Politics in Innovation: Power Relationships in the Mobilization of Support in Developing an Innovation Policy

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ABSTRACT

Innovation policy is better understood as a question of the 'novelty' of 'acceptance' which is characterized by an emphasis on technocracy. Ironically, because of the novelty, the sustainability of innovation is not anticipated well, and the ability of innovators to bequeath the institutional innovations is barely available. This study intends to reveal the problem. The emphasis on the aspects of technocracy in the discussion of innovation is not well explored. The problem is examined using the descriptive-exploratory approach with the intention to excavate and interpret objectively the real conditions against the practices of innovation policy. This study focuses on innovation policy in the field of service permissions in Sragen. Data were taken from interviews among the Governors, bureaucrats, board members and various parties concerned. Data analysis was performed using two methods: triangulation and interpretive. This study argues that in order for policy innovation to be successful, it has to be acceptable and sustainable where innovators must build relationships with various parties. It is further recommended that the form and relation of the innovation policy be studied more together with other models of bureaucratic innovation.

Keywords: Innovation politics, teknokrasi, and the power relation

ABSTRAK

Inovasi kebijakan, selama ini lebih dipahami sebagai persoalan 'kebaruan' dari pada 'penerimaan' yang ditandai dengan lebih mengedepankan teknokrasi. Ironisnya, karena sisi kebaruan lebih dikedepankan, maka keberlanjutan inovasi tidak terantisipasi dengan baik, dan kemampuan inovator untuk mewariskan inovasi yang institusional tidak ter-bimbing teori-teori sosial yang tersedia. Studi ini bermaksud untuk menguak masalah tersebut. Jelasnya, penekanan pada aspek teknokrasi dalam pembahasan tentang inova-si menjadikan dimensi politik dari inovasi terkesampingkan. Kajian ini hanya bisa dilaku-kan secara deskriptif-eksploratif dengan maksud untuk menggali dan menggambarkan dengan menginterpretasikan secara obyektif kondisi sesungguhnya terhadap praktik-praktik inovasi kebijakan. Kajian ini fokus pada inovasi kebijakan di bidang pelayanan perijinan di Kabupaten Sragen. Data diambil dengan mewawancarai bupati, birokrat, anggota dewan dan berbagai pihak terkait. Analisis data dilakukan dengan dua metode sekaligus, yaitu triangulasi dan interpretatif. Kajian ini menemukan sebuah argumentasi bahwa agar inovasi kebijakan berhasil yaitu dapat diterima dan berlanjut (terinternalisa-

si) inovator harus membangun relasi-kuasa dengan berbagai pihak. Disarankan kepada peneliti berikutnya untuk mengkaji lagi bentuk dan model relasi lain dalam berbagai inovasi birokrasi yang hasilnya dapat memberikan masukan kepada kepala daerah.

Kata Kunci: Inovasi Politik, Teknokrasi, dan Relasi Kuasa

INTRODUCTION

Innovation is not just an administrative procedure but a political concern. Innovation policy, is better understood as the question of the 'novelty' and 'acceptance' with emphasis on thetechnocratic side (Bryson & Crosby, 2014). Ironically, because of the importance of novelty, the sustainability of innovation is notanticipated well, and the ability of innovators to bequeath the institutional innovations are not part of theirsocial interactions (Osborne & Brown, 2005). This study intends to discuss the problem on the lack of emphasis on thepolitical dimension of innovation.

Autonomous region givesof freedom for policymakers to perform variousinnovation to aid better public service. However, it turns outthat many government innovations cannot continue (Kumorotomo, 2012); (Prasojo & Kurniawan, 2008). After the innovator (head of office) left the position, the system he built no longer continues. This shows the shallow range of innovation. The innovation built didn't reach processes under the surface of the true nuances of politics because it involves the implementation of ways to mutually binding and knitting the interests between different parties. Innovation concerns the issue of the ability and mutual interest of the innovator in collaboration with various related parties (Ansell & Gash, 2008). In the democracy, as it is now this can actually be understood superficially. Because substantive innovation is indeed not easy. On the other hand, resolving various problems cannot be done with ordinary ways.

Darmawan(2011) review the lessons learned from the implementationof e-government in Sragen, focusing on the role of political leadership in innovation (Darmawan, 2011).It turns out that the successful implementation of *e-government* in Sragen is

led by the Regent's strong political leadership with a clear vision. Some other interesting findings showed the difficulty of innovating because of bureaucracy (Prasojo & Kurniawan, 2008). Bureaucratic reform in the Ministry mainly concerns the issue of commitment of the head of office, in building a vision and mission to make changes that are fundamental. In some cases, a change of bureaucratic behavior is not easy (Vigoda, 2002). Martin in his writings entitled *Innovation Strategic in Australian Local Government* stated that the innovation strategy is necessary to modify the behavior of the Government bureaucracy (Fimm, 2000).

