

### Boat Class Program to Reduce School Dropouts in the Spermonde Region of Indonesia

Rasmiati Tahir\*, Sangkala, Suryadi Lambali, Hasniati

*Department of Public Administration, Hasanuddin University, Makassar, Indonesia*

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#### Abstract:

This study aims to determine how the “Boat Class” public service innovation model affects reducing school dropouts in the Spermonde region of Indonesia and see the impact of the Boat Class innovation. This study applies a qualitative research design with a case study method, using representative informants such as the innovator, Head of the Education Office, Regent, Facilitator Team, and Boat Class students. The results showed that the Boat Class Program started with bottom-up innovation, strong support from internal and external parties, and a dedicated innovator mentality. The impact of the Boat Class innovation was the reduction of dropout rates and increased student school participation in the North Liukang Tupabbiring Islands and Pangkejene Islands. The findings of this research will be helpful for other agencies in Indonesia in performing similar public service innovations. At least, one must prepare an appropriate innovation model, a robust personal innovator, a solid innovation support team from the local government, and international institutions ready to advocate initiation. This is the first research in Indonesia, especially in the Eastern Region, to raise the topic of public service innovation that meets international standards from the UNPSA.

**Keywords:** public service innovation, innovative program, school dropouts, Spermode Islands, Indonesia.

### 印度尼西亚斯佩蒙德地区减少辍学率的船班计划

#### 摘要:

本研究旨在确定“船班”公共服务创新模式如何影响减少印度尼西亚斯佩蒙德地区的辍学率，并了解船班创新的影响。本研究采用案例研究方法的定性研究设计，使用了创新者、教育办公室负责人、摄政王、辅导员团队和船班学生等代表性知情人。结果表明，船班项目的启动是自下而上的创新、内外部的大力支持和专注的创新者心态。船班创新的影响是降低了北柳康图帕比林群岛和庞克杰内群岛的辍学率并提高了学

Corresponding Author: Rasmiati Tahir, Doctoral Program in Public Administration, Department of Public Administration, Hasanuddin University, Makassar, Indonesia; email: [sakinah.syachrir@gmail.com](mailto:sakinah.syachrir@gmail.com)

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生的入学率。这项研究的结果将有助于印度尼西亚其他机构开展类似的公共服务创新。至少，必须准备合适的创新模式、强大的个人创新者、当地政府坚实的创新支持团队以及准备倡导启动的国际机构。这是印度尼西亚，特别是东部地区首次提出联合国公共服务管理局符合国际标准的公共服务创新主题的研究。

**关键词：**公共服务创新、创新计划、辍学率，印度尼西亚斯佩莫德群岛。

## 1. Introduction

The transformation of public services must be carried out immediately because the times are developing quickly and the government is faced with increasing demands of people who want to obtain services quickly and easily. Public administration scholars agree that the transformation of public service estuaries is the improvement of services in every aspect. Public organizations can increase the performance and quality of their services by implementing innovation (KemenpanRB, 2014; Pratama, 2019). Effective government and public services depend on successful innovation to develop better ways of meeting needs, solving problems, and using resources and technologies (Mulgan & Albury, 2013).

Since citizens place a high value on public service, it is imperative that public service quality be evaluated. Efficient public services rendered by public entities can yield favorable outcomes for democracy and human rights, enhance socioeconomic well-being, diminish the prevalence of poverty, and, above all, augment public confidence in the government (Kusumasari et al., 2019). The need for innovation has been underlined from several angles as modern societies become more complex (Lee et al., 2020). While it is becoming more widely acknowledged that the public sector is currently the hub for innovation, sustained efforts to foster innovation are necessary to sustain high standards of welcome services and assist in addressing the societal and economic issues that public sectors face (Bloch & Bugge, 2013).

Innovation in public sector organizations (PSOs) is now recognized as a major factor in facing the competition of globalization and changing demographics of a country, while maintaining a high level of service or excellent service to the public and the business world (Agolla & Van Lill, 2013). Leaders in organizations, whether they are public managers or corporate executives, see innovation as a means of fostering change, expansion, and efficiency (Damanpour & Schneider, 2009). The reach of this public service innovation is as wide as many government affairs. Therefore, it is natural that there are scientists who assert that innovation is like a space to play. Play is an obvious way to innovate because services in general and public services in particular are populated with diverse professional groups (Kinder et al., 2019).

The government must continue to create and develop innovative programs to serve the needs of the community. Innovation departs from problems that arise in society (Mack et al., 2020). This can arise when the apparatus is close to its people, often finding out

what they are dealing with and what they need. Some say that innovative programs are from program conception to implementation in the field (Powell et al., 2019). Innovative programs have various models, methods of working, and networks of cooperation carried out to resolve public problems (Flores & Amiri, 2019). Setting priorities for the program and maintaining an ongoing awareness, assessment, and understanding of the work teams are essential to the success of any innovative service program (Kaasalainen et al., 2020). Innovative programs will succeed through three main steps: 1. *institutional commitment to goals*: Without commitment, innovation will not be maximally complete; 2. *identifying clear program objectives*: Knowing the real problem is half the solution; 3. *thorough planning of specific innovations*: It means that no one is left behind. From upstream and downstream, it is clear what will be implemented (Paul, 1993).

