

## THE PUBLIC SERVICE POLICY

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### ABSTRACT

Qualified and appropriate public services have been public demands together with the more democratic development of public awareness. Government's role as governor and regulator so far is not adequate yet to give opportunities to public to obtain services according to their fundamental rights as citizens. The regulation of public services, which is still distributed in many by sector regulations and is more state-oriented rather than people oriented, has made public services in Indonesia in the unmanageable state. Managing public services with a regulation that is perceptive and more responsive to public demands, by inviting public participations, is viewed as necessary to create a model of theoretical and conceptual service contract reflecting the existence of law, which is not only responsive but also progressive and democratic.

**Keywords:** Democratic, public policy, public services.

### INTRODUCTION

The case in Southeast Asia shows that public service policy still needs to be improved. The emergence of a public policy, is in line with the many problems of dissatisfaction and complaints over issues and conflicts that are not handled properly. Public services that recently became the central issue has forced both state institutions and communities to re-regulate in its implementation. Although the provision of public services is an obligation that must be done by the government as a state organizer. However, the obligation to provide these services still cannot provide satisfaction for the community of its users. Therefore, the involvement of public participation in the regulation of public services is absolutely necessary, in order to be carried out according to the agreement and the expectations of the parties.

The condition of public services from Southeast Asian countries, such as Indonesia, Malaysia, Singapore and Thailand is still considered bad by the community of its users. Public complaints about public services run by the government are often heard. In fact, the government has made efforts to improve public services through various policies in the field of public services, but the quality of public services is still badly assessed by the public. Faced with this situation, it seems that efforts to improve and regulate the prudence of public service should still be carried out, especially on implementative improvement efforts.

In response to these challenges, various efforts to improve regulatory policies for public service delivery are absolutely necessary, to assist government agencies in providing public services in improving service performance. Some of the benefits of the regulation of service policies include to providing assurance and assurance to the public that they will get quality services and can be accountable.

The research on public service policy analysis in four Southeast Asian countries is intended to obtain an overview of public service delivery for the community, and then to identify the

factors that are driving and inhibiting the best practice of implementing public service policies.

### Theoretical Assumptions

Public service delivery by government agencies to citizens can be studied by following the flow of development. In 1992 Barzelay and Armajani, as quoted by Yeremias T Keban, convey a shift from the bureaucratic paradigm, to the paradigm of the post-bureaucratic paradigm. Further explained by Barzelay and Armajani, the differences between the two paradigms above, namely the bureaucratic paradigm and the paradigm of "post bureaucratic paradigm", as shown in the following table:

Table 1. Shifting the Paradigm of Public Administration

BUREAUCRATIC PARADIGM	POST BUREAUCRATIC PARADIGM
Emphasizing public interest, efficiency, administration and control	Emphasizing useful result for quality and value society, products and attachments to norms.
Prioritize functions, authorities, and structures.	Prioritize missions, service, and end result (outcome)
Assessing costs, emphasizing responsibility	Emphasizing value-building for people building accountability and strengthening working relationship.
Prioritize on obedience, rules and procedures	Emphasizing the understanding and application of norms, identification, and problem solving, and process of improvement in a continue.
Prioritize the <u>operation</u> of administrative systems.	Emphasizing the separation between service and control, building support for norms, extending community choices to encourage collective activities, providing incentives, measuring and analyzing results and enriching feedback.

Meanwhile, David Osborne and Peter Plastrik, expressed his thoughts on the development of a highly reformative, state-of-the-art paradigm of "Reinventing Government". In this paradigm, the government at present must be more catalytic, community owned, competitive, mission driven, result oriented, customer driven, enterprising, anticipatory, decentralized and market oriented.

Government as a public service provider is required to have catalytic function, able to empower society, make efforts to encourage the spirit of competition, always oriented to mission, prioritize and give priority to result of way or process, public interest as the main reference, entrepreneur spirit, being anticipatory or trying to prevent problems, decentralized and market-oriented.

