change, the Indonesian government must be able to get out of the anti-change establishment.

### ***Cultural Dynamics (Organizational Culture)***

The government has begun to think seriously about updating various outdated regulations. For public organizations not to stutter against the changes present, dynamic capabilities and bureaucratic culture are needed to become the fulcrum of movement in government. Neo and Chen (Wiyani et al., 2019) referred to the bureaucratic culture as integrity, incorruptibility, meritocracy, market, pragmatism, multiracialism, and culture. All are known as state activism, long-term, relevance, growth, stability, prudence and independence. Paradigmatically, this bureaucratic culture can be an adaptive representation of shared learning to translate the problems faced by the government. Experiences in the learning process are shared and transformed into mental models of organizations.

This cultural change is necessary to carry out institutional changes that will be an essential factor in influencing decisions in formulating public policies that are adaptive to changing situations (Varnum & Grossmann, 2017). However, admittedly, some of these organizational cultures are still rare in the bureaucratic body in Indonesia. The dynamic abilities include thinking ahead, thinking again, and thinking cross. Both of these elements must be sustained by capable people and agile processes and influenced by future uncertainties and external practices. Thinking ahead is the capacity of public officials and public organizers to formulate future conditions that may impact an institution. With this capability, the government is obliged to proactively identify environmental factors by making adaptive policy alternatives to provide opportunities for the community to be able to overcome threats that may exist in the future. The capacity to think ahead encourages the government to review ongoing policies and strategies, update targets and objectives, and develop.

Therefore, through forethought, the government and stakeholders need to think in order to be able to see a more rational future development agenda, not just jargonistic expectations strategically. Through thinking ahead, all parties train themselves diligently to explore the signals to come so that we are more sensitive to threats and obstacles that will be passed in the future. Furthermore, thinking again is the ability to open up to a comprehensive look at the policies that have been implemented to be evaluated and redesigned to improve quality, improve policies and maximize the achievement of goals.

When viewed from the development of resources in education, it is strongly influenced by external and internal factors regarding the current socio-cultural, economic, technological, and political conditions. The social, cultural and environmental conditions that will affect education development in the next five years include the increasing population, placing North Luwu in an increasingly important position in the global arena (Patlasov, 2017). The impact of this growth on all human life, from issues of survival, food, health, welfare, security, and education, demands to provide adequate services as mandated by law to the fulfillment of people's basic rights. Another factor is the high gap between genders, between rich and poor people, between urban and rural areas, and between developed and underdeveloped areas, all of which affect educational development. Therefore, it needs to be supported by preparing a skilled and adequate workforce by having hard skills balanced with soft skills. Likewise, technological conditions, especially the ICT literacy gap between regions, demand mastery and application of science and technology to face global demands.

### ***Results of Policy Innovation with Dynamic Governance in the Proportionate Distribution of Civil Servants Teacher Programs and Sarjana Mengajar Programs in Remote Areas of North Luwu Regency***

Policy innovations carried out in North Luwu Regency Education renewal is designed through education policies under the Minister of Education and Culture No. 12 of

2018 concerning strategic plans for the development of Education in Indonesia. Implementation of policy innovations in increasing efficiency, effectiveness, and significant quality in facing problems by looking at the quality of education services and teacher distribution in the field of education following Minimum Service Standards and in support of the dynamics of capability, namely Thinking Ahead Ability in Increasing the Participation and Sustainability Rate of Primary & Secondary Education, Thinking Ahead Ability in Increasing the Participation and Sustainability Rate of Primary & Secondary Education and Thinking Again Ability in the Implementation of Main Duties, Functions and Roles in Improving the Quality Assurance of Education Services. Dynamic governance achieves current and future relevance and effectiveness through policies adapting to changing environments (Morowitz, 2018). Policy adaptation is a passive reaction to external pressures and a proactive approach to innovation, contextualization, and execution. Policy innovation means that new and fresh ideas are tried and incorporated into policy to achieve better and different outcomes. These ideas are contextually designed into policies so that citizens will appreciate and respond well to them. However, it is not only about new ideas and contextual design but also implementing policies that make dynamic governance a reality (Elrehail et al., 2018).

