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## **Democratizing Public Services in Indonesia: Analysis for Mall Public Service in Palembang**

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### **Abstract**

Improving public administration and civil service performance have been ongoing process for looking ways to build the most responsive systems of public service. The present era of globalization and of revolutionary development of information technologies, increased levels of uncertainty and mutual interdependence pose new challenges for public administration systems, in general, and civil servant systems, in particular. This paper provides a critical analysis of civil service reforms in establishing democratic public service through Public Service Mall in Palembang. A precisely approach for this study, it basically used qualitative by examining literature review related in public administration reform. Through this paper, we found that 1), Public Service Mall in Palembang reforms in enhancing civil service quality not modernized reforms, 2) current civil service systems are traditionally structured, rigid, inward-looking and based on outdated competencies. Thus, measures to align civil service systems with these new characteristics are required for democratizing public service in Palembang would be able to implement effectively.

Keywords: Public Administration Paradigms, Information and Technology, Civil Service, Public Service Mall, Palembang

### **Abstrak**

Meningkatkan administrasi publik dan kinerja pelayanan sipil adalah proses berkelanjutan dalam mencari cara membangun sistem pelayanan publik yang paling responsif. Era globalisasi saat ini dan perkembangan revolusioner teknologi informasi, peningkatan tingkat ketidakpastian dan ketergantungan saling-menyaling menimbulkan tantangan baru bagi sistem administrasi publik secara umum, dan sistem pegawai sipil secara khusus. Makalah ini memberikan analisis kritis tentang reformasi pelayanan sipil dalam mendirikan pelayanan publik demokratis melalui Pusat Pelayanan Publik di Palembang. Pendekatan yang digunakan dalam penelitian ini adalah kualitatif dengan mengkaji tinjauan literatur yang terkait dengan reformasi administrasi publik. Melalui makalah ini, kami menemukan bahwa 1) Reformasi Pusat Pelayanan Publik di Palembang dalam meningkatkan kualitas pelayanan sipil bukanlah

reformasi yang modern, 2) sistem pelayanan sipil saat ini memiliki struktur tradisional, kaku, berorientasi ke dalam, dan didasarkan pada kompetensi yang sudah ketinggalan zaman. Oleh karena itu, tindakan untuk menyesuaikan sistem pelayanan sipil dengan karakteristik baru ini diperlukan agar pelayanan publik di Palembang dapat diimplementasikan secara efektif.

Kata Kunci: Paradigma Administrasi Publik, Informasi dan Teknologi, Pelayanan Sipil, Pusat Pelayanan Publik, Palembang

## INTRODUCTION

Improving the quality of nature public administration is one of the government's task till to date. This is also one of the acute problems that have not been fully and effectively achieved (Baimenov & Liverakos, 2019). Governments have been talking about increasing meaningful engagement with people, probably since the 1970s; however, seemingly undeniably less headway has really been made than anticipated and quite a bit of what considers "commitment" can be careless or devised (Argyriades, 2021). The improvements work with the limit of government organizations to participate in approach issues and functional organization.

The dynamics and realities of world developments continue to experience changes that sometimes have unexpected impacts (Box, 1999). One of the things that can be seen is marked by a paradigm shift in public services along with the changes that occur. Where the old Public Management has shifted to a new public management paradigm (Newland, 2020). This means that the public service paradigm is no longer relevant to be applied in the world of public service (Yeboah-Assiamah et al., 2016). In the word of Denhardt & Denhardt (2000) "In the development process from a theoretical perspective, there has been a paradigm shift in public services from the traditional administration model (old public administration) to a new public management model (new public management), and will eventually lead to a new public service (Grant & Chau, 2006; Perry, 2007). So far, it is considered irrelevant, because the economic and political nuances are very high without getting closer to the problems of the community (R. B. Denhardt & Denhardt, 2003).

