

## **Citizen Charter as an Innovation in Publik Service Management**

**Mudassir<sup>1</sup>, Rifdan<sup>2\*</sup>**

<sup>1,2</sup>S-3 Ilmu Administrasi Publik, Universitas Negeri Makassar

E-mail: [rifdan@unm.ac.id](mailto:rifdan@unm.ac.id)

### **ABSTRACT**

Tracing the problems of public services in Indonesia can actually be seen in several periods of governance, for example starting during the New Order era and finally the reform period. The citizen charter service contract is one of the innovations in public service management towards responsive service delivery and in accordance with the needs of the community. In the citizen charter service contract requires active involvement of citizens, also empowering citizens through the introduction of rights and obligations between users and service providers which will raise citizen awareness to control the implementation of public services. Citizens also have the right to participate in the delivery of services and citizens must also be empowered so that they have a bargaining position when dealing directly with the service provider bureaucracy. The implementation of the citizen charter service itself consists of five principles, namely service vision and mission, service standards, service flow, community complaint unit, service user survey.

**Keywords:** Service management, service contracts, citizen charters.

### **INTRODUCTION**

The implementation of public services is something that seems endless and always interesting to discuss, because every human being from birth to death is almost always associated with public service providers, so that public services play an important role in the life of the nation and state.

A new approach to involve citizens and stakeholders in the delivery of public services has been carried out through service announcements or service contracts. The Ministry of State Apparatus Empowerment adopted a citizen's charter by developing a service announcement, namely establishing a promise from the operator to the user regarding how the service will be carried out. As a promise, the information is made by the organizers without involving users or stakeholders. Whereas we should implement a service contract, which is the result of an agreement between the service bureaucracy and user citizens and other interested parties regarding what services will be provided, time, cost, and how to implement them. Thus, the service contract is a new breakthrough in the delivery of public services that are more participatory and can empower the community.

Citizen's charter is the result of an agreement between at least two parties, service providers and service users regarding service practices to be realized. Citizen's charter is an approach in the delivery of public services that places service users as the center of service. This means that the needs and interests of service users must be the main consideration in the entire process of providing public services. In contrast to current public service delivery practices, which place the interests of the government and service providers as the main reference for service delivery practices, citizen's charters place the interests of service users as the most important element.

Citizen's charter encourages service providers to work together with service users and other interested parties (stakeholders) to agree on the type, procedure, time, cost, and method of service. The agreement must consider the balance of rights and obligations between service providers, service users, and stakeholders. This agreement will later become the basis for the

practice of public service delivery. The performance of local governments in developed countries or in developing countries like Indonesia is measured through the provision of public services. Public service is a basic service which is the right of citizens and is the obligation of the state to meet the needs of citizens. Resources and infrastructure are the main assets for providing public services. In Indonesia the institutional framework is also a very important element. Legislation in 1999 delegated the affairs and authority over the management of public services to local governments. The lack of consistency in laws and regulations for decentralization means that district/city governments must make efforts to formulate and carry out their roles and responsibilities. This often complicates regional development and management of public services, especially in terms of budgeting and planning. Inefficiency can be seen from the half measures of bureaucratic reform.

The need for political will or commitment of regional heads in regional development and management of public services. Regional heads become the spearhead in improving public service management. However, there are still a few government "leaders", both Regents/Mayors and Governors who are considered successful in improving public service management (Istianto, 2011), although there are several regions that are considered successful in improving regional and government management, such as the success of service innovation in the city of Yogyakarta by Herry Zuhdiyanto. The city of Yogyakarta is one of the areas that can be considered quite advanced in improving public services. Along with the demands of the community in providing better public services, the local government is making efforts to improve service systems and management. The government must properly manage and manage public services so that people's welfare continues to be realized.

### **Definition and Context of Public Service**

Implementation of public services in principle addressed to humans. It is the nature of every human being to need service, even in an extreme way it can be said that service cannot be separated from human life. Since birth humans have needed service, as stated (Susanti et al., 2016) that during his life, humans always need service. Service according to him is in accordance with the life cycle theory of leadership that at the beginning of human life (infants) physical service is very high, but as humans age the services needed will decrease.

Society always demands quality public services from bureaucrats, even though these demands are often not in line with expectations because empirically the public services that have occurred so far are still characterized by things such as convoluted, slow, expensive, tiring, and uncertain. This situation occurs because the community is still positioned as the party that "serves" not the one being served.

