



Model of quality public service system implementation and innovation in the field of government administration in Indonesia

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ABSTRACT

Societal demand for qualified and innovative public service has increased. In the era of decentralization, the ability to overcome various public service problems greatly determines the government's credibility. Thus, a capable government would gain more and more support from the people to provide satisfying public service. The quality of service should become all parties' concern within the government, either at the implementation or leadership level, by its role. The regional government needs integrated management within its administration, particularly in licensing services. The service would highly depend on three aspects: the implementation pattern, human resources support, organization, and facilities infrastructure. Therefore, the task force's order, mechanism, and implementation procedures are needed to improve the service.

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1. INTRODUCTION

The study and practice of public administration in various countries continue to develop. The new public service perspective requires public administrators to involve the public in government and serve the community (Criado & Gil-Garcia, 2019). Public administrators know several complex issues, such as responsibility, ethics, and accountability in a democratic system (Boer, 2023). Responsible administrators must involve communities in program planning and execution to achieve community goals (Rosenbloom et al., 2022). It is to create a better government by democratic values. Thus, the job of the public administrator is no longer directing or manipulating incentives but service to the community. The realization of the above paradigm will ultimately depend on government officials' commitment and strong desire to carry out public services correctly and thoughtfully. The public always demands quality public services from the bureaucracy (Masuku & Jili, 2019). However, these demands are often not in line with expectations because, empirically, the public services that have occurred so far still have the characteristics of convoluted, slow, expensive, tiring, and uncertain (Irhamudin & Dinata, 2022). This situation occurs because of the community's position as a serving party.

To provide public services based on this paradigm and by the needs and demands of the community in this era of globalization, the government provides flexibility to local governments to develop, improve, and manage their resources, which have been determined and regulated in Law Number 23 of 2014 concerning Regional Government (Elcaputera, 2021). The objectives of granting autonomy to regions based on Law Number 23 of 2014 concerning Regional Government

are: First, accelerating the realization of community welfare through improvement, service, empowerment, and community participation, as well as increasing regional competitiveness. Second, there is a need to increase the efficiency and effectiveness of local government administration by paying more attention to aspects of the relationship between government structures and between regional governments, regional potential and diversity, opportunities and challenges of global competition by giving the broadest possible authority to regions accompanied by granting rights and obligations to carry out regional autonomy in the unity of the state governance system. Third, improving public services that are increasingly qualified and efficient (Fernanda et al., 2023).

According to The Global Economy Year 2019 (Septiana, 2023), the quality of public services in Indonesia ranks 82 out of 176 countries with the top 5 (five) positions: Finland, Norway, the Netherlands, Sweden, and Germany. Meanwhile, in Indonesia in 2022, out of 38 Provincial Regions, the implementation of public services with the best quality 1 (First), namely Central Java Province (Sutowo & Wijaya, 2023). Central Java Province also achieved the top 10 best Regency and City governments; there are 4 Regions of each Regency and City from the Central Java Province, including Grobongan Regency, Kudus Regency, Kendal Regency, and Banyumas Regency. At the same time, the City Government categories are Magelang City, Pekalongan City, Surakarta City, and Tegal City. Conditions like this show that quality public services are still on the island of Java or Western Indonesia. So, public servants outside Java and Central and Eastern Indonesia can still not realize quality public servants and satisfy the public as customers.

The implementation of regional autonomy considers the principles of democracy, equity, justice, privileges, and specificities of a region in the Unitary State system of the Republic of Indonesia (Wereh & Mambu, 2023). The appearance of a good bureaucracy requires autonomy, and vice versa; freedom will increase the effectiveness and responsiveness of administration to local needs (Setiyono, 2023). Theoretically, decentralization and regional autonomy can bring government services closer to the community through cutting service bureaucratic channels (Moonti, 2019). So that people can more easily access public services, especially those by local governments. The majority of citizens are only concerned with administrative services that are better, faster, more straightforward procedures, more open, and at a lower cost.