Some studies indicate the importance of the study of constructing innovation policy. In this case, the role of the leader is very decisive in establishing and guaranteeing the sustainability of innovations. Unfortunately, the above studies do not show in detail about what kind of political leadership, so also does not explain about how the process establish relations of power.

Innovation is a fundamental change which unloads behavior that has become old habits into new(Ansell & Gash, 2008). Continuity of innovation requires visionary leadership, which does not rely solely on administrative competence but also rich with fresh ideas(Zimmer, 2015). A leader who is able to establish power relations between knitting himself with his men. Likewise, a leader who can read his needs, environment and its future (Silvia & Silvia, 2018). Therefore, it must have a strong imagination can read and carrying the dream of his subordinates. Visionary leadership is getting someone, the farther his imagination leader with things that are reflected by the servants and their people, which means the more fundamental challenge of changes different themes. Visionary leaders can not only invite their dreamsbut also have imagination in making it happen. Therefore, the substantive innovation is not easy to be embodied, conditioned by the difficulties (Deiss, 2004) among parties, innovation is understood as unorthodox and unnatural, and therefore the innovator must be able to stand against

the tide. It takes a smart effort, one of which is the established relations with the power ofvarious parties so that the resulting innovations in the prevalence and new naturalness (Conger, Kanungo, & Kanungo, 2016).The issue deals with how does the relations of poweris established duringthe ongoing processinnovation. How is the relation of power ensures sustainability and institutionalization of innovation?

The focus of the studyis to show that innovation is not just a policy concerning the procedural process that is technically administrative. Behind the political process, i.e. the relationship of powerbetween innovators with subordinates, and various related parties are crucial. This research seeks to uncover the political dimension by showing that for new things to be in place, leaders must have a large energy because it must dismantle the existing structure. Behind the processes of change in the political calm that is concerning the pros and cons between various parties who support and reject. In order to change the powerofrelationship is required between the innovator with various parties.

LITERATURE REVIEW

Innovation as the Actualization of Leadership

In making changes (innovation) leaders need support from various parties. Mobilization of support is essentially a manifestation of the three components, namely the leaders themselves, subordinate, as well as situations where the leadership process is realized (Blanchard, Zigarmi, & Nelson, 1993); (Graeff, 1983). This argument borrowed from Business and Blanchard, thinking that the success of innovation (KI-k) is a function ofthe power relationamong the leader (p); a subordinate (or various parties related) (b); and a specific situation (s). Symbolically it can be noted as:

$$KI(k) = f \, RK(p, b, s).$$

This formula follows Budiarjo(1984) who insists that leaders play the power relations (p)that requires innovation toaffect the other person or group to receive to do things according to the wishes of the leaders or have been assigned according to the purpose or vision and mission of the Organization (Budiarjo, 1984). The organizations goals run properly if the leader has the competence in the field, and has different skills, such as technical, and human skills (the ability to lobby). A leader with *visionary leadership*, refers to the ability of the leader to have clear vision, charismatic and has the capacity of intellectual stimulation, as well as being able to be creative to achieve the vision and mission of the Organization could be materialized and gained support and can be accepted by various relevant parties (Silvia & Silvia, 2018); (Conger et al., 2016).

While the subordinate (b)or a variety of related parties is a group of people, member of a sorority or a follower ready to execute commands or tasks that have been agreed in order to achieve a goal. In this case the various parties are becoming a target to support innovation. In an organization, subordinates have a very strategic role, because the success or failure of a person depends on the leadership of his followers. Therefore, a leader is required to select a subordinate thoroughly (Conger et al., 2016).

As for the situation (s), the situation has to be conducive, which at certain times affect the behavior of others in order to follow his will in order to achieve a common goal. In a situation such as the leadership in action, some years ago the authoritarian atmosphere is surely not the same as that of the present's atmosphere in a growing democracy. Innovation is influenced by the Chairman, subordinate and situations, which are all interrelated with each other, particularly in terms of power relations.

From Business opinion & Blanchard (1993) the mobilization of support for innovation policies in local governance can be described as follows: *first*, parties are mobilized with the Regent as an innovator; *Second,* the party is mobilized where the

bureaucrats, legislators, community are the innovators; *third*, the situation/conditions steer the mobilization. In this case, the parties mobilize support where a leader or *policymaker* who wants innovation policy is successful. While the party that mobilized supports the goal of the Regent. The Regent, who is a political official and the leader of bureaucracy should be able to mobilize support from both sides of innovation if it is to succeed. Therefore, in this study, both sides were considered: internal and external. Internal is from among the bureaucracy while external is from people ranging from the *stakeholders*, community leaders, members of Parliament, NGOs. In mobilizing the support of subordinates, the atmosphere or the situations should be considered in determining the mobilization strategy.