In the governance paradigm, all innovations result from collaboration between various parties (Ansell & Gash, 2008). The most commonly used governance paradigms, especially in the sustainability of public service innovation, are collaborative governance, adaptive governance, and network governance (Kostoska & Kocarev, 2019).

Indonesia has conducted the KIPP (Public Service Innovation Competition) since 2014–2022. The Public Service Innovation Competition organized by the Ministry of Empowerment of State Apparatus and Bureaucratic Reform (Kemen PAN-RB) implements the One Agency One Innovation movement, encouraging ministries/institutions/local governments to develop at least one innovation each year (KemenpanRB, 2014). The Public Service Innovation Competition is held annually to promote innovation to accelerate the improvement of the quality of public services, exchange experiences, for learning, appreciation of innovation implementers, motivation for other agencies, improvement of the image of public service providers, and encouragement of the sustainability of public service innovation (KemenpanRB, 2014). These downstream forms of government bureaucracy give birth to a breakthrough activity in providing service leaps beyond the community's expectations for bureaucratic reform to have an impact (KemenpanRB, 2023).

Regarding the literature, there have also been several studies that discuss the problems of education and handling dropouts in Indonesia: studies on handling school dropouts by providing free Education Development Contribution (SPP) assistance (Ulfa et al., 2020), assistance in the form of an increase in the School Operational Assistance Fund (BOS) (Kharisma,

2018), building solid programs and partnerships between stakeholders (Rachmawati et al., 2015), creating a national literacy program (Irfan, 2023), intensive parental involvement (Larasati, 2019), and Package B service (Solechah, 2020). Subsequent studies also discuss the issue of Boat Class innovation, such as a study on the contribution of the Boat Class to improving the quality of education in Pangkajene Kepulauan (Umrah et al., n.d.) and reducing school dropout rates in the Pangkep archipelago region (Said & Torro, 2021).

This research is crucial because the number of best practices on education service innovation in Indonesia, especially in Eastern Indonesia, still needs to be increased. The results of this research can inspire other stakeholders to make innovations, especially in areas that have similar problems and are geographically close to being able to implement the same education services. Therefore, this research aims to explore two problem formulations: How is the innovation model of the Boat Class service in the Spermonde region of Indonesia? What is the impact of the Boat Class Program on preventing dropouts in the Southeast Asian region of Indonesia?

## 2. Literature Review

### 2.1. Governance Theory

Collective decision-making is a practice that is central to governance. Governance theory has both an advisory and an explanatory dimension (Chhotray & Stoker, 2009). All forms of governance are included in this term, including those carried out by markets, governments, networks, families, tribes, corporations, and territories; they can also be governed by laws, customs, authority, or language. Since governance is more concerned with establishing law and order in social practices than it is with the state and its institutions, it is a more general term than government (Bevir, 2013).

Theories of governance are analytical constructs that are developed through empirical observations, deductive reasoning, and a great deal of imagination and creativity. Governance theories are abstract, though context-dependent, ways of reasoning to define, understand, and explain how contemporary societies are governed. Theories of governance often implicitly or explicitly contain the following set of components: theoretically justified assumptions about the nature of the world, empirically verifiable presuppositions that help define the scope and validity of the theory, concepts and categories aiming to capture different aspects of the object of analysis; theoretical principles and arguments enabling us to understand and explain trends, events, and joint occurrences; normative judgments based on particular standards, and empirical generalizations and predictions based on inductive and deductive methods (Ansell & Torfing, 2022).

Ansell and Torfing (2022) also affirm the advantages of governance theory that the multi-

perspectival nature of governance theory is a major strength, as it allows us to describe the almost institutionalized processes of decentered governing through which public value is negotiated, defined, and produced using different but overlapping theoretical languages that each capture important aspects of the current transformation of the provision of ordered rule.

In Ansell and Torfing's (2022) work, we can see some theories that have surfaced: network governance, collaborative governance, adaptive governance, etc.

#### 2.1.1. Network Governance

Networked governance has a long history. This chapter distills its defining characteristics and discusses theoretical concepts and related theories. It also identifies and describes some types, functions, and forms that these entities can assume. Finally, this chapter highlights ongoing and emergent challenges and their implications. It forecasts an increasingly hybrid future in which network governance and theorizing will occupy a central position. Network Governance is a governance theory developed by Robin Keant.