By thinking ahead, the government must sufficiently distribute teachers, both civil servants and non-civil servants, to fill the vacancies of teachers in remote areas and solve education problems. In 2015, especially for Early Childhood Education (PAUD), the GER in the 2011-2015 RPJMD was set at 70.42%, but only 25.94% could be realized (Sasongko et al., 2019). The non-achievement of ECCE APK is due to (1) the uneven distribution of ECCE institutions in all sub-districts and villages. The non-achievement of APK PAUD is due to (1) the uneven distribution of PAUD institutions in all sub-districts and villages. The presence of PAUD is generally far more numerous in district capitals or residential areas with a large population. Therefore, residents from several sub-districts and villages with no PAUD institutions have difficulty accessing the APK due to the distance factor, which requires time and money. (2) The view of some parents is that they tend to send their children directly to elementary schools because PAUD institutions require high costs. The APM for elementary schools in 2015 is targeted to have reached 75.60%, and in the same year, 76.32% has been realized. However, this realization rate still needs to be higher, considering that the APM criteria should ideally be 98.00% or the APM should not exceed the 100% mark. The reason why the APM for the elementary level does not meet the target is due to a large number of people outside the school age for elementary schools (< 7 years) or not until the age of 7 years has been schooled at the elementary level. Therefore, the APK for the elementary level has almost reached 100%, which is 89.30%. The low equity of learning opportunities (equity) is accompanied by the large number of students dropping out of school, as well as the large number of graduates who do not continue to higher education levels due to cost factors and geographical factors in the region/region, especially those that are included in the 3T areas.

### ***Education Policy Innovation Model in North Luwu Regency***

Law No. 25 of 2004 concerning the national development planning system (SPPN Law) requires citizen participation in policymaking so that community needs are met and there is no political interest in the executive and legislative policies. Therefore, the innovation that emerges is integrating the mechanism of citizen participation in the policy formulation process. Policy to foster innovation and its diffusion (Mascia & Mills, 2018). The policy in question is specifically created to encourage, develop, and spread innovation in various sectors, especially development in education in the North Luwu Regency.

The proportional distribution of civil servant teachers and undergraduate teaching programs in the northern Luwu Regency can be understood as a policy innovation to answer educational problems in remote areas in North Luwu Regency. The birth of regent regulation (Perbup) No. 28 of 2012, accompanied by a decree for the formation of a technical team in order to compile technical guidelines (Juknis) for Proportional Teacher Distribution and North Luwu Regent Regulation Number 1 of 2017 concerning guidelines for determining non-civil servant teachers for undergraduate teaching programs in remote areas. The issuance of this Perbup is a strong commitment from the North Luwu Regency Government to carry out the Proportional Distribution of Teachers as an elaboration of the Joint Decree of the 5 Ministers on the Arrangement and Equity of Civil Servants. North Luwu District was among the first to issue a Proportionate Civil Servant Teacher Distribution Ordinance. Two (2) development policy innovation programs in remote areas in North Luwu Regency contain research findings that are different from existing research before being explored as follows.

### ***Empirical model (existing model)***

The Education policy model in North Luwu Regency refers to the innovation of educational policies initiated by the local government and strengthened by the Regulation of the Minister of Education and Culture of the Republic of Indonesia number 12 of 2018 concerning Amendments to the Regulation of the Minister of Education and culture number 22 of 2015 concerning the strategic plan of the ministry of education and culture in 2015-2019 in the primary and secondary education program targets and program performance indicators (IKP) Primary and secondary education programs, namely the Fulfillment of the Right to quality basic education services. Students participating are from SMA/SMK/SMLB education, Percentage of dropout rates for SMA/SMK/SMLB, Middle schools in each sub-district in 2019, Improved learning quality, Number of referral/model secondary schools in each district and city, Improved quality of education units through the improvement of 8 National Education Standards (SNP), Good Governance of the Directorate General of Primary and Secondary Education. A dissertation study is a scientific study that is expected to contribute knowledge related to the subject of study.

