Actualization New Public Service (NPS) Administration in Public Service

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Abstract- This paper aims to reveal the concept of the actualization of the New Public Service (NPS) in the administration of public services to see how far employees perform administrative services of government in serving the public interest in order to satisfy the elements of efficiency, effective, economical, equitable and responsive to the needs and welfare of the community , This paper uses search techniques theories of public administration with regard to the concept of New Public Service (NPS) in order to achieve efficiency, effective, economical, equitable and responsive to the implementation of the public service administration. Based on the various interests of the community are very complex and dynamic in accordance with the demands of the development needs of the community and the environment. From the context of Indonesia today are faced with the dynamics of globalization and increasingly competitive economic environment, the government must act professionally so as to reduce the adverse impact to the community. The demands of globalization today is not only a challenge for businesses, it is now evident that the organizers of public administration should perform excellent service to meet the quality of life and welfare of the community. From this discussion, put forward the concept of a paradigm change in administration in the era of globalization as contained in the concept of the New Public Service (NPS) now needs to be done in a variety of dimensions. One dimension was bureaucratic behavior is behavior both individual and institutional bureaucracy should not have too much more influenced by the views of the "power" (power / authority). The second dimension, the quality of public services reorientation in the philosophy of state administration itself time should prioritize the aspects of effectiveness, economical, equitable and responsive. Thus, through the actualization of the New Public Service (NPS) in the administration of public services can amend the quality of life and well-being of society toward a better.

Index Terms- Efficiency, Effectiveness, Economic, Justice and Responsive

I. INTRODUCTION

Based on the development needs of the public service should display professionalism, the government is also required to design a public service that is managed democratically. Public services are implemented by the government have orientation is customer oriented or customer's perspective or services oriented to the interests and needs of the public. A real public service in the midst of the needs and interests of the public so no wonder the public service must be done democratically. Good public

services in accordance with citizen charter became prominent after their demands gave more space for the public to participated in the public service. The concept of public services based on citizen charter can provide a rational demands to provide a sense of community satisfaction with the services provided by the government. In a system of government that puts the public service given the opportunity to provide information about the mechanisms and procedures clearly. Citizen charter opportunities birth of dialogue between government and the public. So that both sides, find solutions and provide the best for the improvement of services (Indiahono, 2009).

The paradigm shift of public service for public organizations must start to be directed towards the satisfaction of the public. For in earlier times known classical paradigm of public services, and new public management that has now been deemed irrelevant (Denhard, 2003). Classical public organizations organized a public service through the internal control mechanism, thus closing the door to criticism and opposition to the services performed. This paradigm is a consequence of public services operated at the level of accountability is low, because only recognize internal evaluation only.

Concept fundamental changes in the body of the modern bureaucracy as well as the expectations for this, of course, can not take place automatically given the bureaucracy in practice everyday encounter some problems or illnesses bureaucratic aspects of accountability, work discipline, integrity, efficiency and effectiveness in the dynamic implementation of today's bureaucracy.

Appearance public services are characterized by the culture of power, the public becomes a component of the most disadvantaged. The culture of power in the bureaucracy of the most dominant impact neglect of functionality and good service culture of bureaucracy as a community service. At the level of the actual practice various irregularities committed by the bureaucracy, such as corruption, collusion, nepotism, going without can be prevented effectively. Fraud committed by the bureaucracy as a public service for public service users to make society as an object of services that can be exploited for personal gain or the officials of the bureaucratic apparatus. The performance of bureaucratic inefficiency in the administration of government activities and public services is still going on. Inefficiency of government activities and public services seen from the frequent occurrence of inaction and leakage of government services. The number of civilian bureaucracy is too large is one factor that contributes to the inefficiency of public services (Dwiyanto et al., 2006).

Reform of the bureaucracy is a fundamental arrangement that is expected to have an impact on changes in systems and

structures. The system is related to the relationship between the elements and the elements that influence each other and are associated and form a totality. Changes to an element presumably can affect other elements in the system itself. Structure associated with the order are arranged in a regular and systematic. While changes in the structure includes mechanisms and procedures, human resources, facilities and infrastructure, the organization and the environment in the framework of the implementation of goal attainment efficiency of government bureaucracy. These changes include all aspects that allow bureaucrats have adequate ability in performing the duties and functions of the principal. The failure of the bureaucracy to serve the public during this same time represent poor governance from both central and local government level (Mustafa, 2013).

