Public Service Planning in the New Public Service Perspective  
(Study at the Nganjuk District Population and Civil Registration Office)

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Abstract

Service planning is needed as a guideline to achieve service goals. The contribution of bureaucrats in agencies and communities as service owners is needed in planning public services to find out public needs. The involvement of bureaucrats and citizens for the public interest is the principle of the New Public Service. However, this plan has been dominated by top down approach and inefficient implementation of public services. This research aims to analyze in the New Public Service perspective. This research method is descriptive qualitative research by describing service conditions, planning processes and analyzing the planning in the New Public Service perspective. The results of this study are that in the planning process, other bureaucrats in the agency were not involved, coordination and communication between employees was weak. Then the activities carried out in the implementation of the plan are socialization and shuttle service as an effort to provide equal service. However, infrastructure and human resources are inadequate so that services are inefficient and targets are not achieved. The recommendation of this study is that public service planning requires the application of the principles of the New Public Service so that the government knows what the public needs are. thus the public services provided can satisfy citizens in accordance with the values in the New Public Service

Keywords: planning, public service, new public service

INTRODUCTION

Development is a planned change to improve various aspects of people's lives. Development is carried out by the planning and process of change towards modernity and the achievement of community needs carrying out by the government as the administrator, as stated that development administration is a state administration that is able to push towards the process of change, renewal, and adjustment and supporting a plan [1]. Development must be carried out in a planned manner and not only includes physical development, but also in non-physical forms such as social, political, institutional, economic, human resources, and culture, as stated that development is the process of change that covers the entire social system, politics, economy, infrastructure, defense, education and technology, institutions, and culture in the context of the welfare of society [1]. Welfare is a condition where citizens are in a state of peace, goodness, and justice in a country, in which the state is responsible for ensuring the welfare of citizens which includes responsibility for public services as basic welfare for citizens [2]. One part of non-physical development is an improvement in public service which the government's obligation to service citizens without exception, as stated that public service is the right of every citizen and the government has an obligation to serve citizens [2].

Good public services also require good planning. planning is important to prevent bad possibilities in the future, to predict uncertainty, and to maintain consistency in planning with implementation [3]. a study showed that the existence of strategic planning has a positive influence on public service organizations. In another journal concluded that the existence of planning made the organization focus and could improve public services for customer satisfaction [4].

The service of Population and Civil Registration (Dispendukcapil) of Nganjuk Regency is one of the government organizations or services that have the duty to serve the public in the field of population administration and civil registration. In
its planning is more dominated by a top-down approach that is instructive and weak participation from subordinates. The top-down approach in its application contains hierarchical Old Public Administration values. The government has a dominant role, considers itself to be the only institution that knows, has resources, and has the ability to solve public problems so that the level of compliance is high but innovation is limited [2]. Top-down planning like weak participation from subordinates results in less planning according to public needs. One of the causes of planning failure is not involving stakeholders who should participate and not providing opportunities to contribute ideas in planning [5].

The procurement of infrastructure facilities in Dispendukcapil of Nganjuk Regency is still inadequate, such as waiting rooms and computer equipment, which can disrupt the service process. And then about human resources in the office, the number of them is inadequate, and the number of applicants fluctuates every year so it is not proportional to the number of resources in Dispendukcapil. About human resources qualities, that Dispendukcapil Regency Nganjuk still needs training on SIAK services and systems, because basically, the employees in Dispendukcapil in serving the public pay less attention to high efficiency and responsiveness, such as the distribution of electronic ID cards that have to queue long, less socialized, and less evenly distributed. Kartasasmita stated that the problems in planning are not only in planning but also the implementation of plans that are not as planned, it is a failure in planning [5].

The first step of planning is knowing the field problems first. When the planners make a plan, they should review the situation first and look at the problems in the field and previous documents. To find out more about problems, in making a plan should involve the roles of other organizers (employees in the agency) and citizens so that implementation of planning run well and services are able to satisfy the community [6]. This is relevant to the principles in the New Public Service that the management of the government needs to involve many people and prioritize the public interest. Denhardt dan Denhardt stated that the principle of the new public service is acting democratic and accountable, respecting citizens, serving citizens, and prioritizing the public interest [7].