Based on the findings of the existing model research results referring to the joint regulation of the minister of national education number: 05 / X / PB / 2011, the state minister of state apparatus utilization and bureaucratic reform number: SPB / 03 / M.PAN-RB / 10 / 2011, the minister of home affairs no. 48 of 2011, and the minister of religion number 11 of 2011 concerning the arrangement and equalization of teachers of civil servants, so the government of North Luwu took the initiative to make a policy of proportional distribution of civil servant teachers, and the undergraduate teaching program originated from the complaints of people in remote areas (Badaruddin et al., 2021).

The implementing services of the Education Policy Innovation Model in the Education Sector that are currently taking place are related to innovative leadership and the commitment of the Regional Head, DPRD, and North Luwu Regency Stakeholders, as well as communicating with partners, which is KINERJA. It was initiated to implement the DGP program with intensive discussions through the "Kinerja" management, which agreed with program implementation through the signing of an agreement (memorandum of understanding) between the Regent/Mayor and KINERJA. Discussions were also held with the DPRD, particularly with the Commission in charge of education and budget (Seechaliao, 2017). This discussion is critical to understanding the executive and the legislature so that program and budget approval by the DPRD can be carried out correctly (Nouri et al., 2019).



Apart from state administrators, discussions were also held with community leaders, especially leaders of non-governmental organizations. It further encourages community involvement so that DGP governance can be implemented in a participatory, transparent, and accountable manner. Performance experience shows that this program can be implemented because there is a strong commitment from policymakers, especially regional heads, heads of education offices, and other related agencies, including DPRD (Nouri et al., 2019). (Nouri et al., 2019). This commitment is demonstrated by the issuance of the District Head's Regulation (Peraturan Bupati) on Equalization and Arrangement of Teachers (in Luwu Utara, Luwu, Barru, and Aceh Singkil Regencies) along with technical guidelines and fund allocations contained in planning and budgeting documents at the district/city level (APBD) and Education Office, namely Work Plans (Renja), Work Plans and Budgets (RKA), and Budget Implementation Documents (DPA) (Nouri et al., 2019).

By working on the side of service providers and users, the approach used by educational policy innovation in implementing its programs is transparency, accountability, participatory, and responsiveness. Implementation of the work plan for the PNS & Bachelor teaching teacher disruption program in Luwu Regency in Educational innovation is (1) Program calculation. Calculations are based on school operational needs associated with learning activities to achieve minimum service standards (SPM) and national education standards (SNP); and (2) Gap analysis. This gap analysis is directed at schools with a shortage of teachers and schools with an excess of teachers; (3) Technical recommendations. The most important content of the technical recommendations is to propose that the regional government carry out the distribution of teachers according to the results of the analysis of teacher shortages and excesses; (4) Public test. The DGP calculation results and recommendations are discussed with various parties, including the community and DPRD. It is done so that interested parties understand and provide input to policymakers in implementing the distribution of teachers; (5) Regulation. After all of the interested parties understand and agree with the calculations and recommendations for the DGP program and the Undergraduate Program for teaching, the Regent or Mayor issues a Regulation on Equalization and Arrangement of Teachers followed by technical instructions for its implementation; (6) Planning and budgeting. To be implemented, the calculation results and recommendations are included in regional planning and budgeting, both at the district/city level and regional work units (SKPD), in this case, the Education Office (Renja, RKA, DPA); (7) Execution. Following predetermined planning and budgeting, teachers' distribution is carried out transparently and in accordance with technical guidelines; (8) Reporting, monitoring, and evaluation. To ensure that teacher distribution is carried out according to regulations, accountable reporting is carried out regularly so that this program can achieve its goals. Monitoring and evaluation are carried out regularly so that improvements in the implementation of teacher distribution can be carried out (Nouri et al., 2019).