Therefore, let's say there is a dispute, a dispute and / or a complaint, then its management process is aligned with those principles. The "Reinventing Government" paradigm is also known as New Public Management (NPM), which is then followed by the implementation of good governance principles. Good governance is the most prominent issue in the management of public administration today. The vigorous public demand for government to implement good governance is in line with the increasing civilization of society and

globalization. Good governance as a concrete interpreter of democracy necessitates civic culture as a supporter of democracy, sustainable, which are contains two meanings: (1) values that uphold the wishes / wishes of the people, values that can improve the ability to achieve the goal of emotional independence, sustainable development and justice social, (2) functional aspects of effective and efficient governance in the performance of its tasks to achieve the above objectives.

Hood as quoted by Yeremias T Keban, revealed that there are seven components of doctrine in New Public Management (NPM), namely: 1) utilization of professional management in the public sector; 2) the use of performance indicators; 3) greater emphasis on control output; 4) shifting attention to smaller units; 5) shift to higher competition; 6) the emphasis on the private sector style on management practices and emphasis on discipline; and 7) higher savings in resource use.

Further Ferlie, Asdhburner, Fitzgerald and Pettigrew, as quoted by Yeremias T Keban, stated that this new Public Management has undergone a change of orientation. The stages of this New Public Management orientation change include: the efficiency drive, that is to give priority to the value of efficiency in performance measurement. Downsizing and decentralization, which prioritizes the simplification of structures, enriches functions and delegates authority to smaller units in order to function quickly and appropriately. In search of excellence, which prioritizes optimal performance by utilizing science and technology. Public service orientation, emphasizing the quality, mission and values that the public organization wants to achieve, gives greater attention to the aspirations, needs, and participation of "users" and citizens, giving higher authorities to elected officials, including their representatives, emphasized social learning in the delivery of public services, and emphasis on continuous performance evaluation, community participation and accountability.

Related to the development process above Denhard and Denhard explained that nowadays there has been a change of paradigm of state administration, from Traditional public administration (TPA) to New Public Administration (NPA), In Traditional Public Administration orientation of state administration, more emphasized to Control, Order , Prediction (COP), which is strongly bounds to the political authority, tightening control, to be given and following the instruction. In New Public Management, state administration is directed to alignment creativity and empowering (ACE).

In the new paradigm of state administration, it is further explained by Denhard and Denhard that "any process, system, procedure, hierarchy or lawful state is no longer the primary reference although it remains to be known and is a skill. But results, teamwork, flexibility must be put forward, caused by pressure, influence, the existence of differentiated public demand".

### **The New Public Services Paradigm**

The new paradigm of public administration, causing a pattern of relations between state and society, which emphasizes the public interest. As a result the state is required to provide better and more democratic service to the community. A similar understanding is given by Denhardt that the new paradigm of public service (New Public Services Paradigm) is more directed to "democracy, the pride and citizen". It further said that "Public servants do not deliver customer service, they deliver democracy". Therefore, the values of democracy,

citizenship and service in the public interest must be viewed as a fundamental norm in the administration of public administration.

The democratization journey that takes place in Southeast Asian countries provides valuable lessons for the government (bureaucracy) and citizen (citizen). Bureaucratic faces and figures are now undergoing a shift from rigidly oriented bureaucracies toward the more democracy, responsive, transparent, non-partisan bureaucracy. The bureaucracy can no longer position itself as an arrogant and untouchable institution by criticism from outside bureaucracy. The wave of political reforms that occurred in 1997 has been able to undermine the wall of "arrogance" of bureaucracy and give birth to a strong civil society. The public demand for improvements in bureaucratic performance has become a public discourse in the current reform era. In addition, the increasingly widespread issue of democratization has strengthened the position of civil society to demand their rights when dealing with bureaucracy. In such a context, the bureaucracy needs to revitalize itself to produce democratic, efficient, responsive, and transparent public services.

Table 2. Paradigm Shift of Public Service Model

Aspects	Old Public Adm.	New Public Adm.	New Public Service
Theoretical basis	Theory of politics	Economic theory	Theory of democracy
The concept of public interest	Public interest is something politically defined and listed in the rules	Public interest represents an aggregation of individual interests	Public interest is the result of a dialogue on various values
To whom the public bureaucracy should be responsible	Clients and voters	Customers	Citizens
The role of government	Flowing	Steering (directing)	Negotiating and elaborating interests between citizens and community groups
accountability	According to the administrative hierarchy	The market will be the product of customer desire	Multiple aspects: accountable to law, values, community, norms, politics, professional standards of citizen interest