COLLABORATIVE GOVERNANCE

Governance arrangements in which one or more public institutions directly involve non-state stakeholders in the collectivedecision-making process that is formal, consensus-oriented, and deliberative and aims to create or implement public policies or managing public programs or assets (Ansell & Gash, 2008). Collaborative governance is a way between the government and various *stakeholders*with a consensus to create or execute a decision. Ansell and Gashpresent a model of collaborative governance by analyzing several factors that affect the success of collaborative governance. These variables include the history of the conflict or cooperation in the past, the incentive to *stakeholders* in order to participate, and power imbalances resources, leadership, and institutionaldesign. They also identify the factors crucial in the collaborative process that includes a face to facedialogue,buildstrust,builds commitment, mutual understanding and respect.

The model of Ansell and Gash has four major variables: the initial conditions, institutional design, leadership, and the collaborative process.Each of these variables can be divided intoa smaller variable. Collaborative process variables are treated as

the core of the model which consists of initial conditions, institutional design, and leadership variables are represented as an important contribution to the collaborative process or context. The initial conditions set a basic level of trust, conflict, social capital and become a resource or obligation for collaboration. The design of the institutional setting where collaboration takes place is important to understand. Providing mediation and facilitation as part of leadership skills are essential to the collaborative process. The collaborative process is itself highly nonlinear iterative in nature and, thus, we represent him (with a considerable simplification) as a cycle.

The study of Ansell & Gash (2008) looked at the innovation that departs from a decision together. They assume the same position to formulate a new idea in a community between various *stakeholders*. They gathered to bring up or discuss a new idea that cannot be altered by their leader. In nature, the election of public officials signifies public approval of his/her vision and mission. To achieve them must be seeking support by way of collaborating with various related. In other words, this study would like to point out that to realize the idea, the new ideas of a leader should seek support by way of braiding power relations with various parties.

POWER RELATIONS IN THE PROCESS OF INNOVATION

Power, according to Foucault, is everywhere and that the public space is used as a strategy as it does not belong to anyone (Foucault, 1994). Power is a practice that occurs in a certain scope where plenty of positions are strategically related to one another and are always undergoing a shift. Power signifies the capacity to determine the order, rules, and relationships from within. Power is intertwined with the knowledge that comes from the relationships of power that marked the subject(McHoul & Grace, 2014). Foucault links power with knowledge so that power produces knowledge and knowledge provide the power. Power doesn't always work through oppression and repression,

but also by normalization and regulation (Foucault, 1971).

Based on Foucault's opinion which relates to the knowledge, theinnovator has interests against innovation, therefore he will attempt to build a relationship with power. In order for innovation to be successful, the power of the other party has to be recognized and accepted in order to influence others, and to collaborate with various parties. Although the leader usually has higher authority due to designation but for innovation to be successful,effective mobilization of resources and building support from partners need to be effective. The innovation process involves politics by exercising power to successfully mobilize support for innovation. The political mobilization of support principle is a game of power relations between an innovator and other parties in favor of the wishes of the innovator (Budiarjo, 1984).

Power relations is important in the mobilization of support. According to Budiarjo(1984) innovators have two options: either "confine" an alternative action or "expand" alternative choice. An example of limiting alternatives, is if the Regent forbade his subordinates to be late at work: the Regent creates narrow alternatives for his subordinates where administrative sanctions is if the latter do otherwise. Meanwhile, extending the alternative action is made if the Regent gives rewards to the subordinate in recognition of his/her achievements. Alternative expansion choice for subordinate occurs through the granting of incentives.

From the description above it is clear that the essence of power is the ability to hold sanctions. The leaders of the organization hold authority and can impose sanctions over his subordinates if the latter disobeys the rules or protocol and give rewards to those subordinates who performs well.

Power spreads as a consequence of the view that power is not based on individuals or countries. Power spread through "the whole structure of the action of pressing and pushing other

actions through stimulation, seduction, compulsion,and restric-
tions" and produce a new balance (*refreezing*).These processes
must be made by a leader who wants to embody innovation, in
order for innovation to be realized.

PRO AND CONTRAIN INNOVATION MANAGEMENT

In this study, innovation is understood as the change to the
establishment, which is not always agreed upon and understood
by the parties involved.In Lewin's (1935) theory of changing
managements, there are two conceivable continually the power
of change, namely the power to drive change (*driving forces*) and
the power to oppose the change (*restraining forces*). The driving
force,in this case, came from an innovator or a group that de-
sires change. While the strength of the opponents usually come
from the ranks of the fear of failure, fear of loss of status, get
used to the existing establishment (*settle*), lack of resources. If
the driving force of change or at least balanced, then little by
little change will occur. But if the strength of the opponents is
stronger then the change will not happen.

Theoretically, the process of change asdescribed by
Henning Proceedings Seminar and Workshop, 2005)is the tug
between the opponents of innovation and innovators are in the
same level as seen in Figure 1.

