Improving Digital Public Service (*Mall Pelayanan Publik*) Delivery Through Policy Networks in Local Governments in Indonesia: Evidence From *Sumedang* and *Karawang* Sub District

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Abstract. The research focuses on the transformation of public service delivery system in West Java Provincial Government, Indonesia. In responding to the Industrial Revolution 4.0 era and the massive use of the internet by the public, recently the West Java Provincial Government has been implementing the digitalization policy options through transforming conventional to digital public service delivery system. In the policy execution, the local government faces constraints in budgeting, technology, and digital competency. By using Grantham's policy networks approach, we successfully mapped the actor's typology and their networks in the implementation of the policy. In this research, data and information are processed by qualitative methods. Through field study observation, intensive interview, and focus group discussion with several officials' local governments in districts level in Sumedang and Karawang District , West Java Province, the research findings confirm that the quality of local public service policy implementation is improved through involving a large variety of institutions, actors, and networks. Transformation is assisted with the inclusion of a large variety of policy actors and their networks. Actors and networks are essential in improving the implementation of local public service delivery system, reducing operational costs, and saving the local government budget.

Keywords: Transformation, Digital Public Service Delivery, Policy Networks and Actors.

1 Introduction

The public sector is just one area where digital transformation is crucial. In order to communicate with citizens and enhance service delivery, new electronic and digitalization procedures must be adopted and integrated [1], [2]. One of the central government's efforts to accelerate digital transformation in the local governments has been the improvement of the quality of public services through a breakthrough the implementation of Digital Public Service Malls or *Mall Pelayanan Publik* (Digital MPP) which carry the concept of integrating digital public services from various public service delivery agencies, both the central government and local governments. In line with the Industrial Revolution 4.0 era, the Digital MPP option is considered a more efficient option. However, the limited infrastructure for Digital MPP development, unclear road map of MPP from the central government as a guidance

for local government to implement the policy, lack of human resources competency in fact have resulted in not all regencies, or cities in the West Java Province are being able to implement the Digital MPP policy implementation. The development of MPP Digital is designed as one of the efforts to accelerate digitalization to support the Electronic Based Government System (SPBE) or *E-Government Dinas Penanaman Modal dan Pelayanan Terpadu Satu Pintu* (DPMPTSP) West Java Province initiated the development of Digital MPP. Based on this, the author tries to unravel the problem of implementing MPP Digital in West Java using policy network concept. The policy networks concept is used to understand and explain the pattern of how networks is essential in involving multi stakeholder in the implementation of Digital Public Service Malls in local government in Indonesia.

According to Parsons [3] "Policy networks seek to focus on the pattern of formal and informal contacts and relationships which shape policy making organizations and institutions." This perspective is predicated on the notion that "a policy is framed within a context of relationship and dependencies" [3] [4]. According to [5], a policy network is a strong connection between non-hierarchical, independent groups or institutions and numerous players who share a passion for policy. To ensure the best collaboration to accomplish shared objectives, these parties have swapped their resources and common interests. That expresses a common interest in an issue with public policy [6]. In addition, the terms "policy networks" and "policy community" denote a strong connection between organizations representing civil servant interest groups [7]. According to [5], policy networks are best understood as persistently connected webs that provide solutions to issues. The reason is because they can incorporate a wide range of various actors in addition to being able to mobilize and gather policy and gather policy resources. As a result, Rhodes added that the "interaction between various departments and branches of government and between the government and other organizations in society, either in formulating or developing policy" was what the term "policy network" [8] referred to. The actors or members of the policy network must share "consensual knowledge and collective ideas and values" to generate a specific policy outcome [5]. In relation to digital innovation context, digital transformation is the process of bringing new actors, structures, practices, values, and beliefs into existence [9] [10].