Reinventing government is a description of an ideal government that can be adopted by States to the administrative practice of the State, while Banishing bureaucracy constitute concrete steps to improve the bureaucracy that is able to drive the transformation of the bureaucracy to be able to carry out entrepreneurship which produces life and more optimal performance. Ideas Ferlie et al., and Vigoda, basically emphasizes how to execute more quickly banishing bureaucracy can be implemented, because the ideas put more emphasis on the operational level, what ought to be implemented by the administration of the State to improve the bureaucracy and its performance.

Osborn and Gablier cites the opinion of J. B. Say that entrepreneurship is the spirit which seeks to change the economic resources out of low productivity level towards higher productivity and greater yielding. Thoha (2005), entrepreneurship government bureaucracy does not mean any officer or officers are required to trade or trying like entrepreneurs. Or teach government officials to attempted like entrepreneurs. But their efforts to officials with all components public agencies that continue to work hard to improve so that a potential source of economic resources that were found by the agency government from unproductive to productive, from the production low to be upgraded to a higher production. Therefore, the principle of reinventing government that was to transform the performance of the business world to the performance of government organizations.

Frederickson (1997) explicitly states that the public services provided by the government or public administration should be oriented to the citizen (citizens), a citizen is deemed not only to consumers or customers (customers). The views of citizens as customers are consistent with the interpretation of economics to political life. Denhardt and Denhardt (2003) that government Ultimately Reflects the accumulated self-interests of largely disconnected and utility maximizing individuals.

The views treats citizens as costumers, it is the job of government is to satisfy the customer, the sentence is the central idea in The New Public Management paradigm. In the view of The New Public Service idea of citizens as customers often also cause a conflict at the level of practice and academic, such as foreign policy and environmental protection, it can not be linked to individuals costumers, but all individuals in a society accept these services, not to be want matter whether they were or not. In other cases, the government is obliged to serve compulsory education, it can not be said that children aged 7 to 15 years (age studying elementary to SMTP) is said to be a customer of educational institutions, more precisely is the government's obligation (obligation). Although in practice the government is obliged also create guidelines for minimum services.

But The New Public Service also recognizes the advantages of views within the paradigm of New Public Management, especially attention on individual performance, organizational performance, innovation, accountability and creative in finding solutions in an attempt to improve the quality of service. The effort is apparent from the principles of reinventing government, by applying the spirit of entrepreneurship to in public organizations, the principles customer driven government that puts people as customers who have served and satisfied. Thoha (2005) was essentially reinventing government is attempting to transform the life and performance of self-employment (entrepreneurship) into the bureaucracy of government. The entrepreneurial spirit emphasis on efforts to increase resources in economic, social, cultural, political, which is owned by the government of unproductive to productive than low productivity into high productivity.

The public interest as a reflection of the interests of society are varied and dynamic in accordance with the development of society and the environment. In contexts Indonesia are faced with the dynamics of globalization and competitive economic environment, the government must act quickly so as to reduce the negative impacts. The global competition is not only a major industry challenges, it is now evident that the small industries are also affected and have to deal with it, which impact the quality of people's welfare. In this regard, the quality of public services related to the industry is the domain of the public interest. Caiden, in Thoha (2005) the discipline of public administration is in essence is a discipline that respond to the problems of implementation problems of society (public affairs) and the management of the efforts of the community (public business).

The paradigm change of administration in the face of this current era of globalization needs to be done in a variety of dimensions. The first dimension, concerning the behavior of the bureaucracy. The behavior of both individual and institutional bureaucracy very influenced by the views of the "power" (power / authority). The second dimension, reorientation in the philosophy of state administration itself. Seen from this dimension, utilization of civil servants includes three things, which include among others: (1) The introduction in depth the various "basic fundamentals" of good administration concerning the components and elements with a systematic and rational way of thinking; (2) Represents the various paradigms to handle the operational "basic fundamentals" as instrument analysis; (3) The object of the application is seen as critical to the success of efforts to improve efficiency, effectiveness, and employee productivity. The third dimension, associated with the trend going in the world today, which include trend shifting of model of authoritarian toward democratic governance, the trend of globalization in all fields, especially economics (free trade) and information technology (information technology), as well as the trend of good governance Changes in public administration paradigm is changing and the shift from authoritarian rule / tyranny towards government that puts the will of the people (democracy) to create a civil society (civil society).