The premises of collaborative governance are collaboration - different parties work together to achieve a common goal, flexibility - a more flexible and adaptive organizational structure to accommodate the needs of the network, and information exchange - open and efficient communication between partners in the network.

#### 2.1.2. Collaborative Governance

For many managers, policymakers, and community members, collaborative governance has become a panacea for the "business-as-usual" approach to policymaking, which prioritizes hierarchy and order over inclusion and innovation. Advocates of collaborative governance emphasize its adaptability, ingenuity, and demand-driven approach to policy and program creation, along with its commitment to the principles of openness and discussion. Collaborative governance theory is developed by Allison Gash.

The principles of the theory of collaborative governance are open participation - involvement of interested parties in policy formulation and implementation, consensus - seeking to reach mutual agreement in decision-making, and coordination - effective coordination between different sectors.

#### 2.1.3. Adaptive Governance

Ever since it was first introduced in the 1990s, the concept of adaptive governance has changed. The policy science approach and institutional and socio-ecological branches of the adaptive governance tree are examined. This theory was developed by Todd Steelman.

The term "adaptive governance" describes the capacity to address complicated societal issues involving numerous stakeholders, divergent interests, and uncertainty regarding the best course of action, as in the case of community relocation brought on by

climate change (Janssen & van der Voort, 2020).

The working principles of adaptive learning theory are learning ability - organizations can extract learning from experience, structural flexibility - organizational structures that can adapt quickly to environmental changes, and evidence-based decision-making - decisions are based on relevant data and analyses.

## 2.2. Public Service Innovation

According to Daglio et al. (2015), public sector innovation is the implementation of new or significantly improved products (goods or services), new processes, marketing methods, or organizational methods in business practice, workplace organization, or external relations. So, it is familiar but could be the old with added value and more benefits than before. Therefore, there is a new element.

Based on these elements and evidence of innovation in the public sector, the OECD Observatory has identified the following characteristics of public sector innovation: novelty - innovation introduces a new approach relative to the context in which it was introduced, implementations - innovation must be implemented and not just ideas, and impact - innovation provides better results for society, including efficiency, effectiveness, and user or employee satisfaction.

Fuglsang (2010) views certain art activities as analogous to the practice of innovation in the public sector. This process- and practice-based innovation is very similar to bricolage. Bricolage means the process of creating art using various objects (Fuglsang, 2010).

## 2.3. Best Practice

The United Nations (1970) explained that best practices “are examples of actions which could serve as useful models from which others could learn and adapt to their own situations. They are actions, initiatives or projects that result in tangible and measurable improvements in the quality of life and living environments of people in a sustainable way”.

Six parameters of the criteria for world public service innovation results have outstanding contributions from the UNPSA (United Nations, 1970; Prasojito et al., 2004; Sangkala, 2013; Dubai Municipality, 2004):

1. Impact;
2. Partnership;
3. Sustainability;
4. Leadership and community empowerment;
5. Gender equality and social inclusion;
6. Innovation within local content and transferability.

## 3. Methods

This study is qualitative research using the case study method. Using a population on two islands in Liukang Tupabbiring Utara Sub-district, Pangkajene Islands, Indonesia, specifically on three Boat Class pilot project schools: Salemo Island (SD and SMP PGRI) and SD Sakuala. Class research instrument is based on

interviews with key informants who are representative of the research, namely the innovator of the Boat Class, the Head of the Education and Culture Office, the Secretary of the Head of the Education Office, the Boat Class Companion Teachers, the Principal, former Boat Class students, parents of students, the KOMPAK team in South Sulawesi, Bappelitbangda office staff, and the head of the public relations section of PT Tonasa.

We also conducted direct observations at two Boat Class pilot project schools, Salemo Island and Sakuala. The criteria for selecting the object for this research are based on data and facts. The Boat Class Programme is one of 20 participants in the United Public Service Awards (UNPSA) event. It is also a national finalist in the Public Service Innovation Competition (KIPP). Salemo Island and Sakuala are pilot projects of the Boat Class. Salemo Island was the venue for the launch of the education service. Several relevant stakeholders were present: the Education Office, Health Office, Social Affairs Office, Child and Women Empowerment Office, Regent of Pangkep and their staff, Australian Consulate-General, and Australian Student Association (IKAMA). Salemo and Sakuala are among the most populated islands, abundant in marine products, and closest to the mainland of the Pangkajene Islands.

The researchers stayed for a few days on Salemo Island, specifically at the house of one of the Boat Class companion teachers. To reach Salemo and Sakuala islands, we departed via the Kassi Kebo jetty using a chartered passenger boat, approximately 45 min from the mainland. In addition, these data were supported by secondary data such as journals discussing Boat Class cases, Boat Class guidebooks, webinar videos organized by LAN RI Makassar representatives, TVRI Pangkep television channels, and electronic news from various media. After collecting the data, the researcher analyzed the results using the Miles and Huberman interaction analysis method. The research results were then given meaning and conclusions.