Grantham stated that "the delivery of policy depended largely on activity located in a series of district implementation networks, each with their own objectives that eventually resulted in a highly successful implementation process" in this context [11]. Further, "Certain actors may well seek 'nodality' by colonizing the implementation arena in order to secure a position as a controlling hub for receiving inputs and sanctioning" [11] [12]. According to Rhodes, the distribution and nature of the resources inside a network account for the players' varying levels of power. The differences in policy networks are explained by the various source dependence patterns. Therefore, there is a requirement for networks to be used to explain policy change. Grantham lists three important implementation networks [11]. The first is the key policy community, which represents closed networks that are extremely stable and control resources that are primarily legal and constitutional. The second is the operationalization of policy network outputs by low discretion actors in

administrative networks. The third is the opportunity networks, which classify actors who engage in the policy-making process to gain access to more resources.

Based on Presidential Decree Number 89 of 2021 concerning Implementation of Public Service Malls, it is explained that Public Service Malls (*Mall Pelayanan Publik*) are Integration of Public Services provided by ministries, agencies, provincial and district/city regional governments, state-owned enterprises, regional-owned enterprises, and private sector in an integrated manner in 1 (one) place as an effort to increase service speed, convenience, reach, comfort, and security. The MPP concept is offered as a solution for integrated services which are currently not yet integrated between services that are under the authority of the Central Government and Regional Governments, as well as business services, so that people only need to come to one place to fulfill all their needs for public services. The presence of the MPP is expected to show the adoptive face of the bureaucracy *the new public service* and cultivate human resource personnel who are spirited *hospitality*, so that it truly represents the presence of the state to provide broad benefits for the interests and prosperity of the community.

According to Vice President K.H. Ma'ruf Amin at the Signing of the Memorandum of Understanding for the Acceleration of Implementation of MPP at the *KemenPAN-RB* Office on June 28, 2022, so that the Regional Government builds a Digital MPP and asks the Minister for Administrative Reform and Bureaucratic Reform to provide more intensive assistance and coordination with the regions in realizing MPP Digital. Following up on the Vice President's direction, the West Java Provincial DPMPTSP initiated the development of Digital MPP with the aim of integrating various public services for all Regencies/Cities in West Java into one digital platform. The West Java Province Digital MPP has been launched starting December 12, 2022 and can be accessed via the page https://mppdigital.jabarprov.go.id/, even though there are several districts/cities in West Java that are not yet connected to the platform. At the launching, a demonstration of the MPP Digital application was carried out and the signing of a cooperation agreement with the District/City DPMPTSP in West Java regarding the commitment to develop MPP Digital. The implementation of the West Java Digital MPP is then expected to encourage the transformation of digital public services in all Regencies/Cities in West Java evenly. In accordance with the Decree of the Governor of West Java Number 067/Kep.852-Org/2022 of 2022 concerning the Roadmap for Facilitating the Development of Digital Public Service Malls for the West Java Province, the Operationalization of Digital MPP in all Regencies/Cities in West Java is targeted to be fully operational in 2024. However, the chaotic practice of digitizing public services in Indonesia still indicates a long way to go in realizing the digital transformation of public services in accordance with the expectations and needs of the community. The digitalization of public services is often only understood as a process of changing mechanisms from offline to online which only addresses downstream problems. In terms of service use, ease, and speed in accessing government applications is often a problem encountered by the public. This suggests that the government is not ready to make digital systems the spearhead of public services. Besides that, *overlapping* between the central and regional governments resulted in confusion in decision making and policy implementation.

This paper tries to suggest a network solution to address the weak problems of how to implement the digitalization policy required by the government by developing networks governance where local multi actors are gathered, share commitments and resources and ties to solve the problems togethers.

2   Research Method

The research uses qualitative methods by interviewing and observing 2 (two) Public Service Mall (*Mall Pelayanan Publik*) in several local governments in Indonesia, namely *Sumedang* District Government, and, *Karawang* District Government. To gather data, we also conduct several focus group discussions with central government officials, and staff from the West Java Provincial Government. We also use secondary resources from central governments and local governments annual reports, publications, and library resources.