Conceptually public services can be explained by examining word for word. According to Kotler as quoted by (Salam, 2020)(Salam, 2020), it is stated that service is any profitable activity in a group or unit, and offers satisfaction even though the results are not physically tied to a product. The term public in the everyday sense in Indonesia is often understood as state or general, this is commonly found in Indonesian patterns that translate public as in the term public administration which is translated as state administration. The word public has actually been accepted as standard Indonesian as a public which means general, or many people.

Based on the explanation above, the various meanings of public service can be interpreted as providing services to the needs of people or communities who have an interest in the organization in accordance with the main rules and procedures that have been determined. In Kepmenpan No. 63/KEP/M.PAN/7/2003, given the public understanding as all service activities carried out by public service providers as an effort to fulfill the needs of service recipients and the implementation of statutory provisions. Thus, public service is the fulfillment of the desires and needs of society by state administrators. In (Undang-Undang Nomor 25 Tahun 2009 tentang Pelayanan Publik, 2009) Regarding Public Services, it is stated that the definition of public service is an activity or series of activities in the context of fulfilling service needs in accordance with laws and regulations for every citizen and resident for goods, services and/or administrative services provided by public service providers.

Public services basically involve very broad aspects of life. In state life, the government has the function of providing various public services needed by the community, starting from services in the form of regulations or other services in order to meet community needs in the fields of education, health, utilities, and others.

### **Public Service Problems in Indonesia**

Regardless of the various theories, approaches, perspectives and paradigms related to public services that are constantly changing to adapt to the dynamics of development of community needs in developed countries or in other parts of the world. This shift aims to create a better, more efficient, responsive, and community-oriented public service delivery framework.

For developing countries, including Indonesia, the wave of pressure to change the face of government and the substance of the operation of its public service machine cannot be separated from pressure from international institutions such as the IMF, World Bank or other donor agencies. This is inseparable from the interests of these institutions operating in Indonesia.

The existence of demands for improvement of public services is sometimes the main prerequisite by international institutions or donor countries in providing assistance (loans). Like the IMF and the World Bank, these two very influential financial institutions have been more and more diligent in pressing political demands on developing countries for the past two decades to devolve their government system and public service system which is monopolistic by advocating policies to strengthen regional autonomy, privatization of the public sector and providing broad opportunities to sectors outside the government bureaucracy.

Tracing the problems of public services in Indonesia can actually be seen in several periods of governance, for example starting during the New Order era and finally the reform period. The paradigm shift in public service cannot be separated from changes in the political climate which have implications for the policies that are implemented created and implemented by the government. In Indonesia, during the New Order era, for example, public service was marked by the state's domination of various elements the life of the nation, so that at this time it was known as the paradigm of a strong state or an autonomous state where socio-political forces including market forces had little influence in public policy, even in its implementation.

In the reform era marked by the paradigm of half-hearted deregulation, in which the government chose certain sectors to be deregulated whose main consideration was not achieving efficiency in public services, but business security between state officials and big businessmen.

Then on the paradigm of public service reform. This paradigm reviews the role of government and redefines it according to the context, namely changes in the global economy and politics, strengthening civil society, good governance, the increasing role of the market and society in the preparation and implementation of public policies.

Even though in Indonesia politically the reform era has been running for about 10 years since the fall of President Suharto in 1998, in the implementation of public services there are still marked various weaknesses, even though many efforts have been made by the government in an effort to improve services to the public, including The reformulation of the Law on Regional Government, which actually provides for an expansion of authority at the local government level, is seen as one of the efforts to cut through bureaucratic barriers that often result in time-consuming and high-cost service delivery. With decentralization, the regions inevitably have to be able to carry out the various authorities that have been carried out by the central government, in line with the services that must be provided.

Efforts to improve services have long been carried out by the government, among others, this policy can be seen in (Surat Keputusan Menteri Pendayagunaan Aparatur Negara Nomor 81/1993 tentang Pedoman Tatalaksana Pelayanan Umum, 1993). (Surat Keputusan Menteri Pendayagunaan Aparatur Negara Nomor 81/1993 tentang Pedoman Tatalaksana Pelayanan Umum, 1993). The latest developments have also been published (Keputusan Menpan Nomor 63/KEP/M.PAN/ 7/2003 tentang Pedoman Umum Penyelenggaraan Pelayanan Publik, 2003). Efforts to improve the quality of service are not only pursued through decisions, but also through increasing the ability of officials to provide services. This effort is carried out by providing various materials on service management in structural training at various levels.

