NPA, the New Paradigm of Public Service Overview of Public Policy Implementation

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Abstract — **Policy success is often linked to public support in the implementation process. This theoretical relevance will be tested in the implementation of PAPM and BSPS policies in Gorontalo Regency. In order to describe more broadly about the driving and inhibiting factors, a test is carried out on the application of NPS values to policy characteristics. The research findings show that there are two distinct characteristics, namely pre-conditional factors regarding the basic values of the policy and factors directly related to implementation. These two policy characters are interconnected as a policy environment that can systematically influence policy success. To describe this interdependence, a comprehensive model is needed as a holistic approach in improving the performance of public policies and services. To overcome this gap, the NPA model was developed, a new paradigm of public service by placing the public as a policy actor.**

Keywords — **policy factors, policy environment, public service, NPA**

I. INTRODUCTION

In accordance with the 1945 Constitution, one of the goals of the Indonesian state is to realize the welfare of the people. To achieve this national goal, development is carried out in all fields. The improvement of human resources and the construction of public housing are among others the development targets carried out through the implementation of policies as a concrete government effort in realizing the basic rights of citizens.

Empirically, the implementation of public policy is often influenced by the political system, government system and institutional system and policy governance which often affect the success of development in general and public policy in particular. This success cannot be separated from the vision and mission carried out by each government regime. Although in various studies it is stated that the leadership factor is one of the determining factors for the success of an organization, but in contemporary developments these roles are increasingly shifting to the systematic influence of various interrelationships between factors on the achievement of goals or success of public organizations. The centralization of power in one institution is increasingly being criticized, giving rise to the widespread application of decentralization of authority with the aim of avoiding authoritarianism and centralism in the management of government organizations.

Based on the initial review of this study, it can be assumed that there is a significant relationship between good governance and various events that determine the success of development policies. The old order government with the revolution movement as its government vision, the new order with the development vision and the reform order with the main vision of public services.

The implementation of centralized government and a top-down policy approach certainly has different consequences from the phenomenon of applying the autonomous bureaucratic model, autonomous institutional system, and bottom-up policy governance. Whereas the New Order government system with a centralized bureaucratic model and a reform era government system with a bureaucratic autonomy system empirically had different patterns of institutional relationships and policy environments. But both have a significant relationship to the success of development and public policy.

The bad impact of the implementation of a centralized government bureaucratic structure has resulted in the implementation of policies that are less effective in achieving policy objectives. Several empirical facts of economic success during the New Order government turned out to be unable to overcome the economic crisis that occurred in 1998 where the control of development resources was only by a few people with wide inequality in the distribution of development.

From several studies it was found that the occurrence of the economic crisis and poverty alleviation was one of the causes of the gap caused by the application of a centralized development policy system [1]. According to empirical facts that show the success of development that has been achieved for two decades (1970-1993) during the New Order government, it was not able to overcome the economic crisis that hit Asian countries in 1998.

Before the economic crisis hit Asian countries and including Indonesia in 1998 or during the New Order government, the poverty alleviation performance which previously had a positive decline of 2% per year then experienced a negative performance by increasing the poverty rate during the monetary crisis. In 1970, the poverty rate of 70% or 70% decreased until 1993, to 25.9 million

people or 13.7%. However, in 1997, the poverty rate increased to 34.01 people or 17.47% and in 1998, to 49.5 million people or 24.2% [2].

Often the poor performance of the government can also be seen from the decline in economic performance which experienced a depression in 1998 with a growth of minus -13.13%. The system of economic liberalization which was intensively implemented by the New Order government in pursuing development goals that entered the High-Heading Era towards the Industrialization Era, in fact, the Indonesian economy, which previously achieved 7% growth in 1991, has not been consistent and has actually decreased since 1992, reaching 6 ,2%, in 1997 economic growth was only reached 4.7% and finally experienced a depression in 1998 [3].

The low level of human resources in entering the era of free competition and the unequal distribution system of development results has in fact led to social inequality and can ultimately increase economic and social inequality and increase poverty [4].

