

The influence of public administration science paradigm shift in its realization good governance

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ABSTRACT

The emergence of the New Public Service is an approach in public administration that addresses the shortcomings of both the Old Public Administration (OPA) and New Public Management (NPM), particularly in the context of cultural change and good governance. Old Public Administration (OPA) focuses more on bureaucracy oriented towards rules and procedures but is less responsive to cultural changes and societal needs. On the other hand, New Public Management (NPM) emphasizes the use of business management principles in public administration but pays less attention to cultural changes and good governance aspects. In the context of cultural change, the New Public Service offers a more adaptive and responsive approach. This approach recognizes the importance of understanding and adapting to cultural changes within society to provide relevant and effective public services. Additionally, the New Public Service is closely related to good governance. This approach emphasizes values such as fairness, rule of law, public participation, and transparency. By incorporating the principles of good governance, the New Public Service strives to build a sound, efficient, and accountable governance system. In summary, the emergence of the New Public Service is a response to the shortcomings of OPA and NPM in addressing cultural changes and in the context of good governance. This approach combines adaptability to cultural changes with the application of good governance principles to ensure that public services provided by the government are responsive, fair, and transparent.

Keywords:

good governance; public service; public administration

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INTRODUCTION

In 450 BC, the concept of a state began to emerge in Ancient Greece and was reflected in the writings of leading historians such as Herodotus, as well as philosophers such as Plato, Aristotle, and so on (Rasyid, 2017; Siska, 2015). Utama et al. (2018) stated that the state can be explained as a sovereign entity which is an organization of power. Through its government system, this country is responsible for implementing rules and order for people living in certain areas (Sunarso, 2005; Wati & Putri, 2021).

Referring to the thoughts above, it is clear that the state is government, and the government is good (good governance) if it provides services to its people, services of course through existing bureaucratic mechanisms and managed using public administration knowledge (Serpa & Ferreira, 2019). Bureaucracy regulated through public administration science is a system for managing organizations with the aim of managing rationally, effectively and efficiently (Budiawan et al., 2021).

Good governance refers to the implementation of governance that is effective, efficient, transparent, accountable and responsible (Maranjaya, 2022; Maryam, 2016; Nawawi, 2009; Rasul, 2012). According to Chandler and Plano, public administration is the process of organizing and coordinating public resources and personnel to formulate, implement and manage decisions in public policy (Subianto, 2012). Public administration is a complex process in managing government effectively, as part of creating good governance. The state has an important responsibility in managing various things in order to serve society, and the role of public administration is very crucial in facing various demands and dynamics from society. Increasing demand encourages the development of ideas in the field of public administration to answer challenges and achieve success in state management. The science of public administration has experienced rapid development, especially in developed countries. Changes and developments in this science can be traced through paradigm changes that occur over time (Supriyadi, 2021).

Public Administration has been transformed into a complex process in public management, with the main aim of creating good governance where the services provided are optimal for the community. The state is responsible for managing many things in order to provide services to the community, therefore, the role of public administration becomes very important with a paradigm shift in accordance with the demands of society and the environment (Supriyadi, 2021).

Based on the background above, the focus of the research will be to look at the influence of the paradigm shift in public administration science in creating good governance. The aim of this research is to find out how the paradigm shift in public administration science creates good governance.

METHOD

The method used in this research is a descriptive qualitative method using library study techniques as a data collection method. Bibliographic research is a systematic scientific approach in collecting bibliographic materials that are relevant to research objectives. Data collection techniques were carried out through literature search and analysis, as well as studying relevant reference books and previous research to obtain a theoretical basis related to the problem to be researched (Zed, 2014).

RESULT AND DISCUSSION

According to Janet V. Denhardt and Robert B. Denhardt in their book entitled *The New Public Service: Serving, not steering*, they present a view that describes the development of state administration paradigms from classical to contemporary. They classify state

administration paradigms into three main groups, namely New Public Administration, New Public Management, and New Public Service (Srihardjono & Restyaningrum, 2017).

Old Public Administration

Paradigm Old Public Administration (OPA), also known as Classical Public Administration or Old Public Administration, began as a result of the change efforts proposed by Woodrow Wilson. Wilson advocates a clear separation between politics and administration, believing that public administration should be separate from the world of politics (Supriyadi, 2021). In OPA theory, public services describe the relationship between the government as a service provider and the public who are only considered as clients, constituents or customers who must be satisfied. The government politically determines what is considered a public need without involving public participation. This service is characterized by a bureaucratic approach that relies on hierarchy (the relationship between superiors and subordinates) and obedience to orders that apply from top to bottom. As a result, the accountability model is limited to superiors, clients and customers (Putra, 2019). The main characteristics of OPA include: 1) Public administration has a limited role in formulating policies because its main focus is only implementation, 2) Administrators have limited discretion in providing services accountable to political officials, 3) Organizations that manage public programs are hierarchical, 4) The main objectives of government organizations are efficiency and rationality, 5) Government organizations are managed with a closed and limited system, 6) Planning, organizing, placing human resources, directing, coordinating, reporting and budgeting activities are the main tasks of administrators (Srihardjono & Restyaningrum, 2017).