It's just that from the various efforts made by the government to improve public services, various weaknesses are still found in this public service. This can be seen in the results of a survey conducted by UGM in 2002, it was found that in terms of efficiency and effectiveness, responsiveness, equality of treatment and size of bureaucratic rents were still far from what was expected. Therefore, by comparing the efforts that have been taken by the government with the conditions of public services demanded in the decentralization era, it seems that the government's efforts have not contributed much to improving the quality of public services themselves. Even the public service bureaucracy is still unable to provide fair and non-partisan services.

If one pays attention to various problems in the implementation of public services in Indonesia, then the main problem in public services today is related to improving the quality of the service itself. According to (Akib & Salam, 2016) The quality of public services is the result of the interaction of various aspects, namely the service system, human resources for service providers, strategy and customers. Temporary (Alfisyahrin, 2017) stated that quality service is very dependent on aspects such as how the pattern of implementation, human resource support, and managing institutions.

In terms of the pattern of implementation, public services in Indonesia still have various weaknesses, including: (1) less responsive, (2) less informative, (3) less accessible, (4) less coordination, (5) bureaucratic, (6) less want to hear complaints/suggestions/aspirations of the community, and (7) inefficiency. In terms of human resources, the main weaknesses are related to professionalism, competence, empathy and ethics. The work pattern used by most of the

existing apparatus is still influenced by the classic bureaucratic model, namely a structured/hierarchical, formal legalistic, and closed system way of working. In addition, several opinions consider that the weakness of the human resources of government officials in providing services is caused by a low and inappropriate compensation system.

Weaknesses in the implementation of other public services can be seen on the institutional side, the main weakness lies in the organizational design that is not specifically designed in the context of providing services to the community, full of hierarchies that make services convoluted (bureaucratic), and uncoordinated. The tendency to carry out two functions at once, the regulatory function and the administrative function, is still very much carried out by the government, which also causes public services to become inefficient.

### **Choice of Administrative Perspectives in Addressing Public Service Problems**

As is known, developments or paradigm shifts in public administration always take place in accordance with environmental demands, such as social situations and conditions, changes in the political climate, and the economy. Various changes occurred in line with the growing complexity of the problems faced by public administrators. Theorists respond to this complexity by continuing to develop the science of public administration.

(Denhardt, 2004) reveals that there are three perspectives in public administration. These perspectives are old public administration, new public management, and new public service. Based on the perspective put forward by Denhardt and Denhardt as the originators of a new perspective on public administration, namely the new public service, these two experts suggest leaving the principles of classical administration and the famous new public management with its reinventing governance, and switching to the principles of the new public service.

In efforts to improve the quality of public services, several activities have been carried out by the government, for example, it can be seen in participatory planning activities such as development meetings (Musrenbang) both at the sub-district, district, provincial and national levels. Even so, these activities cannot be held at any time, so that the community's interests in the form of needs cannot be captured quickly by the government. Such as needs that occur suddenly, such as the need for health, clean water, can occur at any time. In order for the community's needs to be immediately anticipated and addressed by the government, a communication medium between the government and the community is needed. In accordance with the New Public Service and good governance perspectives, There are several public service models that can be used to address public service problems in Indonesia, including: 1). Model Citizen's Charter (service contract), this model comes from the idea (Osborne & Plastrik, 1997). In this model there are public service standards that are set based on community input, and government officials promise to fulfill them and implement them. This model is an approach in public services that positions service users as the center of attention. Therefore, the needs and interests of service users must be the main consideration in the service process. This Citizen's Charter can be said as a social contract between citizens and the bureaucratic apparatus to guarantee the quality of public services. With this social contract, citizens have new rights if they are disadvantaged by the bureaucracy in providing services. By adopting the Citizen's Charter model, the bureaucracy must also establish a system for handling customer complaints with the aim of continuously improving its performance; 2). The KYC (Know Your Customers)

model, this model was developed in the banking world which can be adapted to the context of public services in government organizations. The working mechanism in this model is to first identify the needs and interests of customers before deciding on the type of service to be provided (Dwiyanto, 2002). To find out the desires, needs and interests of service users, the public service bureaucracy must be closer to the community. Several methods that can be used to find out the wants and needs of customers are through surveys, interviews, and observations. If using the survey method, a set list of questions must be compiled to identify the wants, needs and aspirations of the community for the desired service.

