

## CITIZEN-ORIENTED SERVICE DELIVERY AND INNOVATION (A CASE STUDY OF PASSPORT OFFICE IN INDONESIA)

(PENYELENGGARAAN PELAYANAN PUBLIK BERORIENTASI KEMASYARAKATAN DAN INOVASI  
(STUDI KASUS DI KANTOR PELAYANAN PASPOR DI INDONESIA))

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### **Abstract**

*Public service delivery in Indonesia had undergone several adjustments since 1998 until the present time. This reform is marked by the utilization of Information and communication technology in public services. The Directorate General of Immigration (Imigrasi) is one of public agencies that make the most of this technology development by launching of wide range of innovations in the field of public services. Consequently, according to the internal survey, public satisfaction level rises significantly. This outstanding achievement, however, is the subject of contestation before the principles of the New Public Service and the fundamental values of the Critical System Heuristics. As a support to these frameworks, a collaboration model from the Theory of Change will be elaborated. It is expected that this model will be favorable for achieving the high quality public services. The project uses secondary data obtained from imigrasi and assessed by qualitative method. This work explores the appropriate ways to deliver the public services, especially in the Online Passport Service program and the following innovations as well as its implication towards public satisfaction level and trust. Some possible recommendations such as institutionalizing public participation and adopting semi-autonomous system of local offices are believed to become a solutive decision towards world class public services.*

*Keywords: public service, citizen-oriented, passport office, innovation, public satisfaction*

### **Abstrak**

Penyelenggaraan pelayanan publik di Indonesia telah mengalami beberapa perubahan sejak kejatuhan rezim otoriter sampai saat sekarang. Perubahan ini ditandai dengan maraknya penggunaan teknologi informasi dan komunikasi di bidang pelayanan publik. Imigrasi adalah salah satu dari beberapa instansi publik yang sedang memaksimalkan perkembangan teknologi informasi ini dengan meluncurkan berbagai inovasi di bidangnya. Akibatnya, menurut data dari survei internal Direktorat Jenderal Imigrasi, indeks kepuasan masyarakat terhadap penyelenggaraan pelayanan keimigrasian meningkat cukup tajam di tahun 2015. Pencapaian yang sangat memuaskan ini, bagaimanapun, menjadi target pembantahan dari sudut pandang dan prinsip-prinsip yang terkandung dalam paradigma *new public service* dan *critical system heuristics*. Sebagai penunjang terhadap dua teori ini, model kolaborasi dari *theory of change* juga akan dijabarkan. Sangat diharapkan bahwasanya model kolaborasi ini nantinya dapat digunakan untuk membantu pencapaian kualitas pelayanan publik yang prima. Kajian ini menggunakan data-data sekunder yang didapat dari Imigrasi dan diolah menggunakan metode kualitatif. Tulisan ini menyimpulkan penentuan cara yang tepat dalam penyelenggaraan pelayanan publik, khususnya di bidang pelayanan paspor *online* dan inovasi-inovasi yang mengikutinya beserta implikasinya terhadap tingkat kepuasan dan kepercayaan masyarakat. Beberapa rekomendasi seperti pencanangan program partisipasi publik dan penggunaan sistem kerja mandiri untuk kantor pelayanan di daerah diyakini dapat menjadi jalan keluar untuk menuju pelayanan publik berskala dunia.

Kata kunci: pelayanan publik, orientasi kemasyarakatan, kantor pelayanan paspor, inovasi, kepuasan masyarakat

### **INTRODUCTION**

After the regime change of 1998, Indonesia has been struggling to reform its bureaucracy. Indonesia has many challenges in eradicating corruption in public institutions. The current government put emphasis on service reform to boost trade and investment, especially in a public service area which plays an important role as an economic facilitator. In fact, public service delivery now has shifted to the new paradigm of the evolving New Public Service, which treats the public more as citizens

rather than customers. Denhardt and Denhardt (2000; 2007) argue that the New Public Service is more democratic in its implementation, which encourages public participation rather than the New Public Management with its business values. The prominent feature of this relatively new paradigm is that it emphasizes serving rather than steering.

In regards to improving service and meeting public expectation, the government has made several innovations in service, one of them is the utilization of the Online Passport Service. This form of

e-government was implemented to provide excellent service to the public. By using this system, people can easily access any information related to the service without barriers. For instance, people from different provinces of Indonesia can easily apply for a passport online everywhere, whereas, in the past, the application for a passport must be completed based on regional residency status. Furthermore, for a better service in passport issuance, Imigrasi adopted ISO 9001:2008 as a standard for service improvement. This standard focuses on quality and innovation in public service delivery. Consequently, the speed and accuracy in the passport application process has improved from seven to a maximum of four working days. The integrated national online database has also contributed to this service improvement. Despite the efforts to improve service delivery that have been made, public satisfaction measurements are rarely well performed. Owing to this, an effective program evaluation plan should be developed to address this issue.

The Indonesian government has implemented the Roadmap for Bureaucratic Reform to achieve world class public service, as mandated by the Presidential Regulation no. 81 (2010). The Grand Design of Bureaucratic Reform consists of three phases. Each phase has a particular theme of reform that needs to be completed in a period of five years. The first five-year plan (2010-2014) focuses on regulatory driven public service, while the second (2015-2019) is more concerned with high-performance public service. Finally, the last phase (2020-2024) will be focused on creating a dynamic public service. Overall, this law demands the commitment of both central and local government to deliver professionalism, high-integrity, and excellent service to the society.