According to Andhika (2017), educational policy innovation in the Proportionate Distribution of Civil Servants Teacher Programs and Sarjana Mengajar Programs in remote areas of North Luwu Regency, as well as in the existing model, is based on the practical problems listed in the table above. In looking at improving teacher quality and distribution, education policy innovation is also seen from a dynamic governance perspective supported by cultural dynamics and capability dynamics, which see a lack of increased leadership capacity among regional heads in implementing policy innovations. In addition, the capacity of the education budget has yet to be met, and the distribution of teaching staff placed in remote areas still needs to be improved. On the other hand, the existing cultural dynamics have yet to be supported by strengthening accountability for the performance of local government agencies and teaching staff, who still need to be qualified. The government is still rigid in implementing

policy innovation programs and adaptive policies following current developments. Likewise, with capability dynamics, the government refers to "thinking ahead ability" (ability to think ahead) in increasing enrollment rates and sustainability of primary and secondary education. Thinking again is a technical ability to carry out the main tasks, functions, and roles in improving the quality assurance of education services. In addition, thinking across abilities (the ability to think across sectors) also plays a role in improving the quality of teacher management by improving distribution and fulfilling the teaching load. Thus, problems related to the lack of distribution of teachers in remote areas and the low quality of teachers are of concern to the government of North Luwu Regency in solving existing problems.

In the process of changing and developing the workings of the DGP and Sarjana Mengajar Program, there are at least three visible changes as a result of the implementation of the program in the North Luwu Regency area, namely: (1) increasing the capacity of the regional government's responsiveness to the imbalance in the distribution of teachers; (2) increasing community involvement in the implementation of the DGP program as well as multi-stakeholder forums in educational policy innovation partner regions at each stage of the program; and (3) increasing the ability of schools to carry out learning activities to gradually achieve public service standards (SPP), SPM, and SNP (Nouri et al., 2019). Experience in North Luwu District shows that the DGP and Sarjana Mengajar Programs continue even though the mentoring period for implementing educational innovations has ended. It is possible due to the very high commitment of the local government, DPRD, and the existence of a multi-stakeholder forum that actively assists and oversees the program.

### ***Human Resources***

In implementing educational policy innovations, human resources are a process of planning and developing human resources to achieve individual and organizational goals. Human resource planning is designed to ensure that the organization's needs regarding employee needs will be met on time. Competency-based HR management is a management concept that links HR activities within the organization with essential competencies that will be superior (Noer, Trang, and Uhing: 2017).

### ***Recruitment and Development***

The results of the study found obstacles in carrying out interpersonal communication because of the language used daily, especially in remote areas that still use regional languages instead of Indonesian. However, teaching staff always learn to adapt to the culture in the area, so teachers are familiar with listening to them in their native language.

The teaching process carried out by the teacher so far is quite good. Communication with students, parents, and guardians is often carried out regarding class conditions, the learning process, and school assignments given to students. If students rarely come or are not present at school, the teacher will find out why the student is not present. It was confirmed by the Regent of North Luwu about meeting the needs of teachers in his area: "We have to ensure good and quality human resources to place teachers in schools with a shortage of teachers. Therefore, we are recruiting prospective undergraduate teachers from the Education Office of North Luwu Regency. We can get human resources ready to devote themselves and be placed anywhere by carrying out the tests that we have prepared, so that there are no more teachers who change schools, such as PNS teachers. Thus, teacher vacancies in remote areas often occur. After holding meetings with related parties involving the executive and legislature in successfully implementing the Sarjana Mengajar program and conducting transparent recruitment without the interest of other parties, the test is carried out so that we get good

human resources and are ready to be hired. Place it wherever it is needed according to the needs of the school. We make a breakthrough in the DGP program for teachers who have fewer teaching hours so that they can get teaching hours. As a result, we facilitate transfers to schools where there is still a teacher shortage so that teachers who are not yet certified can meet the requirements and continue to report good performance without the problems that were previously encountered."