Opponents and supporters

Average

Has no establishment

Opponents Supporters

2% 14 34% 34% 14% 2%
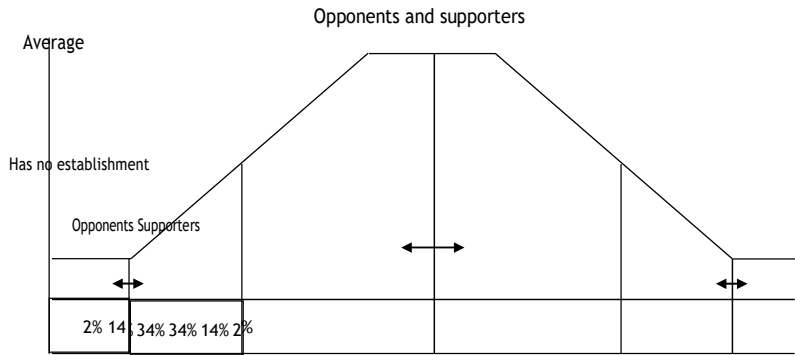
Source: Henning R (1963), self-modificationimage processed from Henning R (1963) planning, organizing and managing change, good governance, training board, luton in the seminar and workshop proceedings, 2005,government fisipol of gadjah mada university, breakthroughs and innovations.

FIGURE 1. CALCULATION OF THE MAPPING BETWEEN OPPONENTS AND SUPPORTERS OF CHANGE IN INNOVATION IN AN INSTITUTION

If an innovator is able to formulate and communicate the idea of innovation and change, that could affect 68% of the part which do not have a permanent establishment. In the process of the struggle to successfully implement the innovation, the innovator's mobilization of political support is crucial especially in terms of power relationsamong various parties.

From the mapping done by Henning, praxis is composed of unequal amounts of efforts between opposing groups with the group that supports changes. According to Lewin, in the event of a process that involves the acceptance of new rules, all parties are made aware of new concepts, building behavior, values and new attitudes.Therefore, politically, innovation is apower relationship between the drivers of change (innovator) and supporters of the status quo. Figure 1 shows that 68% of the group do not have the establishment, and when split into two, each of the opponents as well as supporters, they have the same potential which is 38%. This means that if the innovator is able to establish power relations, then the potential to successfully shift changes.

Power relations are necessary for political leaders to reduced resistance and increase the existing support in order for change

to happen and innovation policy can succeed. This is where the importance of leaders (the innovator) in power relationships through innovative leadership.

The urgency to bring innovative leadership that is creative, visionary and solution oriented, is actually determined by the degree of change that is about to be realized. The more funda-mental changes are going to be done, the greater the urgency to bring innovative leadership that ruled the context (Bains, 2009). The power relation is capable of setting the conditions in the mobilization of support for innovation.

The study was done with the assumption that innovations, is pretty basic, debunking things that are already established. In discussing this sort of change, Lewin (1935) offers at least three phases in the processes of changes to produce an established in-novation (settle): namely the unfreezing, change and refreezing (Iso, 2018). Important changes can be done when the situation was already conducive which were made possible by the symp-toms of *unfreezing*. The changes made, in time must be standard-ized into a new standard of propriety (*change*), which binds the various parties until there is no longer any other that issue it (*refreezing*). To the onset of the process changes from each phase, this is the importance of the mobilization of political support that should be played by an innovative leader with braid power relation among various parties. Starting from bureaucrats, mem-bers of Parliament, political parties, and community.

RESEARCH METHODS

This is an exploratory and descriptiveresearch which uses a qualitative method.The innovation processes undertaken by Untung Wiyono at Sragen Regencywas described and objective-ly interpretedrelating to policy and various phenomena.Track-ing innovations in establishing power relations between Regent Untung Wiyono and various parties to build an innovation policy that is more effective and efficient and *sustainable*.

Official government documents (some local regulations, de-

cisions and regulations of the Regent), various policy documents related to the new policy system were gathered including the vision and mission of Sragen, news media, document issued by NGOs, Biography, interviews local elite by media analysts, articles, and books. Primary data in the form of the results of the interviews with the informant were also utilized. Informant research is divided into two large groups. *First*, an internal group composed of the bureaucratic officials ranging from Regent, head of Department, Regional Secretary, head of Integrated Services Agency, Head Office of the Electronic Data Center and apparatus associated with the underlying theme of this research. The researchers also conducted interviews with Governors, Regional secretary, the heads of section, head of the Regional Planning Agency, the head of Department, head of Integrated Services, Agency employees. *Second*, external groups, composed of the civil society dealing with these services, the stakeholders, the Parliament as representatives of the people, as well as the various parties who are familiar with the problems related to the policy innovation, such as activist Lembaga NGOs, journalists, mass organization figures, academics, students, religious figures and others were included in this research.

The analysis was done with the method triangulation. Triangulation method in practice can be done in two ways. First, it cross-checks between the secondary data source that is one with the other, conducted together with classification, reduction, and *recheck*. Among them are secondary data or information in the articles about innovation or achievements of Sragen compared to other sources of information, either from a newspaper or magazine. Likewise, the information comes from one source, newspaper or magazine. *Second*, triangulation method compares the result of the interviews among the identified key informants and the available secondary data.