In detail, it is quite evident in the Roadmap for Bureaucratic Reform that the three phases were inspired by some of the public administration theories. As the first phase was concerned about regulations, it can be assumed that this plan adopted the paradigm of the Old Public Administration, which was demonstrated by the massive restructuring efforts of public sector agencies by the government. The second phase which focuses on the high performance of service seems in line with the principles of the New Public Management, which are marked by the issuance of many technical guidelines to formulate performance measurements in the public service. The dynamic public service as mentioned in the third phase reflects the values of democracy and citizenship, which are the core principles of the New Public Service.

Apart from the policy instruments that have been established so far, the Indonesian public sector still has many aspects of implementation left to accomplish. At this stage, many public agencies fail to follow the plan as mentioned above. In the political realm, Imigrasi with a strategic function in managing border security does not have much power to optimize their tasks and responsibilities since its operation is under the Ministry of Law and Human Rights as the parent organization. Institutionally, Imigrasi has less voice than the upper agency in formulating regulations and budgets. This situation negatively affects performance and innovation in service delivery. Owing to this, a strategic plan on organizational change should be developed to improve the service.

The Jokowi regime emphasizes high-quality public service which is mainly measured by speed and transparency in service delivery. A newly expanded regulation on visa waiver from 12 to 169 countries plays a decisive role in service reform. Imigrasi faces enormous pressure from the government in terms of speed and accuracy of service. This challenge, however, does not come with adequate support in human resources and facilities. With this extra workload, Imigrasi is supposed to be able to seize the opportunity by proposing greater authority and resources to support their operations in public service, especially at the border checkpoint and passport delivery. To put in another way, this political change should become a bargaining power to gain an increase in national expenditure (McCourt, 2013).

While the border is barely visible, the competition will arise significantly not only in the economy but also in education, the workforce, etc. This situation is marked by a surge in passport applicants during 2013, which doubled more than two years earlier. Further details on this will be discussed later.

This study will go beyond the New Public Management, which stresses the mechanism of the private sector, into a more collaborative and citizens oriented approach which has been reinvigorated by the New Public Service. In relation to the Online Passport Service program and subsequent innovations, the study will address the following question, "how does the innovation mark the difference between New Public Management and New Public Service, and how does this connect to the case of Indonesian passport office?"

In addition, this paper will also seek a possible approach to assessing the service quality of the passport office and its impact on public satisfaction level. As a matter of fact, these matters have drawn the most public attention, especially in the context of the latest Roadmap of Bureaucratic Reform Plan

and subsequent developments, which are bolstered by the current government. This project intends to propose a framework that might be practical in the field of public service provision.

In 2014, Imigrasi implemented the Online Passport Service which aims to deliver faster, cheaper, and more transparent services to its citizens. Additionally, to assure service quality, Imigrasi follows the standard of ISO 9001. The reason behind these initiatives is predominately because of the high pressure of the public service reform agenda that coincides with the number of passport applicants which escalates continuously year by year. Hence, this study aims to determine the extent to which these innovations are relevant theoretically with the New Public Service principles. As a support, this study will assess the current service delivery using the Critical System Heuristics as a means to discover actual problems and find a solution to improving performance in the passport unit. Furthermore, to answer the necessity of developing intelligible guidelines which assimilate the perspectives of the government and the public, and as a prerequisite for improving service quality in the passport unit, the Theory of Change approach will be demonstrated.

In response to the challenges of service improvement, several regulations have been issued. One of them is the Law number 5 (2014) about the State Civil Apparatus, which has interesting features of reform towards bureaucracy. Suharto (2014) mentions that this regulation attempts to achieve high-quality bureaucratic apparatus through the merit system. Sequentially, he clarifies that this law was designed to protect the civil servants from politicization and arbitrary action within the apparatus. He further sums up that the failure of the implementation reform programs in Indonesia lays in the wrong direction and strategy. The reform should not only touch on the structural dimension but also the cultural aspect, which plays a pivotal role in the transformation.

The cultural dimension in public service is important since Indonesia has a long history of colonialism and dictatorship, and an inherited feudal culture. A justification for the argument about the importance of cultural dimension in service provision is that many laws and regulations that have been enacted by the government do not have much impact at the implementation level. The compliance to the rule of law as the basic principle of good governance has been neglected by some public officials who remain in their comfort zone. This circumstance generates resistance towards service reform initiatives. This can be easily seen in some public service provisions in the form of bribery and partial service conducted by brokers who prey on service users with poor information and illiteracy.

Other common mistakes in public service reform have also been identified by Rao (2013) as insufficient attention to the politics, misunderstanding about the context in reform practices from one country to another, too much focus on downsizing and cost-cutting, and an inability to translate reform activities into policy and management practices. A comparison between Indonesia and Australia in irregular migration issue might be a relevant example as these two countries have different political natures. Hence, Imigrasi cannot fully adopt Australia's Immigration system, which complies with the fundamental principle of non-refoulement as a migrant country (UNHCR, 2010).

Similarly, as the public sector reform initiatives in the developing countries are influenced by policy and organizational practices from OECD countries, Robinson (2015) points out that developing countries tend to use the traditional public administration paradigm in their operation. He further states that "there is often a discrepancy between the thrust of public sector reform efforts in developing country contexts and wider shifts in the nature of governance and contemporary approaches to public management grounded in OECD experience". Additionally, he also highlights the key factors of failure in public sector reform, which are excessive ambition, political obstacles, and lack of capacity for implementation. Finally, he comes up with a sound conclusion for public sector reform in developing countries, which suggests utilizing various models of public administration provided it fits the context of the problem and upholds greater emphasis on citizen engagement.