Referring to this regulation, North Luwu Regency still needs teachers in remote areas. There are 258 study groups, but there are only 138 PNS teachers, and there is still a need for more than 120 teachers. The problem besides the teacher ratio is the dropout rate, which is very high, especially in remote areas of North Luwu Regency. Data for 2015 showed that eight children dropped out of school; in 2016, it increased to 12. One of the reasons is the lack of teachers, so some children prefer to help their parents in the garden or in the fields rather than going to school and not studying because the teacher is not there. In addition to teacher shortages and school dropout rates, there is also the impact of a moratorium on CPNS acceptance by the central government. As many as 312 unemployed people with education facilities in North Luwu Regency must receive attention from the local government. Therefore, to overcome the various problems above, the Bachelor of Teaching is an innovative solution so that education in remote areas can be aligned with education in cities.

### ***Soft Skills and Hard Skills (Training Course)***

In the Bachelor of Teaching Program in North Luwu Regency, the mechanism for recruiting non-PNS Teacher Candidates for the Bachelor of Teaching Program includes program stages, supervision, coaching, and sanctions. The aim is to support the Proportionate Teacher Distribution Program to address teacher shortages and increase learning opportunities in remote areas of the North Luwu District. Evaluation of teachers' performance in achieving competency in Curriculum 2013 students was developed on the theory of "standard-based education" and the theory of competency-based curriculum. Standard-based education stipulates the existence of national standards as the minimum quality of citizens, broken down into content standards, process standards, graduate competency standards, educator and education staff standards, facilities and infrastructure standards, management standards, financing standards, and education assessment standards.

The findings of this study are based on research findings to achieve student competency. Teaching staff always provide performance reports to superiors, in this case, the principal, who is always evaluated to improve the quality of the learning process. Students have the right to learn in accordance with the educational standards in place in schools. Also, with adequate facilities, so does the curriculum used in the learning process. Then the Sarjana Mengajar Program joined the program for at least two years from the registration process until many applicants for teacher education degrees participated from several areas outside North Luwu, which made teachers enthusiastic about competing and being able to graduate. Therefore, teaching staff can participate in the Bachelor of Teaching Program's success in remote areas located far from the district capital.

The competency-based curriculum is designed to provide the broadest possible learning experience for students to develop the ability to behave, be knowledgeable, have skills, and act. The 2013 curriculum adheres to (1) learning by the teacher (taught curriculum) in the form of a developed process in the form of learning activities in schools, classes, and the community; and (2) students' direct learning experiences (learned curriculum) following the background, characteristics, and initial abilities of students. The direct learning experiences of individual

students become learning outcomes for themselves, while the learning outcomes of all students become curriculum outcomes (Permendikbud, 2013). Management standards consist of three parts: management standards by education units, management standards by local governments, and management standards by the government. Education management standards are regulated in Permendiknas Number 19 of 2007 concerning Education Management Standards by Elementary and Secondary Education Units.

### ***Thinking Again Ability in Technical Ability to Carry Out Main Duties, Functions and Roles in Improving Quality Assurance of Education Service***

Think capability again, which concerns the ability to assess the performance of existing strategies, policies, and programs to be redesigned to achieve better results. The process of thinking again involves several things, namely reviewing and analyzing actual performance data, understanding feedback from the public, and investigating the underlying causes of the feedback or observed facts, information, and behavior. It is to meet or identify missing targets, review strategies, policies, and programs to identify characters and activities that are functioning correctly or not, and redesign policies and programs, either partially or entirely. It is so that their performance can be improved, goals can be achieved, and new policies and systems can be implemented so that citizens can be better served and enjoy meaningful results (Neo & Chen, 2007, p. 37). Before implementing the Sarjana Mengajar Program, the policy innovation for distributing civil servant teachers in remote areas had already been implemented. However, the problem of teacher distribution is still constrained because many PNS teachers prefer to move to cities rather than to remote areas, so teacher vacancies continue to occur. Apart from that, there were no more civil servant teacher recruits. Thus, the government took the initiative to review the policy and provide a solution by creating the Sarjana Mengajar Program, which requires students to complete bachelor's degrees in order to dedicate themselves to remote areas in North Luwu.