Some problems that have been raised about service planning and implementation, to find out and analyze more deeply, it is important to examine how the planning process is and how public service planning is in the perspective of the New Public Service

MATERIAL AND METHOD
This study used a descriptive qualitative approach. The technique of collecting data used observation, interviews, documentaries, visual materials, and online data tracking with the aim of interpreting the meaning behind the events and describing more in-depth events regarding public service planning in the NPS perspective at the Dispendukcapil of Nganjuk Regency [8]. And then the analytical method used is data analysis of Miles, Huberman, and Saldana in order that this study is easier to read and understand.

RESULTS AND DISCUSSION
Janet Denhardt and Robert Denhardt stated that public service is one of the goals of public administration by providing fair and equitable services. Meanwhile, to provide services, it requires planning to clarify objectives and synchronize the implementation of the organization itself [2]. To analyze the planning in the New Public Service perspective, the researcher needs to know the condition of services in the Dispendukcapil of Nganjuk regency [9]. Then how the planning process is [6], and finally how the public service planning is in the NPS perspective [7]

1. The Condition of Public Services in Dispendukcapil, Nganjuk Regency
a. Tangible
Parasuraman and Berry stated that the quality of public service is influenced by infrastructure and human resources. Based on infrastructure, the tangible conditions at Dispendukcapil are inadequate, such as the lack of waiting room facilities, computers, and smart card readers [9].

In quantity, the number of human resources is inadequate because some employees have to move and retire, so Dispendukcapil recruits contract employees and apprentice workers. With the recruitment of contract and apprentice employees, they can help with administrative work and services, but in terms of quality, they are still less competent, especially skills regarding the Population Administration Information System (SIAK) so that this service is inefficient.

b. Reliability
Reliability is a public service that is carried out accurately, accuracy in service is carried out according to procedures, as stated that in public
services, the government provides services to the public must obey the rules [10]. In practice, the Dispendukcapil of Nganjuk Regency in providing services for citizens is in accordance with the procedure.

In providing information to the public about population administration, the Dispendukcapil provided complete information to the applicants by explaining in detail and placing a banner on the office wall regarding the terms and flow of the administration. While outside the agency offices, Dispendukcapil conducted population socialization in the sub-districts so that people were more aware of the importance of population documentation.

c. Responsiveness

Responsiveness is a willingness to help people sincerely. In the implementation of service, Dispendukcapil conducts service without charge, and serves queues, and provides complete information. But when the queues are overflowing, Dispendukcapil feels difficult so the applicants must wait longer to served [9].

For applicants with special needs such as disabled people and the elderly, and if there is a request from the school or boarding school, Dispendukcapil conducts pick-up service by visiting the location or the applicant’s house and serves them there.

d. Assurance

Assurance in public services are trustworthy services [9]. In practice, the guarantee of Dispendukcapil is proven by providing population documents on time. When the administrative requirements of the applicant are complete and received, the Dispendukcapil advises the applicant to return again two weeks later to retrieve the completed documents. The aim of Dispendukcapil does this so that the applicants do not wait too long in the office.

However, electronic ID Card services are different than other documents because depending on the card stock. Cards are taken from the head office and have to wait a long time so that the Dispendukcapil cannot provide certainty when the applicant can receive the card.

e. Empathy

The empathy of public service is a concern given by the government to the citizens as the object being served, as stated that the ability of service providers to pay attention to the public as service users [9]. Empathy or attention from Dispendukcapil to citizens is the service in accordance with the procedure. If the applicant’s completeness requirements are still lacking, Dispendukcapil informs to fulfill the requirements in full. In outside services, Dispendukcapil conducts pick-up services intended for disabled people, parents, and students in boarding schools collectively. However, the schedule for distributing population documents is not well regulated, for example distributing documents in each sub-district and providing information to residents regularly.

2. Public Service Planning Process in Dispendukcapil, Nganjuk Regency

a. Planning

The followings are the planning procedures of Dispendukcapil (Population and Civil Registration Agency) of Nganjuk Regency: (1) formation the drafting team; (2) establishing the work agenda; (3) collecting data and information; (4) analysing the description of agency services; (5) analysing strategic issues; (6) reviewing the Strategic Plan of Ministry of Internal Affairs and RPJM (Medium Term Development Plan) of Nganjuk Regency; and (7) formulating the vision and mission.

The drafting team consists of Head of Agency and heads of divisions. However, in practice, the Strategic Plan drafting is fully carried out by the Planning and Finance Subdivision. Other divisions do not participate due to poor communication among employees and lack of coordination from the leaders.

b. Program Preparation

The program preparation includes the formulation of goals, objectives, strategies, policies, planned activities, indicators, target groups, and the proposed budget, as well. In the program preparation phase, more detailed goals and objectives, activities and schedules, and funding are formulated [6].