Decentralization is believed by many to be a better government system than centralization, especially in public services. Regarding government management, decentralization can increase effectiveness, efficiency, and public accountability (Schneider, 2019). Meanwhile, according to Talitha et al. (2019), in terms of accelerating development, decentralization can increase competition between regions in providing services to their communities, and this can encourage local governments to innovate to improve the quality of public services to their citizens. Considering the various problems of public service delivery in Indonesia, the primary concern of shared services is improving service quality. According to Aneta et al. (2018), the quality of public services results from interaction from various aspects, namely, the Service System, human resources of service implementers, strategic services, and service recipient communities. Meanwhile, in terms of the pattern of implementation, public services in Indonesia still have various weaknesses, including 1) less responsive, 2) less informative, 3) too bureaucratic, 4) less accessible, 5) less coordination, 6) less listening to community complaints/aspirations, 7) in-efficiency, 8) inadequate facilities and infrastructure (Steviani, 2020). Therefore, in this paper, we want to describe the Model of Implementing a Quality Public Service System and Innovating in the Field of Local Government Administration in Indonesia.

This research aims to describe the Model of Implementing a Quality Public Service System and Innovation in the Field of Local Government Administration in Indonesia. The urgency of this research is crucial considering the complexity and challenges in delivering public services in Indonesia. Through this framework, the research endeavors to enhance the quality of public services by considering the interaction of various aspects, including the Service System, human resources of service implementers, strategic services, and service recipient communities. The contribution of this research is expected to provide a better understanding of how to improve the effectiveness, efficiency, and public accountability through decentralization and innovation in local government administration.

2. RESEARCH METHOD

In this study, the author uses qualitative descriptive research conducted by purposive sampling in several regions, namely provincial, district, and city areas, by describing models of quality public service delivery and innovating in local governments (Hendren et al., 2023). The data sources include primary data and secondary data in several regions in Indonesia. Data collection techniques through in-depth interviews, sampling observations of several provinces, districts/cities, and collecting and analyzing written documents or relevant skipping documents from several regions to complement data analysis. The analysis is carried out by reducing data, presenting data, and drawing conclusions so that for the validity of the data, a technical examination of data consisting of Credibility, Transferability, Dependability, and Conformability.

3. RESULTS AND DISCUSSIONS

The development of the flow of information and communication, which is currently almost unlimited by distance and time and also supported by the higher level of education and economy of the community, makes the community increasingly demand that the services provided can be better or at least balanced with the costs or contributions that the community has given. In facing various public demands for public services, an organization needs to implement strategies based on the circumstances and constraints to improve its services' quality. Similarly, the Regional Government needs to enhance the quality of services to be better than what has been provided, namely by providing services to the demands and expectations of the community. Without the implementation of efficient and effective strategies to improve the quality of public services, the licensing services carried out by the Regional Government to the community will be static, not developing in the sense of being unable to adjust to current conditions. Service to the community refers to daily habits without regard to societal changes. So, local governments must improve the quality of public services to the community to achieve excellent service.

Public Service Issues

In Indonesia, the implementation of public services exhibits several systemic deficiencies that significantly impact efficiency and satisfaction. The public service apparatus, from frontline staff to high-ranking officials, often displays a pervasive unresponsiveness, failing to adequately address community complaints, aspirations, and expectations. This lack of timely and effective feedback is compounded by poor information dissemination, leaving the public underinformed about available services and pertinent updates.

Accessibility to services poses another major hurdle, as service centers are frequently located far from many communities, complicating access for those most in need. Moreover, the lack of coordination between various service units leads to policy overlaps and conflicts, further entangling service delivery in bureaucratic red tape. This bureaucratic nature is not only evident in the tedious multi-stage processes, particularly in licensing, but also in the rigid hierarchies that strip front-line service providers of any real authority to resolve issues promptly. Consequently, service resolution becomes a protracted affair, much to the detriment of community satisfaction.

Complicating matters further, some officials exploit these bureaucratic processes for personal gain through illegal levies and other forms of corruption, inflating the cost of services and fostering widespread dissatisfaction. Additionally, there is a general reluctance among officials to engage with and genuinely consider community feedback, leading to stagnant service quality without significant iterative improvements over time.

This inefficiency is epitomized in the often excessive and irrelevant requirements imposed on service recipients, particularly in licensing contexts. These inefficiencies underscore not just a failure in procedural design but also a deeper disconnect between public service institutions and the communities they are meant to serve, highlighting an urgent need for comprehensive reform to make public services in Indonesia more responsive, accessible, and efficient.