New Public Management

The new administrative theory paradigm (New Public Management or NPM) assumes a paradigm shift in public services, from a focus on management policy and administration. In its implementation, public services are based on rational economic considerations or the interests of decision makers. Characteristics of NPM include: 1) Management of government tasks is given to professional managers; 2) Performance is assessed based on clear standards and performance measures; 3) Monitoring and assessing results/outputs becomes more important; 4) Tasks are divided into units or decentralized; 5) Morale increases; 6) Private sector management style is preferred; 7) High discipline and efficient use of resources are emphasized (Srihardjono & Restyaningrum, 2017).

The following are changes and responses in NPM which can be summarized as follows: 1) Replacing slow and unresponsive mechanisms/procedures with faster and more responsive mechanisms; 2) Rapidly improve regional government organizational capabilities; 3) Allocate the necessary budget to ensure responsiveness; 4) Changing bureaucrat behavior towards higher responsiveness; 5) Requires rapid observation of changes in public needs and accurate data/information as the basis for a fast and appropriate response; 6) Requires leaders who facilitate responsive change; 7) Obtain political support for technological changes and response mechanisms (Alamsyah, 2016).

New Public Services

Paradigm *New Public Service* (NPS) is the opposite of *New Public Management* (NPM) which criticizes and rejects the existence of business elements in the implementation of government, especially in services to the community. Supriyadi (2021) states that NPS focuses on democracy, pride and citizenship rather than markets, competition and customers as in the private sector. Public servants do not provide customer service, but they

do. The NPS paradigm aims to go against the mainstream of the administrative paradigm, namely the paradigm NPM is also considered a criticism of the Old Public Administration paradigm (Ulm, 2018). NPS, as the newest paradigm in public administration, places public services as the main activity for government administrators at the national and regional levels. One of the core principles of NPS is how public administrators articulate and share the common interests of citizens through public services (Srihardjono & Restyaningrum, 2017). In the NPS there are seven principles (core paradigms), including:

First, Emphasis on the needs and interests of citizens, not individual customers or bureaucratic interests. Government employees have an obligation to realize this as a responsibility, so that they become more responsive to the interests of society and are able to identify themselves as citizens who also have needs and interests that must be met by the government.

Second, the most important thing in the public service process is the public interest. Service officials must fully appreciate the meaning of the public interest. They must act as responsible parties in fighting for the achievement of the public interest in their services. They must serve the people, not serve themselves.

Third, providing good service to citizens is the main thing for service officials. Public organizations must be seen as a means for service officials to provide the best for their citizens. This organization is not a place to seek personal profit like a company. Dedication is the attitude expected from every service officer, as motivation to serve citizens who need services.

Fourth, service officials must not only think normatively and instrumentally in providing services to citizens. They must be able to open up and invite other parties to take part in the policy process, both in formulation, implementation and joint impact evaluation. In this way, it is hoped that the results will be maximized.

Fifth, service officials must realize that accountability for their performance is not only seen from an administrative perspective, but also political, legal, professional and moral. Accountability for service performance is very complex, both in structured and unstructured forms, has various dimensions, and must be accounted for by various parties. This is a heavy responsibility but must be carried out by good service personnel.

Sixth, good service activities must not be based solely on the dominance of command and control mechanisms. What is more important is a leadership process that is based on shared values so that common interests can be realized.

Seventh, evaluation of individuals should not only focus on productivity levels. While goals must be achieved, the process must involve collaboration and leadership that respects everyone. Productivity achieved by devaluing individual contributions and performance does not have significant meaning (Srihardjono & Restyaningrum, 2017).

NPS recognizes that the NPM paradigm has advantages in terms of focusing on individual performance, organizational performance, innovation, accountability and creativity in finding solutions to improve service quality. Principles of movement "*reinventing government*" also illustrates these efforts by implementing an entrepreneurial spirit into public organizations. In these principles, society is placed as customers who must be served and whose needs are satisfied by the government (principle "*Customer-driven government*") (Manurung, 2014).

Public services and Good Governance

Service can be defined as the activity of serving, providing needs for those who have an interest in an organization or in an institution. If the state is considered as an institution, then the beings who have an interest in it are individuals, so the individual must receive

services according to their needs. According to [Lewis & Gilman \(2005\)](#) public service can be defined as the trust felt by the public, where they feel that they are given honest services and appropriate management of the resources they have, and this can be accounted for to the public ([Hayat, 2017](#)).

According to [Juniarso Ridwan and Achmad Sodik Sudrajat](#) in their book entitled *State Administrative Law and Public Policy*, public services can be defined as various forms of services provided by the Government (state administrators) to the community with the aim of meeting needs and improving community welfare ([Cahyani, 2021](#)).

According to [Handayani \(1984\)](#) "community service and public service are two different things, community service is carried out by providing services and convenience, meanwhile public service is provided for the public interest by upholding the requirements of efficiency, effectiveness and savings ([Putra, 2019](#)).