Interpretative analysis was used to understand or interpret the data (the phenomenon) and build the conceptual arguments (theoretical). In order to advance a number of theoretical

arguments, empirical evidence, must be secured. Thus, the theo-
retical framework, empirical data, and interpretive approaches
were used simultaneously to understand and explain the phe-
nomenon related to the achievements of Untung Wiyono, bu-
reaucrats, Board members, community.

DISCUSSION

Managing the process of change

Using the theory of Lewin (1953) the first step undertaken
by the Regent of Sragen is conducting a process of *unfreezing*.
Unfreezing (the process of thawing the ice), namely the process
of change from the *status quo (freezing)*. Experience shows that
almost every organization has some sort of self-maintenance
mechanism and resistance to change. In other words, the longer
the system/procedures in the organization, a way of functioning
for self-preservation will be developed. The conditions that rela-
tively settled everything is preferred to remain as there is today.
For example, how they solve the problem, the allocation of job
duties, taking breaks and priority service, the working proce-
dures might be the same from year to year.

It turns out that the some of routines and rules are written
and decided formally, but in addition, there are also the rules
which are unwritten, informal and even unknown to many.
These rules will continue to affect and control what is happen-
ing both inside and outside of the organization's system of gov-
ernance. After a party succeeds in introducing changes, some
obstacles are often encountered. Certain people from within or
from outside the system why do not support the change will do
something opposite of the rules such as committing sabotage
or trying to prevent the implementation of the changes. Rejec-
tion turned out to be shown either openly (active) and invisibly
(passive). The reason why there are people who want to resist
the changes despite the fact there the existing practices are no
longer effective is the various interests behind it all. All these
challenges are faced by Regent Untung Wiyono as an innovator

who needs to dismantle *the status quo*.

The first step taken by Untung Wiyono asa leader (innovator)isa process of unfreezing (ice melt) that establish relations with various parties, as well as a convincing the status quo that the habits they already believe in are no longer beneficial to the organization. Thus, change is necessary as it offers new hope and better future. In this case, the relation is built based on the dialogue among the stakeholders which emphasizes that innovation is the key towards shared and sustainable progress.

The power relations in politics of Untung Wiyono in doing "*unfreezing*" is absolutely vital, because without it innovation will not happen. From this study of Regent Untung Wiyono trying to exert its fullest potential in order to make the process of thawing the ice conditions of *the status quo* could change. The process of thawing the ice is made starting from Regent to convey new ideas to people, then followed his sharing the idea to the mass media, to various forum meetings formal or informal.

The next step taken by Untung Wiyono to unfreezeis through a process of awareness about the need for change, which created the motivation to make changes, and minimizing obstacles to changes in ways of dialogue between them.Involve them in analyzing and diagnosing the problems encountered. Develop a vision and strategy to manage and solve the problem at hand. Seeking consensus against new vision so that vision is accepted as truth.

This condition wasstarted when the leaders build power relationships by playing tug of interests in order to mobilize supportto build their awareness that we must change. In this case, the innovators provide expectations or promises of good that is material or nonmaterial or Office and all that is called the political mobilization of support.

Phase Change that is the process of change itself. The process of change will occur if the *driving force* was increased while *resistance* or *restraining force* diminished or weakened. In this phase, there is a close connection with an earlier phase of *unfreezing*

where the innovator addressed the naysayers about the hope of a better future, through proper mindset and promises. It is in this phase where a strong debate between the advocates of innovation and the naysayers about the framework of the formulation and implementation of innovation policies occurs. This controversy has pros and cons. According to the Lewin Group, this controversy brings an advantage because it continuously influence stakeholders to freely express their dislikes on any initiatives taken in the organization which ensures that changes will occur eventually.

In the unfreezing stage, there are two action steps - either by way of strengthening the *driving force* or weaken the *resistance* or *restraining force*. To strengthen the *driving force*, vital support is needed for change to happen. In this process, it needs the support of parties in order to influence the party's supporters and opponents which weakens the *restraining force*.

In phase *change* i.e. change itself, Untung Wiyono applies the power of a relationship with six ways to overcome resistance, namely: communication, participation, facilitation, negotiation, manipulation, and coercion. These methods were applied to the bureaucrats, Board members, as well as some of the *stakeholders* concerned. In this phase, the power relations between supporters and opponents occurred in the form of the processes of interest and the attraction between parties occurs based on the strength of arguments as well as the mutual influences. Each of these groups fights for their respective interests. In order for the process of change, Wiyono was successful in the mobilization support with braided power relations against those who opposed the group. The process of power relations with the bureaucrats conducted by Wiyono is seen in Figure 2 below.
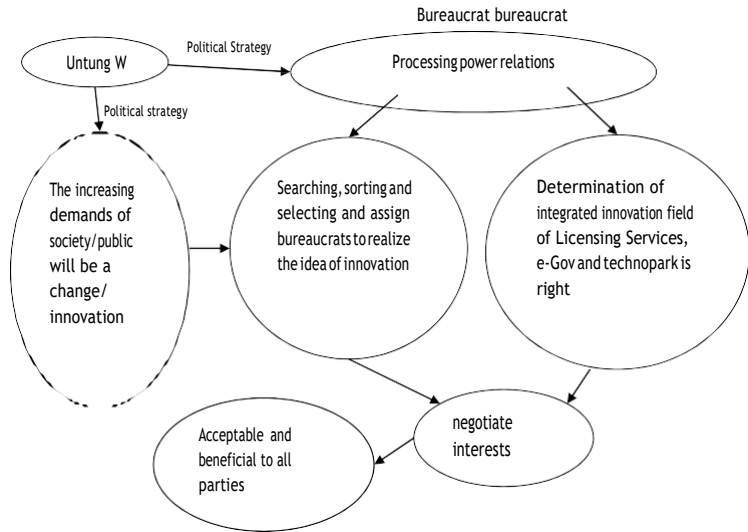
FIGURE 2. THE PROCESS OF RELATIONSHIP POWER FORTUNATELY WIYONO WITH BUREAUCRATS IN ORDER TO BUILD SUPPORT FOR INNOVATION