Public Service Delivery Model

In improving the quality of public services, several activities have been carried out by the government, such as participatory planning activities (Musrengbang), Civil Registration services, and essential community needs services (Education, Health, and Housing) (Damayanti &

Syarifuddin, 2020). For the government to anticipate and overcome the community's needs, it is necessary to have a communication medium between the government and the community. From the perspective of New Public Service and Good Governance, several public service models can be used to overcome public services in Indonesia, including;

- a. The Citizen's Charter model (service contract) is by the concept of Osborne and Plastrik in (Shearer, 2022). This model sets service standards based on citizen input and government officials' promise to fulfill and implement them. This model is an approach in public services that positions service users as the center of attention, so the needs and interests of service users must be the primary consideration in the service process. Citizen's Charter can be referred to as a social contract between citizens and bureaucratic officials to ensure the quality of public services. The existence of this social contract, if the bureaucracy in providing services harms the community, the community has new rights. So, the bureaucracy must establish a system to handle customer complaints. The goal is to improve bureaucratic performance continuously to improve service quality.
- b. The Know Your Customer (KYC) models. Implementing public services in the banking world in government organizations can be done by developing a KYC model. The working mechanism in this model seeks to first recognize the interests and needs of customers before deciding on the type of service delivery. Public services must get closer to the community to know the needs and interests of service users than bureaucracy (Utami & Kuswandi, 2022). Some methods to find out the needs and interests of customers are through surveys, interviews, and observations. If using the survey method, you must compile a list of questions that must identify the needs and aspirations of the community for services. This KYC model requires government bureaucracy to know who its customers are (the person or community group served). Therefore, each government bureaucratic unit must be able to identify its customers so that they can orient services to the needs of the service user community as a service target.
- c. The M-Government (M-Gov) model is an advancement in information and communication technology that directly or indirectly influences the performance of government bureaucracy, especially in terms of service to the community. Adapting M-Government from Electronic Government (e-Gov) is one way to carry out government functions by utilizing various information and communication technology devices (Purba et al., 2021). According to Chohan et al. (2020), using e-Gov can at least change the interaction pattern between the government and the community. Previously, services were through queues (inline) in front of employees' desks and adjusted to the working hours of employees who handled a particular service. The service system is now changing to be based online through government websites. So that people can easily access services connected to the internet for 24 hours. The government using mobile technology concept is called mobile government (m-Gov). Using this model through computer technology facilities at home or in the office is now easy. M-Gov is the utilization of all kinds of wireless and mobile technology, services, applications, and devices for improving benefits to the parties involved in e-government, including citizens, businesses, and government units (Nafi'ah, 2023).
- d. One-Stop Service Model. The application of this model is to simplify and shorten licensing services in government institutions. Since 2022, integrated agencies/study offices have begun to implement a one-stop service system (OSS) to make it easier for the community to take care of permits, namely by providing integrated permits in one place/location by the authority of each agency. It encourages efforts to streamline service systems and governance. So that the implementation of licensing services can be effective, increase the pace of the economy, and improve community welfare.

One example is that OSS licensing services are practical and efficient compared to services before OSS. For example, compared to the service before OSS, a new building permit will be completed within one month from the beginning of the application. Meanwhile, the OSS system will meet the building permit within ten days. They are judging from the OSS service procedure, which begins with the applicant submitting a permit application file at the service counter by the field of building permits. The permit application file is submitted to each Technical Work Agency/Unit and

processed through stages: file inspection, location checking, evaluation, costing, and approval of the permit letter by the authorized official. Then, submit the file to the pickup counter. Permit applicants can collect files after paying the levy fee. Local regulations regarding the levy of building permits have stipulated the cost of building permits. Currently, every access always provides clear and transparent cost details. In addition, applicants can take actions such as checking, measuring, and complaining to officers if existing regulations do not cover the costs and services.

As a public organization in licensing services, BPT, for example, must provide services to the community more effectively and efficiently than licensing services carried out under one roof or when handled by each agency directly. It is practical and efficient in licensing procedures, turnaround time, and costs the community must bear.