In this KYC model, the government bureaucracy must know who the customers are (the people or community groups served). Therefore, every government bureaucratic unit must be able to define its customers or service users, so that henceforth they can orient services to the needs of the community who use these services. The kelurahan office, for example, must be able to identify the users of their services, whether it is the community within the kelurahan area, or the camat and regent who appointed the lurah; 3). The M-Government (m-Gov) model, technological advances in the field of information and communication have directly or indirectly influenced the performance of the government bureaucracy, especially in terms of community service. M-Government was actually adapted from Electronic Government (e-Gov), namely one way to carry out government functions by utilizing various information and communication technology (ICT) devices. According to (Skordoulis, Michalis; Alasonas, Panteleimon; Pekka-Economou, 2017) that the use of e-Gov can at least change the pattern of interaction between the government and the people. Services that were originally oriented to queues (in line) in front of employee desks and depended on working hours and the employee person who handles a particular service have changed to an online service that can be accessed by the government's website via a computer connected to the internet, 24 hours a day.

Of the 3 models above, this article chooses the citizen charter model because the main object of a public servant is the community. This innovation is considered to be more focused on public service users and has high effectiveness.

### **Management In Service Contracts**

Conventional public service management, relying on routine and uniformity, and favoring the interests of those who are above the mainstream cannot be maintained. Conventional service management will make public services fail to accommodate differences in service needs among citizens. Conventional public service management practices tend to prioritize uniformity and routine can no longer be maintained because they are unable to make public services responsive to different service needs. Such service management has proven to be incapable of protecting marginalized groups' access to public services. The values of pluralism, creativity and justice need to be integrated into the management of public services so that services become more responsive to the needs of their citizens (Dwiyanto, 2012). Institutionalizing the values of plurality, creativity and justice, public service management must be developed by following the principle that service is the right of all citizens.

Public service in conventional service management that applies now is the arena and domain of the government bureaucracy. The entire service process is fully a bureaucratic area to determine it. The bureaucracy has full authority to decide on the type of service to be provided

to citizens, including the quantity, quality and method of implementation. Residents are only positioned as passive consumers whose only role is to enjoy whatever services are provided by the government bureaucracy because public services are the government's business.

The mindset that assumes that public services are the exclusive domain of the government is a wrong mindset and is no longer realistic today. Communities must be given the opportunity to express their interests in service management and then the government or service providers must make the public interest the main criterion in administering public services. Service contract-based management tries to change this by making public services a common arena for service providers and citizens who use the service. Public services are joint property and responsibility between citizens and service providers, therefore important aspects of public service delivery must be discussed jointly between citizens and service providers (Dwiyanto, 2012).

Citizens must be seen as parties who have roles not only as clients or customers, but as sovereign citizens, owners of government, stakeholders as well as critical and productive government partners, therefore public participation in service processes and management must be opened.

### **Citizen Charter Service Contract Conception**

Citizen charters were first introduced in England during the time of Prime Minister Margaret Thatcher. Initially, this was a document in which the rights and obligations attached to both providers and customers were mentioned. The Citizen charter document also states sanctions if one party cannot fulfill its obligations. Then along with the development of strategic management concepts and theories, the citizen charter also mentions the vision and mission of the service delivery organization, as well as the vision and mission of the organization's services.