This phenomenon is based on the development of new technologies and innovations that have massively shaped and transformed society throughout historical events (van der Wal et al., 2011). The emergence of the "digital age" is no special case. Changes are happening so fast of the wave of progress and the spread of new technologies (Allmann & Radu, 2022). Innovations such as the Internet and cell phones have emerged and brought about profound changes to societies around the world (O'Flynn, 2007; Schreurs, 2002). There are even more troublesome innovations not too far off, including Artificial Intelligence (AI) and the Internet of Things (IoT). New innovation driven plans of action, the geographic spread of creation, the rise of virtual entertainment, and new items and administrations are testing customary administration designs and working models all over the planet and how legislatures are seen by residents (Bryson et al., 2014; Davis et al., 2020). In addition, the government will use new technologies to provide client-oriented "one-stop" facilities and anticipatory client journeys (Margetts & Dunleavy, 2013). Personnel records will be more proactively managed and leveraged to provide additional services to people at key contract points between government and citizens. Governments and other important social organizations have huge databases of personnel information, which we readily collect but do not use effectively to interact with citizens and improve their well-being. Therefore, civil servants need to adapt well, because new technology is so pervasive. they need to reevaluate their job as businesses, as the innovation can be utilized to help inside tasks for government organizations and in human asset the board.

The recent modern public service and public administration reform in Indonesia, known as the “Mall Public Service” was established in 2014 through the Ministry of Home Affairs with a one-storey system (Ministry of Home Affairs, 2014). This reform aims to continuously update and improve the quality and accountability of the state civil apparatus in Indonesia. In addition, this public service reform aims to continue to be responsive to the needs and expectations of the community. Interestingly, many local governments in Indonesia have followed this policy which places great importance on the quality of public services for the community. One of the regional governments in Indonesia that has been formed is the city of Palembang. Therefore, Mall public services in Palembang City generally aim to provide a variety of public services equipped with counters that will serve the community. MPP aims to combine various types of services to make it easier for people to access various types of needs in one place (Mahmudi, 2003).

A recent literature which is discussing about Mall Public Service in Indonesia, mostly dominated by emphasizing on public perception and their satisfaction through quantitative methods under the case studies frameworks (Daniel & Mansur, 2021; Muazzinah et al., 2021; Purnomo & Qomariah, 2019; Sari, 2021). Instead of that, they have not been able to capture the democratizing public service through Mall Public Service under the new public service society paradigm. In other words, nothing unless there are other options concentrates on offers an extensive examination of public help development executed by new public service society paradigm in Indonesia.

The Mall Public Service (MPP) in Palembang City is one of the largest public service in Indonesia, which has been officially operating in stages since January 2020 (Menpan.go.id, 2020). Interestingly, this MPP has joined more than 30 governmental institution and non-governmental organization. The MPP of Palembang City has various unique features that distinguish it from other MPPs in Indonesia. Among other things, the Mandiri Disdukcapil Pavilion (ADM) provides printing facilities for Family Cards (KK), Identity Cards (KTP) and Child Identity Cards (KIA). In addition, there are other unique services such as massage services for the blind, MSME corner, Ombudsman services, digitalized consulting services, photo booths connected to all services, legal consulting services, and community rooms (Dpmptsp.palembang.go.id, 2022).

In addition to providing administrative, licensing and non-licensing services, the MPP of Palembang City also provides various facilities and infrastructure to support services, including Drive Thru SIM and STNK, integrated queuing services, special services for disability, investment services, independent services, free marriage halls, children's play area, lactation room, free capacity meeting room, reading area/corner, and free digital photo service (Muazzinah et al., 2021).

The existence of a modern service center in Bumi Sriwijaya is expected to be able to answer the community's need for administrative, licensing, and non-licensing services with a fast, cheap, and integrated system. Also supported by adequate building facilities and modern and comfortable infrastructure. Based on this, it is interesting to study the process of collaborative governance between the government and private sector in giving quality public services through Public Service Mall of Palembang City. Oleh karena itu, ada dua alasan dalam mengkritik konsep pelayanan public berbasis Mall Public Service di Palembang.

## **RESEARCH METHOD**

This research is mostly colored by the library research which is basically under the qualitative method (Creswell & Miller, 2000). The library research was choosing for conducting this research through tracing various academic sources like Google Scholars, Research gate, Books, journals and other relevant articles (Media conventional and online) (Miles, M. B., Huberman,

A. M., & Saldaña, 2018), as well as collected from government official website in the field of public administration with the aim of obtaining concepts and theories relevant to the study of Mall Public Services and New Public Service paradigm in the public sector organizations. The searching data was made to the object research which relates to Mall Public Service. Furthermore, the data is analyzed based on the theory and concept of public service and public sector accountability and given meaning through the data interpretation process (Moleong, 2021).