3   Result and Discussion

The development of MPP Digital is designed as one of the efforts to accelerate digitalization to support the Electronic Based Government System (SPBE) or *E-Government*. *E-government* is the application of government governance by utilizing technology that is expected to be able to provide efficient and effective services to the public. *E-government* aims to be able to form a transparent government system, expedite services, and create a good communication mechanism between the government and the community [13]. Government related to the concept digital government or online government and are usually discussed in context transformational government. In this case it must be remembered that what takes precedence is the concept of transformation, that *E-Government* not just the use of technology but also the necessity that the use of technology will make the policy-making system and public services better. Digital MPP must still pay attention to the main objective of MPP establishment, which is to improve the quality of public services.

The presence of Digital MPP does not automatically become a substitute for conventional MPP functions. The role of Digital MPP is designated as *backbone* which supports and optimizes the role of MPP that has been built, also acts as a local government portal that integrates various *services* held in district/city government. This concept aims to improve the effectiveness, efficiency and quality of public services provided by the government. The implementation of Digital MPP is in line with the mandate of Presidential Regulation Number 132 of 2022 concerning National Electronic-Based Government System Architecture (SPBE) which nationally can increase budget efficiency.

Table 1: Advantages and Challanges of Digital Public Service Mall

Advantages	Challenges
- Improving the availability of public services for the community - Accelerating the public service process - Boosting the openness and accountability of public services - Decreasing operational costs and saving the government's budget	- Personal data security issues - Lack of community technology skills - Internet infrastructure is not evenly distributed

Based on the table 1 above, some of the advantages of implementing a Digital Public Service Mall can include:

- Increase the accessibility of public services for the community because they can be accessed online without having to come directly to the public service office.
- Speeding up the public service process, because people can submit requests and get information online, thereby reducing the time needed to carry out the process manually.
- Increase the transparency and accountability of public services because the public can see and monitor the status of requests online, thereby reducing the potential for corruption and abuse of power.
- Reducing operational costs and saving the government's budget, because the implementation of the Digital Public Service Mall can reduce administrative costs and public service infrastructure that were previously required in manual management of public services.

However, the implementation of the Digital Public Service Mall also has several challenges, such as personal data security issues, lack of community technology skills, and Internet infrastructure is not evenly distributed throughout Indonesia. Therefore, the government must ensure the security and privacy of people's personal data, increase people's digital literacy, and improve internet infrastructure to ensure the successful implementation of the Digital Public Service Mall in Indonesia. Based on the results of the research, the implementation of the West Java Digital MPP that has been running so far, the platform has only functioned as a liaison with the system digital services owned by each Regency/City but have not yet integrated the service system within them. So that people who need several different public services at one time, still must access and log in to different systems. This is still relevant to the term "one door, many tables" in describing public services in Indonesia. This means that even though it has been transformed into digital form, the flow and mechanism of the services provided do not experience significant differences from services in conventional MPP. As Vonk et al.(2007, cited in [10], says that the translation of analog data into digital formats is no longer the only aspect of local service delivery that has been digitalized Public interest in West Java for West Java Digital MPP services can be said to be still quite low even though the West Java Digital Literacy Index in 2022 is in a good category, even ranked 7th nationally with total internet

users in 2020 reaching 35.1 million users or the highest in Indonesia. This means that the proficiency of the people of West Java in using information technology is not the main factor hindering access to West Java Digital MPP services. This indicates a gap between the services provided and the needs of the community. Agranoff and McGuire [14] argues that most application failures *E-government* in developing countries is due to a lack of understanding of the "current situation" (*where we are now*) with "what will we achieve with the project *E-government*" (*where the e-government project wants to get us*). In other words, what often happens is a wide gap between the current reality and the proposed designed of E-government. The target users of public service platforms are the public, so in developing an innovation oriented towards the provision of public services, the government should consider the profile, behavior, needs and expectations of its users.