On the other hand, the development of human resources from the development sector also experienced the same trend. During a decade (1990-1999) of education development during the New Order government, according to BPS data, there was an increase in the average HDI achievement of 0.018 points. With the performance of HDI achievements in 1990 of 0.499 in 1999, it increased to 0.677 (*Data IPM-1990-2010) Dan Kemiskinan Nasional (1970-2018)*, 2018). However, since 1998, the HDI has started to experience a decline with 0.68 points, a decrease of 0.01 points from 1997, which was 0.68.

One of the causes of the weak foundation of the national economy and social economic structure is due to poor bureaucratic governance in implementing development policies and instead of achieving equitable distribution of welfare, various deviations occur. This has spawned various pathologies and abuses of bureaucratic authority [6], [7], and finally the widespread practice of collusion, corruption and nepotism among the government (Haning, 2018; Junus, 2017 :56). On the other hand, the application of rigid, long and convoluted rules that are implemented to meet the needs of superiors has become a culture that is widely accepted in the implementation of development. That the pattern of bureaucratic relations is increasingly thick with patriarchal culture at various levels of policy implementation [9].

The oligarchic power over the interests of power is getting stronger and dominates all sectors of government and development which tends to affect the performance of public service policies. Public services that are directed at realizing the equitable distribution of resources and development outcomes are increasingly far from the principle of social justice. This is what causes government governance in implementing policies to be increasingly inadequate to overcome social and economic inequalities in the community until in the end it reaps criticism from various circles, both students, scientists, practitioners and to make fundamental changes which then give birth to government reform through the implementation of regional autonomy. .

One of the objectives of granting autonomy to local governments is to bring services by the government to the community (Ack of Indonesia, 2014). The granting of this regional autonomy has automatically changed the structure of authority and the pattern of relations between government institutions both structurally and functionally where autonomy should be able to provide a strengthening role and the existence of local governments to be directly involved in various public policy implementations.

In this context, the problems that arise are, *Has the application of autonomy and reform of the bureaucracy changed the paradigm and governance of services to be more effective?* To understand the construction and governance of public policies in this era of autonomy, this research was conducted to conduct empirical testing of the success factors of public services through an analysis of the implementation of the policy of expanding education accessibility equally (PAPM) and the Policy of Self-Help Housing Stimulant Assistance (BSPS) in Gorontalo Regency.

The main reason for setting these two policies is because these two types of policies have implications for the provision of public services which are the basic rights of citizens. Both education and the construction of public housing are obligations for the government to provide public services to citizens. On the other hand, the research locus is the local government because it is intended to look more realistically at the relationship patterns formed between the central government and local governments as policy implementers so that the analysis process can be carried out widely in various levels of policies and structures under the bureaucracy. Through a qualitative approach, this article is conducted to analyze and interpret the research findings for the development of public service models in reviewing policy implementation.

II.   METHOD

This study was conducted to identify factors that have direct or indirect implications for the successful implementation of the Equitable Accessibility Education Policy (PAPM) and the Self-Help Housing Stimlan Assistance Policy (BSPS) in Gorontalo Regency. To obtain research data, it was carried out through a direct observation process to the research location and conducted several document studies on the success of the policy and initial interviews with several informants. For the process of deepening the research problem, structural interviews were conducted with 25 respondents at the Department of Settlement, the Department of Housing and Settlement Areas and 35 respondents at the Department of Education and Culture of Gorontalo Regency. To ensure the validity of the data, a triangulation process was carried out on various sources, both primary through various documents and triangulation from different informants. The analysis process is carried out with a descriptive qualitative approach, after data collection is carried out the process of presenting data, reducing and interpreting the results of research [11].

The research data is reduced to several sub-themes based on the research focus, then an analysis of the overall proportions that appear in their relationship are empirically interpreted to obtain propositions from the phenomenon

(Donovan, 2016 : 11-12). Furthermore, to interpret the research results, an in-depth analysis was carried out on the main focus of research on the relationship between research factors and research findings in the success of PAPM and BSPS policies. Furthermore, the development of a model to describe the relationship of various factors with the development of models and paradigms of public services is carried out.

New Public Management (NPM) and New Public Service

In connection with the research problem of the application of the principles of the new administrative paradigm, both the New Public Management and the New Public Service, it is very relevant to several contemporary phenomena that arise from empirical implications in various facts of implementing policy implementation. This is shown by the existence of a value transformation process aimed at changing the paradigm from OPA to NPM and from NPM to NPS.