## **THEORETICAL FRAMEWORK**

Like other social science, public administration also has developed to the contested paradigm (Bingham et al., 2005; J. Denhardt et al., 2009). This paradigm always grow conception in accordance to the time and context to the public administration service and management (Vyas-Doorgapersad, 2011). Therefore, there is no ideal agreement between many scholars what is best public administration paradigms (Bingham et al., 2005; Mattei et al., 2021; Rommel & Christiaens, 2006).

The first paradigm, most literature studies on public administration paradigm has been presented as a New Public Administration (NPA) (Mattei et al., 2021). This paradigm mostly adopted and implemented as the basis for administrative discourse and discipline in 1960s to 1970s (Baimenov & Liverakos, 2019; J. Denhardt et al., 2009). Frederickson (2004) believed that NPA paradigm developed under the inequality public service on racial and economic (Herizal et al., 2020). In fact, the main purpose of public administration to achieve social equality did not achieved yet. In the substantial case, the main established administration is not only about effective and efficiency but also social equality in receiving public service (Christensen & Lægreid, 2013; Margetts & Dunleavy, 2013). Conversely, this paradigm has not relevant in adopting to the public administration and management domain, and subsequently tried to develop new paradigm (Peristeras, V., Tsekos, T. N., & Tarabanis, 2002).

In the years between 1970s-1980s, a new paradigm emerged which called as New Public Management. It has emerged to criticize a prior paradigm. This paradigm developed under the culture and perspective United States. Margetts & Dunleavy (2013) argued that, the emergence NPM paradigm due to fiscal crisis in 1980 in which there was big government (Tönurist et al., 2017). As a consequently, it has made ineffective and inefficiency public servants. This paradigm argued as “let manager manage”. Besides that, this paradigm developed on the basis entering value from private organization (Williamson, 2015)

In the context of contemporary public administration, looking at the various fundamental problems of the nation as mentioned above from an ethical point of view, finds its relevance to the paradigm of contemporary public administration science which has undergone a shift from the Old Public Administration (OPA) paradigm to the New Public Management (NPM), as well as from the Old Public Administration (OPA) paradigm. NPM towards New Public Services. NPM emerged in 1990 which is the antithesis of the Old Public Administration paradigm based on traditional rules-based, authority-driven processes with a new, market-based and competition-based approach (Hughes, 2018; Mattei et al., 2021). Thus, this paradigm is more about changing the behavior of the government to become more effective and efficient by reducing the role of the government on the one hand and opening up the role of the private sector in a larger portion in meeting the needs of the community. Therefore NPM is more on the theory of public choice which is more oriented towards respecting individual abilities than the public's collective abilities (Christensen & Lægreid, 2013; McLaughlin & Osborne, 2005).

The number of weaknesses in the NPM paradigm is what gave birth to the NPS paradigm as its antithesis (Haque, 2007). NPM, who believes that the government is like a ship, so that the government's role is only as a captain who directs (directs) the speed of the ship, not paddles

the ship, has received sharp criticism from assessments that reduce the government's domestication function (R. B. Denhardt & Denhardt, 2003). The task of the government becomes experienced, which only acts as a guide so that it can concentrate more on dealing with more strategic domestic and international problems, such as issues of increasing economic growth and foreign trade.

This paradigm of steering rather than rowing in the style of NPM has been criticized as a paradigm that forgets who actually owns the ship (who owns the ship?) thus placing its citizens in a marginal position as a result of liberalization and deified individualism (R. B. Denhardt & Denhardt, 2000). Whereas the government should be more focused on serving and empowering its citizens because they are the real owners of the "ship". They are the real owners of ownership as it is the philosophical basis of the democratic system adopted. Because of this, the NPS paradigm can be seen as a return of ethical awareness of manifestations to place citizens in the right place, namely as legal owners, who must be served as well as possible by the government, as manifested by the democratic philosophy it adheres to. That's why democracy is the main theory that gave birth to this NPS paradigm, which is expected to be able to place citizens as people who have boats, so that they can "force" the government to return to its ideal role as public servants, who serve the people as well as possible, not just doing things. steering mainly limits by giving a wider role in the occurrence of political and economic liberalization (Fukuyama, 2016).