Theoretically, the power relation in politics during the phase *change* is the same process described by Henning which refers to the tug of interest between innovation and its opponents (explanation in Figure 1). If an innovator is able to formulate and communicate the idea of innovation, it could affect 68% of the organization which does not have a permanent establishment to support the idea of innovation. In the process of the struggle to succeed the innovation, the mobilization of support is required.

From the mapping of Henning, the praxis is not completely the exact amount between opposing groups but at least it implies that changes will occur and could affect groups that do not have establishment (68%) where each party have equal possibilities (34%). The success of innovation highly depends on the role of innovators in mobilizing political support. If political support is increasing, then the opposing force is which could mean that have received and understood the benefits of innovation and the formulation of a new system either in the form of drafting Division of *taskforce* (specify people and his job) or establishing

regulations towards the implementation of innovation policies will commence. According to Lewin, an indicator of change involves the acceptance of the new rules.All parties are made aware of new concepts, awakening new behaviors, values, and attitudes or new orders. In this phase, the new system has been implemented.

Moreover,the process of consolidating new conditions that havechangediscalled*Refreezing*.Aconditionthatbringsbackto new balance (*a new dynamic equilibrium*) or the new stabilityis expected. Changes that are painstakingly championed, is expected to become the new orthodox. In this phase of the program still allows the occurrence of pros and cons. A group that supports changes will still support if they feel comfortable and benefited the existence of the order of the new system. Otherwise they will attempt to uninstall or oppose either tacitly or overtly and this is where political support becomes very crucial.

Social change in society is not an outcome orthe finished productbut it is a process. Therefore, according to Lewin (1953), determination to make areal change can take place and the process can be done. For that, the driving force in the direction of the change should be continuously strengthened and the strength of the opponent must be weakened. The importance of the role of the political leader and his/her power relations lies in keeping the system of the organization. The organizational system is considered working if it has gained a special position and legitimacy from the community by meeting the needs and expectations of the community for a long time (Arturo, 1990). Institutional theory explains that the relevance of the process of institutional development to improve the capacity in human resource deployment and streamline financial issues if there were any (Uphoff, 1986).

The institutionalization of the system takes a long process. Ineachphase, advantages and disadvantages are unpacked at the same time a new equilibrium process occurs. In this phase of *refreezing*, the culmination of changes is marked with the

institutionalization of *a new dynamic equilibrium* ([Lewin, 1951](#)). Institutionalization is a process which the organization obtains the value and establishment ([Huntington, 1965](#)). A group of institutions and norms of behavior that has been going on for a long time and are used to achieve a common goal ([Uphoff, 1986).](#) The challenge is whether the set of norms and order new behavior that is awakened through the process phases and the length of time that are still open for disassembled again or is theira lock.

The institution is the repeated pattern of behavior that is always stable and appreciated by the community. Organization and procedures have various levels in the process of institutionalization. Each of these levels has a separate mechanism to keep stability. The bureaucracy is an institution of public service values and norms of behavior. There is substantive values or norms that are difficult for the revamped core and there is elementary/skin that is easy to change it. So is the value or norm of the bureaucratic behavior of vertically stratified and each level has a door? Each door has a key and its caretakers. This is where the importance of the role of political mobilization of support to control and maintain the sustainability of the system comes in.

Social change is a joint decision taken by community members where group dynamics is appreciated as a mechanism for maintaining the balance brought about by the changes (*a new dynamic equilibrium)*:starting from changing mindsets, change the expectations, change values, and change the directions of the work (between the pros and cons). At some point, innovators are in agreement with the wishes of the community as well as a wide range of stakeholders for a mutual benefit. In this phase the Regent assumed could find their lock in order for the innovations that have been built not dismantled had been not served anymore. According to Lewin occurrence of refreezing depends on the process of stabilizing a change that involves

awareness of the belief to change, to keep something change, and to return to the new equilibrium.