Although still influenced by military-styled command and control, Imigrasi, for instance, has acknowledged the importance of service reform which is reflected in the New Public Management. Therefore, Imigrasi adopted information and communication technology as a means of promoting efficiency in the form of an online passport system. However, some flaws need to be addressed to meet citizens' expectation. Citizens feel unsatisfied with the Imigrasi's database system which is not integrated with the national civil register database. Hence, the passport applicants need to refill all paperwork from scratch.

## METHODS

To answer the research question, this paper uses qualitative method. This method offers in-depth understanding about the service quality issue at the passport office and its subsequent development under the light of the New Public Management and the New Public Service. This study uses secondary data derived from internal

documentations and literatures of Imigrasi and other relevant resources. Some examples presented along this paper are based on the author's ten years professional experience and field observation as an Immigration officer.

The main discussion about citizen-centered service delivery involves data derived from public satisfaction index, which is conducted in the late 2015 comprising of 121 passport office across Indonesia. As a critique to the New Public Management paradigm, the core values and principles of the New Public Service will be used as the main tool of analysis. These values comprise of public engagement, collaborative leadership, and reliance on people as the service users. In short, the 2015 survey will be contested with the New Public Service theories along the discussions.

To be more comprehensive in understanding the significance of the New Public Service in the Indonesian public sector context, this research will also use twelve boundary questions from the Critical System Heuristics developed by Ulrich as a professional reflection to the current/real world situation (1983; 2005). These questions are derived from four dimensions of problems as 1. Sources of motivation, 2. Sources of power, 3. Sources of knowledge, and 4. Sources of legitimation (see Table 1 below).

This approach is very useful in determining what is actually needed to improve the performance of service delivery in the Indonesian public sector, especially Imigrasi. The twelve questions, which

comprise the 'is' and 'ought' mode, will unpack the current problems and offer ideal conditions in a particular situation. Firstly, by answering the boundary questions in 'ought' mode, a normative basis of service in Imigrasi will be generated. Secondly, by answering the boundary questions in 'is' mode, an actual situation of service in Imigrasi is assessed based on the ideal mapping which is determined previously in 'ought' mode answers. Thus, we can make clear to everyone else that the combination of actual and ideal mapping produces a useful basis for reviewing the service in Imigrasi by understanding the different standpoints and taking corrective action as required.

As a complement to the service quality assessment of the passport service innovation program, the Theory of Change approach will be elaborated. This concept has a pivotal role in bringing the New Public Service and the Critical System Heuristics values together in a practical guideline of collaborative reform. Additionally, the Theory of Change method is particularly useful to accelerate the reform process since it focuses more on the outcomes rather than activities. Since the passport service innovation program is closely related to the issue of dynamic public perception, this approach offers flexible design to assess social change interventions and on-going development (Wilson-Grau, 2015). It is expected that the design will not only help the public officials to perform a better service but also the public to understand and support the reform process

**Table 1.** The Twelve Boundary Questions

Source of Influence	Boundary Questions
Sources of Motivation	Who 'ought to be/is' the intended beneficiaries of the evaluation of the Online Passport Service? What 'ought to be/is' the purpose of the evaluation process? What 'ought to be/are' the possible benefits of the evaluation process?
Sources of Control	Who 'ought to be/is' in control of the provision of high-quality service in the passport service unit? What conditions of successful design and implementation of the program 'ought to be/are' under the control of the decision maker? What conditions of success 'ought to be/are' outside the control of the decision maker?
Sources of Knowledge	Who 'ought to be/is' providing relevant knowledge and skills for the evaluation of service quality? What 'ought to be/are' the relevant new knowledge and skills for evaluation of service quality? Who 'ought to be/are' regarded as assurances of successful implementation?
Sources of Legitimacy	Who 'ought to be/are' representing the interests of those negatively affected by service but not involved in the evaluation process of the passport service unit? What 'ought to be/are' the opportunities for the interests of those negatively affected to have expression and freedom? What space 'ought to be/is' available for reconciling differing worldviews regarding the passport service quality among the involved and the affected?

Source: Ulrich, 1996.

## FINDINGS AND DISCUSSIONS

According to the available data related to the passport service procedures, it is evident that there are many reform initiatives that have been implemented since 2014. For example, the Standard Operational Procedures of the Online Passport Service No. IMI.2-GR.01.01-1383 clearly stated the service features that put citizens at ease during the passport application process. It is undeniable that the use of the internet has contributed to the simplicity of passport delivery.

Additionally, besides the Online Passport Service, there are other popular innovations such as the early morning service, the three hours' service, and the ease of passport collection. Even further, some regional offices provide other extra-hours services which have been recently introduced namely a sunset service and weekend service. However, a controversy about a possible 'hidden agenda' took place since the launching of these innovations.

Apart from the above innovations, in 2015, Imigrasi has also conducted a national scale survey about public satisfaction towards service delivery. This data was compiled into a Public Satisfaction Index. The result was intended to be used as a benchmark to assess the quality of service. However, a crucial aspect of the New Public Service paradigm is missing.