As mentioned in several studies that NPM was born of criticism of the application of traditional administration (Old Public Administration) which was considered not accommodating in realizing effectiveness [13]. The next alternative emerged as a concept called New Public Management which developed in 1980-1990 in European countries.

NPM, which was previously born from the application of public values through public choice theory [14], is an innovative initial transformation process. Although these basic principles have adopted more progress than implementation by private organizations [15]. However, NPM has made a lot of progress in its era [16]. Empirically the application of NPM is applied differently in each country [17], [18].

Similarly, the birth of the NPS in 2000 which was pioneered by Denhard and Denhard was born as a critique of NPM [19]. The principles of NPM are referred to as a paradigm that forgets who actually owns the boat. The government should focus its efforts on serving and empowering citizens because they are the owners of the "ship". To increase the role of the public, he initiated a new paradigm which they called the "New Public Service" (NPS) paradigm and could also become a rule of government [20], [21].

Some of the applications of these basic values in this research will be comprehensively collaborated to obtain a complete interpretation model in the development of a public service model with empirical implications from the application of public policy. Where the policy is an instrument that is chosen and taken by the government in realizing the goals of public services effectively.

Policy Governance

Public policies are long-standing decisions made by governments or public authorities to address public concerns or initiate ideas or solutions to public problems. [22]. Public policy governance is based on certain basic principles with the aim of overcoming various public problems. General policy governance is carried out in several approaches, namely a top-down approach and a bottom-up approach.

Whatever approach is applied, public policy generally cannot be separated from the role of the policy environment that can determine its success. Policy governance cannot be separated from the interrelated value system as a policy environment. This is supported by the empirical fact that policies are carried out in the pattern of institutional relations of structural authority between institutions and patterns of political and bureaucratic functional relationships and patterns of relationships between stakeholders as policy actors.

According to Wood (2015), institutionally between actors tend to compete because of different interests, such as interest groups, news media, and the mass public to control the bureaucracy. So that in this pattern of relationships there tends to be dominance between each other or an unbalanced pattern of relationships. He identified the existence of stimulus and response as dynamic factors that can develop over a certain period. These factors are a series of events and processes as well as changes in patterns of political and bureaucratic relations [23].

The pattern of structural and functional institutional relations in implementation has undergone a fundamental change from a centralized relationship pattern to a decentralized relationship pattern through the implementation of regional autonomy since 1999. Based on Law Number 23 of 2014 there is a system of division of authority between the central government and regional governments in the structure of authority. executive.

Governance of public policy cannot be separated from the system of distribution of authority, in which the central government exercises authority based on a presidential system, while regional governments carry out autonomous authority. Based on the authority distribution system, public policies can be classified into three levels, namely: general policies, implementation policies and operational policies (Handoyo, 2012 : 14).. According to Tahir (2018) General policies, namely policies as basic guidelines or implementation instructions; b) Implementation policies, as elaboration of general policies, such as government regulations regarding the implementation of a law; c) Technical policies, operational policies in carrying out implementation policies [25]. The policy level as a general policy is the domain of laws or regulations at the same level, while the implementation policy is the domain of the government, the president and his cabinets and operational policies are determined by the implementing officials under him.

At the general policy level, the PAPM policy is carried out with Article 31 paragraph 1 of the 1945 Constitution concerning "Every citizen has the right to education" and Law Number 20 of 2003 concerning the National Education System or Law Number 14 of 2005 concerning Lecturers and Teachers and for the BSPS policy to be implemented through Article 28 h of the Constitution concerning "Everyone has the right to live in physical and spiritual prosperity, to live, and to have a good and healthy living environment and the right to obtain health services" Law Number 1 of 2011 concerning Housing and People's Settlements and other equivalent regulations.

Some of the implementation level policies include: Government Regulation of the Republic of Indonesia Number 18 of 2016 concerning Regional Apparatuses,

Government Regulation (PP) Number 57 of 2021 concerning National Education Standards, Regulation of the Minister of Education Number 16 of 2018 concerning Guidelines for Regional Apparatus Organizations in the Field of Education and Culture . Government Regulation of the Republic of Indonesia Number 12 of 2021 concerning the Implementation of Housing and Settlement Areas, Regulation of the Minister of Public Works and Public Housing of the Republic of Indonesia Number 07/PRT/M/2018 concerning assistance for self-help housing stimulants.