In essence, the state is obliged to serve every citizen and resident to fulfill their basic rights and needs within the framework of public services which is the mandate of the 1945 Constitution of the Republic of Indonesia ([Wibawa, 2019](#)).

The realization of quality public services is one of the characteristics of good governance ([Oktavia & Trisninawati, 2022](#)). The principles of Good Governance include the following: (1) Professionalism, which refers to the government's ability, expertise and moral integrity in providing services; (2) Accountability, which is the government's responsibility for the tasks assigned and policies or decisions taken; (3) Transparency, which includes government openness, provision of information, and easy access to information; (4) Excellent service, which includes clear service procedures, open rates, guaranteed time, easy access, adequate facilities and infrastructure, as well as good service ethics; (5) Democracy and participation, which includes people's freedom to express opinions, community involvement in decision making, and equal rights in obtaining services; (6) Efficiency and effectiveness, which relate to the implementation and achievement of service performance results; (7) Rule of law, which includes justice in law enforcement and respect for human rights. The implementation of Good Governance principles in improving the performance of public service organizations can be influenced by certain factors and face certain impacts ([Nubatonis et al., 2014](#)).

The shift in the Public Administration paradigm towards good governance has had an impact on state administration. The role of Public Administration, especially in the context of the approach used in planning and implementing strategies, both in internal management and external relations, has undergone changes ([Natalia, 2021](#)).

Paradigm shifts in public administration science are significantly influenced by the surrounding environment. Currently, the environment is experiencing rapid changes, covering various aspects of life, and is cross-sectoral and interdisciplinary. These changes occur globally. One of the most fundamental changes is a change in values, even the universalization of values. Changes in society's value system will also have an impact on administrative development ([Akbar et al., 2021](#)).

This shift is recognized as having real consequences in the practice of public administration. The implication is the importance of strengthening the capacity of the government bureaucracy so that it can make changes in accordance with its role in achieving good governance for the welfare of society. In accordance with this paradigm shift, to realize good governance, quality service is required, taking into account the 8 principles of quality service, namely providing convenience, security, reliability, personal attention, problem solving approach, justice, fiscal responsibility and citizen participation ([Prayuningtias, 2018](#)).

The government as a public service provider has a responsibility to achieve optimal service quality, taking into account legal constraints and accountability. Efforts to improve service quality begin with recognition of the differences between customers and citizens. Citizens are identified as individuals who have rights and obligations in the context of a wider community. In line with the paradigm shift above, various service models need to be developed in services. Some service models that have been developed by experts are:

Parasuraman's SERVQUAL Model.

In essence, this model looks at both quantitative and qualitative aspects of the practice of public services provided by organizations. This model begins by conducting a study of the gap between: 1) The attitude of management and the desires of customers (society). It is hoped that the results of this study will provide information on what customers expect and what the organization and management can provide; 2) The follow-up to the initial findings is a demand from management to accurately translate consumer expectations with service requirements; 3) The quality of employees in providing services, namely the ability of service actors in accordance with the goods/services served; 4) Organizational communication, meaning that a service actor must have the ability to carry out persuasive and active communication; 5) Have consumers got what they expected? This means that the organism must be able to ensure that customers/consumers have received excellent service and are satisfied with the service they have received.

Gronroos Perceived Service Quality Model

The basic conception is, First, that the image of the organization is based on consumer perceptions which are estimated to vary greatly regarding the level of functional service quality or how (how) services are provided or provided and technical quality including service outcomes (what). Second, there are 6 (six) criteria for public services that are considered to have good quality: 1) Professionalism; 2) Attitudes and Behavior; 3) Access; 4) Flexibility; 5) Reliability; 6) Trust.

Heskett's Service Profit Chain Model,

Basically, the model offered, Heskett tries to link the influence of the quality of an organization's internal services on the level of employee satisfaction and productivity. Furthermore, it is hoped that the level of employee productivity will have a positive effect in providing external services. Furthermore, it is hoped that the level of employee productivity will have a positive effect in providing external services.

Normann's Service Management System

Normann's concept is that service quality can be maintained collectively, provided that reciprocal harmonious interactions can be created between producers and consumers.

The European Foundation For Quality Management (EFQM) Model.

Basically, the EFQM model emphasizes leadership abilities in managing the organization's image through human resources. It is hoped that this process will result in community and customer satisfaction, a positive influence on the general public, and in turn will increase or support the achievement of organizational goals.

CONCLUSION

The shifting paradigm of public administration science continues to evolve and develop rapidly and dynamically by emphasizing principles good governance to a better way. Good governance is a framework that encourages governance that is transparent, accountable, participatory, effective, efficient, fair and responsive to the public interest. Where is the importance of the involvement of public and non-public actors in the decision-making process, community empowerment and government accountability. This new paradigm strengthens the role of public administration science in forming policies oriented to the

public interest, increasing government accountability, and increasing active community participation in the decision-making process. This paradigm has recognized its importance good governance as the main foundation for implementing good governance. Observing these developments, the crucial thing is government intervention in realizing good governance (good governance).

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