Civil society (civil society) is plural society that has civilization (various), uphold. Human Rights and democratic. Civil society constitute one "leg" of three feet of good governance and civil society therefore has a strategic role in creating good governance. Actualization of good governance in the reform of the state apparatus, through the optimization of the role and functions of the three domains, namely the public sector, private and civil society, based on the principles of accountability, transparency, openness, based on the law and the guarantee of fair and equitable treatment (fairness).

The implementation of good governance (good governance) represents the ideals of the Republic of Indonesia. Such governance based on the principles such as upholding the rule of law, professionalism, accountability, transparency, and participation, both in the management of policy and service delivery to the public.

Community service done excellent (excellent services), which is transparent, high quality, efficient, democratic and fair. Performance of employees in the system of democratic governance is largely determined by how far people gain access to the same services without distinction of origin, ethnicity, religion or political aspirations. Within this context, the resources of government officials neutral political forces that there is very necessary for good governance and commanding (good governance).

On the other hand, employees also have to run a social function internally and externally to ensure the smooth implementation of effective public administration and efficient work. To get quality human resources professionals must have a competitive advantage that should be owned by an employee, will only be obtained by employees productive, innovative, creative, motivated, always passionate and loyal. Employees who meet the criteria as it would only be acquired through the application of concepts and techniques of human resource management with the right spirit and high motivation as well as an effective leader and a supportive working environment. Factors that can be used to improve employee performance, including motivation and performance, Robbins (2001). The complexity of the problems of the actualization of the concept of New Public Service (NPS) in the administration of public services in order to realize the implementation of quality of public administration, the key problem can be formulated as follows: "How is the actualization of the New Public Service (NPS) in the administration of public services".

THE BENEFITS OF WRITING

1. To show the government administration that the actualization of NPS in the administration of public services further demonstrate the concept of democratization of the exercise of government.
2. As knowledge development efforts with respect to democratic governance as the actualization of NPS in managing public services that meet the criteria of effectiveness, economical, equitable and responsiveness to increase social welfare.

II. RESEARCH METHODS

This paper uses search techniques theories of public administration with regard to the concept of the New public Service (NPS) in order to Achieve efficiency, effective, economical, equitable and responsive to the implementation of the public service administration.

III. RESULTS AND DISCUSSION

The thoughts that develop in the old public administration heavily influenced by the idea of Woodrow Wilson, in Denhardt (2003). The idea of Woodrow Wilson can is known of the following: (1) The Government should establish executive authorities, controlling Essentially hierarchical organization and having as their goal Achieving the most reliable and efficient operations possible; (2) Their tasks were (public administration) instead the implementation of policy and the provision of service, and in Reviews those tasks they were expected to act with neutrality and professionals to execute faithfully the direction that Came Reviews their way. Not to be Actively Involved or extensively in the development of policy; (3) They were to be watched carefully and held accountable to Elected political leaders, so as not to deviate from established policy; (4) Wilson recognized a potential danger in the other direction as well, the possible that politics, or more specifically, corrupt politicians might negatively influence administrators in their pursuit of organizational efficiency.

Wilson idea can be summarized in two major themes, namely: (1) the idea that the separation of politics and administration, and is very influential in Western countries to over 50 years (the idea of Wilson in 1830). Politics should relate to policy or issues relating to the destination country. Administration of the State as an executive agency to implement the wisdom apolitical and impartial manner. When a policy has been established that is where the new State administration work. Public administrators must implement accountability to the political officials who have been elected (administrators were held to be accountable to Reviews their political masters - and only through them to the citizenry); (2) Public administrators must seek efficiencies as large as possible in its operations and also achieve the best efficiency in achieving its goals by integrating the uniformity and it should happen in a hierarchical structure of management administrative regular and steady (technical and operational guidelines). This is supported by the growing view of Frederick W. Taylor and Lyndall Urwick & Luther Gulick. Taylor's The Principles of Sceintific Management found more human occupations can achieve greatest efficiency if based on time and motion studies. While Urwick & Gulick with the organization as a Technical Problem to introduce the principles of administration with the acronym POSDCOORB, which explicitly states that POSDCOORB can be applied in all conditions and free space and time. This means that these principles can be implemented at all levels of administration and all circumstances irrespective of whether it is in developing countries or developed countries, if the goal is to get the goals and objectives of the administration as efficiently and effectively as possible.