Explaining Democratizing Public Services: Are We Yet There? Critical Analysis for Public Service Mall in Palembang comprehensively. The author used the New Public Service paradigm. In this paradigm, public service management should treat citizens not as customer which carried out by collaboration between government and private organization as a strategy for achieving public satisfaction. In other words, how government, a political leader or actor uses public service as a public service strategy, which is not only responsibility for ensuring public management well, but also must be intertwined with actions launched in various public spaces and manifested at every opportunity which responsibility for citizens which is having right to acquire better public service from government and civil servants.

One important thing related to New Public Service is relating to the digital age phenomenon. Many political administration analysts believe that, through the digital, technology and communication penetration, government not only focus to develop e-government in their domain, but also try to engaged with other private organization on the basis delivery service. Otherwise, this paradigm, public service mall in Palembang have not adopted and implemented New Public service, instead New Public Management which is many specialists and political analyst claimed do not relevant to adopted nowadays. In the Public Service Mall context, it relation strongly still adopted New Public Management paradigm which can be seen from the system public service on basis citizens must be visit for public their concern in one building. This practical bureaucracy operated under the one gate system, which mainly under the NPM paradigm in which to make manager or government to manage, to control the effectivity and efficiency public administration. Instead of that, New Public Service strongly advice, public servant not only responsible for manager, but also strongly for public responsibility in order to democratizing public service.

## **RESULT AND DISCUSSION**

The development from previous paradigm, many scholars and experts who focus on the paradigm of public administration, tried to develop on ideas, values and norms, but also presenting new concepts and characteristics in viewing public administration. However, scholars in developing the NPS paradigm have different conceptions, ideas and values. In Denhardt and Denhardt's (2015) view, public administration must emphasized idealism values

and a set of norms in its implementation aspect (J. V. Denhardt and Denhardt, 2015). It should be more normative in nature, more emphasis on the value of citizenship, humanism and the existence of civil society towards the current state and public administration (Denhardt and Denhardt, 2000).

One of the important issues in public administration and democracy today is about citizens (Lægheid, 2016). The issue continues to culminate in the substantial meaning of citizenship in the state. In political discourses, the existence and role of society in a country has not been fully discussed in the context of the bureaucracy. The state has seen them all this time, not as citizens, but they are only considered as clients and customers. In addition, the government puts distrust of the community in participating in controlling the life of public services. Furthermore, the NPM paradigm is more concerned with "Let Manager Manage", while the New Public Service seeks to collaborate with citizens and be more responsive to citizens and increase the trust of citizens (J. Denhardt et al., 2009; McLaughlin & Osborne, 2005; Perry, 2007).

In addition to the above issues, the citizen aspect of being involved in administrative life must be developed by forming a community (Purnomo & Qomariah, 2019). In this case, the government is an important key not only in developing a good community environment, but more importantly the state must provide facilities to establish connections with them (Davis et al., 2020; Deem & Brehony, 2005). In this way, the democratization of public services will be achieved (R. B. Denhardt & Denhardt, 2003). Therefore, the NPS paradigm has more idealistic and normative conceptions, ideas and norms towards increasing the role of public services in democracy (Rammata, 2021).

### **Public Service Mall Not on the Basis New Public Service, instead New Public Management.**

In the paradigm of New Public Service which was developed by Denhardt et al. (2009) is the culmination and accumulation of values towards ethical awareness. which is then formulated in 7 (seven) prepositions, namely: Serve Citizens, Not Customers; Seeking the Public Interest; The Value of Citizenship Above Entrepreneurship; Recognizing that Accountability is Not Simple; Serve Rather than Direct; and Value People, Not Just Productivity (Frederickson, 2004).

