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Public Service Innovation for Urban Society

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Due to the development of urban society is so fast, the bureaucracy or the public sector as a public service providers have to adjust. Compared with the private sector that are always up to date and abreast of changes, public sector tends to be characterized by a static, formal, rigid, and not dynamic. At present, the urban society begun to critical in choosing the best public services they want. The choice of market-oriented enabling authority models seem more appropriate for cities, mostly patterned urban area. Urban areas has grown the market mechanism, the provision of services which are dominated by the private sector is more likely. However the issues is how to create synergy between bureaucrat (service providers) and community (service users) to create public service innovation, so that the public sector can be accommodate and respond quickly any changes that occur in society. Public service innovation will be discussed by reviewing the theories of the Old Public Management (OPM), New Public Management (NPM), and the New Public Service (NPS). Then be presented a variety of best practices of public service innovation in health field, primary in dynamic society.

Keywords: urban society, public sector, public service innovation

Introduction: The Issue of Urban and Community Development

The development of urban society is so rapid, views of various aspects of life, whether economic, social, cultural, educational, and various other aspects of life. The urban community is identical to modern society. Physically, urban society is in an environment with buildings, noise due to vehicles, manufactory, congestion, pollution, and etcetera. While the social, urban society tends to be heterogeneous, individual, hectic, busy, high competition that often leads to conflict, and others. Furthermore, there is an assumption that urban society is smart, not easily fooled, nimble in thought and action, and open to change.

City life is always dynamic, growing with all the facilities that are modern, complete, has become a "pull factor" that attracts people to come. According to Sarlito (1992), the main cause of urban development is a growing industrial life. Connotation of "industrial life" means the city requires a lot of labour. This is why many people tend to look for life in the city.

Increasing numbers of urban society and their complexity with a different background - causing the conflict of interests - cause many problems. Dominant issues in urban areas include poverty, education, unemployment, health, crime, housing, transportation and arrangement of cities. All of these issues need serious attention from the government through the provision of public services according to the needs of urban communities today.

Public services in urban society: the market-oriented model of enabling authority

With the increasing complexity of urban life, the more complicated is the kind of public service be provided by the government. Enactment of Law No. 22, 1999 shows the extent of the role of local government in the areas of public services, which must be implemented by the authority, includes public works, health, education and culture,

agriculture, communications, industry and trade, investment, environment, land, and labor. Especially for urban areas, there are also additional powers should be implemented according to the needs that involve fire areas, cleanliness, landscape, and urban design. Based on the authorization, each District Government and City Government Department can establish an institution, agency, office, or other technical institutions in order to provide a satisfactory service to the society. In addition, pursuant to Law No. 22, 1999, the Regional Government and the City Government can also involve community groups and the private sector in public services.

Steve Leach (1994) suggested several alternatives that the public service be managed by the community (community oriented enabler), the private sector (market oriented enabling authority), or the government (residual enabling authority). A lot of some public services are performed by the private sector such as health care, education, transportation, and others. The private sector is more adaptive and flexible response to the needs of modern urban society requires a form of professional services. In fact, it can be seen that many urban society tend to prefer the public services provided by the private sector because more satisfying. For example, a hospital run by the private sector has become the people's choice for treatment rather than government hospitals.

The choice of market-oriented enabling authority models seem more appropriate for cities, mostly patterned urban area. In urban areas, the market mechanism has grown. The provision of services which are dominated by the private sector is more likely. Thus, the job of local government in the provision of public services is easier because of the strengthening of the private sector. Thus, the model of market-oriented enabling authority is more emphasis on participatory democracy.

Paradigm Shift in Public Service

The conception of public services evolve with the development of society and science. There are at least three perspectives that can be used to assess the public service (Janet Denhardt and Robert Denhardt, 2007) the perspective of Old Public Administration (OPA), New Public Management (NPM), and New Public Service (NPS). From the development of the theory, the concept of public service has undergone shifts and developments in such a way that the essence of the change is significant both in substance and technical level.

Denhardt asserts that public services in the context of Old Public Administration (OPA), puts the citizens as clients whose position is weak, so they have to accept all forms of public service provided by the provider (bureaucrats). Public organization operates as a closed system, so that citizen participation is limited. Public services are directly undertaken by government agencies, implemented through a hierarchical organization and strict control.