Meanwhile, operational level policies include: a) Regulation of the Minister of Education and Culture of the Republic of Indonesia Number 6 of 2021 concerning Technical Guidelines for the Management of School Operational Assistance Funds; b) Ministry of Education and Culture Regulation Number 5 of 2021 Operational Instructions for Special Allocation Funds: c) PUPR Ministerial Decree 115/Kpts/M/2022 concerning the Amount and Location of Self-Help Housing Stimulant Assistance; d) Ministerial Decree of PUPR RI Number 1 of 2021 concerning Criteria for Low-Income Communities and Requirements for Ease of Development and Acquisition of Houses; d), Gorontalo Regent Regulation No. 17 of 2020 concerning Technical Guidelines for the Implementation of Gorontalo Regency Social Safety Net Assistance, e) Gorontalo Regent Decree No. 666/08/XII/2020 concerning Determination of Slum Housing Locations and Slum Settlements in Gorontalo Regency 2020.

Policy Factors

The implementation of the policy for the expansion of equitable access to education (PAPM) and the Policy on Self-Help Stimulant Housing Assistance (BSPS) according to the research results have confirmed several main factors, both as impetus for policy inhibition. several factors, among others: Bureaucratic structure, communication, policy resources, policy behavior, public participation. Some of these factors have a relationship as a causal factor to other factors in a single unit as a policy environment. This empirical fact is in accordance with Robert Eye Stone's view which states that public policy is "the relationship between government units and their environment" [26].

The bureaucratic structure as the main actor of policy is needed through an effective regulatory and authority system, but in empirical facts these two bureaucratic mechanisms often experience overlaps which eventually lead to ineffectiveness. In the regulatory aspect, local governments exercise autonomy based on Law number 23 of 2014 where local governments have direct authority to intervene in policies but on the other hand local governments must carry out policies based on technical guidelines from the central government. The trend towards uniformity in the regulatory system can lead to lengthy policy procedures, for example in fulfilling the requirements for a decent housing policy, 21 requirements are needed as stated in the technical guidelines of the Ministry of Public Works and Public Housing in 2021. This can affect the communication mechanism between the central and regional governments which generally requires large costs when local governments must consult with the central government. On the other hand, local governments have limited policy resources that can directly influence the success of policies.

Based on informants, that the operational financing of education to serve educational equity requires a budget of 14 billion, but which can be fulfilled by the regional government of 4 billion. On the other hand, local governments also often experience shortages in fulfilling teacher shortages in equal distribution of education. Likewise, in the implementation of the BSPS, the number of services for poor families based on data verification in 2021 is approximately 4,000 families who are eligible for housing construction assistance, but the local government is only able to meet the financing for an average of 250 families per year.

Another interesting fact in the implementation of PAPM and BSPS policies in the behavioral aspect is marked by several behavioral phenomena in the bureaucratic service culture. Some of these behaviors include: 1) There is a tendency for the bureaucracy to maintain the amount of budget in each organization. Bureaucratic leaders do not want a reduction in the budget managed by their service 2); paternalism behavior and structural polarization of behavior based on mutually beneficial relationships in the pattern of patronage relationships; 3) emergence of authority euphoric behavior in implementing policies.

In this context, there tends to be a pragmatization of behavior that looks like pretending behavior and instead of improving public services, it is no more just to prioritize structural interests (power). Finally, various irregularities and corruption in the implementation of the policy budget. The structure of this behavior is also further exacerbated by the existence of a paternalistic culture which is the foundation for deviant behavior in policy implementation. The pretense of bureaucracy has been rooted in a culture of paternalism because employees will be faced with difficult conditions between fulfilling the interests of superiors and the concrete interests of the public.

From some of the limitations of these policies, the implementation of PAPM and BSPS policies requires public support, especially for the fulfillment of resource sharing in policy financing. The collaboration of the government, the private sector and the community is able to drive the fulfillment of policy resources optimally. Several forms of activity can be demonstrated by the management of education by the private sector through private schools and learning activity studios (SKB). On the other hand, the role of the community and the private sector is also needed in the construction of public housing. According to the informant, this public role can be done to overcome the limited policy resources.