Public service innovations should be a means of bringing back democracy and citizenship into the arena of service delivery (Denhardt & Denhardt, 2015, as example see 2007). Public interest should be the centre of attention in each step taken by the government as a service provider. In this context, the innovations might be considered effective to satisfy public demand provided it emerges from a mutual consensus between Imigrasi and the citizens as the main stakeholders. Public consent is imperative in forming a trustworthy public agency. Conversely, marginalizing the voice of citizens might hamper the value of democracy and citizenship, which are the pillars of citizen-centered governance (Andrews & Shah, 2003).

Imigrasi's Director Circular Letter No. IMI-0666. GR.01.01 2016 about passport service innovation specifies three forms of innovation: 1. Early Morning Service, 2. The three hours' passport application process, and 3. The ease of passport collection. These innovations were firstly launched in Jakarta one of the busiest cities in Indonesia with approximately ten million residents (World Population Review, 2016). Before having more discussion about these initiatives, it is important to also know what values lay behind the project. Basically, there is two main

areas of government concern related to this pilot project. Firstly, it was meant to be a way to bring the government closer to the public. Secondly, it was a means of government responsiveness towards urban lifestyles which is mostly measured by effectiveness and efficiency.

According to the internal observation, Imigrasi believes that most passport applicants in the urban area experience tiring waiting periods prior to the beginning of service hours. The phenomenon occurs as a result of the high volume of passport application. People get worried about not being able to be served on the same day of arrival. On the other hand, inadequate facilities and human resources become other issues in the passport service unit. In comparison to the national population, Imigrasi is understaffed, where one employee might have extra workloads outside their main job description. A staff member in charge of document verification might also do interviews and when necessary act as a customer service officer.

In response to the dynamic urban environment, while at the same time attempting to reduce the crowd of passport applicants in the passport office, the Early Morning Service was launched simultaneously on the 31<sup>st</sup> of May 2016 at all passport units within the Jakarta region (seven offices in total). The service counters open at 06.00 am every Tuesday and Friday. This new policy, consequently, affects staff arrangements and working hours. Each passport unit was granted discretion to determine numbers of staff in charge. The staffs who are appointed to deliver the service have their roster rescheduled with a 6.00 am start working to 2.30 pm as opposed to normal working hours (8.00 am to 4.30 pm).

The three hours passport application process was implemented as a response to the rising demand for service time assurance. It strictly limits staff to undertaking registration, interviews, and verification within a three-hour period. It is also supported by the Passport Queue Information System, which automatically estimates the time at which the applicants will be served. Lastly, with support from the Indonesian Post, Imigrasi offers alternative passport collection by introducing a passport home delivery service. Soon, all these service innovations will be implemented in all passport offices across Indonesia.

Evidently, it was stated in the Director General of Immigration circular letter that the service innovations as explained above were based on Imigrasi's internal observations about common obstacles faced by urban dwellers in passport application. Therefore, Imigrasi introduced the three

innovations as a solution for the existing problems and at the same to regain public trust. However, in the light of democracy and citizenship that is embedded in the New Public Service values and principles, a public organization should be able to empower society in determining a suitable form of service for themselves. By identifying what is the best fit for the society, a public manager can further take action according to the consensus between the main stakeholders i.e. service provider and user.

Surprisingly, there is no prior arrangement to give further voice and discussion to the problems around passport delivery with service users. Usually, the problems are framed in an internal discussion between public officials. Whereas, ideally, as the one who will be affected by the policy, the citizens should be included in each management step. On the one hand, it seems that Imigrasi has been undertaking an effective approach to maintaining positive public perception by implementing the innovations. On the other hand, some might argue that Imigrasi is just exercising a populist policy. It is not surprising that similar programs is seemed to promote the willingness of the people appeared. This argument is finally justified by the trial of other similar agendas such as the Sunset Service (Direktorat Jenderal Imigrasi, 2016) and Weekend Service (Head of Regional Offices Letter No. W.10.GR.04.01-803). Most of the newly implemented programs raised more controversy even from internal personnel. A question arose of whose interest was actually being served?

Populism in this context can be described as a political communication style. This is not to mention the national scope of politics, but the smaller scope of politics within Imigrasi as a public entity. Jagers & Walgrave (2007) found three common indicators of populism. Firstly, populism always refers to the people as a justification of the actions taken. Secondly, it maintains anti-elite feelings or an anti-establishment view. Lastly, it considers the people as a monolithic group by excluding certain population categories. The Early Morning Service, for instance, appears to tick all three boxes of populism indicators since it evidently mentions the referral to the people or citizens. Furthermore, the anti-establishment is shown by the implementation of unusual service hours (this also applies to the recent implementation of the Sunset and Weekend Service). Lastly, the exclusion of a certain population strategy is indicated by the fact that this initiative was not followed by a thorough consideration of the other areas that are smaller and remote from the bustle of large populations, particularly, the eastern part of Indonesia.

However, populism might appear as a correction of the previous service quality. Drawing an example from a political study, populism might in fact support inclusions that expand democratic participation (Gidron & Bonikowski, 2013). Rather than looking at populism as a correction to democracy, I would agree to consider it as a threat to democratization and citizenship values that are inherent in the New Public Service paradigm. Quite often populism turns out to be a tool to fulfill individual desires in organizational politics.