According to Lewin change process occurs through stages of unfreezing, change and refreezing, but due to the innovation there is a concern on the process of behavior change between phases. Although theoretically can be disaggregated but in praxis, it is hard to distinguish. However, researchers have hypothesized that in the process of innovation policy, the existence of mobilization of support is required. Therefore, in this case, the researchers did not specifically describe the mobilization of support in each of the stages. Arguments based on the researcher's hypothesis that the idea of change is to support mobilization strategies which affect groups that oppose or doubt be supportive of changes (innovation) instead of stages in the innovation process. Substance that is actually between the pros and cons played by innovators is to affect a group of opponents with power relations thus supporting weaves. His explanation is the innovator (Regent) became the center of power who has the authority to engage and influence the behavior (MacIver) which shows support or a bit of force to realize the ideas about innovation while running his administration. In order for the innovator (Regent) to realize the innovation, certain strategies such as maneuvering the interests, rights and obligations of the stakeholders. The innovator (Regent) can direct, classify, sort and select them based on importance or loyalty, suitability, and obedience. The innovator (Regent) may use certain means or media, creating an environment that is conducive to affect the stakeholders so they can be aware and willing to support and implement and maintain innovation. The innovator (Regent) can also take advantage of momentum, mood, certain conditions to deliver, affect and engage them to support innovation. To illustrate the variety of things that can be described as follows as seen in Figure 3 below.
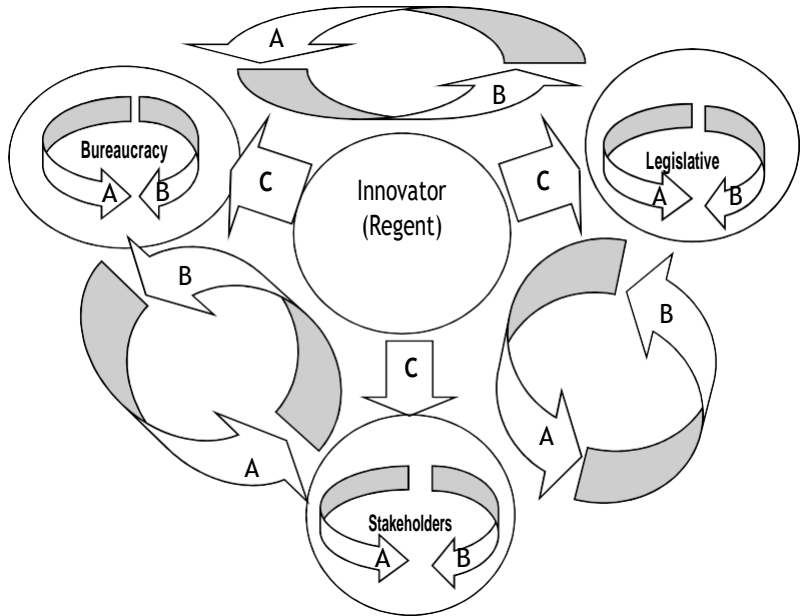
FIGURE 3. THE POLITICAL STRATEGYTHE POWER RELATIONCOMMITTED INNOVATORS IN BUILDING INNOVATION BY ENABLING VISIONARY LEADERSHIP (VISIONARY LEADERSHIP)

$$KI= f (p, b, s)$$

Description:
A: Support Group
B: opponents Group
C: The power Relationcommitted Innovators (Regent)

Picture3 shows the innovation policy conducted by innovators (Regent) which are divided in three groups: dealing with the bureaucracy, Parliament and the public. Each has a role related to innovation policy initiated by the Regent. The bureaucracy with its officials in addition to his position as subordinate Governors as well as implementing the policy apparatus. The Group makes a variety of Legislative policies whose consent must be obtained. Community groups may have contributed to innovation policy. Various policies became a supporter of the event to promote innovation. Each of these groups have pros

and cons towards the innovation policy proclaimed by Regent. In this case, the Regent, being at thecenter of power,should be able to control the factors that affects his leadership through innovative measures. The Governors should be able to manage the dynamics of the pros and cons between them as assets to support and lock tool of innovation success. For that strategy to be built by the Regent is to establish relations between the various groups. Each group have interest,therefore, the position of Regent as a patron should be able to manage and control the various interests of innovation if it is to succeed.

Political support if combined with the use of institutional theory is the focus of Henning'sexplanation by playing a group of pros and the cons or doubt in order to mitigate against the party and support innovation in the third the Group of. In Figure 3, the process of buildingsupport with the power relation between braiding innovators (Regent) and the bureaucracy, Parliament and the public with the play between the supporters and opponents of the Group can be explained as follows:

An innovator (Regent) who want to undertake innovation policy in its territory, it is necessary to obtain support, from various parties, ranging from the closest and nearest bureaucracy officials, members of Parliament, community leaders, mass media and so on. Governors mobilize massively by passing on information, invite, establish relations of power with various parties. After the innovation plan is communicated and explained there are several possibilities either the plan is: a) accepted and supported; b) unclear whether supported or not (hesitant and unclear); c) rejected and opposed.