## 4. Results

Based on guidance from the United Nations and Dubai Municipality on Best Practice, the results of public service innovation must meet six criteria: impact, partnership, sustainability, leadership and empowerment, gender equality and social inclusion, and innovation within the local context. Of these six requirements, the three most essential innovation results are in the impact, partnership, and sustainability sections.

### 4.1. Education Issues in the Spermonde Region of Pangkajene Islands Regency

The high dropout rate in the Spermonde region of Indonesia, especially in the Pangkajene Islands (Pangkep), is the background for initiating the boat class change action by reformers at the Education and Culture Office, Pangkep. Before the Boat Class service, the number of school dropouts in the Pangkep Islands region continued to increase.

Table 1. Number of children dropping out of school and those going to sea per subdistrict: primary education in the Pangkep Islands region (Buku Panduan Replikasi Kelas Perahu, 2021)

Subdistrict/gender	Number of students	Number of students at sea	Number of students dropping out of school	Number of students dropping out of school for fishing
Liukang Kalmas	3,013	160	59	28
Male	1,416	152	49	26
Female	1,597	8	10	2
Liukang Tangaya	4,235	117	63	36
Male	1,942	99	55	30
Female	2,293	18	8	6
Liukang	2,384	60	69	36
Tupabbiring Utara				
Male	953	47	52	33
Female	1,431	13	17	3
Liukang	2,909	110	79	42
Tupabbiring Selatan				
Male	1,312	98	62	42
Female	1,597	12	17	0
Total Islands Sub-district	12,541	447	270	142

From the table above, it can be explained that the four island sub-districts have a total of 12,541 students at the primary education level, and the number of female students is higher than that of males, which is around 55% in the 2018–2019 school year; in Liukang Tupabbiring Utara, it even reaches 60%. In terms of school participation, the gender gap is more pronounced for males, contrary to the global trend.

#### 4.2. "Boat Class" Education Service

The action of change chosen by the Education Office staff, or in this case, the Boat Class innovator, is to prevent the problem of children dropping out of school on the Pangkep Islands.

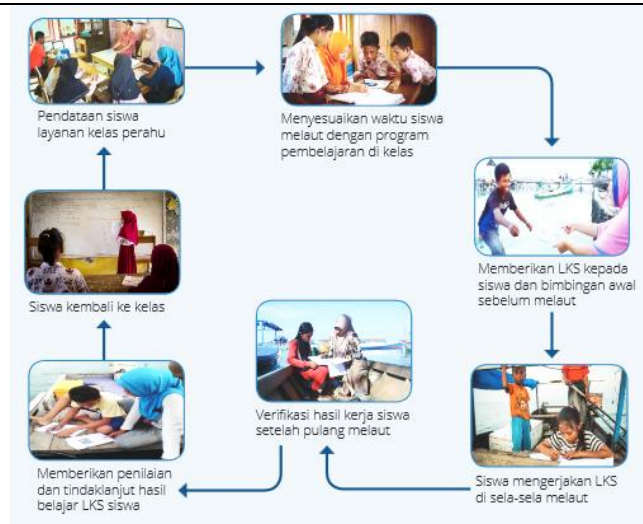


Figure 1. Flow of learning and assistance for Boat Class students (bappenas.go.id)

From the picture above, it can be seen that the Boat Class service starts with the data collection from students entitled to participate, based on previous surveys and data collection by the Boat Class Assistance team from schools and parents of students. Furthermore, the learning process will be adjusted to the student's fishing schedule, and they will be given Student Worksheets (LKS) according to the day left. Before going to sea, the students received an explanation and understanding of the LKS material from the accompanying teacher.

#### 4.3. Existing Model of Boat Class Education Service Innovation

From the observations that the researchers made while on the island of the Boat Class pilot project, an existing model of the Boat Class Service Program Innovation was found. An existing model is a model or practice in the field.