The study's results, as already explained in chapter V that the PNS teacher distribution program was born earlier than the Sarjana Mengajar program in remote areas. The birth of DGP was due to the very messy condition of teachers in schools, where there was a buildup of teachers in well-known schools located in Masamba city, which is the capital of North Luwu district, so the accumulation of PNS teachers is a problem of lack of teachers in remote areas and the lack of teachers who have received certification due to the factor of very insufficient teaching hours. To overcome this problem, we made a policy of a program called DGP to provide space for schools that lack teachers and need teaching hours. However, the program has yet to answer the problem of teacher shortage, so PDG is expected to answer the problems that occur. Then the distribution of PNS teachers has gone well. The program's primary goal is to level the teachers in the school so that there is no build-up of teachers and everyone can receive teaching hours. For a very long time, there was no acceptance of PNS, so it was decided not to rely on the admission of PNS teachers but to create a program that makes a regional innovation by relying on the APBD to increase the number of teachers. As a result, the Sarjana Mengajar Program was born where the teachers were selected from the teetotal population of the region.

In carrying out institutional duties, the Dinas Pendidikan Kabupaten Luwu Utara has the main task in the field of education as stated in the Regional Regulations (Peraturan Daerah) Kabupaten Luwu Utara Number 4 of 2012 Chapter III Part One Article 3 concerning the Main Duties, Functions of the Dinas Pendidikan Kabupaten Luwu Utara. The main task is to carry out part of the authority of local government affairs of North Luwu Regency based on autonomy and assistance duties in the Education Sector, which are their responsibility and

authority based on laws and regulations. Additionally, there are several issues in the field of education as a result of impacts and impacts with the primary tasks and functions that concentrate on the formulation of technical policies, services, and guidance in the field of education, including primary education, upper secondary and vocational education, as well as non-formal and informal education. Taking into account the factors that affect the authority of the SKPD (Dinas Pendidikan) both internally and externally, as well as studies related to SKPD services and other studies, problems are identified based on the main duties and functions of the Dinas Pendidikan Kabupaten Luwu Utara as follows: a) Welfare Areas/Focuses a. There are still those who lack literacy who are too old and hence less able to learn new things quickly, not to mention those who have visual impairment due to their old age. (1) There has not been agreement on the variable components used to calculate AMH, such as whether or not the elderly (those 60 years and older) should still be considered in the calculation. On the other hand, some only consider people between the ages of 15 and 60 as being productive, and the most important thing is (2) the lack of focus on budget allocation and support from the District/City for activities directly related to the achievement of targets (illiteracy). b. Average Length of Schooling where the non-achievement of the average target of school length in 2015 is due to several factors, including (1) Low access to education for those of school age due to costs that are deemed too expensive to attend a school or to continue their education, particularly in rural, dispersed, and remote places. (2) Parents' awareness that education only requires high costs and cannot make a life-sustaining contribution shortly, thus making more use of their child's labor to help make a living or income such as being a laborer, farmer or job that quickly earns income, and (3) the contribution of funding assistance for education for marginalized children has not been evenly distributed and is more widely used for school operations. c. Equalization of Learning Opportunities as measured by the achievement of the Participation Rate, both APK (gross participation rate) and APM (net participation rate), is a calculation to determine how far the school-age population enjoys or undergoes education in a particular educational unit in an area.

The learning process in the education unit is interactive, inspiring, fun, challenging, motivating students to participate actively and providing enough space for initiative, creativity, and independence following students' talents, interests, and physical and psychological development. It is done to improve the quality assurance of education services in North Luwu Regency. In addition, in the learning process, educators set an example. Each education unit plans the learning process, implementation of the learning process, assessment of learning outcomes, and supervision of the learning process to implement an effective and efficient learning process. Process Standards are regulated in Permendiknas Number 41 of 2007 concerning Process Standards for Primary and Secondary Education Units.