New Public Actor (NPA) Principles

In accordance with the review of the application of NPS values, the implementation of policies both PAPM and BSPS basically fulfills the basic rights of citizens. So the relevance is that prior knowledge of policy conditions requires policy governance that is based on the application of public values as a fundamental interest in policy implementation. Meanwhile, at the implementation stage of policy management, the principles of civil society are carried out where policies are not only carried out by government actors but also by private and community actors, both in education policies and public housing policies. This condition is also supported by the application of public service values through Law Number 25 of 2009

concerning public services, Law Number 14 of 2008 concerning Openness of Public Information and Law Number 23 of 2014 concerning Regional Government (The Ack of Indonesia, 2009; 2008).

In accordance with the constitution in force in Indonesia, the implementation of policies is carried out in a structural-functional system mechanism that applies. Therefore, in the policy structure, it is known that there are general policies, implementation policies and implementation policies. In this context, policy implementation is often faced with a balanced structural and functional rationalization. Balance is important to respond to the dominance of power by one particular function or institutional structure. As a result, the policy environment does not have effective public support.

Bureaucratic reforms that have been carried out since 1999 are basically to respond to public demands by making changes to the institutional system and service governance. Although it is not comprehensive because it tends to be centralistic. Thus, this reform process should be carried out based on democratic values in increasing the public's role in every policy implementation. In particular, specifically for the implementation of PAPM and BSPS policies, these two types of policies are directed at realizing basic services where education and housing are basic rights of citizens. However, in the implementation phase of the implementation of public values and educational autonomy, there seems to be inconsistency due to overlapping authorities and regulatory systems that are applied as the basis for implementing policies. On the other hand, institutional systems that tend to be rigid and policy procedures are still long and convoluted and tend to create obstacles in policy success.

One of the main causes of the ineffectiveness of the value system and regulations in the implementation of PAPM and BSPS policies is due to the dominance of power which structurally still tends to be maintained as the main basis of policy. For example, all implementing rules and technical instructions for implementing activities, for example regarding the formation of the organizational structure of regional apparatuses, are still regulated by the central government. As a result, policy implementation tends to be carried out to serve the public based on patronage interests where policy values are ultimately carried out to meet client satisfaction (constituents). Or based on the informant's statement that teacher placement still tends to be done based on personal closeness. Likewise, targeting for the implementation of BSPS policies tends to be set based on remuneration or based on constituents for certain interests.

On the other hand, empirical facts show various value deviations in their implementation such as widespread cases of corruption, abuse of authority, corruption and nepotism in bureaucratic institutions [29]–[32]. On the other hand, patronage of interests has structurally legitimized the oligarchy of power which tends to foster paternalism values.

The spread of various behavioral deviations and corruption in various policy implementations as in many studies is empirical evidence that supports the statement as the conclusion of the study. To overcome these problems, public services need a basic principle that can form a conducive policy environment, both at the pre-condition stage or at the policy implementation stage. Therefore, a set of values or approaches is needed to increase policy responsiveness and performance effectively.

In conditions like this, the implementation of public policies becomes very dilemmatic and can lead to pretense behavior. Instead of wanting to realize policy objectives, in the end, the public only serves as a complement to the interests of patronage in every stage of the policy. And NPS is actually not a panacea to overcome the various problems that exist.

With some of these empirical facts, it can be stated that the application of NPS values in these conditions tends to be inadequate to overcome several problems in the implementation of education policies and people's changes. The NPS is inadequate in overcoming political traditions and bureaucratic structuralism that encourage the distortion of values at the implementation stage, although in the pre-conditions stage everything is carried out on the basis of democratic values, but in the implementation stage these values will be ignored by themselves.

To overcome this problem, a set of service principles is needed in improving public services by placing the public as policy actors. The development of these basic principles was developed as a service model in policy support called the New Public Actor (NPA) model. The model was developed in a different paradigm from the NPS as shown in the picture as chart 1.

From the Chart 1 it appears that public services must be oriented towards fulfilling the basic rights of citizens, where the public is the owner of constitutional power. So they should be served as service owners. Thus, the entire system and governance must be implemented as a "guarantee" for the improvement of public services through innovation in policy implementation. In this context, the bureaucracy is nothing more than a procedural guarantee in the implementation of all "discretionary" or rational authorities. Bureaucracy is not an excuse to formulate all lengthy and convoluted service procedures.