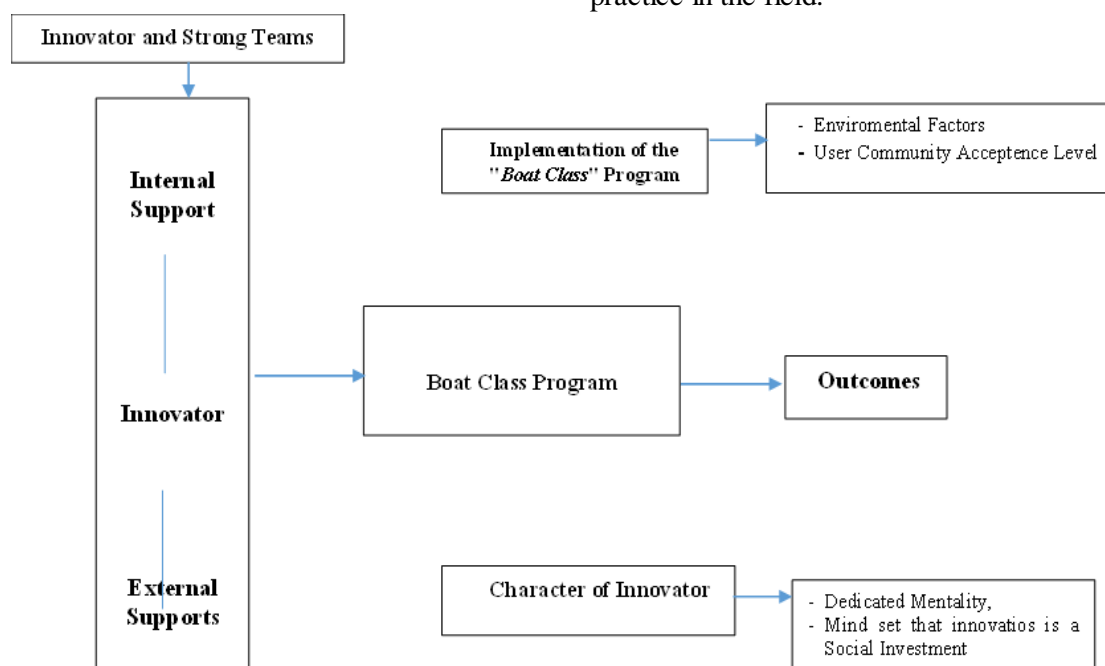


Figure 2. Existing model of the Boat Class Program (Research data, 2022)

The picture above shows that the Boat Class service innovation departs from a district in South Sulawesi

that has been recognized nationally and internationally as the "Spermonde" region, Pangkajene Islands Regency (Pangkep), an archipelago district that geographically consists of land, sea, and mountainous areas. There are 13 subdistricts, five of which are island subdistricts: Liukang (Lk), Tangaya, Lk. Kalmas, Lk. Tupabbiring, and Lk. Tupabbiring Utara. These five island sub-districts comprise 28 villages. They consist of 145 schools. In an interview session with the Boat Class innovator regarding the Boat Class, he said:

"This Boat Class service is a very suitable model for overcoming the educational problems of island children. Students can continue to study, even though they are helping their fathers, fishing in the sea" (Rukhmini, interview, August 1, 2022).

At that time, the Boat Class service innovation at the beginning of its pioneering required extra enthusiasm and determination from the innovator and their team. Challenges in the initiation of the Boat Class innovation were how to make it happen and the terrain faced. How to realize the boat class was indeed very draining for the innovator's energy and sincerity at the beginning of the initiation.

"At that time, I thought that coming up with an idea was extraordinary, but it turns out that implementing

ideas and actions to change the innovation of the Boat Class service is even more difficult. This is where the right mindset is needed to continue to realize this innovation; that work like this is our social investment" (Rukmini, in a webinar at Puslitbang LAN, 2019).

The facts on the ground are not as easy as imagined or thought, so a strong mental dedication is needed. Apparently, the real test is when the idea results in action and implementation. Regarding the location of the Boat Class innovation, we were faced with two challenges: terrain issues and community acceptance.

#### 4.4. Impact of Boat Class Service on Children's Dropping Out in the Spermonde Region of Indonesia

The background of initiating the Boat Class education service model is that many regular school children do not attend classes during learning hours. Many are out of school, especially at sea, helping their fathers fish or catch other seafood. The innovator often had witnessed this situation long before the idea of the Boat Class. The number of children absent from school for fishing is high. In fact, because of this fishing, many of them are threatened with dropping out of school or have even been sanctioned with dropping out (DO).

Table 2. Data on junior high school students who went to sea: Liukang Tupabbiring Utara Sub-district 2016–2017 (Secondary data processed in 2022)

Year	No.	School Name	Number of Students	Boat Class Students	Number of Students Taking the Exam	Number of Students Dropping Out
2016-2017	1	SMPN 4 SATAP Lk. Tupabbiring	157	26	40	4
	2	SMPN 5 SATAP Lk. Tupabbiring	59	9	19	2
	3	SMPN 6 SATAP Lk. Tupabbiring	119	15	46	4
	4	SMPN 9 SATAP Lk. Tupabbiring	100	12	37	4
	5	SMPN 10 SATAP Lk. Tupabbiring	58	9	14	3
	6	SMPN 1 SATAP Lk. Tupabbiring Utara	28	6	32	3
	7	SMP PGRI Pulau Salemo	100	9	31	3
		Total	621	86	219	23

The table above shows that in 2016–2017, the number of students participating in the Boat Class Service Program was 86 at the junior high school level,

and 23 dropped out. Next, a table of primary school children's participation in the Boat Class program is presented.