Alternatively, as a prerequisite to the sustainable innovation program, Imigrasi has to carefully manage the internal and external aspects. The internal aspects encompass staff availability and capability, supporting facilities, and incentive. As discussed before, Imigrasi faces a shortage of employees and lack of infrastructure in supporting the innovation program. Meanwhile, incentive becomes another issue since there is no evidence of an allowance scheme for employees who work outside the normal hours. Ideally, Imigrasi must have a service system that accommodates performance-based compensation.

The external aspect, in this sense, is exercising democracy by upholding public interest. As a democratic country, Indonesia has to maintain democratic values in its public sector. The collective interests of the people should be well articulated in the community engagement (UNDP, 1997). This dialogue is essential to capture different views from different elements in society. Thus, by using this paradigm, the public satisfaction level will automatically rise while at the same time deterring individual claims about the success of the program.

A public manager can no longer monopolize or deliver a program alone, they require participation and collaboration to reach the expectations of society. As a government official, they should spend more time on building consensus and lead the various stakeholders to collective actions and common success.

As a response to the requirement of high quality public services, which is mandated by law no. 25, 2009 on public service Article 38 paragraph 1, the public administrator is obliged to assess the performance of the public service regularly. On this basis, it is necessary to develop a public satisfaction index as a benchmark to assess the level of service quality.

The public satisfaction index collects information about the level of public satisfaction towards Imigrasi's service delivery derived from the results of a quantitative measurement (Secretary of Imigrasi Director's report No. IMI.1-UM.01.01-0431).

**Table 2.** Imigrasi’s Public Satisfaction Index Results in 2015

No	Elements	Performance (X)	Expectation/Importance (Y)	Gap
1	Service Procedures	3.29	3.46	-0.17
2	Service Requirements	3.33	3.51	-0.18
3	The conspicuousness of the service officer	3.29	3.45	-0.16
4	The discipline of the service officer	3.23	3.46	-0.23
5	The responsibility of the service officer	3.33	3.49	-0.16
6	The skills of the service officer	3.28	3.46	-0.18
7	The speed of service delivery	3.26	3.46	-0.2
8	The equality of service provision	3.28	3.48	-0.2
9	The decency and hospitality of service officer	3.31	3.49	-0.18
10	Reasonable service charge	3.30	3.43	-0.13
11	Assurance service charge	3.36	3.47	-0.11
12	Assurance service schedule	3.26	3.45	-0.19
13	Environmental comfort	3.27	3.46	-0.19
14	Secure service	3.31	3.49	-0.18
Average		3.29285714	3.468571429	-0.17571

Source: Humas Imigrasi, 2015.

this regular survey aims to determine the level of performance of the service unit as a means to set policies for further improvement of the quality of public services. Additionally, the satisfaction measurement has important elements in the performance evaluation process which leads to an ultimate goal of providing more effective and efficient services.

As a result, Imigrasi conducted a survey in 2015 concerning external satisfaction. The samples were taken from all passport offices in Indonesia. Further details about the survey can be seen as follows (Table 2).

The satisfaction index shows the comparison between performance level and public expectation. The higher the satisfaction index (approaching 4, maximum value), the higher the level of satisfaction. Conversely, the lower the index (approaching 1), the worse the service perceived by the public.

The above figure depicts the average score of 3.29 for the public satisfaction index interval or 82.3 percent of the interval conversion value. This achievement brought Imigrasi up to category ‘A’ or ‘excellent’ in service performance. However, this result has not yet reached the expectation. But, at the ministry level (2015), Imigrasi’s performance has reached over the target of 70 percent (as it has a lower standard).

In general, it could be argued that the public satisfaction index shows that Imigrasi has achieved the highest degree of performance. This triumph is a result of continuous improvement in the 14

service elements. However, a critical question arose whether the outstanding result reflects the actual public perception towards the service or not. How come a public agency captures public interest when they are not involved in the process of reform? As a justification, we can review the 14 service elements within which one critical indicator has not been included. This indicator is the essence of the public service namely citizen participation or inclusiveness.

These days the focus of public service has changed from government to governance. The expanding literatures regarding public administration proclaim that participation is the key to good governance (Bishop & Davis, 2002; Brinkerhoff & Wetterberg, 2013; Chatzoglou, Chatzoudes, Vraimaki, & Diamantidis, 2013; D Conyers, 1986; Diana Conyers, 2007; De Blasio & Selva, 2016; Jütting et al., 2005; Martin, 2014; for example see McIntyre-Mills, 2003; J. McIntyre, 2005; J. J. McIntyre, 2003; Robinson, 2007; Shah, 2006; Wirawan, Mardiyono, & Nurpratiwi, 2015). These point out that high quality service is determined by the extent to which citizens have an opportunity to be involved in the government process. Often used interchangeably with ‘power to people’, ‘bringing government closer to the people’, ‘improving access to government service’, ‘collaborative leadership’, and ‘participatory democracy’, citizen participation has been subject to various interpretations. These various terms eventually lead to an emphasis on the interaction between citizens, political actors, and administrative

operators. To be more precise, it is not exaggerating to say that the participation factor will definitely have a positive impact on accountability, transparency, excellent service, efficiency and effectiveness in public service delivery (Bovaird & Löffler, 2003; Druke, 2007). For this reason, there is no reason for not including it into the group of service elements as demonstrated in the survey of public satisfaction index. However, some might argue about what and how the participation works in that context.