The public should have a role as an actor as well as being involved and responsible for the success of the policy as implemented in the implementation of public housing and education policies in the form of community empowerment.

Although this approach has been carried out, the public who are the beneficiaries of the service tend to be placed as the object of the service. As a result, most of the service residents grew apathy towards government policies and only certain groups involved in the empowerment program were actively involved in policy implementation.

The small groups of people who are actively involved are those who receive assistance for decent housing and the organizers of the Learning Activity Center (SKB) and the role of the private sector in carrying out government projects, both in social housing policies and in education.
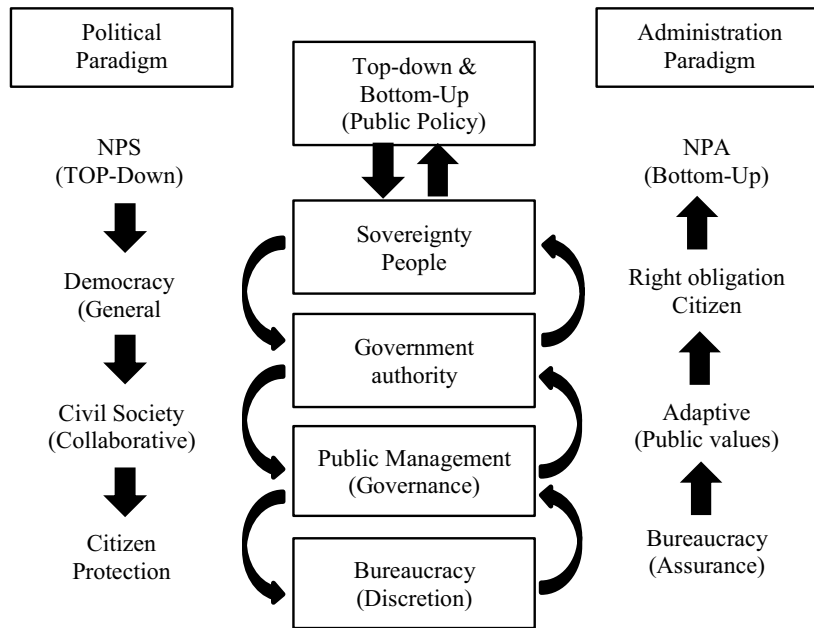
Chart 1. A Different Paradigm from The NPS with NPA

However, in the community empowerment model, it is an interesting phenomenon when these roles are expanded where they are placed as policy actors who are also stakeholders who are responsible for every stage of policy implementation. Thus, the expansion of this concept of thought must of course be supported by an attitude of openness (transparency), responsibility, and accountability for policy implementation.

To apply the development of models and thoughts in the concept of public as an actor, the implications of the findings of this study are to develop a set of values as the conceptual basis and implementation. Some of these basic principles were developed in a paradigm called the New Public Actor (NPA), with the following principles:

1) Citizens are served as service owners as sovereignty is in the hands of the people
2) Bureaucracy as a guarantee of service and not just a pile of rules
3) Respect humanity, togetherness, and justice
4) The domination of power is limited by the public interest
5) Oriented on benefits not results
6) Serving convenience, not giving gifts
7) Public accountability is not just a result but a process and fact
8) An independent advocacy mechanism is available
9) Paradigm shift from Standard Operating Procedure to Collaborative Operational Procedure (COB)

III. CONCLUSION

The application of the principles of the NPS seems inadequate to overcome some of the main problems in policy implementation such as the dominance of power inherent in the policy structure, overlapping regulatory systems, effective bureaucratic structures, communication and limited policy resources. To limit the interests of power, it is necessary to involve the public as citizens who are actually the holders of power. To increase the role of the public effectively, a set of principles is needed that places the public as an actor as well as part of the person in charge of every public policy. The development of these basic principles was developed as a service model in the perspective of policy support called the New Public Actor (NPA) model. NPA was developed with the paradigm that the public is the owner of the service as well as the owner of sovereignty where the government bureaucracy is run as a guarantee to realize the basic public interest. The provision of guarantees for public services is not a gift that tends to be subjective which tends to view the public as a constituent, but public services are the provision of guarantees for the fulfillment of the basic rights of every citizen.

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