Table 3. Data on elementary school students who go to sea: Liukang Tupabbiring Utara Subdistrict 2016–2017 (Secondary data processed in 2022)

Year	No.	School Name	Number of Students	Boat Class Students	Number of Students Taking the Exam	Number of Students Dropping Out
2016-2017	1	SDN 10 Pulau Sapuli	40	2	6	1
	2	SDN 17 Satando	70	4	9	1
	3	SDN 18 Samatelu	63	4	8	1
	4	SDN 23 Pulau Saku ala	67	5	10	2
	5	SDN 25 Pulau Sagara	46	3	4	1
	6	SDN 29 Pulau Salemo	90	5	20	2
	7	SDN 3 Pulau Sabutung	162	8	33	2
	8	SDN 30 Pulau Karanrang	222	9	27	2
	9	SDN 31 Samatelu	83	5	20	2
			Total	843	45	137

The table above shows that the number of students who participated in the Boat Class Service Program was 45, with 14 dropping out. To determine the decrease in dropouts since the Boat Class program, the following

table compares the overall differences between elementary and junior high schools between 2017 and 2018. This table will certainly make it easier to compare the results.

Table 4. Recap of student data: Liukang Tupabbiring Utara sub-district 2017–2018 (Boat Class Webinar, 2018)

Year	No.	School Name	Number of Students	Boat Class Students	Number of Students Taking the Exam	Number of Students Dropping Out
2017–2018	1	SD	1665	102	252	12
	2	SMP	634	75	230	15
	Jumlah		2299	177	482	27

The data recap above shows that in 2017–2018, dropouts remained at 27 students. This data recap shows that in three years after implementing the Boat Class service program, it positively impacted the reduction of dropout rates. Dropout students at the junior high school level decreased by 8 people, while

those at the elementary level decreased by 2. It can also be said that this boat class has worked and had an impact. At the peak of the success of this Boat Class program in three years since it was initiated, namely 2019, dropout students were exhausted.

Table 5. Data on elementary school students who go to sea: Liukang Tupabbiring Utara Subdistrict 2018–2019 (Boat Class Webinar, 2018)

Year	No.	School Name	Number of Students	Boat Class Students	Number of Students Taking the Exam	Number of Students Dropping Out
2018–2019	1	SDN 10 Pulau Sapuli	11	0		
	2	SDN 17 Satando	69	4		
	3	SDN 18 Samatelu	51	2		
	4	SDN 23 Pulau Sakuala	73	2		
	5	SDN 25 Pulau Sagara	50	3		
	6	SDN 29 Pulau Salemo	86	3		
	7	SDN 3 Pulau Sabutung	170	2		
	8	SDN 30 Pulau Karanrang	224	6		
	9	SDN 31 Samatelu	73	2		
Jumlah			807	24		

The 2018–2019 Boat Class was the pinnacle of its phenomenal success. In three years, it has reduced the dropout rate to zero percent. From the secondary data table above, as reported by the KOMPAK team in the Boat Class Replication Guidebook, it is stated that the Boat Class Service Program in the initial period of implementation, 2016–2017, was able to reduce the dropout rate by 5.5%. In 2017–2018, the dropout rate increased slightly, by 6.1%. However, the 2018–2019 period again showed positive results, which amounted to 1.8%.

## 5. Discussion

The existing model captures what is happening in fact or concretely in the field (*das Sein*). The Boat Class service has been exposed nationally and internationally as an innovation that has been successful and made outstanding contributions to the user community. Boat Class has also been replicated in several other schools.

### 5.1. Public Service Innovation Model: Boat Class

#### 5.1.1. Innovators and Strong Teams

The Boat Class service innovation is a bottom-up innovation type. Another term for bottom-up innovation is line staff (Mulgan & Albury, 2013). Frontline employees and middle managers often generate new ideas. Therefore, they should be included in the process. There are numerous instances of this in statistics on specific innovations (Borins, 2001). In the science of

public administration, there are many viewpoints for interpreting innovation. Some see it from the point of view of the level of innovation, the typology of innovation, the type of innovation, and so on. Halvorsen et al. (2013) distinguish three types of innovation: incremental-radical, top-down-bottom-up, and needs-and efficiency-led.

Support from external parties beyond the executive and legislative branches will be helpful. The role of civil society organizations (CSOs), donor agencies, and other international institutions as part of the support group is significant. One of the roles of the support group is to motivate the change process consistently through various facilities and ammunition, the most important of which are technical assistance, comparative study opportunities, and financial support. These people already have considerable innovation experience (Sumarto, 2004).

Ultimately, "strong teams" will be formed with the help of both external and internal parties. Effective teams that foster innovation can help accelerate development (Mulgan, 2014). Teams with a strong sense of unity will be highly committed. They are less likely to be the targets of social categorization procedures that force individuals into their groupings, which may lead to prejudice, conflict, and group misunderstandings (van Veelen & Ufkes, 2019).