In the new public service model, public services are based on democratic theory that teaches egalitarian and equality of rights among citizens, since it is essentially the people (*demos*) who are the supreme power holders (*kratein*), have a logical consequence on the concept that since its status in the natural world, even to the status of a citizen, the human beings have rights which by nature are not likely to be taken over, denied and / or violated (inalienable, inderogable, inviolable) by anyone in power. In fact, it is the rulers who should be regarded as officials of officials who gain their legitimate power because of the mandate of the citizens through a public contract, a noble treaty of the nation in which all of its contractual substance will be realized in the form of a constitution. In this model the public interest is formulated as a result of dialogue from the various values that exist within society. Public interest is not

formulated by the political elite as stated in the rules. The bureaucracy that provides public services should be accountable to society as a whole.

The role of the government is to negotiate and explore the interests of the citizens and various community groups that exist. In this model, public bureaucracy is not merely accountable to the rule of law, but must also be accountable to the values that exist in society, prevailing political norms, professional standards, and citizens' interests. That is a series of ideal public service concepts today in the era of democracy.

The ideal theoretical basis of public service. According to the New Public Service paradigm as discussed above is that public service must be responsive to the various interests and values. The government's task is to negotiate and elaborate various interests between citizens and community groups. It implies that the character and value contained in the public service must contain the preference of the existing values in society. Since society is dynamic, the character of public service must always change with the development of society.

The law of state administration in the field of public services should be in line with the demands of responsive public services. In addition, the new model of public service must be non-discriminatory as the theoretical basis used, namely the theory of democracy that ensures equality among citizens, without distinction of citizen, ethnicity, race, ethnicity, religion, and party background. This means every citizen is treated equally when dealing with public bureaucracy to receive service as long as the required conditions are met. The relationship that exists between public bureaucrats and citizens is impersonal relationships so as to avoid the nature of nepotism and primordialism.

## **RESEARCH METHODS**

Research on public services in four Southeast Asian countries using a qualitative descriptive research approach that explains the phenomena studied. The data in this study consisted of: 1) primary data, that is data obtained from research results. 2) secondary data, i.e. data obtained from international journal referrals.

The data collection used in the framework of research is as follows: 1) international journal on public service policy in various Southeast Asian countries, 2) Direct observation, i.e., researcher directly to the field and directly observe the implementation of public service policy for Indonesia and compare it with other countries in Southeast Asia.

The data analysis used is a taxonomic analysis that is more detailed and in-depth analysis form in discussing a theme or subject matter. Where the dominant or highlighted field needs to be traced in depth and in detail its internal structure.

## **ANALYSIS AND DISCUSSION**

### **Public Service Policy Regulation in Southeast Asia**

Provision of quality public services is an obligation that must be done by every state organizer. Even said that one of the benchmarks of the success of the state can be seen from the quality of public services provided. Therefore, the efforts of the governments of each Southeast Asian country to provide quality and fair public services are continuously carried out through various regulatory policies in the field of public services. The developed service paradigm shifts from a service oriented to distributive justice service that is commutative, the

service is more democratic and oriented to the interests of the parties ie service providers and users of public services.

Operationally the arrangement of public service delivery in each Southeast Asian country is implemented by the Service Office whose main tasks and functions are defined by the applicant Government Regulations in that country, in improving the quality of service to the public, and other considerations such as the demands of the community demanding the addition of several units , public service to the community that cannot be delayed anymore.

The Service Office as a buffer institution and the implementing element of public service regulation is headed by an office chaplain and is responsible for carrying out the main tasks (1) carrying out some household affairs in the field of integrated services, (2) carrying out the task of deconcentration and assistance in the field of integrated services. (3) implementing coordination with related institutions in the field of licensing, non-licensing and public complaints.

### **Public Service Policy**

Policy, in this case the policy governing public services. Conceptualized as a "construction" whose definitive limits are bound to the dimension and time when subjects interact communicatively to produce the same product of thought. That is, the policy in the context of the study of public service will not be understood as an objective normative entity, but understood as the dependent variable of a socio-political process involving a number of individual actors participating in a process.