Denhardt & Denhardt (2015) sum up the importance of democratic governance in several principles stipulated in the New Public Service paradigm. The prominent one is a discussion about what type of citizen engagement is actually required to constitute democratic services. It is argued that most people who believe that citizen participation is ineffective are correct when they refer to traditional mechanisms such as, public opinion research (polls and surveys), public hearings and meetings, and debate. In contrast, a deliberate dialogue and engagement is more preferable. Keeping up a proper citizen dialogue and engagement means building up citizenship, trust, and capacity. As a means to achieve genuine participation, Innes & Booher (2004) assert the importance of making people feel heard, improving the quality of decisions, and involving more people from different backgrounds, mainly the unrepresented. Any kind of approach on citizen participation which fails to manage these issues might hurt the public and create greater polarization. So, in a sense, the people might question the extent to which the innovations and surveys conducted by Imigrasi have been effective building a positive image of the organization.

Behind the pragmatic lens, Imigrasi has already undertaken appropriate measures since it is in line with the standard form of the Minister of State Apparatus Empowerment Regulation No. 12, 2015 about the Evaluation Guidelines for Public Service Performance. This regulation clearly states that the methodology is based on a pragmatic view. The pragmatic approach is considered effective in order to quickly achieve the evaluation goals. However, besides competition and efficiency, democratic values also need to be infused in service delivery i.e. citizen engagement. Indeed, democracy is a timely and costly process but it is highly valued by citizens. Again, explicit mechanisms for citizen's voices should be institutionalized as an assurance for citizen satisfaction (Warner & Hefetz, 2008). This leads to a clear distinction of focus between the New Public Service and the New Public Management that advocates hands-on discretion and parsimony (Hood, 1991; Hood & Peters, 2004).

Furthermore, as a support of social inclusion, Ulrich (2012) has stressed the importance of an emancipatory process in decision making that is encapsulated in the Critical System Heuristics as represented by the results from answering the questions within the four dimensions of problems. Interestingly, the first dimension of this method will able to unpack the genuine intention of the evaluation of the passport service innovation program. The answer of each inquiry will be divided into 'the expected condition (ought)' and 'the current condition (is)' which will be demonstrated as follows.

It is expected that by addressing these three questions above, all stakeholders have confidence in determining whether the service innovation in

**Table 3.** The Demonstration of Ulrich's Boundary Questions

The Dimensions of Problems	Boundary Questions	Answers (ought)	Answers (is)
<b>The sources of motivation</b>	<i>Who 'ought to be/is' the intended beneficiaries of the evaluation of the Online Passport Service?</i>	The intended beneficiaries of the program evaluation should not only be the organization itself but also the Indonesian citizens as the primary users of the service, the Imigrasi Director as the key stakeholder, the media as the watcher and community forum, and the contractors who play a decisive role in maintaining the facilities in the passport service unit.	Imigrasi itself
	<i>What 'ought to be/is' the purpose of the evaluation process?</i>	Besides identifying good practice and underline areas for improvement in passport service, the program evaluation should also aim to provide a better understanding of maintaining high performance through accountability and public participation, enhance service quality to the citizens, and perceive organization weaknesses and opportunities.	To fulfill administration tasks.
	<i>What 'ought to be/are' the possible benefits of the evaluation process?</i>	Service improvement, greater buy-in from staff and the public to their role in passport service delivery, citizens receiving efficient service, increasing transparency in the service process, generate a better service culture, and feedbacks to Imigrasi.	The possible benefit is only by getting higher grade in the public satisfaction index from the government.

passport issuance constitutes an improvement in service quality or not. The aim of these boundary questions are to perceive the gaps between the ideal and the real-world situation. This method is more focus on the means to an end rather than only on the end itself.

The second set of questions aims to determine the sources of power for the evaluation and service system improvement. As the highest authority on passport service lies in the hand of the Imigrasi Director, he becomes the one in full control of the system. However, the citizens as primary users should not be marginalized in the process of change regarding the service quality in Imigrasi. Together with media support, people's voices can be a great power initiating transformational change in service provision. Therefore, the collaboration of these stakeholders ought to be a concern of the decision maker as a prerequisite for the successful design and implementation of the program. Furthermore, as a matter of objectivity, the key stakeholders and internal management staff of the passport service unit should not deeply intervene in the ongoing evaluation process and stay outside the control or influence of decision making until the end of the process. This precondition is essential to avoid conflict of interest as it would sully the evaluation procedure.

The third set of questions aims to determine the sources of knowledge for the evaluation and improvement of passport service quality. In the provision of relevant knowledge and skills for evaluation of service quality should come from the internal and external organization. The different views and perspectives from these two experts will complement each other and eventually generate vigorous evaluation design. Meanwhile, the relevant new knowledge and skills for the evaluation of service quality should be acquired externally from various sources like experts or professionals from private sectors or benchmarking on a similar service from other countries. As assurance of the successful implementation of the program evaluation, a related public or private consulting firm that has some expertise in service quality evaluation can be utilized. The Ministry of State Apparatus Empowerment and Bureaucratic Reform can be an appropriate example of a public agency that has a high concern for performance management. In addition, as mandated by New Public Service principles, a panel of public representatives outside the government has to be included as a guarantor of success in program implementation. This is also a means to increase participation in the Indonesian governance system.