The public and private sectors are in dire need of collaboration with others to create innovations: products, services, systems, and the like. Collaboration

with various parties will create meaningful achievement and growth in a triangular picture of the keys to innovation and growth. The bottom level is innovation capability, the second level is innovation network, the third level is innovation, and the top level is growth. This expression is known as Drucker's prophecy (Shuman & Twombly, 2010). The issue of collaboration is also more fully discussed in the paper "collaborative governance" about how public and private stakeholders are bound together in consensus-oriented policymaking (Ansell & Gash, 2008).

### 5.1.2. Innovator Character

The "innovators" were the first drivers and riders, and without their participation, the ride-sharing idea as an alternative to taxi cabs would have failed. They established the availability of a new resource (Vargo et al., 2020). Until now, there has been no complete definition of the character of an innovator. Usually, researchers interpret it according to its meaning depending on the situation and conditions. The character of an innovator is typically a combination of two or three characteristics. For example, they have extensive knowledge, a good understanding of the problem, can work with others (collaboration), have dedication, commitment, and hard work, and believe that their initiative can solve the problem (Wan Abdullah et al., 2019).

#### a. Dedicated mentality

It requires a dedicated mentality. This innovation idea must be steadfastly fought for and completed until it comes to fruition. The obstacles faced did not discourage the boat class team. Instead, they continue to look for alternative solutions, if possible, as long as the program runs. Energy, time, and thought are directed toward seeing if this Boat Class program can run and be used by island students. With a motto that needs to be fought for, "education for all".

#### b. Mindset that innovation is a social investment

Innovation is a social investment in the future, i.e., struggling and sacrificing without expecting a reward, resulting not in material rewards in the form of money or positions but positive benefits and good memories for the organization. Hard work with the entire team on duty is a source of pride. Everything is not always measured in material terms.

Governments and corporations are collaborating in many nations to establish organizations that support private sector innovation, particularly in fields such as information technology. Intellectual property rights protection mechanisms, such as copyrights, patents, and domain name registration, are designed to allow creative people and businesses to earn money from their inventions. A flexible and easily accessible source of funding for launching creative projects is venture capital. In addition, startup companies, their investors, staff, and increasingly, their suppliers can all profit handsomely from this venture by being compensated with shares. Government property typically refers to inventions created by the government employees.

Legislative appropriations fund public sector organizations; venture capitalists do not support general management innovations. In the public sector, share ownership is nonexistent, and employees receive fixed salaries accompanied by bonuses that pale compared to those obtained by their private sector counterparts. In other words, there are few incentives for successful innovations in the public sector (Borins, 2001).

## 5.2. Boat Class Implementation

### 5.2.1. Environmental Factors

Because the locus or area of the Boat Class pilot project is the archipelago, specifically the Liukang Tupabbiring Utara area, the risk is that the Boat Class team must get used to the sea crossing to the pilot project school. For those who already know the crossing dock in Kassi Kebo to the islands, it can take about 30 min or more. It all depends on the weather conditions and the waves. When the morning is sunny, the waves will be a little friendly, so sea travelers to the island will enjoy the journey until they arrive on the island. However, when the weather is rainy, it is perilous. The rough seas are full of winds whose gusting force can affect the navigation of the ship's captain. The distance traveled becomes longer and affects the mentality of the passengers, including the intense boat class teams that make the crossing to the island.

### 5.2.2. Community Acceptance Level

At the beginning of the implementation of this boat class service, it was more challenging than imagined. The facilitator team and the parties involved were faced with efforts to change the mindset of the parents first, providing enlightenment and constructive sharing about the importance of their children's future. Indeed, the reaction of some parents was quite surprising and negative. They consider that the boat class service in this practice is very disruptive to activities at sea because of learning in the middle of busy work on the boat. This requires the adaptation of new habits. In fact, due to the inconvenience of this boat class model of learning, according to one teacher, some parents carry machetes and threaten teachers not to take their children to study on the boat.

As the team of facilitator teachers persisted in educating parents about the importance of this service, they allowed their children to join this learning model. Gradually, the parents consciously supported their children to continue their schooling and learning while working. Eventually, their children could attend class with confidence. Parents know that the payoff of this service is that their children can still pass their classes while helping their parents at sea.

### 5.2.3. Outcomes

Public service innovation is categorized by the United Nations as a best practice when it has outstanding contributions that can be seen in real terms

in solving public problems. According to the United Nations' resolution, the three most basic criteria for measuring best practices are impact, partnership, and sustainability (United Nations, 1970; Dubai Municipality, 2004). In addition to three other criteria, such as the value of leadership, gender equality, and the possibility of replication or transferability, this paper focuses on the impact of the boat class. In general, the three criteria specified by the United Nations have been fulfilled by the boat class service innovation. The outcome of the boat class service is the resolution of the problem of out-of-school children in the islands within three years, starting with the effective period of running the service from 2017 to 2019.