New Paradigm of Public Service (NPS) there are seven (7) the principle of NPS (Denhardt & Denhardt, 2003) which is different from the OPA and NPM. (1) The primary role of public servants is to help citizens articulate and meet the interest that has been agreed, rather than trying to control or control of society in a new direction; (2) The public administrator must create a collective idea of jointly agreed on the so-called public interest; (3) Policies and programs aimed at meeting the needs of the public can be achieved effectively and responsive through the collective efforts and the collaborative process; (4) The public interest over private interests is an aggregation of individuals; (5) Public servants must pay attention, not only to the market, but also on the legal and regulatory aspects, community values, political norms, professional standards and the interests of citizens; (6) Public organizations and networks that are involved more successful in the long run if they operate through a collaborative process and through the leadership that respects everyone; and (7) The public interest is better served by public servants and citizens who are committed to contribute to society, rather than by entrepreneurial managers who act as if money is theirs. NPS to support the actualization of the administration of quality public services as follows:

1. Dimensions of Behavior Bureaucracy

Bureaucratic behavior is a function and the interaction between an individual and his environment, where the behavior of a person is determined not only by himself, but is determined by how far the interaction between himself and the environment. Each individual is caused by the situation highly complex behaviors, values and variables situational complicated, such as social pressure, choices actual behavior, social events, and attitudes conflicting, often causes people to act in violation, the choices attitude. The totality of these causes, put forward a prediction that causes individuals to behave in a bureaucracy (Thoha, 1992).

Social behavior stem from the perception is influenced by external factors (situational) and internal factors (personal). Situational factors that influence the perception, among others, is the political system, social system and economic system, while the internal factors that influence the perception is the experience, knowledge, motivation, and personality (Darsono, 2010).

Behavior bureaucratic leaders must be professional in providing services to the public. Because at the moment the most bureaucratic leader behavior is expected professional behavior in providing public services, which in turn will increase his devotion to the community. Therefore, there are four key bureaucratic leader behaviors that can be developed towards professionalism, namely: (1) The behavior of the leader of bureaucracy closer to the people with the basic attitude to serve and not be served; (2) The behavior of the bureaucracy leader in improving the quality of services in accordance with the demands of society are constantly evolving through the quality control methods; (3) The behavior of the bureaucracy leader in realizing the mechanism of planning, program budgets with more listening and absorbing the aspirations of the community, either as an object or as a subject in the implementation of development; (4) The behavior of bureaucracy leader in realizing

the downsizing and realignment to better public services (Thoha, 1996).

In all other cases the group's behavior and interpersonal influence also provide power for the performance of the organization. The group was formed because the act of intentionally and unintentionally by management and also by individuals. Formal group is a group formed by the Management to carry out a job and tasks. While the informal group is a group formed unintentionally by management to support the achievement of a task. Informal groups can also be formed based on individual initiative because of common interests, hobbies, and based on friendship.

Both types of these groups has a significant influence on organizational performance. Even the informal group has influence unit, not seen but felt. In connection with affiliated so that the existence of this informal group is indispensable. Even if you have management provide facilities for the growth and development of this informal group, and then be directed to support the achievement of organizational goals (Wahjono, 2010).

In the state bureaucracy, awards to employees who work as well as be efficient, creative, and responsive is still very limited. The bureaucratic officials often do not recognize the concept of "*customer*" because customer often do not have the ability to provide sanctions to officials of the bureaucracy. At the same time the fate of the official bureaucracy by customer or users of goods and services produced by a bureaucracy but a political decision. Therefore, the bureaucratic officials often feel no interest in a relationship with the community of users.

All that led to the ethics of the waiter became difficult to develop within the public bureaucracy. The bureaucratic apparatus was difficult to do, when asked to say hello to the user community, with greetings and asking his need with friendly. This occurs because the system of values that was never taught them that their existence is as a public servant should serve the citizens and polite. Preferably the values that exist in the bureaucracy, even though sometimes outside bureaucracy, teach them that they are rulers or officials who have looked authoritative before the citizens.

Culture government bureaucracy is always oriented to power. Power becomes tensile values that are important to the members of the bureaucracy. This is understandable because a lot of things to be desired by bureaucratic officials are always associated with power. During this time all the desired bureaucratic officials as income, influence, facilities, privileges, and so is always associated with the power they have. Even this motivation led to more bureaucracy oriented officials to seek and maintain power rather than serving citizens (Dwiyanto, 2006).