The fourth set of questions aims to determine the sources of legitimacy for the evaluation and improvement of passport service quality. The first question, *who 'ought to be/are' representing the interests of those negatively affected by service but not involved in the evaluation process at the passport service unit?* The answer is that those who are negatively affected by the service are represented by the Ombudsman. Alternatively, people are able to lodge their complaints about public service provisions via a website provided by the Ministry of State Apparatus Empowerment and Bureaucratic Reform. In answering the second question, until now there has been no other mechanism for expressing dissatisfaction in public service provisions except complaint boxes, public satisfaction surveys, and reporting lines service. Nevertheless, people can use the media to help them in voicing their problems and interests in public service delivery. Lastly, *what space is available for reconciling differing worldviews regarding the passport service quality among the involved and the affected?* Currently, there is no space yet available for this. Imigrasi, in the very close future, should build a system and structure that is able to accommodate various perspectives and views about passport service quality.

By using the Critical System Heuristics approach each stakeholder is given the opportunity to articulate their critique. Consequently, each decision would be made with full awareness along with the possible implications for stakeholders in the future. This also means that both governments and citizens must be held accountable at the same time.

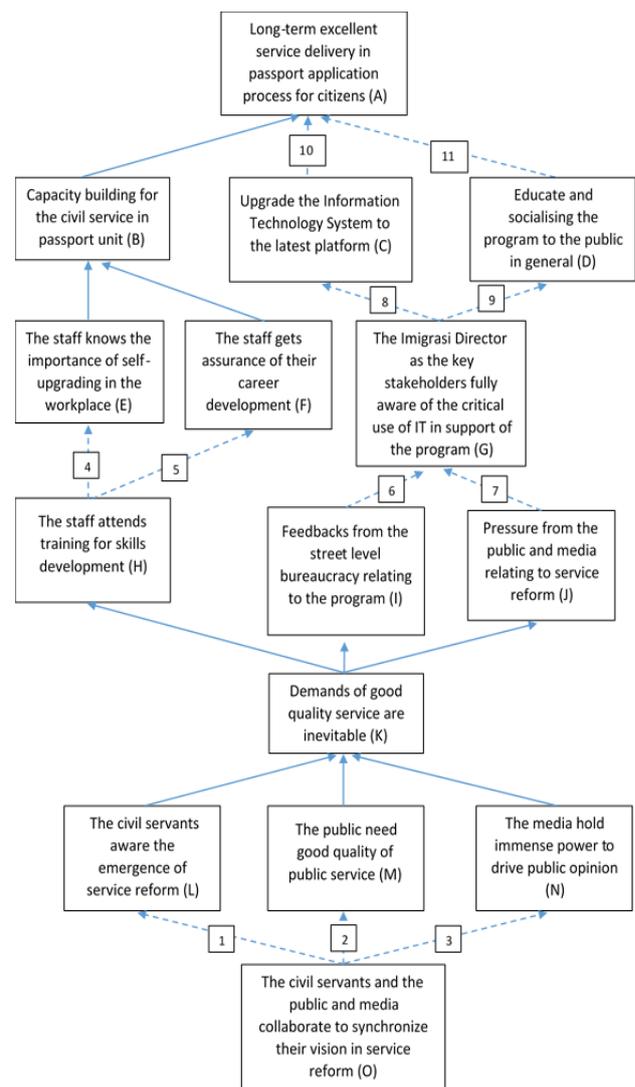
Concerning the innovations brought by Imigrasi, some elderly groups of citizens might dispute about their access to the online service as they have no technological literacy. In some cases, they eventually end up in the brokers' stranglehold. Similarly, the popularity of the early morning service, for instance, has received criticism from the internal organizations since it is only advantageous for elite groups without considering incentive mechanism for the front liners. In respond to this issue and, at once, to have a clear view of how citizens' engagement should work and fill the practical gap in the use of the Critical System Heuristics in the real-world situation, I will use the Theory of Change method. This approach is developed from the interpretation of participatory and emancipatory values. These values are later translated into several actions, which explain how the ultimate goal or outcome can be achieved by creating preconditions to the outcome, which eventually trigger the interventions. To be easily practiced by both civil servants and the public per se, then this process will flow through several stages of interventions.

To explain how the Online Passport Service program leads to the intended outcome, a program theory will be developed. Program theory describes a set of implicit or explicit assumptions of how a particular program should be organized and why it is expected to succeed (Chen, 2012). Owing to this, as the basis of the evaluation, the program theory will be elaborated throughout the evaluation process.

The underlying assumption of this program is that people need the process of passport application to be faster, cheaper, and more transparent. It is assumed that the Online Passport Service will answer the problem of the underperformance of public service delivery in the passport unit. For this reason, in the first place, goals and outcomes will be identified. This will help the stakeholders to clearly understand what aspects should be prioritized to achieve the intended outcomes (Funnell & Rogers, 2011). In detail, the model representation of the Theory of Change can be observed as the following diagram (see Diagram 1).

The ultimate desired outcome from the Online Passport Service program is the provision of a long-term excellent service for the public in passport service delivery. This goal, however, is unfeasible without the support from the internal and external stakeholders. This means, as preconditions to the ultimate goal, the internal staff, the citizens, and the media should collaborate to uphold the change process. To be more precise, each stakeholder has to understand their respective role. The internal staff, on the one hand, needs skills development and mind-set training for service reform. On the other hand, the public and media voice their aspirations and drive the change process. In this context, education plays a decisive role which gives a clear view about the essence of dialogue between the interest groups. A fruitful communication will lead to a strong partnership with shared benefits and risks. To put it another way, consensus might increase the awareness of the respective rights and responsibilities, which at the same time promotes transparency and accountability. Overall, the program will achieve the desired outcome provided the stakeholders are willing and able to work together as a team.