The term citizen charter actually had or was once wrong, because the charter or contract was actually addressed only to service users or clients (customers or clients) and not addressed to all residents. However, this wrong term has become very popular and widely applied in various countries, especially in Commonwealth countries, such as Malaysia and Australia. Then in 1999 the British Government and the Labor Party changed the citizen charter to a service first program. At this time citizen charters are often also referred to as customer's charters, client's charters or translated into Indonesian into service contracts or service charters (Rumitno & Septi Winarsih, 2005)

### **Definition of Citizen Charter**

Citizen charter is an approach in the delivery of public services that places service users as the center of attention. This means that the needs and interests of service users must be the main consideration in the entire process of administering public services (Marzuqi, 2006). Meanwhile, according to Osborne and Plastrik, they introduced the idea of citizen charters (service contracts), namely service standards set based on the aspirations of customers, and the bureaucracy promised to fulfill them (Dwiyanto, 2006). Citizen charter is basically a social contract between the bureaucracy and customers to guarantee the quality of public services. Through service contracts, the rights and obligations of users and service providers are clearly agreed upon, defined and regulated. The existence of citizen charters can encourage service

providers to work together with service users and interested parties to agree on the type, procedure, time, cost, and method of service. The agreement must consider the rights and obligations between service providers, service users, and stakeholders, this agreement will be the basis for the implementation of public services. There is a Citizen charter guarantee given by government agencies to service users that the services they manage have standards that meet the expectations of service users. If these standards cannot be met, then the public as service users can use the citizen charter which has been formulated as a tool to protest or prosecute government agencies that fail to meet service standards as written in the citizen charter. This citizen charter was developed in a participatory manner by involving relevant stakeholders. then the public as service users can use the citizen charter which has been formulated as a tool to protest or prosecute government agencies that fail to meet service standards as written in the citizen charter. This citizen charter was developed in a participatory manner by involving relevant stakeholders. then the public as service users can use the citizen charter which has been formulated as a tool to protest or prosecute government agencies that fail to meet service standards as written in the citizen charter. This citizen charter was developed in a participatory manner by involving relevant stakeholders.

Why citizen charters, service contracts or citizen charters are needed for several reasons, namely: (1). To provide service certainty which includes time, cost, procedure and method of service. (2). To provide information regarding the rights and obligations of service users, service providers, and other stakeholders in the entire service delivery process. (3). To make it easier for service users, residents, and other stakeholders to control service delivery practices. (4). To facilitate service management to improve the performance of service delivery. (5). To help service management identify the needs, hopes and aspirations of service users and other stakeholders (Marzuqi, 2006).

The service contract refers to the existence of a service quality guarantee agreement between the service institution and the public served. Several conditions must be met when a service institution will make a service contract, among others (Dwiyanto, 2006): 1). An agreement between the internal commitment of the institution to provide the best service for citizens. So that the vision of the service contract is a shared understanding of all elements of the service institution, and jointly achieve this vision; 2). The service contract is made by considering the resources owned by the service institution. This is important so that the service is applicable when implemented; 3). In designing service contracts, as far as possible, efforts are made to involve stakeholders related to the type of service provided. This refers to the existence of a dialogue process, between the servant and those served, the institution knows what the public wants, and the public also knows the weaknesses and strengths possessed by these public institutions. The service contract held is the agreement of both parties; 4). Socialization, this refers to giving understanding to the public that in the institution the best service contract will be and has been implemented, it is necessary to transfer information about what things are needed in a type of service. For example, the mechanism and procedures for a type of service must be socialized in an open, informative and communicative manner.

Service contracts in essence are to provide a new vision for service institutions to provide the best service to the public and a better understanding to the public regarding the rights and obligations that they must fulfill in a type of service. So that in this way, between one



service institution and the same service institution in another area may be different. This is because, service contracts are built through internal commitment of service institutions and dialogue processes with local stakeholders.

### **Application of Citizen's Charter Principles**

There are several principles of the Citizen's Charter according to (Kumorotomo, 2007) that can be implemented so that the implementation of public service management is effective, namely service vision and mission, service standards, service flow, public complaint units, service user surveys. 1). Service Vision and Mission, stated that the service vision and mission, included here is the formulation of the extent to which public service organizations have referred to the principles of service certainty; 2). Service Standards argues that service standards contain explanations of what, why, and how efforts are needed to improve service quality. Service standards contain service norms that will be received by service users. In this case, service standards will contain standards for treatment of users, product quality standards (output) obtained by the community, and information standards that can be accessed by service users; 3). Service Flow, suggests that the service flow, contains an explanation of the units/sections that must be passed if you are going to take care of something or want services from a particular public organization. The service flow must explain the various functions and tasks of units within the service office so that misunderstandings between service providers and service users can be reduced. Charts of service flow need to be placed in strategic places so that service users can easily see it. It would be nice if the chart was designed in an attractive way with simple language and pictures that make it easier for service users to understand; 4). The Service Complaint Unit stated that the service complaint unit, what is meant is a unit, unit or section that functions to receive all forms of public complaints. This unit must respond well to all types of complaints, ensure that the service provider is serious about responding to complaints and input. Also plays a role in evaluating the existing service system. One of the important roles of the public complaints unit is in service research and development; 5). The Service User Survey stated that the Service User Survey, in Indonesia most surveys of service users are still limited to private companies in the form of customer surveys. The service contract requires a survey of service users for public organizations to be carried out. The aim is to find out the aspirations, hopes, needs and problems faced by the community. The survey results are used to improve the public service delivery system in the future according to the community's expectations.