After the draft is made, it is then discussed in the OPD forum. If there is a shortage in the draft, it needs revision. If it is said to be feasible, it is approved as a Strategic Plan and submitted to the regional head as material for making Perkada (Regional Head Regulation). This Perkada is a reference to make Renja (Work Plan) OPD.

The OPD Workplan contains the activity and funding plan. For the budget flow, first, RKA (Work Plan and Budget) draft is made, which must be guided by the KUA (General Budget Policy) and PPAS (Temporary Budget Ceiling Priority) based on the RKPD (Local Government Work Plan) as an extension of the RPJMD (Regional Medium Term Development Plan).

The RKA is evaluated by the local Government Budget Team (TAPD), which is then
submitted to regional financial management officials as the material in the Regional Regulation Draft (Raperda) on the Regional Budget. The RKA is discussed by TAPD and DPRD (Regional House of People’s Representatives). After it is approved, the RKA is submitted to the province. The provincial government evaluates the Raperda. Then, it is stipulated as the Regional Budget Regulation, which becomes a reference in the preparation of the Budget Implementation Document (DPA) of Dispendukcapil in Nganjuk Regency.

c. Implementation of Plan

The implementation of the plan is the result of planning by carrying out the activities adjusted to the field [6]. After the plan is ratified, the next step is the implementation, as what has been stated that good planning is the one that is implemented in accordance with the ratified plan [11].

<p>| Table 1. Performance Realization of Dispendukcapil in Nganjuk Regency |
|-----------------|-----------------|-----------------|</p>
<table>
<thead>
<tr>
<th>No.</th>
<th>Indicator</th>
<th>Realization in 2016</th>
<th>2017</th>
<th>2018</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Community Satisfaction Survey</td>
<td>79.61%</td>
<td>70.1%</td>
<td>77.46%</td>
</tr>
<tr>
<td>2</td>
<td>Family card issuance</td>
<td>99.72%</td>
<td>99.93%</td>
<td>99.99%</td>
</tr>
<tr>
<td>3</td>
<td>Ownership of birth certificate</td>
<td>89.46%</td>
<td>83.88%</td>
<td>88.16%</td>
</tr>
<tr>
<td>4</td>
<td>Ownership of ID Card</td>
<td>97.96%</td>
<td>93.58%</td>
<td>99.78%</td>
</tr>
<tr>
<td>5</td>
<td>Ownership and issuance of death certificates</td>
<td>73.58%</td>
<td>14.96%</td>
<td>45.24%</td>
</tr>
</tbody>
</table>

Sources: Regional Government Performance Report (LKjIP) document of Dispendukcapil in Nganjuk Regency

Based on the Dispendukcapil Strategic Planning of Nganjuk Regency, the performance achievement is of the good category if it is between 75% and 100%, the enough category between 55% and 75%, and the less category of less than 55%. From the above table, it is visible that the realization of People Satisfaction Survey was of the good category in 2017, which decreases by 70.1% (enough) due to employee mutation and pensions and the increase in the request of electronic national ID cards. This increase was due to the initial appearance of the electronic national ID cards in 2012 and its validity period until 2017. Therefore, many people came to extend their electronic ID cards.

The realization of Family Card (KK) issuance from year to year increases due to an increase in people’s requests for KK services with more-than-once printing because they change their KK status. The change in KK status is influenced by population events such as marriage, death, birth, divorce, and others.

The realization birth certificate ownership experiences fluctuations due to, besides the increased people’s awareness, the existence of socialization and ball-picking service by Dispendukcapil of Nganjuk Regency, as well as the population ups and downs.

The realization of electronic national ID card ownership experiences fluctuations, which results in population events such as population movement, age increase of citizens from 16 to 17 years, and mortality.