Mall Public Service Substantially on the Basis of people in the centre, not government in the centre. As many experts in the field of public administration have expressed, that the new public service paradigm aims to democratize the bureaucracy and public services. This is related to the one-building system of public services, where the government aims to easily review the effectiveness of public services. Public service staff are easily controlled and supervised by the government. In this case, the transformation and innovation of public services in the governance structure of the government has an important responsibility and role for the entire process of smoothness, effectiveness and efficiency of all different services. Other government agencies and institutions follow the instructions of the core organization, as far as the four requirements of public information are concerned (McDonald et al., 2022).

In the context of the Public Service Mall in the city of Palembang, it requires the implementation of the "New Public Service" paradigm by carrying out a considerable modernization of governance (Christensen & Lægheid, 2013). At the same time, NPM is a public management theory which means that private sector management practices are better than public sector management practices (Gruening, 2001; Karpa, M. I., Akimova, L. M., Akimov, O. O., Serohina, N., Oleshko, O., & Lipovska, 2021; Mahmudi, 2003). In this way, to work on the presentation of the public area, it is important to embrace a few administration practices and procedures that are applied in the confidential area to public area associations,

like market systems, mandatory serious offering (CCT), and the privatization of public organizations (Hughes, 2018; Mulgan, 2000; Osborne, 2006).

One of the most famous mottos of the New Public Management paradigm is "let managers manage". The motto can easily be identified by the way managers limit excesses and curb the power of managers, when actions by such people effectively deprive their clients, citizens, and staff of the most basic rights. For all intents and purposes, such a practice establishes management's prerogative over other broader concerns and considerations. At the same time, the new public management paradigm adopts a private sector approach in managing its business to administrative processes in the public sector supported by the professionalism of managers. In the private sphere, business success is supported by the professional quality of its managers to increase efficiency and productivity, therefore managers in the public sector must also be given the freedom to manage "the freedom to manage" (Haryono, 2012). Therefore, the concept of Public Service Mall public services with a one-building integrated system aims to be easily controlled and monitored by the government's level of effectiveness and efficiency of public services. Therefore, the norm of public service through the construction of "Mall Public Service", which is implemented in the city of Palembang adopts the New Public Management paradigm. This is in stark contrast to the New Public Service paradigm which has now become the reference paradigm in carrying out public services. In this contradictory relation, as expressed by Ömürgönülşen (1997) that the New Public Management approach does not focus on social and political values and institutions. Instead, they tend to focus on managerial values and mechanisms by establishing close links with generic and business management studies (Ömürgönülşen, 1997). In fact, this paradigm has long been the basis for implementation in creating a more democratic public service system. Historically, the paradigm of public administration, has been set on citizens and residents with service to citizens and the public interest, under the rule of law, as the core and rationale of democratic governance.

In addition, one of the important norms in the New Public Service paradigm is that people are no longer seen as customers, but as citizens. This is obviously simple to say and truly challenging to do on the grounds that residents are people: they have remarkable requirements, assumptions, and settings that we have barely any familiarity with. Overall there are two kinds of clients we really want to ponder: those to whom we offer types of assistance; and which we set. Since, all things considered, we are still controllers. The opportunity might arrive when we really have a Uber experience where we as a whole deal with one another; however, until that occurs, the public authority actually plays a part to play in setting the principles and attempting and assisting individuals with working such that checks out. To this end, in New Zealand we have taken extraordinary measures to attempt to comprehend client needs, separated into stages. The primary stage is tied in with recognizing various client personas, to go about as an approach to assisting individuals with pondering the various sorts of clients they may manage. Much work has been finished to attempt to say that, as a rule, there are kinds of residents who have these sorts of qualities.

The rise of ethical public awareness is a necessity for the number of anomalies and deviations that occur in administrative practice not only in Indonesia but also in the world. The development of this new paradigm of public administration has caused the pattern of relations between the government and citizens to change, which places more emphasis on the interests of citizens. As a result, the government is required to be more attentive and responsive in providing public services to citizens. Based on this view, of course, the values of democracy, citizenship and service for the public interest must be put forward and considered important as fundamental norms in the administration of public administration (Herizal et al, 2020).

Until now, various research results have proven that the implementation of Public Service Malls in various regions in Indonesia is still evidenced by the level of service satisfaction for the community. In this case, the government still sees the community as customers or clients. As revealed by Frederickson (2005) the value developed in the New Public Administration is more about responsiveness.