2. Dimensions of Quality of Public Services

Osborne, David and Ted Gabler (1992), About Reinventing Government, can be summarized in ten constellation (scientific statement) which is used as principles in running the administration of the State, among others: (1) Steering rather than rowing, the government acts as a catalyst, which does not need to implement own development but enough to control resources in the community. The government's role is to optimize the use of funds and power according to the public interest; (2) Empower Reviews their own community to solve problems,

rather than Merely deliver service. The government plays a role in the delivery of services to empower people so that needs to be done is to encourage people to be able to solve their own problems. Such capabilities can be reflected on the role of NGO and semi-government agencies (Cooperative) to solve the problem with its ability, for example: the cleanliness of the environment, the needs of schools, residential health etc; (3) Promote and encourage competition rather than monopolies. With the competition, the private business sector and the government to compete, and forced to work in a more professional and efficient; (4) Be driven mission rather than rules. The government should undertake activities that emphasize the achievement of what is its mission rather than emphasizing the regulations. Therefore leeway to produce something be necessary; (5) Result oriented by funding outcomes rather than outputs. Orientation on good performance (meaning external performance) is not merely a perceived internal output; (6) Meet the need of the customer rather Reviews those of the bureaucracy. Giving priority to meeting the needs of consumers (the public as a user) and not meeting the needs of the bureaucracy; (7) Concentrate on earning money rather than just spending it. The government should have personnel who know the right way to produce a receipt for the organization and ability to stay on budget, rather than spending budgets; (8) Invest in Preventing the problem rather than curing crises. The government is anticipatory, it is better to prevent than to cope. Better to prevent disease than to cure. Thus there will be mental switch in the government apparatus; (9) Decentralize hierarchical authority rather than build. Decentralization is needed in the system of government to be able to raise the participation and the development of teamwork. Pushing subordinate organizations will be free to be creative and take the necessary initiatives; (10) Solve the problem by Influencing market force rather than by treating public programs. The government must pay attention to market forces. Supplies based on need or market demand, and not vice versa (subsidy). Therefore, the policy should be based on market needs.

Banishing bureaucracy, it can be seen from the opinion that the core contains five strategies to implement reinventing government, namely: (1) The core strategy (core strategy). Restructure the organization is clear about the purpose, role and direction of the organization, (2) Consequence strategy. The strategy encourages "healthy competition" in order to improve the motivation and performance of employees, through reward and punishment taking into account the economic risks and awards, (3) Consumer strategy. Focusing on the customer is responsible for. Organizations must win the competition and give assurance to customers, (4) Control strategy. Changing the location of forms of control within the organization. Control is transferred to the bottom layer is the implementing organization or society, organizations control shaped by the vision and mission that has been determined. Thus there is a process of empowerment organization, employees and the community, (5) Cultural strategy. Changing the work culture of the organization that is composed of elements of habits, emotions and psychology, so that the public's view of the culture of public organizations have changed (no longer look down on people who are supposed to be served).

Based on the opinion and Denhart. Denhart can be said that the government as a provider of public services with the capacity to be fighting for the highest possible quality of services, and public organizations to do so as soon as possible, but also consider the legal restrictions and accountability. Efforts to improve the quality of service to begin by acknowledging the differences of customers and citizens. Citizens are described as bearer of rights and obligations in the context of the wider community. Opinion Denhart is clearly that the public service is different from the services provided by private organizations which have the discretion in the actualization entrepreneurship her for the manager, but it means not forbid to practice the spirit of entrepreneurship in public organizations and in respect employee can not be equated with private organizations. Peters (1996) concurred with Denhart that "fundamentally, this approach (participative) assumes that individuals are motivational in their organizational and political lives by solidarity- participation incentives rather than by material - pay and perquisites -incentives".

Furthermore, to realize the concept of NPS in these areas need to pay attention to the actualization of the quality of services as follows:

a. Democracy and empowerment

Her life of democracy in a country is reflected by the recognition and respect for the country and the entire state apparatus of the rights and obligations of citizens, including the freedom to make choices and express them selves rationally as the form of a responsibility in the implementation of state and nation building, and empowerment for them which is in a weak position in a rational and fair. Democracy does not only have meaning and contain freedom, but also responsibility, and democracy also contain demands that meaningful wisdom in taking responsibility in achieving a common goal that made civilized, with a high commitment to uphold the public interest by upholding the values of humanity, justice and truth.

In order to empower communities to take charge of government's role can be reinventing between other through (a) the reduction of barriers and obstacles to creativity and participation society, (b) expansion of access services to support various social and economic activities of society, and (c) development program to further enhance the capabilities and allowing the public more active role in harnessing and utilizing productive resources available so that it has a high added value in order to improve their welfare.

b. Service

Empowerment requires a passion for serving the community (a spirit of public services) and become a community partner (partner of Society) or working with the community (coproduction or partnership). It requires a change of behavior among other things can be done through the civilizing code of ethics ("code of ethical conducts") which is based on the support of the environment (enabling strategy), which translates to a standard of behavior that is generally accepted and used as a reference the behavior of the government apparatus either as well as centered in these areas.