So that, the construction process, is not understood simply as a policy construction technique as a standard procedure, but is understood as the totality of the processes that are in a state of mutual relation to social, cultural and political variables. The construction of public service policy is understood as a political product whose character is determined, among others, by the social dynamics associated with public administration and more specifically with respect to public service policies.

Therefore, in the construction of public service policy, the construction of public service delivery, policy should better meet the expectations of the community. which enables the realization of the Public Service Standards, within the framework of a more responsive and participatory public service policy, and which is particularly relevant to the developing conditions of the local community in which the service is organized.

It is known through this research that socio-cultural and political changes have taken place in the regions, which have an impact on the shift leading to various responses, which can be expected to better meet local community needs and demands. This shift coincides with a paradigm shift that leads to a new paradigm called The New Public Service Paradigm, which requires the fulfillment of participation criteria, social justice, transparency, certainty and affordability for and by the public entitled to public services.

From the research, it was found that the facts of regulation and Public Service Standards vary with respect to the social, cultural and community needs in each of the different research areas. The provision of space for public participation in the management of public service is intended to accommodate the democratic demands developed in society. With the

accommodated interests and needs of the community is expected to build a shared commitment in public service delivery activities in society.

A common commitment can be nurtured to the exclusion of the interests and ego of official agencies in society. Arrangements for the delivery of public services built with mutual commitment will result in policies and rules that reflect the morality of cooperation. The behavior of public service providers and public service users will be subject to agreed principles and policies. Meanwhile, regulatory mechanisms and the delivery of public services can be expected if they will work in a situation of mutual control between the organizers and citizens of the public service users. Through this mechanism will create equitable services and improve the position of citizens, not only as users of the service, but also as a party that will be better bargains to get better service. Shared responsibilities developed through community participation spaces with the above-mentioned model can also be expected to stimulate public service providers to develop and expand their apparatus competencies in order to continue to perform their service tasks better.

The model of public spatial participation in public service arrangement and implementation is expected to give lessons to the public to be more responsible in the ongoing democratic process. The model of participation in the delivery of public services, prioritizing joint responsibility, the parties are expected to always develop positive search alternatives relating to regulatory systems, organizational systems, and self-supporting obligations not to rely on outsiders.

Provision of incentives to providers and users of services can be developed through forums of stakeholder engagement in community participation spaces. Regulation of public service involving parties with the aim of developing mutual commitment in the sphere of community participation, is between service providers and citizens, will lead the parties into a more responsive process of organizing public services. A regulation that meets the demands for the rule of law to be constructed as a more responsive process product to urgent social needs, while at the same time maintaining normative constructions of the institutional proceedings of politicians in legislative bodies.

Such a regulation would be in accordance with the development of paradigm in legal science, from the normative positivistic to the progressive sociology, allowing more responsive policies to open up opportunities for stakeholders to participate directly in the process of legal formation as a rational construct in concrete.. Implementation of public services by opening the space to include such community participation is the basis of the application of what is called the New Public Service Paradigm.

Based on the results of his research and his theoretical thinking, this dissertation suggests the need to regulate public service with a regulation enacted in the form of a regulation that responds to selected local norms as applicable and exists

## **CLOSING**

### **Conclusion**

In formulating public service policies in four countries in Southeast Asia, the construction of policy formulation of public service delivery should better meet the expectations of the community, which enables the realization of the Public Service Standards, within the framework of implementing a more responsive and participatory public service policy and

more specifically with conditions evolving in the society in which the ministry was organized.

In principle, the public service of the four Southeast Asian countries is the same that is carrying out a public service policy in accordance with service standards applicable to each country and regulated by legislation. The construction of policy formulation that is carried out as processed above will be in accordance with the development of the public service paradigm, from the normative-positivistic to the progressive-sociologic, allowing more responsive policies to open up opportunities for stakeholders to participate directly in the legal establishment process a rational construct in concrete. The construction process of the formulation of the policy of the implementation of public services by opening the space to include the participation of such communities is the basis of the application of what is called the New Public Service Paradigm.

### **Recommendation**

Based on the results of the research and theoretical thinking, this study recommends the need to construct the formulation of public service policy with a regulation that responds to selected local norms as applicable and evolved in Southeast Asian society. The public service decision-making model that is responsive to such regional demands may be expected to solve practical problems governing procedures, costing, timing and complaints mechanisms and establishing service facilities.

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