Quality of Public Service Delivery

The main problem of Public Services is currently related to the quality of the Service itself. According to Sønderskov & Inland (2021), the quality of Public Services is the result of interaction from various aspects, including service system, human resources service providers, service strategy, and customer service recipients. At the same time, Joshi & Islam (2018) stated that the quality of service depends on aspects of the implementation pattern, human resource support, and institutional management.

Improvement of public services will improve the investment climate needed by this nation to get out of the prolonged economic crisis quickly. Hence, efforts towards improving service quality are still limited to lip service. Studies conducted on public services do not run linearly with reforms carried out in multiple sectors, so investment growth moves in a negative direction. As a result, the hope of economic growth expected to help this nation out of various financial crises has not materialized as anticipated. Meanwhile, in political life, poor public services have implications for public trust in the government. Poor public services have been one of the essential variables that encourage the emergence of a crisis of faith that is actualized in the form of protests and demonstrations that tend to be unhealthy, causing public distrust of the government.

a. Human Resource Support, regarding human resources, the main weakness of public services in Indonesia, especially in local governments, is the lack of professionalism, competence, empathy, and ethics. The work pattern used by most apparatuses today is still influenced by the classical bureaucratic model, namely a structured/hierarchical way of working, formal literature, and a closed work system. In addition, one of the main elements in considering the improvement/improvement of the quality of public services is the remuneration system (payroll), which must be by the performance and task load of bureaucrats. So that can reduce illegal levies and corruption in the bureaucracy.

b. Service Management Institution, The leading institutional weakness of local government bureaucracy is in organizational design. The purpose of this design is not to provide services to the community but to create efficient and optimal community services. Still, it is too hierarchical, making the service convoluted (bureaucratic) and poorly coordinated. The tendency to carry out two functions at once, namely the regulatory function and the administrative function, is still very dominant carried out by the government, so public services become inefficient. Preferably, the two parts are divided equally between the government and the community, namely the government as the holder of the regulatory function, while in certain possible cases, the community is involved in the implementation function, such as planning and development.

Therefore, for service improvement and public complaints against local bureaucratic services, as well as efforts to realize quality service performance, it is necessary to formulate procedures, mechanisms, and procedures for implementation for work units. In addition, the main weakness of local government bureaucratic institutions in organizational design is the aim of not providing services to the community efficiently and optimally, very hierarchical service patterns, coordination of service patterns that are not good, the implementation of regulatory functions and service delivery together causes the government to monopolize services.

c. Service Facilities and Infrastructure, facilities and infrastructure are still very inadequate, especially office infrastructure, service counters that are not well regulated, service waiting rooms that are not well organized, and supporting facilities for the work of unqualified servers to speed up the service process.

The government has an essential role in providing public services for its people. Every public service provider must have service standards, one of which is the condition of adequate facilities and infrastructure. According to Lubis & Haidir (2019), the difference between facilities and infrastructure is 1) facilities in the form of tools, 2) facilities in the form of information, 3) facilities in the form of furniture and spatial layout, and 4) facilities in the form of physical conditions of servants.

Facilities and infrastructure have 4 (four) main functions, namely: 1) Simplify the work process, 2) speed up the work process, 3) increase productivity, and 4) so that the results are of higher quality. Meanwhile, according to Firmansyah et al. (2018), the scope of facilities and infrastructure can be divided into 3 (three), namely: 1) The exhaustion or failure of the use of facilities and infrastructure is grouped based on whether or not the use is exhausted, 2) the movement or not of facilities and infrastructure is also reviewed from the movement or not of a tool, 3) its relationship with activities, facilities and infrastructure can also be grouped based on the relationship of tools with activities.

Problem-Solving

Public demands in the era of decentralization for quality public services have strengthened. Therefore, the government's credibility is primarily determined by its ability to overcome various public service problems, as mentioned above, so that the government that can provide public services that satisfy the community will continue to get support from the district. Micro public service problems can be solved by;

- a. Service standards have a significant meaning because it is a commitment of service providers to provide services with a certain quality to the community's expectations and the ability of service providers.