### **Mall Public Civil Service Need New Mechanism Services**

Apart from the various debates in developing the paradigm of public administration which is constantly changing, and adapted to the context and times. However, these changes were created in order to improve public services as needed by the community. In the Indonesian context, the wave of changes in the paradigm of public administration tends to be born from various pressures from international organizations that have big prerequisites and interests to implement. International institutions that put pressure on this are the World Bank and the IMF. Ironically, the two institutions freely influence social and political dynamics to the administrative area in Indonesia (Mahsyar, 2011).

Exploring public service problems based on "Mall Public Service in the city of Palembang, is actually seen from the New Public Service paradigm on the norms of government and non-government collaboration towards achieving democratization of public services. One important aspect is closely related to the penetration of digitization, internetization and communication which is increasingly massive as it is today. Interestingly, the presence of ICT has become an important government agenda and program in improving good government with the concept of e-government. For example, during the Soeharto regime, the domination of the state in the space and area of public services was very strong with the implementation of the paradigm of state autonomy (Daniel & Mansur, 2021). However, in the current context, the public service space must be based on e-government where collaboration with internet services is combined in the world of administration (Allmann & Radu, 2022).

In the Information, Technology and Communication (ICT) era along with the dominance of the New Public Service paradigm, the government must shame collaboration and cooperation with certain institutions, non-governmental agencies to improve the public service system, not only focusing on achieving effectiveness, efficiency, but also achieving democratization of public services. Therefore, this paradigm responds to the government's efforts to improve public services that are adapted to the context of ICT with the concept of public service delivery service. As revealed by Denhardt & Denhardt (2000), the government and civil society organizations must help each other. In other words, the public service system is more directed to the basis and conception of service delivery. Of course in this case, the government must collaborate, cooperative and partnership with non-government agencies (Emerson et al., 2012).

One form of new ideas in improving the quality and effectiveness of public services can be done with a delivery service system. In recent years, delivery service has become one of the important discourses in the public administration discipline. Inevitably, the delivery service-based service system has been widely implemented by non-government agencies. In fact, some experts suggest that the public service system is carried out with a non-governmental service system. In the context of Indonesia, a delivery service-based public service system, especially implemented by Marketplaces such as Tokopedia, Shoppe, Lazada which collaborate with online delivery couriers such as JNE, JNT and Sicepat etc. As for the purpose of the suggestion, many experts have discussed it as a new alternative in improving the quality of collaborative public service democratization (Hefetz & Warner, 2012).

If viewed and examined from the civil service system at the "Mall Public Service", in the city of Palembang currently has not implemented a delivery service-based service system. In other words, the service system is still based on traditional structured and rigid. Therefore, through the norms, ideas and conceptions of the New Public Service paradigm, the Palembang city government in improving the quality of its public services must carry out various collaborations and build networks with non-government agencies. Therefore, it is necessary to implement steps that will harmonize the civil service system with the characteristics of the delivery service. It aims as a way to realize a democratic public service system (Hefetz & Warner, 2012).

In short, future states need to change their authoritative tasks in light of the division of work. Today, the manner in which government associations work underscores the standards of market rivalry, and these are pointed toward managing a division of work fixated on open authorities and contest. Without conventional regulatory change, the public authority can not organize and coordinate future change. In this sense, conventional organizations should be imaginatively destroyed and another HR framework made. Imaginative destroying is an adjustment of the current staffing worldview through the presentation of a setting up framework that is as per the sewing framework. At the end of the day, a primary cycle changes the HR framework in accordance with future key changes, as opposed to cultivating the development of the current HR framework (Ismanto, 2012).

## CONCLUSION

In the New Public Service paradigm, citizens who are acutely about mechanical advancements that have grown quickly in the confidential area know about the irreversible troublesome impact that these progressions have on the present status of issues. They additionally feel the potential for arising innovation applications in the public area, both in government processes and for the arrangement of resident well disposed public administrations. Definitely, such discernments lead to expanded resident assumptions, which successfully changes the personality of the public authority resident relationship. In this new game plan, government associations started to work in a new "semi cutthroat" climate, albeit, generally, they actually carried out a monopolistic role..

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