### **CONCLUSION**

Citizen charter service contracts require active citizen involvement, as well as empowering citizens through recognition of rights and obligations between users and service providers which will raise citizen awareness to control the delivery of public service. The implementation of the citizen charter service itself consists of five principles, namely service standards, service flow, public complaints unit, service user survey. Citizen charter aims to find out the aspirations, hopes, needs and problems faced by the community. The survey results are used to improve the public service delivery system in the future according to the expectations of the community. What is expected from this service user survey is the existence of a good relationship and the level of user trust in service providers.

## REFERENCES

- Akib, H., & Salam, R. (2016). Analisis Kualitas Pelayanan Publik Berbasis Importance Performance Analysis (IPA) pada Kecamatan Kota Makassar. *Jurnal Ilmiah Scientific Pini*.
- Alfisyahrin, M. (2017). *peningkatan kualitas pelayanan publik di Indonesia*. Yayasan Pustaka Obor Indonesia.
- Decree of the Minister of State Apparatus Empowerment Number 81/1993 concerning Guidelines for Public Service Management, (1993).
- Denhardt, J. V. (2004). The New Public Service: Serving, Not Steering. *International Review of Public Administration*, 8(1).
- Dwiyanto, A. (2002). *Reformasi Birokrasi Publik di Indonesia*. PSKK UGM.
- Dwiyanto, A. (2006). *Mewujudkan Good Governance Melalui Pelayanan Publik*. Gadjah Mada University Press.
- Dwiyanto, A. (2012). *Manajemen Pelayanan Publik: Peduli, Inklusif dan Kolaboratif*. Gadjah Mada University Press.
- Istianto, B. (2011). *Manajemen pemerintahan dalam perspektif pelayanan public*. Mitra Wacana Media.
- Kumorotomo, W. (2007). *Citizen's Charter (Kontrak Pelayanan): Pola Kemitraan Strategis Untuk Mewujudkan Good Governance Dalam Pelayanan Publik*.
- Law Number 25 of 2009 concerning Public Services, (2009).
- Marzuqi, D. (2006). *Bekerja Demi Rakyat: Meningkatkan Kompetensi Aparatur Pemerintah dalam Kebijakan dan Pelayanan Publik*. Komunal.
- Menpan Decree Number 63/KEP/M.PAN/ 7/2003 concerning General Guidelines for Public Service Delivery, (2003).
- Osborne, D., & Plastrik, P. (1997). *Banishing Bureaucracy: The Five Strategies for Reinventing Government*. Addison-Wessley Publising Company.
- Rumitno, & Septi Winarsih, A. (2005). *Manajemen Pelayanan, Pengembangan Model konseptual, Penerapan Citizen's Charter dan Standar Pelayanan Minimal*. Pustaka Pelajar.
- Salam, R. (2020). Pelayanan Publik Efektifitas Pelayanan Publik Kabupaten Soppeng. *Jurnal Administrasi Publik*, 16(1), 12.
- Skordoulis, Michalis; Alasonas, Panteleimon; Pekka-Economou, Victoria. (2017). E-government services quality and citizens' satisfaction: a multi-criteria satisfaction analysis of TAXISnet information system in Greece. *International Journal of Productivity and Quality Management*, 22(1), 82. <https://doi.org/10.1504/ijpqm.2017.10006240>

Susanti, S., Niswaty, R., & Jamaluddin, J. (2016). Pelayanan Administrasi Akademik di Lingkungan Program Studi Pendidikan Administrasi Perkantoran Fakultas Ilmu Sosial Universitas Negeri Makassar. *Jurnal Office*, 2(1), 15–21.