Assessment of education at the primary and secondary education levels consists of Assessment of learning outcomes by educators, Assessment of learning outcomes by educational units, and Assessment of learning outcomes by the Government. Assessment of education at the higher education level consists of Assessment of learning outcomes by educators and Assessment of learning outcomes by higher education units. Each university regulates the assessment of education at the higher education level under applicable laws and regulations. Education Assessment Standards are regulated in Permendiknas Number 20 of 2007 concerning Standar Penilaian Pendidikan. In the components of curriculum standards and content standards listed in Law Number 20 of 2003 concerning the Sistem Pendidikan Nasional, Article 1 number 1 states that education is a conscious and planned effort to create a learning atmosphere and learning process so that students actively cultivate their potential for faith and spirituality, self-control, personality, intelligence, and moral character, in addition to

the skills required for themselves, society, the nation, and state. Process Standards are criteria for implementing learning in academic units to achieve Graduate Competency Standards.

## **Conclusion**

The four main conclusions explain the research focus in the predetermined section of the research method.

Education policy innovations in the form of proportional distribution of PNS teachers and undergraduate teaching programs in remote areas in North Luwu District as follows; (a) Leadership plays an essential role in organizations; the success or failure of an organization or government institution is determined by the spirit of innovative leadership. The leading role of leadership can influence others to achieve predetermined goals. The PNS teacher distribution program in a professional manner and the undergraduate teaching program, which is strengthened by Perbub no. 28 of 2012 & Perbub of 2017 no. 1 concerning the Sarjana Mengajar Program, & The adoption of PNS teachers has been established after regulations, where the role of leaders in the success of the Sarjana Mengajar Program and the distribution of teachers is significant the success of education policy innovation seen from the role of government bureaucracy and community participation in synergy so that innovation becomes a necessity in solving problems. Then, one of the crucial main things to focus on is the synergy between that and superiors in handling and managing education services; (b) The budgeting Program, the Professional Distribution Program of PNS Teachers, the Sarjana Mengajar Program and the Distribution of non-ASN Teachers in public expenditure in the use of the budget in the program must be right on target. Moreover, the program uses a large enough APBD. Regional Regulations (Peraturan Daerah) should strengthen the program and will be the basis for meeting the needs of teachers until the needs of teachers in North Luwu are met by both PNS and non-PNS teachers. It can be seen that there is a significant difference between non-PNS teachers and PNS in providing incentives. It is not a problem due to the constraints of differences in work status where PNS teachers are paid with the state budget, while non-civil servant teachers are paid with APBD with a limited budget. From the interview results, researchers saw how the morale of non-PNS teachers must be appreciated even though their salary is not as much as that of PNS teachers. The PNS teacher distribution program cannot compensate for the shortage of teachers in remote areas. Hence, the presence of non-PNS teachers is beneficial for areas with a crisis of teachers; (c) Human Resources in implementing educational policy innovation is a process of planning and developing human resources to achieve individual and organizational goals. Human resource planning is designed to ensure that organizational needs regarding employee needs will be met appropriately, recruitment of clear human resources following policies and HR development is needed in increasing the capacity of employees, in this case, teaching staff so that they have Soft Skills and Hard skills in carrying out duties as teachers in remote areas in North Luwu Regency and the role of local governments in providing these facilities.

Dynamic Governance plays a role in the innovation of education policy for the proportional distribution of civil servant teachers and Sarjana Mengajar Program in remote areas in the North Luwu Regency, as follows; (a) Principles of organizational culture on guidelines for action based on values, beliefs & integrity. The organizational culture in running the PNS teacher distribution program and the Sarjana Mengajar Program for the distribution of non-ASN teachers must have a strong interaction so that the education budget can be appropriately distributed, and transparency must be empowered so that the use of the budget is clear to the community. Moreover, if the culture of professional work carried out by PNS and

non-PNS teachers is very different, where there are still PNS teachers who only promote themselves without thinking about the goals and functions of a teacher even though it is for the quality of good education if the distribution of teachers is right on target. It is evident that some do not accept being transferred to a new place or a new school to fill the teacher vacancies and reduce the number of teaching hours, so running the program is challenging if there is a lack of awareness; (b) The purpose of organizational culture in developing human resources to instill independence in work and the Culture of Meritokratia of policy innovations, education distribution of PNS teachers, and Sarjana Mengajar Programs shows that non-PNS teachers always supervise through each UPT and, most importantly, direct supervision by the community and trusted parents if non-PNS teachers do not enter or do not provide teaching immediately report to the supervisor of education. Nowadays, teachers who participate in the Sarjana Mengajar Program perform their duties and functions very well. If not, the teaching staff will take urgent action to stop violating the mutually agreed-upon regulations; (c) Position, organizational culture, adaptation process for teaching staff that needs to be pursued, such as salary, safety, and health conditions, social relations in work situations, recognition of their existence, the value of mental and occupational instruments for other aspects of life, for individuals and the social role of the working group for society, for the sustainability and success of the civil servant teacher distribution program proportionally and the Sarjana Mengajar Program in the remote area of North Luwu County.