In terms of budget requirements, in 2022 the West Java Provincial DPMPTSP allocates APBD funds of IDR 400,000,000 or 25.552,08 United States Dollar for the development of West Java Digital MPP. While in 2023 for the development of Digital MPP infrastructure and support systems in each Regency/City, a Draft Budget of IDR 672,000,000 or 42.927,49 United States Dollar will be determined through the West Java Province Financial Assistance submission mechanism. Although, from a budget point of view, it is much more efficient than the construction of a physical MPP, if it does not fulfill the benefit aspect for the community, it will be considered as having failed to achieve its objectives.

The research suggests that networks governance is essential in implementing digital public service delivery through Digital MPP. Networks can bridge the gap in executing the central government policy regarding digital MPP.   Borrowing Grantham's (2001) concept of networks involvement in policy arenas, the research successfully maps the actors in the public service mall in regional governments, as shown in figure 1 below:
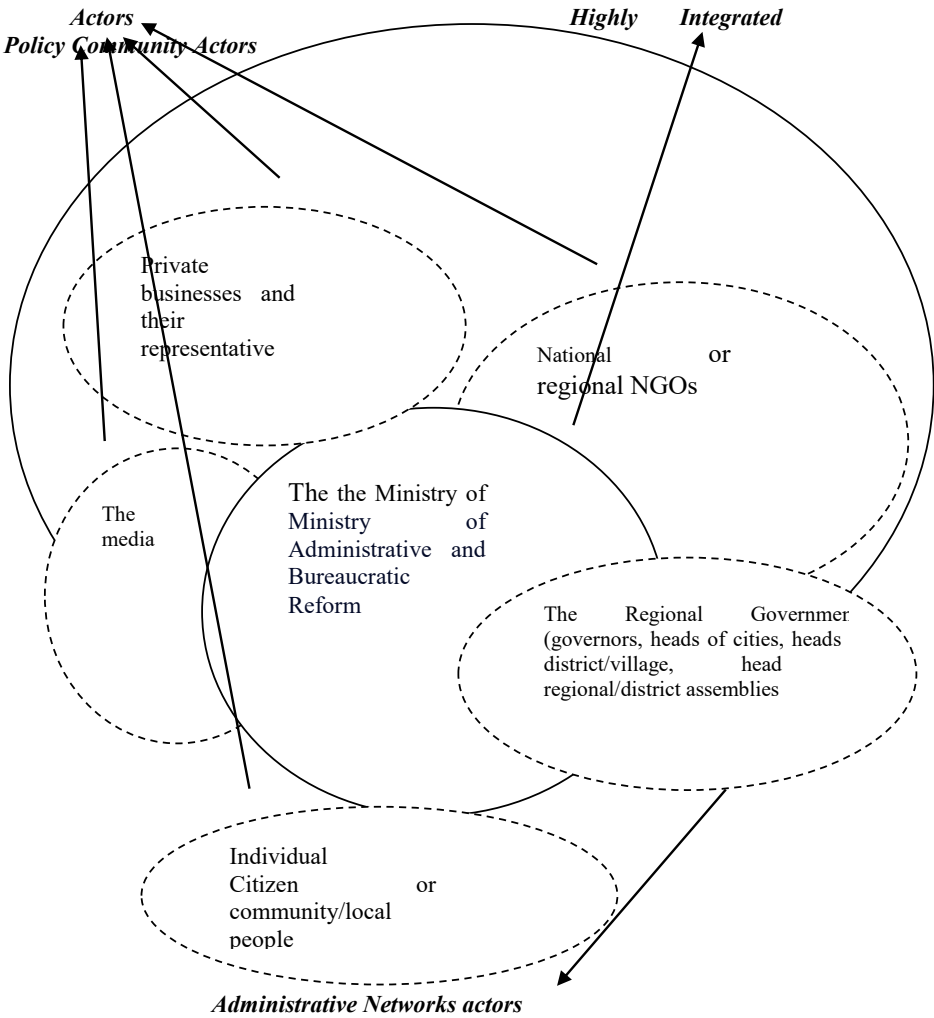
Opportunity/Issue Networks

Actors
Policy Community Actors   *Highly*   *Integrated*

Private
businesses   and
their
representative

National   or
regional NGOs

The
media

The the Ministry of
Ministry   of
Administrative   and
Bureaucratic
Reform

The   Regional   Governmer
(governors, heads of cities, heads
district/village,   head
regional/district assemblies