The realization of ownership and issuance of death certificates also fluctuated because people’s awareness about the document is still weak. This death certificate is usually used for certain citizens who have interests such as changes in the status of the widow/widower for civil servants, inheritance distribution, pensioners, and so on.

d. Monitoring of Plan

Monitoring of plan is carried out to maintain the consistency of the planning results with their implementation. The oversight is carried out so that its implementation is in accordance with predetermined targets [6]. The monitoring based on Permendagri No.86 of 2017 is carried out by the Head of Agency and Bappeda (Regional Development Planning Agency). However, in practice, the monitoring in this agency by the Head of Agency is still a formality.

e. Evaluation of Plan

Evaluation in planning is carried out in order to find out whether the activities carried out are in accordance with the predetermined plan. Evaluation is an activity to assist the monitoring activities by assessing the implementation and can be used as material for improvement and anticipation for further planning [6]. The evaluation by Dispendukcapil of Nganjuk Regency is carried out simultaneously with the oversight activities. In an agency, it is the Head of Agency who has the right to carry out an evaluation based on Permendagri No. 86 of 2017, but, in practice, this evaluation is carried out by the Planning and Finance Subdivision. The evaluation is written in Regional Government Performance Report (LKjIP) document of Dispendukcapil in Nganjuk Regency.
3. Public Service Planning in the New Public Service perspective in Dispendukcapil, Kabupaten Nganjuk

a. Public Service Planning Based on the Principle: Serving Citizens, Not Customers

The principle of serving citizens in public service planning is intended to involve the people or other parties concerned in formulating plans. Whether it is related to citizens or related parties is considered as the owner or part of service providers. This can take the form of an OPD forum at the Strategic Plan drafting. Meanwhile, in the implementation of the plan, Dispendukcapil of Nganjuk Regency carries out services by serving the people without discrimination.

b. Public Service Planning Based on the Principle: Seeks of the Public Interest

Various related parties, people and government officials, need to be involved in planning so that they know what is in the public interest. In planning, Dispendukcapil of Nganjuk Regency follows the OPD forum as a form of people’s involvement. However, in matters within the agency, the drafting team did not do well. Other apparatus did not contribute to the planning so that the problems in the field were not conveyed well. For example, the waiting room and the smart card reader machine are insufficient. Such problems are known and felt by other divisions, but are not communicated to the planning subdivision and other members of the team resulting in no procurement of goods to increase the number of waiting room chairs and smart card readers.

c. Public Service Planning Based on the Principle: Value Citizenship over Entrepreneurship

The involvement of various related parties in the service is an effort to uphold the principle of citizenship, not with the principle of entrepreneurship with the owner of the organization as the decision maker as if the service owner is the government.

Dispendukcapil of Nganjuk Regency, in the preparation of the plan, followed the procedure by joining the OPD forum. However, the agency itself did not involve other apparatus in the preparation of the plan in accordance with the drafting team formed. Thus, public service planning was dominated by a topdown approach. A topdown approach is an approach in planning that tends to be instructive as the principle of entrepreneurship, in which decision makers are dominated by superiors.

In the plan implementation, Dispendukcapil tends to be instructive in providing services because the procedures are made by the bureaucrats themselves. Meanwhile, there is no place for the people to give advice or criticism of the service provided.

d. Public Service Planning Based on the Principle: Think Strategically, Act Democratically

The efforts carried out collectively and collaboratively are democratic actions by providing a platform for related parties in planning and implementing public services. The strategic thinking in planning is carried out on the basis of democratic cooperation by considering opportunities and challenges and making decisions according to priority needs.

At the planning stage, Dispendukcapil of Nganjuk Regency prepared the strategic plan documents in accordance with the prevailing guidelines and carried out the OPD forum. However, in this preparation, there was a lack of participation from other bureaucrats in one agency due to poor communication and coordination which resulted in expectations not in accordance with the facts in the field, lack of good preparation when there is an increase in people’s requests for documents, and inefficient services.

e. Public Service Planning Based on the Principle: Recognize that accountability is not Simple

Accountability for public service planning is not only a hierarchical responsibility in the Old Public Administration or accountability to customers in New Public Management, but accountability in the New Public Service also includes accountability in terms of ethics, compliance, and accountability to all related parties in services including the people and all bureaucrats that provide the service.

At the planning stage, the formation of the drafting team was made only as a formality. The preparation of the plan was carried out by the Planning and Finance Subdivision. Meanwhile, the drafting team consisted of the Head of Agency and all the heads of divisions of Dispendukcapil in Nganjuk Regency. This shows that ethics, compliance with rules, and coordination among team members are still weak. On the other hand, the achievement of the implementation of the plan, based on LKJIP, is still in a good category, except in 2017 which experienced a decrease in percentage due to unpredictable predictions such as the increase in the document requests not accompanied by good preparation.
Public Service Planning in the New Public Service Perspective (Nisa’, et al.)

f. Public Service Planning Based on the Principle: Serve Rather than Steer

In the Old Public Administration, planning is done by steering or controlling based on superior orders. On one hand, in the New Public Management, the government is only the decision maker in planning, not the implementing actor who serves the public. The New Public Service has the principle that the government not only makes its own planning, but also involves many people at once and becomes an actor in serving them.