The next paradigm, New Public Management / NPM (1980 - 1990's) puts people in a customer to be served best. This paradigm oriented market mechanism, where the relationship between public organizations and the customer understood as transactions in the market. The key of the New Public Management is putting the market mechanism as a guide in the public service. Furthermore, the technical term is "steer, not row", meaning that the government is not to run the public service itself, but if it is possible that the function can be delegated to others. During this era came the concept of "Inventing Government" of Gaebler & Osborne (1993). Gaebler and Osborne are trying to improve the quality of public services by adopting the principles of professional from private organization.

Finally, The New Public Service / NPS (2003) tried to correct the previous paradigm, which placed people as citizens who have the right to adequate public services from the state. This paradigm assumes the users of public services as citizens rather than as a customer (customer). Bureaucrats are not simply just how to satisfy customers but also how to give the right to all citizens to access public services.

The differences of the three paradigms can be seen from the basic theoretical and epistemological foundations, the concept of the public interest, the responsiveness of the bureaucracy; role of government: accountability; organizational structure, and assumptions that affect employee motivation. The differences of the three public service paradigms are presented in the following table:

5 **Comparative Perspective :**
Old Public Administration, New Public Management, and New Public Service

Aspect	Old Public Administration	New Public Management	New Public Service
Primary theoretical and epistemological foundation	Political theory, Social and political commentary augmented by naive social science	Economic theory, more sophisticated dialogue based on positivist social science	Democratic theory, Varied approaches to knowledge including positive, interpretive, and critical
Conception of the public interest	Public interest is politically defined and expressed in law	Public interest represents the aggregation of individual interests	Public interest is the result of a dialogue about shared values
To whom are public servants responsive	Clients and constituent	Customer	Citizen's
Role of government	Rowing (designing and implementing policies focusing on a single, politically defined objective)	Steering (acting as a catalyst to unleash market forces)	Serving (negotiating and brokering interest among citizens and community groups, creating shared values)
Accountability	Hierarchical – Administrators are responsible to democratically elected political leaders	Market – driven – the accumulation of self-interests will result in outcomes desired by broad groups of citizens (or customers)	Multifaceted – public servants must attend to law, community values, political norms, Professional standards, and

<p>2 Assumed organizational structure</p>	<p><i>bureaucratic organization marked by top-down authority within agencies and control or regulation of clients</i></p>	<p>Decentralized public organization with primary control remaining within the agency</p>	<p>citizen interests Collaborative structures with leadership shared internally and externally)</p>
<p>Assumed motivational basis of public servants and administrator)</p>	<p>Pay and benefits, civil-service protections)</p>	<p><i>Entrepreneurial spirit, ideological desire to reduce size of government)</i></p>	<p>public service, desire to contribute society</p>

Source : Denhardt dan Denhardt (2007: 28-29).

18 Application of New Public Service: Public Service Innovation in Urban Communities

The main focus of the New Public Service is to provide services to all citizens without exception. Although market-oriented methods enabling authority is theoretically appropriate for the urban character of the city, however, is now urgent to undertake innovative public services that involve the community. Starting from the development of the city so rapidly, accompanied by the complex problem from all aspects of life, it will only be overcome through public services that actually fit. What kinds of services are needed urban society can be met properly when it is determined by the society. Therefore, we need a synergy between the public and the government in creating a form or type of public service that is really needed by the community.

Next, the Citizen's Charter program as an application of New Public Service / NPS was endorsed. Citizen's Charter is a program of innovation in public services which emphasize aspects of equality of rights and obligations between the public as users of public services and the state (bureaucrats) as a provider of public services. Citizen Charter provides a space for people to come participate in public services ranging from determining the types, forms, procedures, fees, service time, etc. With the beginning of a formal contract between the people (as users of public services) and government (as a public service provider), then all forms of public service practices will be in accordance with the expectations of both parties, where each party has agreed rights and obligations under the stated in the contract documents.

One of the best practices of citizen's charter program is on health services at the health center district Bendo Kepanjen Kidul Blitar. Implementation of Citizen's Charter begins with service contracts written in the document Citizen's Charter Health Center Bendo Blitar, contains Service Ethics Health Center Bendo, Quality Care Health Center Bendo, Rights and Obligations of Service Providers and Service Users Puskesmas Bendo and sanctions for Service Users and Providers services. The program is very effective in order to improve the quality of public services that would give public satisfaction.

Conclusion

The rapid development of urban society requires an appropriate form of public service. Besides market oriented method enabling authority, with participate actively from private in provision of public services, the current should also be done through the establishment of public service innovation synergy between the public and the government.

By involving the public in the practice of public service, then all the problems of life in the city will be completed well, when people have a right to determine their own forms and types of services they need.

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