Box A identifies that the long-term outcome is ‘long-term excellent service delivery in the passport application process for citizens’. To achieve that goal, I have highlighted three preconditions i.e. capacity building for civil servants in the passport unit, upgrading the information technology system to the latest platform, and educating and socializing the program to the public in general. It is imperative these preconditions are fulfilled in order to achieve



Sources: Adapted from Project Superwomen, 2003.

**Diagram 1.** Program Theory for Imigrasi’s Sustainable Innovations

the long-term outcome since they are inspired from the values of participation and emancipation, which are the prominent factors of the New Public Service and the Critical System Heuristics. Educating both internal and external actors (the government and the public) will help to build mutual understanding, while the latter day technology might support the acceleration of the process (Carlsson, 2004).

Precisely, for the outcome pointed in box B ‘capacity building for the civil service in the passport unit’, which is the precondition of the long-term outcome, the assumption is: staff with more integrity is likely to perform well in their tasks and responsibility. Subsequently, the assumption for box C is that advanced technology in the Online Passport Service plays an important role in speeding up the process towards excellent service. Lastly, box D clarifies the assumption of how this program should be familiarized to gain mutual support and understanding between the service provider and the users.

The next step after forming the initial expectations as mentioned above is adding some details to the change framework. These details will continue to expand backwards until meeting the purpose of the program plan. After building the long-term outcome with its preconditions, we come up with the intermediate outcomes that directly link to it. Even further, the intermediate outcomes as depicted in boxes E, F, G, have their respective preconditions to make it work as intended, which are represented by boxes H, I, J. These connections help us to see clearly what action is required to achieve the outcomes and how to intervene to make the program work well. To further observe the advent of the situations depicted by H, I, J, proceed to the following connections.

At this point, box K assumes that reform in the public sector is a necessity to answer the rising demand of high performance in the public service. This also means that the inevitable demands prompt immediate actions for reform (see box H, I, J). The program will work effectively if there is an involvement of the stakeholders such as the civil servants, the public, and media as preconditions represented by box L, M, and N. Eventually, a coalition (as depicted in box O) of these stakeholders becomes the trigger to initiate the program development.

Afterwards, let us move to identifying interventions as the initial plan of this framework is building a common understanding among stakeholders to deliver a better service to the people and popularize the program. The diagram contains two types of arrows, the one with the solid line, which indicates direct preconditions of the intended outcomes and the dashed line that requires interventions to make the outcomes happen. In more detail, the systematic interventions will be sorted as follows.

1. Initiate internal reform in public service delivery.
2. Voice the need to reform.
3. Drive the opinion of emergence reform.
4. Set up a training for the staff.
5. Enact regulations related to performance appraisal.
6. Giving constructive feedback from the bottom to the upper managerial level.
7. Encourage the top manager to facilitate the program.
8. Gives instruction on how to utilize the latter-day technology in the program.
9. Hold a press conference and dialogue related to the program.
10. Update the existing system to assure good service for the public.
11. Set up a counselling session for the public.

## CONCLUSION

### Conclusion

This paper aims to answer the gap in public service delivery, specifically, in the case of the passport office in Indonesia. The public satisfaction which became the main concern of the current government has encouraged many public sectors to compete in service provision. Under the jargon of effectiveness and efficiency, Imigrasi has launched many innovations in passport service delivery since 2014. These innovations are meant to create a positive image of the government agency and regain public trust.

The first innovation was the implementation of a technological-based service known as the Online Passport Service. This innovation was expected to deliver a faster, cheaper, and transparent service to the public. However, national database integration remains an issue. Two years later, Imigrasi launched other service innovations namely, the early morning service, the three hours guarantee of the passport application process, and the ease of passport collection method. Apart from the controversy of these innovations, Imigrasi has earned an admirable result in service excellence according to a 2015 internal survey and the Ministry of Law and Human Rights accountability report of the same year.

However, in the light of the New Public Service Principles, Imigrasi seemed to be far from achieving the standardized public service values. Behind the New Public Service lens, the innovations brought by Imigrasi have failed to fulfill the public interests by undermining the value of democracy and citizenship. Among the 14 indicators of service quality measurements, there was no single aspect mentioning citizen participation or something similar in meaning. A question about the sufficiency of the innovations remained to be answered. To answer this question, theoretical frameworks were developed that encompassed the values and principles from the New Public Service, the Critical System Heuristics, and the Theory of Change.

The theoretical frameworks used in this research have been able to unpack the problem in the passport office context. Instead of focusing only on effectiveness and efficiency, Imigrasi should also consider the democratic participation from the beginning of policy formulation until the evaluation process. Hence, the aim of public service delivery is not only about how to achieve a high quality of service but also how to improve the quality of life. Indeed, the good governance top indicator is citizen's engagement, however, it is often difficult to implement. To tackle this issue, some food for thought will be elaborated below.

## Recommendation

From the study, the following recommendations are made based on the priority of needs. Firstly, institutionalizing the public participation mechanism as stipulated in the New Public Service paradigm. Secondly, each passport office should be given more flexibility in providing the service according to the demographic characteristics. This includes the delegation of power to determine an adequate number of staff and the service delivery mechanism. For instance, the four days' maximum passport issuance cannot be a general standard as each region might need more or less than that. Thirdly, regulating the incentive scheme for service providers. Last but not least, including citizen participation as an indicator in the survey index for public satisfaction.

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