Innovation policy with dynamic governance in the proportional distribution of PNS teachers and Sarjana Mengajar Programs in remote areas in North Luwu District, as follows; (a) The think-ahead capability in the educational environment enables all facets of society to take advantage of new opportunities and navigate possible threats that may obstruct the implementation of innovative educational policy in the North Luwu District. The process of thinking ahead involves: 1) exploring and anticipating future trends and developments that have a significant impact on the goals of education innovation policy, 2) understanding how these developments will affect the achievement of current goals, and testing the effectiveness of policy innovation strategies on the distribution program of PNS teachers in a professional and Sarjana Mengajar Program manner, 3) strategizing what options can be used to deal with emerging threats and exploiting new opportunities in developing programs in the field of education and answering teacher distribution problems and improving the quality of education services in North Luwu District 4) The role of the community and stakeholders in persuading key decision-makers and stakeholders to take educational policy innovations in the PNS teacher distribution program and Sarjana Mengajar Program seriously is crucial if we are to ensure that the policy has a lasting impact for the benefit of education. It is because improving the current educational system in North Luwu District serves the interests of both the community and the community; (b) In the capability to think again, it concerns the ability to assess the performance of the North Luwu District government, where the Dinas Pendidikan dan Kebudayaan plays a vital role in implementing educational policy innovations in the distribution program of PNS teachers in a professional manner. Sarjana Mengajar in remote areas can be redesigned if there are still areas for improvement in implementing the program to achieve better results. The process of thinking again involves: 1) reviewing and analyzing the performance data of government officials and education and culture in order to receive input and criticism related to the implementation of policy innovations from the public, 2) investigating the underlying causes of feedback or facts on the ground felt by Sarjana Mengajar teachers and the public that have a direct impact on the policy innovation program, 3) reviewing the strategy on innovation policy, and the distribution program of PNS teachers and Sarjana Mengajar to identify the character and activities that function well or not, 4) If the innovation policy program still has flaws, it is possible to examine the policies and programs

in order to enhance their performance and get the desired outcome, and 5) the north Luwu district government continues to strive to innovate Education always strive to implement new policies and systems so that citizens are better served and enjoy the results of policy innovations in the distribution program of PNS teachers professionally and Sarjana Mengajar in remote areas in North Luwu District; (c) Think across capability is the ability to learn from the experiences of other regions or agencies in making breakthroughs in policy innovations, so that good idea can be adopted and adapted to internal conditions so that goals can be achieved better. Think across capabilities involve the following processes: 1) The northern Luwu District Government, with education innovations policy, can provide breakthroughs in the field of education that are interesting so that other regions can adopt them, as well as the North Luwu local government can learn from other regions if there are still shortcomings in education policy innovations so that shortcomings and problems can be resolved and immediately implemented as needed in North Luwu District in approaching similar problems, 2) Reflecting on learning from the experiences of other regions and their own experience for approximately three years in implementing the distribution program for PNS teachers and Sarjana Mengajar 3) evaluating innovations policy in the education program what can be considered what conditions and circumstances will be accepted by the community and teaching staff who take part in the implementation of the program, 3) the North Luwu Regency government is constantly innovating education creating new ideas can be in a new combination of different ideas that create innovative approaches to emerging problems, and 4) adjusting innovations policy and distribution programs of PNS teachers in a professional and Sarjana Mengajar manner to suit local policy requirements and the needs of North Luwu residents in education services and teacher distribution are met.

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