At the planning stage, Dispendukcapil of Nganjuk Regency tends to be dominated by the topdown approach. The drafting team is formed only as a formality. There is no involvement from other members. Meanwhile, the implementation of the ratified planning results is carried out by all bureaucrats of Dispendukcapil in Nganjuk Regency by serving the people directly without involving third party (private) in the service.

g. Public Service Planning Based on the Principle: Value People, Not Just Productivity

Planning is inseparable from how much productivity is done by bureaucrats as actors who serve the public. Public service planning is not just how much productivity is achieved but also considers the involvement of many people, both other bureaucrats and the people in the formulation of planning and implementation as a form of government efforts to respect the existence of related parties with public services.

The facts on the field indicate that the weak communication and coordination in the formulation of planning by the drafting team in Dispendukcapil of Nganjuk Regency reflect the weak efforts to respect other fellow members. The Strategic Plan drafting is only carried out by a few people, and lack of leadership ability to coordinate the members is one factor in the occurrence of internal conflicts within the agency.

On the other hand, in its implementation as a form of respecting human beings, Dispendukcapil of Nganjuk Regency carried out activities for the people including ball picking services for applicants with special needs (people with disabilities and the elderly) or requests from certain institutions for collective service in certain places such as electronic national ID card recording in Islamic boarding schools. Nevertheless, the infrastructure is still inadequate, especially the less appropriate waiting room, limited seats, not comparable to the number of people lines every day.

The picture above shows that the analysis results based on the principles of the New Public Service, public service planning requires the contribution of many parties, humanism values, and democracy so that bureaucrats know what the public actually needs and serve them well. The researcher formulates a model of how public service planning is seen in the perspective of the New Public Service and its impact on public service as follows.

The value in the New Public Service that can be applied in planning is the involvement of bureaucrats within agencies and the people in order to find out public needs. In the New Public Service, bureaucrats and the people are part of the state owners, so they have the right to be involved in planning government organizations. This involvement is an effort to uphold humanism values. Humanism values mean respect and appreciation of the existence of all related parties starting from the organizers, implementers, and users of services. With the involvement of many parties to find out public needs, the preparation and implementation of planning in a government organization must be oriented to the public interest and accountable.

If the values of the New Public Service are applied to public service planning, then it will
result in participatory planning and a balance between topdown and bottom up planning. By optimizing the planning approach, the implementation of services will be able to meet public demand as well as services that serve citizens, respect human beings, and are responsiveness as contained in the values of the New Public Service.

CONCLUSION
This research explains and analyses the public service planning. The services in Population and Civil Registration Agency (Dispendukcapil) of Nganjuk Regency are dominated by an instructive topdown approach and contain Old Public Administration values. If the previous research examines planning strategies and the effect of planning on the organization, the current research focuses more on how planning is more effective if the values of the New Public Service are applied.

This research began with the analysis of the service condition or quality of Dispendukcapil in Nganjuk Regency. Based on this research, this service is quite responsive and according to the procedure. However, the condition of the infrastructure and resources of the apparatus is inadequate that can hamper efficiency and effectiveness in services. The lack of infrastructure and resource apparatus is very much related to how the planning is carried out whether it is in accordance with the needs or not.

The findings indicate that the planning of Dispendukcapil in Nganjuk Regency was dominated by certain parties without involving other bureaucrats in the agency and the drafting team was formed just for formality. This is due to the weak coordination and communication among the employees. Consequently, the implementation in planning is not in line with expectations. Therefore, to maximize good planning and service, the application of values contained in the New Public Service is needed.

Accountability, respect for others, prioritizing the public interest, and democracy are the values in the New Public Service that can be applied in the preparation of public service planning through the involvement of various related parties. This involvement is important to know more about issues in the field and public needs. With the involvement of various related parties, the public interest can be prioritized and the best alternative in planning can be chosen. Thus, the implementation of public services can be realized properly according to expectations. In addition, the involvements also realize the services in accordance with the values of the New Public Service.

This research is limited to the agency scope so that the data obtained are more in-depth about the problems in Dispendukcapil of Nganjuk Regency. However, because of this limitation, the researcher did not conduct the research on the people or outsiders of the agency involved in planning so that problems from other stakeholders’ perspectives are unknown. Therefore, it is recommended for the future research to conduct similar research on other stakeholders.

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