Moore's (1996) strategic triangle concept states that public agendas must fulfill three requirements: public value, sources of legitimacy and support, and operational capabilities. Public value is how an innovation or government agenda can provide value to people. Improving the outcomes of the general plan is one part of shared value (Cabral et al., 2019).

### 5.3. Boat Class Service Impact

#### 5.3.1. Reduction of School Dropouts

The background to the initiation of the Boat Class education service is that many children drop out of school because they often help their parents, going to sea to fulfill their family's daily needs. Fishing is the main livelihood of the island community. With so many dropouts, school participation will automatically decrease. In 2016–2017, the total number of dropouts was 52 students; in 2017–2018, 27 students; in 2018–2019, 21 students; in 2019–2020, 16 students. This shows that the number of dropout students continues to decrease.

#### 5.3.2. Increased School Participation

The increase in school participation can be seen from the decrease in boat class students over three years. In 2016–2017, total boat class students were 179 (7.8%), in 2017–2018, 177 (7.7%), in 2018–2019, 46 (1.9%), and in 2019–2020, 43 (1.8%). Therefore, the three years of the boat class could produce a significant decrease from 7.8% to 1.8% of the Boat Class participants. The figure shows that more and more children have joined the class, learning regularly with their friends.

The main goal of the boat class service is to return them to school. The innovator admits that although it is not immediately zero (0), it is extraordinary. How could it not be a problem for years without any meaningful solution? The teachers also could not do anything; they needed ideas or policies to solve the education problems on their islands. Until a much-anticipated idea and approach came along, a flexible form of learning helped the situation of the students on the island.

This research can be applied to locations with similar regions and geographical conditions, such as Spermonde and the islands. However, the possibility of

being used even in mountainous areas still needs to be considered. The Boat Class does not exist in a specific space or pattern but only in the form of a policy in the form of student worksheets (LKS) that allows regular school children to continue going to school, even though they are at sea, helping their parents. Students' problems may vary, but the LKS system can solve them. It has proven successful in schools that have replicated the Boat Class under various names, such as "Season Class," "Bagang Cerdas," "Nelayan Masuk Sekolah," and "Pasti Cerdas."

Other regions can also adopt the Boat Class innovation model. It all depends on the leadership of each area and how a leader can prepare a culture and capacity to innovate for his institution by designing everything needed to innovate in the bureaucracy. It requires a strong political will.

## 6. Conclusion

Based on the research questions and results, it can be concluded that the Boat Class Innovation Model has proven to be very effective in reducing and eliminating school dropout rates in the Spermonde region of the Pangkajene Islands district from a school dropout rate of 7.8% to 1.8% (2017–2019). Therefore, this boat class program can be replicated in areas with the same problem conditions and geography.

The presence of the Boat Class Program is the result of a harmonious momentum of innovation, a combination of determined innovators and a solid innovation support team, with an innovator championing their initiatives and a capable innovation support system. They are supported by the regional government (Pemda), work leaders, advocacy from international institutions, development partners from the Indonesian central government, a solid work team, and the community who receive the program. Ansell and Torfing (2022) stated that collaboration is the root and foundation of innovation. Collaboration is a medium for exchanging advantages in creating a public service. Meanwhile, the United Nations Public Service Awards mention the term "partnership."

The academic contribution of this research is that it agrees on the term "collaboration." To create public service innovations that impact society, we must collaborate. With numerous consciousnesses, each entity has varying strengths and intelligence. They must come together in one forum called collaboration. Collaboration is central to governance theory. With collaboration, innovation is more accessible to realize. Therefore, each party must be aware of and seriously learn this point, not ignore it.

What is new in this research is that first, it can find existing boat class models empirically, where previous studies have not yet found them. Second, this study focuses on public service innovation that meets patterns of collaboration with various stakeholders. In Indonesia, especially the Eastern Region of Indonesia, especially South Sulawesi, no public service innovation meets the standards or criteria of the UNPSA's Best Boat Class

Program.

The recommendation from this research is that future researchers should explore or develop the Boat Class Program and other educational service innovations on several other islands in the Pangkajene Islands, with more appropriate theories.

## 7. Limitations and Further Study

The study still has limitations in the number of sample locations, especially the Boat Class pilot project. Further researchers can explore several other islands in other islands in Pangkep, increasing the number of informants to obtain a more complete picture. Further research should focus on the evaluation of the Boat Class Innovation Program.

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## Authors' Contributions

The first author typed and organized the results of the study. The second researcher was responsible for the context of the theory. The third researcher contributed to the problem of authorship methodology, and the fourth author provided additional information about the content related to the research.

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