Implementation in setting service standards is through several processes. The process identifies service types, service recipients, service recipient expectations, service vision, service mission formulation, and process analysis. This process will provide information about service standards and institutions that can support implementing management processes that produce services by service standards. Other information concerns the needs of the quantity and competencies of human resources whose distribution becomes the burden of service tasks in future handling. One of the quality service standards for local governments. Implementing the International Workshop Agreement (IWA) 2: 2005 is necessary, which adopts the ISO-9001: 2005 quality management system specifically in local government public services (Betloch-Mas et al., 2019).

- b. Development of Standard Operating Procedures (SOP)

The purpose of the existence of Standard Operating Procedures (SOP) is to ensure that the service process can run consistently. With the SOP, the processing process carried out internally in the service unit can run according to explicit references to run consistently (Dewi & Suparno, 2022). Developing service recipient satisfaction surveys and maintaining community satisfaction is necessary to create a mechanism for assessing community satisfaction with the services they have received from local governments. Based on the concept of service management, the achievement of service recipient satisfaction if the service provider's service product can meet the community's quality expectations. Therefore, the service recipient satisfaction survey has an essential meaning in efforts to improve public services.

- c. The development of a community complaint management system is a significant source of information for the efforts of service providers to correct errors that may occur while consistently maintaining and improving the services produced so that they are always by predetermined standards (Indriastuti, 2020). Therefore, designing a complaint management system that effectively and efficiently processes various community complaints into input is necessary to improve future service quality. Implementing quality public services is intended to create access for ease and efficiency in providing services to the community.

Table 1. List of top local government clusters for commendable public service innovation in 2022 according to Kep.MenPAN. R.B. Number. 289/2022

Cluster/Region Name	Types of services	Information
Province		
Aceh	Non-Surgical Gongok Ablation Therapy Services (TAGTO)	Top Innovation
D.I Yogyakarta	Difagana, Inclusive-Based Disaster Management Pioneer	Top Innovation
DKI. Jakarta	Integration of Digital Transformation in Public Services Towards Achieving Sustainable Development Goals in DKI Jakarta	Top Innovation
Jawa Barat	Kredit Mesra (Prosperous Economic Community Credit)	Top Innovation
Jawa Timur	Pesantren-Based Community Economic Development	Top Innovation
Regency		
Bandung	Integrated Mobile Veterinary/Livestock Healthcare Service Posts	Top Innovation
Bantaeng	Outpatient Care with an Excellent Service Information Management System	Top Innovation
Bantul	Bantul Sroja (Trash to Cash Transformation)	Top Innovation
Banyumas	Sumpah Beruang (Trash to Cash Transformation)	Top Innovation
Banyuwangi	Homestay Upgrade Program	Top inovasi
Batubara	Digital-Based Packaging House in Kab.Batubara to Increase Sales and Improve the Economy of MSMEs during the Covid-19 Pandemic	Top Innovation
Bintan	Transit House	Top Innovation
Bone	Strategies for Preventing Child Marriage (SIP-PEKA)	Top Innovation
Deli Serdang	Children of Cashiers, Pelorena, Prisons, Panji, and Cashiers Studying the Quran: Empowering Marginalized Children in Education	Top Innovation
Demak	Demak Emergency System (DES) PSC 119	Top Innovation
Fak-Fak	Paman Dabula Fakfak (Utilization of Fruit Meat)	Top Innovation
Kepulauan	Pulau Pahat Anambas (Direct Pickup of Fast and Accurate Civil Administration Services)	Top Innovation
Anambas		
Kolaka Utara	Innovation Si LAKU 02T (North Kolaka Civil Registry Service System Offline and Integrated)	Top Innovation
Kotawaringin	Infrastructure Financing in the Post-Covid 19 Pandemic Era	Top Innovation
Barat		
Kutai Kartanegara	Mabuk Kepayang (Partnership between BUMDesa and the Community of Sungai Payang Village)	Top Innovation
Pasuruan	Kapiten Pasuruan Getas Champion (Original Coffee from Kab.Pasuruan Driving the Economic Development of Pasuruan Coffee Farmers towards International Taste)	Top Innovation
Pinrang	Rajin (Licensing Outlet) in Villages and Sub-districts	Top Innovation
Probolinggo	Bumi Kraksaan Cultivates Vanamei Shrimp in Circular Ponds Using RAS in Artificial Seawater	Top Innovation
Sidoarjo	Sipraja (Sidoarjo Public Service System)	Top Innovation
Sukoharjo	Gelis (Sukoharjo Literacy Movement)	Top Innovation
Tabalong	Golden Shell Lantern (Fighting Loan Sharks with Golden Gate Credit)	Top Innovation
Trenggalek	Smart Gerdana (System Integration for Utilizing Rice Husks and Corn Cobs as an Effort to Realize Sustainable Healthy Farmers)	Top Innovation
City Cluster		
Batu	SIP Banget (Tourism Information System for Creative Economy Development)	Top Innovation
Bogor	E-SPPT PBB Kota Bogor	Top Innovation
Cimahi	Creative Digital Makerspace	Top Innovation
Madium	Profit M-Tech (Free Wi-Fi Program for Mobile Technology)	Top Innovation
Semarang	Warak Gendong (Fighting the Corona Virus in Semarang with the Support of Integrated Mobile Programs)	Top Innovation
Surabaya	7-Layer Bread (7-Minute Response Team for Fire Services in Surabaya)	Top Innovation
Surakarta	Program of Sending Condolences and Death Certificates	Top Innovation
Tegal	Asela Dijaketi (Let's Go Back to School Movement Integrated with Non-Formal Education Package C Inclusion Services)*	Top Innovation