For groups that accept and support this obviously technically as the spearhead of the supporting innovators who account for approximately 16% (Henning). According to Henning, the group is divided into two, 2% and 14%. According to researcher, the 2% can be assumed as the person closest to you, the right hand of the Governors who often invited discussion and asked for input. The number was not much just 2%since in

that area there are about 100 agencies ranging from the head of Department, Head Office, head of the Agency, head ofthe section,head of means only two people who became Regent of the right hand. While the 14%, according to researcher can be assumed as the rest of the stakeholders.

While the 68% is unclear or in doubt according to Henning, the power relationships likely will be split into two: 34% express support and 34% whodid not support (silent and unobtrusive). This group became the main target of this strategy.

While the group that did not receive and did not support according toHenning about 16%. This group according to Henningis also split into two, namely 2% and 14%. The 2% according to the number of researchers can be assumed as an intellectual actor who refuses and resist, this can also be referred to as provocateur. The group felt that they had better ideas than his opponent. The number is also not that much i.e. 2 persons from 100 people. This group of people will move actively and provoke to the other. While the group who account for 14% do not receive and did not support according to researcher can be assumed as a group that is active against, but they don't have the ability of strong ideas, they're just followers only.

By using the theory of power relations from Budiarjo (1991) against each of these groups, the result is clear: for groups who accepted and supported the innovation policy who account for 16% of which 2% clearly object to realize the innovation.

As for the 34% who accepted and supported the innovation policy, the realization of the innovation was revealed to be hesitant or not totally supportive. While a group of 34% received but does not support due to its passive then for unobtrusive then left alone or left in place.

For groups who account for 16% of the refuse and do not support will clearly be countered. Even if still actively fighting and even if to hinder and violate the law then will be dealt with law enforcement officers.

By using the theory of the relation of power from Budiarjo

(1991) against each of these groups the result is clear: for 16% who accepted and supported the innovation policy, the 2% will earn reward in the form of the position in the Government of the region, for example, the Chief of Regional Development Planning Board, Regional Secretary or head of Department. As for the 14%, they will have the opportunity to receive a reward in the forms of position either as head of Department, Head Office, head of section or head.

As for the 34% of the Group, they will also acquire the reward which could be in the form of awards, incentive money, or catching line or partially obtained but its position isn't too important (eg.head of Section). What the 34% received may not be too much due to the nature of support it has shown in the implementation of the policy.

For the 16% who refuse and do not support the innovation policy, they will be dealt by the authorities if they disobey policies or attack the supporters of innovation. The authorities will according to the force of the opposition: if members start weak usually they will fight in stealth or surreptitiously or if there is a change which allows for organize the masses and will try to fight back. Figure 3 below describes the condition of a map of supporters and opponents of innovation policy.

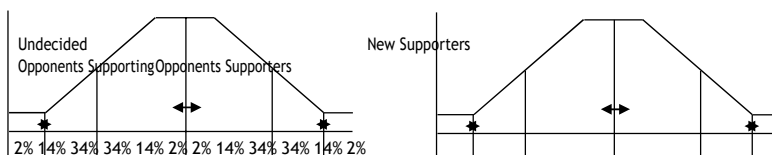Before maintained relations of powerAfter ingetting the power relation

Undecided
Opponents SupportingOpponents Supporters   New Supporters

2% 14% 34% 34% 14% 2% 2% 14% 34% 34% 14% 2%

FIGURE 4. THE DESCRIPTION OF THE CALCULATION OF THE MAPPING BETWEEN OPPONENTS AND SUPPORTERS OF INNOVATION BEFOREESTABLISHING RELATIONS OF POWERAND AFTERESTABLISH RELATIONS OF POWERIN AN INSTITUTION

Image processed from theory Henning R (1963) based on the results of research on the process of relationship power conduct- ed by innovators.

CONCLUSION

Politics in the innovation of Government is a reality that cannot be avoided, for it cannot innovate just revamp are mere administrative technical. In order to be acceptable and continuing innovation then the innovator should be able to build relationships with the various powers of the parties concerned. Relationship-a power that is built in the form of bargaining the interests that support innovation by various parties. Analysis of power relations andinterests in innovation with stakeholderswho have doubts or have not understood the desire of the innovators are significant at 34%. The exact powers of the relation between the innovator with various related parties will result in a change in innovation through the stages of *change, unfreeze* and *refreeze* it will guarantee the sustainability of innovation into a new system that knitted by various parties through mutual interest that benefits all parties. It is recommended that innovation can continue then at each stage should be able to find the point of their lock.

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[1] Prepared from Business opinion and Blanchard, 1993 asking the proposition that leadership style (k) is a function of the direction of subordinates (p), (b) and a specific situation (s), which can be anotationas: k = f (p, b, s).

[2] Skogen, Kjell.: mentions there are 4 that inhibits change in innovation, i.e.: psychological barriers, the practical obstacles, barriers, values and the resistance power.