Services also means spirit of service that prioritizes efficiency and success of the nation in the building, which is

manifested among other things in serving behavior and not be served, encourage, not hamper, simplify, not complicate, simple and not complicated, open to everyone, not just for a handful person. Meaning of public administration as a vehicle for administration of the country, the essence, serve the public, must be completely internalized the organizers state government both central and local.

c. Transparency

In the execution of its duties and functions in addition to adhere to the code of conduct, apparatus and system management public should develop openness and accountability system, to be open and accountable to encourage the leaders and all the human resources in it play a role in the practice and instituted a code of conduct in question, in order to make themselves as a role model of society, and it was done as part of the responsibility and accountability to the community and the state.

Empowerment to people's businesses, increased participation and partnerships, in addition to requiring disclosure of government bureaucracy, also requires measures firmly in reducing regulations and procedures that inhibit creativity and activity and their activities, as well as the member the opportunity for the public to be able to participate in the process the regulation of wisdom implementation and monitoring of development. Empowerment and openness will promote accountability in the utilization of resources and their development decisions are really directed in accordance with the priorities and needs of the community, as well as carried out in real terms fair and appropriate aspirations and interests of the community.

d. Participation

Communities being involved in the process of producing public goods and services by developing a partnership and togetherness, and not solely served. For that community capabilities must be strengthened ("empowering rather than serving"), should increase public confidence, and the public the opportunity to participate enhanced.

Formulation empowerment (empowerment) also always associated with participation and partnership approach in management development, and emphasis on decentralized decision-making process in order to obtain the expected results with the most effective and efficient in the execution of development. In this connection, it is worth noting the important role of community self-reliance, and emphasized that the focus of true development is to increase individual and institutional capacity ("capacity building"). Do not ignore it disseminated information on the potential and development opportunities of national, regional, and global open to local and privatization in management state businesses.

e. Partnerships

In an effort to develop a partnership that is mutually beneficial business between large enterprises, medium and small businesses, the role of government directed towards harmonious growth. The government role in creating climate operations and business environment, through various policies and the legislation that encourages partnership scale large business, medium, and small businesses in the production and marketing of goods and services, and in various economic activities and other developments, as well as integration small businesses into the modern sector in the national economy, and encourage growth process, and in the process mentioned their legal certainty is needed.

f. Decentralization

The changes in all fields of development requires decision-making and service are not centralized, but dispersed in accordance with the functions, powers, and responsibilities that area. Because of the construction is essentially implemented in the area-in the area various authorities that have been handled by government center has been transferred to local governments. Similar measures have to be followed by organizations, businesses, especially large companies headquartered in Jakarta, so that business decision-making as well as fast do in the area.

Developmental differences between regions have implication different in kind and intensity of the role of government, but in general the community and business requires (a) decentralization in granting permits, and the efficiency of bureaucratic services for the activities of the world in the field of social economy, (b) the adjustment of tax policy and lending more real for development in regions lagging and system financial balance between the center and regions in accordance with the contribution and potential of regional development, and (c) the availability and ease of getting information on potential and business opportunities in the region and in other regions to regions in an effort to increase development area.

g. Policy consistency and legal certainty

Rule of law that justice is effectively the government services embodied feels very difficult, but absolutely necessary in the implementation of good governance and clean, precisely in the middle of the plurality of rampant corruption, including money politics, numerous uncertainties environmental developments, and the intensification of competition.

The quality of public services can be seen as one of the performance of public organizations. Keban (2004, in the context of the new public management, performance assessment should be seen as an effort sustainable in order to improve the performance of public organizations. Basic performance assessment is not solely on the process adopted, the treatment of subordinates or to the community and how accountability runs in the organization, but, more broadly, namely with regard to quality of service, connection with the mission and vision or values championed the organization, suitability what the public organization with the aspirations and needs of the people or users, and to what extent a public organization has to learn to solve problems and improve the situation. Thus, the challenge for public organizations is to draw up programs, direct the behavior of employees, and directing resources to produce the performance of the organization in accordance with the expectations of the user community. Strictly speaking, people's expectations of the public organization is an inspirational source in management of public organizations so that performance can qualify for a quality service. If there are complaints from the public against the public service and it will be necessary input on the transformation process in public organizations.