Source: (Natalisa, 2022)

Looking at the data mentioned above, based on the number of governments consisting of 38 provinces, 416 districts, and 98 city areas, out of 38 provincial cluster regions, only five

provinces are included in commendable public service innovation or (5.10%), for district cluster areas out of a total of 416 districts only 22 districts are included in the commendable public service innovation or (5.29%). City local government clusters from 98 cities, only eight towns are included in commendable public service innovation (8,2%). Thus, out of 552 Provinces, regencies/cities in Indonesia, only 35 Regional Governments are included in the Top Praiseworthy Public Service Innovations, or (6.3%) can carry out Praiseworthy Public Services in 2022 (Natalisa, 2022).

Based on the achievements of the regional government in organizing the Top Commendable Public Service Innovation, the quality of public service delivery in Indonesia is still deficient. It is due to a slow service process with convoluted procedures, unprofessional human resources, inadequate competence, supporting facilities, and infrastructure. Likewise, institutional design with an efficient and effective structure is absent.

4. CONCLUSION

The development of the Quality Model and innovation of public services must be the concern of all parties involved in the government, both at the organizer and leadership levels, by their respective roles by maximizing all the potential and resources owned. Quality service depends on three aspects: 1) the implementation pattern, 2) human resource support, 3. institutional, and 4) facilities and infrastructure owned. For the development of Excellent Service through Information Technology in local governments, four main things need to be developed, including 1) Online Community Complaint Service System, 2) Website Development as an information medium, 3) communication, and 4) Development of an Integrated and One-Stop Service Information System. Thus, a new perspective for local government public services considered most appropriate as a form of public service innovation for current conditions in dealing with public service issues in Indonesia must use public service delivery models such as 1). Exemplary citizen charter, 2). KYC (Know Your Customer) model, 3). M-Government Model, and 4). One Stop Services (OSS) model.

With the new orientation in public management to improve the quality and innovation of these services, local governments must be accountable inward and outward (community). Through public accountability, the government will be monitored and evaluated for its performance by the public. Monitoring and evaluation of local government performance will be easier if local governments have made indicators and targets compiled in Minimum Service Standards (SPM). The composition of SPM will be a guideline for both parties, local governments, and communities. For local governments, SPM is used as a guideline in conducting public services, while for the community, SPM is a guideline to monitor and measure the performance of local governments.

The research contributes by emphasizing the importance of collective efforts in government, highlighting the crucial role of leadership and organization in optimizing resources. It underscores the significance of quality service, dependent on implementation patterns, human resources, institutions, and infrastructure. Implications include the development of online complaint systems, websites, communication, and integrated service systems, aligning with innovative models like citizen charters, KYC, M-Government, and OSS. This fosters public accountability, facilitated by monitoring through Minimum Service Standards (SPM), benefiting both local governments and communities.

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