Individual
Citizen   or
community/local
people

Administrative Networks actors

Fig. 1: Interaction among the policy community, administrative and opportunity networks in the implementation stage of the policy

Based on the figure above, the networks can be classified as followed:

1. *Central government as a policy community actor*

The Ministry of Administrative and Bureaucratic Reform has been the powerful actors in driving the public service reform policy. This ministry could be described as policy community actors whose resources were independent on the legal framework of Presidential Decree Number 89 of 2021, PAN & RB Regulation No. 23 of 2017 concerning Implementation of Public Service Malls.

2. *Regional government as actors in administrative networks*
Heavily dependent on their resources and connections with the central government, the regional government could be categorized as administrative networks. The regional governments as administrative networks could be further categorized as follows:
   ➤ *Provincial governments*
   The provincial government are also the actors who take charge of coordinating and supervising the implementation of the digital MPP policy.
   ➤ *District/city government*
   Since the district and cities as major units of government authority, in that they implement the digital MPP policy. They are the main players in the policy.
3. *Actors in issue/opportunity networks*
   Finally, the actors in the opportunity networks who could participate in the policy of digital MPP would be the private sector agencies, and community groups, whether they are formed as non-government organizations or people in general whom the policy impacts.
   ➤ *National and regional civil society*
   District and provincial politicians, students and academics, the local and national press, community-based organizations, and other civil society groups are the actors who potentially could be involved upon by the regional policy arrangement.
   ➤ *Business*
   Private sector organizations are the actors as well as partners in the regional government for their important role in boosting economic activities in the regions, such as investments. Private business actors are also crucial to successful decentralization in that they can generate income to support the regional development programs.
   ➤ *Media*
   Social media both conventional and electronic are essential parties in the networks as their roles in echoing the news regarding the development of digital MPP in the local governments.

As best practice of how digital MMP policy can be implemented successfully amid budget constraint and lack of technology and human resources capacity, two examples of district governments can be described as follows:

3.1. *Sumedang* District: multi-level stakeholder involvement

Sumedang district is one example where the local government involved several stakeholders in implementing digital MPP. Chronologically *Sumedang* has been the pioneer in developing digitalisation in local public service in the context of West Java Province. In 2019, *Sumedang* It started practice the digitalization of public service delivery after visit to Banyuwangi Regency to study the one-stop integrated public service model "One Stop Services" related to licensing services.   The *Sumedang* Regent has a strong commitment to developing one-stop integrated services by developing a public service mall.   With a strong political will, 4 months later MPP has been running and being tested.   Besides that, the service queue can be accessed via smart phone. Hence, in 26 July 2019 MPP can be accessed by the public.   In 2022 *Sumedang* Regency started developing the *Metaverse* version of MPP Digital by opening 23 service counters and 27 SKPDs, both internal to *Sumedang* Regency and vertical agencies such as the Police and the prosecutor's office.   The *metaverse* version of MPP Digital is called SUPERMETA (*Sumedang* Public Service Metaverse). The required budget is 100 million. To develop digital MPP, *Sumedang* Regency conducted best practice to South Korea, China and Esthonia in Europe. Digital MPP is a gateway for serving various types of services in *Sumedang* Regency

1. Civil records
2. Retirement savings
3. Employment
4. Licensing services: 100 online (70% online + 30% assistance)

Currently there are 79 types of services from 23 agencies (Hybrid service types are online and conventional).   *Sumedang* Regency developed the NIB Fest for MSME business licenses.   NIB Project: 270 villages and 7 sub-districts have produced 27,700 NIB and currently in 2023 it has reached 41,612 with an achievement of 150.22%.   *Sumedang* Regency received the West Java Investment Summit award from the Governor of West Java IB Project data can also capture DTKS data (poverty data). Networks government has been established through the involvement external stakeholders: Telkomsel (Telecommunication and Cellular Company), West Java Bank, *Sumedang* Bank. Here Telkomsel provides technology in optic fibre and internet connection, West java Bank or Bank Jabar and *Sumedang* Bank support financial to boost the budget to develop infrastructure. Besides that, *Sumedang* also create a volunteer group which contains youth who are trained computer skills to hel operational several computer devices in 14 villages in *Sumedang* District.