Implementation of the functions of government providing public services course must have quality. The quality of public services in democratic governance oriented to the public is based on public expectations regarding the service, which means a good quality of service providers not based on perception but from a perspective or customer perception. The identification of customers / stakeholders with regard to those who are directly or indirectly engaging the services of public services or those who are directly or indirectly affected by the policies of public organizations. Stakeholder is any person or group concerned with the level of performance or the suitability of a public organization, program or sub program. They may only be advisory or referrals to public organizations, because it has an interest with the level of performance or suitability of public organizations.

Since the 1980s the government experts have stated: "sounded the alarm by identifying the lack of a consistent models of frame work for managing service as the reason most Often cited for customer dissatisfaction". The warning is to alert the public administrator that if the skeleton model framework for managing the service has met the expectations of society, the reality model of the existing framework have been complaints by the people. Model framework as a guideline for government officials to transform inputs into outputs, and in the process will use a particular work process. In general, all products are manufactured and delivered to customers through a work process or business process. A work process can be defined as sequential integration of people, materials, methods, and machinery or equipment, in an environment in order to produce value-added output for the customer. The working process of converting inputs into outputs measured through sequential steps are organized.

Indonesia as a developing country that is heading to the industrialized countries need to build a modern quality system and an integrated quality management practices in various areas of life as a weapon to win competence in the global market. Integrated quality management or total quality management (TQM) is a benchmark of excellence in organizational management.

The concept of quality as the ability of a product or service meets the customer's needs. It also said the quality as the totality of views and characteristics of the products or services that strive with all our ability to satisfy specific needs. Quality of service can be viewed from two angles, namely manufacturers and customers or markets. If a review of a market perspective, the assessment of the quality delivered to users, namely the extent to which the design of services implemented by organizations capable of meeting the needs of customers (quality of design). Customers see the quality of the characteristics that should he accept to include value (value), fitness for use (suitable for use), support (support), and psychological impressions (impression psychological), all of which are perceived as dynamic. Meaning the quality of the customer is obtained from the comparison between the expectations of the ministry (expected service) and an assessment of the reality of care received (perceived service). While, from the point of manufacturers or providers of products or services, the quality of the views of the fulfillment of the specifications or attributes that have been required and otherwise, including provisions for costs that are the responsibility of the

user. Fostering better management and utilization of organizational resources geared to meet the requirements that have been declared, compliance with the aim to meet the expectations of users to obtain satisfaction. Needs required can be either the product itself or the process of interaction between citizens and government bureaucratic apparatus (delivery), as alacrity in accepting the petition, decency, commitment to the promise of the settlement, and so on. The result is that organizations are not only focusing on the transformation, but also improve the quality of employees whole, ie employees in direct contact with service delivery. Russell and Taylor simplified view of the image as follows:

Ibrahim (2008) explains there are five discrepancy in administrative services as follows: The first gap, can occur because of lack of doing a survey / study of the needs of the market / society, or because they are not used the results of research conducted and less interaction between the service provider with the community; The second gap, can occur because they lack the commitment management / administration in efforts to achieve the quality of service, less precise perception of the quality of service that customers want / community; The third gap, occurs because the conflicting roles of the providers of care, whether satisfaction or the wider community leaders, personnel incompetent, even later than the mastery of technology or not in accordance with the demands of the service, not specifically implementation of reward and punishment system, or even non-existent; Gaps fourth, occurred because of poor horizontal communication among service personnel, so that the service runs haltingly; Gaps fifth, occurred because the gap between expectations and the actual services received, which is an accumulation of organizational performance services.

Normatively, Indonesian government has tried to encourage their public service quality with the giving of service standards as a guarantee of certainty for the recipient of the service. The standard of service is a measure which is directed to standardization in the implementation of public service that must be adhered to by users, public organizations. This can be seen from the Presidential Instruction No. 1 of 1995 on Improving Service Quality Government Personnel Community, and followed up with the Minister for Administrative Appararturs State number 81 of 1995, which confirms that a quality service should be in accordance with the joints of simplicity, clarity and certainty, security, openness, efficiency, equal justice, and timeliness. Ministry of Interior has issued a policy in the form of Minister of the Interior Circular number 100/757 / OTDA / 2002 on minimum service standards (SPM), which must be met by District / City in the provision of public service. SPM in basic services is necessary for local governments and citizens as recipients of services. For local government may be used as a benchmark in determining the specifications of the characteristics necessary services, while for the community can be used as a measure of the quantity and quality of public services provided by local governments. Therefore the aim of SPM is to guarantee a minimum quality of a public service provided by the government to the public.