Sumedang Regency Best Practice is supported by:
1. Commitment from all levels of leadership, both top management, middle and lower levels.
2. The optical cable infrastructure network is spread over 270 villages and 7 sub-districts.
3. The leadership's concern about the issuance of the regulation related to digital MPP delegation and delegation of authority.
4. Transparency

3.2. *Karawang* District: 'Zero budget' but increase performance digital public service.

Karawang district is another local government that exemplify how networks governance can reduce the government cost in service delivery to public. Here the local government made commitment to involve the private sector actor in providing public service. MPP *Karawang* was officially established on December 14, 2021.Regulatory support related to Physical MPP through the *Karawang* Regent's Regulation to Rent a Building in a mall, but PT *Galuh Citarum* provided 720 meters of space in the mall to become a cost and all office furniture equipment provided by the private sector from CSR funds. Collaboration with private parties through agreements per 3 years but years 4 and 5 pay. Private benefits boost community visits to the *Galuh* mall. Full-service hours 7 Monday-Sunday with service hours Monday-Friday 10.00-18.00 while Saturday and Sunday 10.00-18.00.

Since 2013 there have been public service innovations by developing the SITETEH (abbreviation for local information system application developed by *Karawang* district). Since 2018 DPMPTSP has been online. *Dinas Komunikasi dan Informatika* (Communication and Informatics Department) in 2017 already has its own application which can be seen at: District MPP website. *Karawang* https://dpmptsp.karawangkab.go.id/.   Even though *Karawang* is ready for digitalization, the question is why the regions are forced to digitally transform with the APBD (Regional Revenue and Expenditure Budget or *Anggaran Pendapatan Belanja Daerah*) budget. It would be nice if the centre issued a budget for the area, such as the OSS (Online Single Submission) made by the central government, SIPD (*Sistem informasi Perencanaan Daerah* or Regional Development Planning System). Currently, there are 22 tenants including vertical agencies (police, courts) and private and several State and Local Government Own Company such as, National Electricity Company and Local Government Drinking Water Company (*Perusahaan Daerah Air Minum Citarum Karawang)*. In the MPP website there is updated data on the number of visitors. There is full assistance from the private sector regarding MMP facilities and infrastructure at the *Galuh* mall including the provision of nameplates, chairs etc. (West Java Bank or Bank *Jabar*, companies in *Karawang* regency)

4   Conclusions And Recommendations

Digital Public Service Mall has been one of the answers in eliminating obstacles to conventional MPP implementation, especially in terms of budget efficiency. However, in its implementation it must still prioritize the effectiveness, efficiency, and quality of public services in accordance with the expectations and needs of the community. Policy recommendations to improve the quality of digital public service delivery can include:

1.   Utilizing budget allocations for facilitating the development and assistance of Regency/City Digital MPPs according to the Road Map for the Development of the West Java Regional Public Service Mall.
2.   Ensuring that MPP Digital Jabar provides quality and effective services for the community. This can be done by adjusting the appearance *user friendly*,

    preparing service operational standards to improve the quality of information technology systems used in MPP Digital and strengthening the development of human resources managing MPP Digital.

3. Continuing the development, refinement, and preparation of the West Java Province Digital MPP system integrated with the National Digital MPP.

5. Prioritizing the provision of digital infrastructure and infrastructure that support the implementation of MPP Digital to ensure easy and fast access to MPP Digital. This can be done by building a stable and fast internet network and strengthening a digital security system to protect users' personal data.

6. Collaborating with the private sector to improve the quality and effectiveness of MPP Digital. This can be done by holding training programs, developing applications, and utilizing the latest technology to improve digital public services provided by MPP Digital.

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