IV. CONCLUSION

Basically this paper is expected to embody the concepts to know the dimensions of the behavior and the quality of public services contained in the concept of the New Public Service (NPS), which are directly related to the quality of services contained in public organizations in order to achieve efficiency, effective, economical, fair, and responsiveness to service the needs of the community.

Efficient is the activity of the service provided by searching the best comparison between input issued by the output (result) services. Second opinions basically have the same intention that the efficiency is the result of a comparison between the output to the input of the best. An activity or program of an organization said to be efficient if it is able to produce a specific output with inputs as low, or with specific input capable of producing maximum output. If employees are trying to seek a ratio in the use of organizational resources (time, materials, equipment, energy and mind) to produce the kind of greater service and better efficiency will be obtained.

Equity (fairness) and fairness (fairness) at first glance appear to be different, but if you be more in mind that the reasonableness of the moral spirit of public officials to treat equally to citizens when it meets an importance. "Fairness is taken here to a mean a more equal distribution of opportunities, cost, and benefits in the social and political domain". In the compound theory of social equity, the terms of fairness, justice, and equality are used interchangeably ". Thus, the dimensions of service quality of public organizations proposed by Frederickson is efficient, economic, effective, fair, and responsive.

The economic dimension in terms of services related to the primary management of financial resources (money / cash) into the secondary input in the form of labor, materials, and the infrastructure used for the organization's operations. The economic dimension beyond human resources can be seen from the efforts of employees or organizations to obtain better materials and more with the available budget. The economic dimension in terms of labor has the sense that the organization should have the staff who have the competence, skills, and motivation in accordance with the expectations associated with his salary. Thus, the economic dimension in the concept of service quality can be seen from the organization's ability to get quality materials with the available budget and to obtain and retain competent employees.

The content of the effective meaning in the work of public services is the achievement of specific results as required by his position through specific actions to consider or consistent with the policies, procedures, and environmental organizations. Accordingly, officials of public organizations in providing services should understand the needs and desires of the community / applicant by utilizing the policies, procedures and adapted to the conditions. Effectiveness can be seen from the efforts of the apparatus for the fulfillment of the promise that has been declared, the accuracy of the completion of the request based on the mechanisms and rules of the organization, affordability program in meeting the target.

Justice is the scope or range of activities and services provided by government organizations that are cultivated widely as possible with the equitable distribution and treatment are the same. The main social institutions is meant is the political constitution and rules of economic and social staple. By basing

such understanding, fair in licensing services for example, must contain five things, namely (1) Equality in the enjoyment of those rights in accordance with the existing mechanism. In this regard, the mechanism adopted is the first come first serve, (2) The equality of treatment in the settlement of the problem, (3) Equality in fulfillment of the obligation to comply with the requirements or rules in applying for licensing, (4) The imposition of fees and sanctions proportionally based on the same economic capacity of the applicant.

Responsiveness is the ability of government organizations and members to recognize the aspirations and needs of the community. If the organization is working to serve the community, then responsivity refers to the speed of the apparatus of public organizations in responding to and resolving problems encountered by users or citizens. Thus, the responsiveness is the willingness of public organizations and apparatus for making program and act in response to the expectations, desires, and aspirations and demands of user services / applicant to maintain and improve the quality of services and processes will be available to be viewed and assessed again by citizens , Responsiveness can be seen from the velocity of employees in response to the difficulties or problems faced by the applicant permitting, the willingness of officials to provide an alternative in solving problems of the applicant with the basic rules and ethics, convenience of the applicant to obtain the necessary information, the alertness of personnel in giving a correction / rectification on services caused any mistake or error, the willingness to accept criticism from the applicant permitting.

Public organizations in operation providing and delivering services must reflect the values and norms as a line toward the normative, ie, attention to work efficiently and effectively in distributing and delivering goods and services, respecting the rights of the population and the adequacy of governance processes are studied carefully directed against the government's relationship with citizens, appreciate the discretionary execution and representation. So the quality of public services is determined by a unique combination of political, cultural, and economic conditions in the life of society. In relation to the services provided by public organizations. Basically, the public services is seen as a mandatory dividend distributed to the people by the government with the better, more accessible and more equitable. Pressure on aspects of speed, accuracy, convenience, and fairness in public services (civil) is related to the monopoly nature of the service (civil) society did not have the option to expect the same services at other institutions outside government

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