

## **Alienation in the Implementation of Public Services Mall Policy (MPP) in Banyumas Regency**

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### **ABSTRACT**

Policy alienation was developed to better understand the experience of frontline public professionals with new policies. The study of policy alienation examines the problems that arise from the implementation of certain policies. The implementation of the Public Service Mall policy is intended to unite services from the central government, local government and private sector in one place. This research focuses on alienation in policy implementation, especially on the implementation of the Public Service Mall (MPP) policy in the Banyumas Regency. The research method used in this study is qualitative. The data analysis method used is an interactive analysis model. The results of the study indicate that policy alienation in the implementation of the Public Service Mall policy in Banyumas Regency does not occur spontaneously, but because of the emergence of various reactions and events on the implementation of the Public Service Mall policy in Banyumas Regency through various actions, such as refusal to integrate licensing and non-licensing services from several agencies. Then, another reason is the limited authority possessed by public employees in MPP. Another factor behind the occurrence of policy alienation in the implementation of the Banyumas Regency Public Service Mall is the limited budget and human resources.

## **A. INTRODUCTION**

The concept of alienation is widely used by social scientists in various studies and applies it with various meanings (Tummers, Bekkers, Thiel and Steijn, 2014). According to Tummers, et.al (2009), policy alienation is a multidimensional concept. Traditionally, policy alienation is interpreted as an individual-level construction (Tummers, 2013), but a new perspective emerges which states that lower-level bureaucrats have now played a role as part of the social system which is becoming increasingly popular (Gofen, 2014; Keiser, 2010; Moulton and Sandfort, 2017; Siciliano et al, 2017). Tummers, Bekkers and Steijn (2009) were the first experts to create the concept of policy alienation where according to them, alienation in public policy contains two dimensions, namely powerlessness and meaninglessness.

Previous research conducted in the UK (Tucker, Danielle A; Hendy, Jane; Chrysanthaki, Theopisti, 2019), found that policies will fail if front-line staff feel they have limited influence on policy implementation or are powerless, and if a policy has little or not at all related to personal understanding

(meaninglessness), it makes them alienated from the implemented policies. Then, other previous studies found that failures in the implementation of public policies were caused by resistance from various stakeholder groups (Davidescu, et al. 2018; McConnell, 2010); or public professionals becoming alienated from policy programs (Lavee et al. 2018; Tummers et al. 2015). While the results of research conducted by (Borrelli, 2018; Hudson et al, 2019) revealed that one of the factors causing the failure of public policy implementation was poor communication or policy support and the lack of evidence explaining the policy (Puliyel, 2011).

The government through the Ministry of State Empowerment and Bureaucratic Reform (Kemenpan RB) presents a Public Service Mall (MPP) to integrate services from the central government, local government and the private sector in one place (Micom, 2019). Banyumas is one of 12 regions designated as the locations for the implementation of MPP based on the Decree of the Minister of Administrative Reform and Bureaucratic Reform Number 11/2018 concerning the Determination of Locations for the Implementation of Public Service Malls in 2018 (web.dpmtsp.jatengprov.go.id, 2019).

The implementation of the public service mall policy in Banyumas indicates that there is policy alienation. It is known that not all service outlets are crowded yet, and the uneven number of visits is also consistent. This is a form of meaninglessness. Then, the implementation of the MPP policy also experiences powerlessness, namely the lack of control of a person or group of people over the policies that have been prepared (Tummers, 2012). The form of his powerlessness is the refusal from the local office or agency an offer to join together in running integrated services at the Banyumas Regency Public Service Mall (DPMPTSP Banyumas Regency, 2021). Thus, based on the description of the background above, it is interesting to examine how alienation is in the implementation of the Banyumas Regency Public Service Mall policy. This research aims to analyze and find out how alienation is in the implementation of the Banyumas Regency Public Service Mall policy. As a knife for analyzing the dimensions of alienation from Tummers, Bekkers and Steijn (2009), namely powerlessness and meaninglessness.

This study uses the concept of policy alienation as developed in the field of public administration (Tummers et al., 2009). The study of policy alienation examines problems that arise from the implementation of certain policies, not problems that arise from the work itself. According to Tummers (2012), policy alienation is related to the public's professional experience of a policy. When professionals implement policies, many exchanges occur, and they are bound by professional norms and standards. In this situation, professionals may feel alienated from a policy if they do not perceive any benefits. If professionals experience high policy alienation, they are less willing to make efforts to support policy implementation (Tummers 2012). Traditionally, policy alienation is interpreted as an individual-level construction (Tummers, 2013), but a new perspective emerges which states that lower-level bureaucrats have now played a role as part of the social system and are becoming increasingly popular (Gofen, 2014; Keiser, 2010; Moulton and Sandfort, 2017; Siciliano et al, 2017). Tummers, Bekkers and Steijn (2009) were the first experts to create the concept of policy alienation where according to them, alienation in public policy contains two dimensions, namely powerlessness and meaninglessness.

The first dimension, powerlessness<sub>2</sub> describes a person's lack of control over the events that are happening in front of them (Tummers, 2011). Seeman (1959: 784) defines helplessness as "an expectation or probability held by an individual that his behaviour cannot determine the outcome of what he has done". In the realm of policy formulation and implementation, powerlessness is related to the level of influence that bureaucrats have in shaping policy programs. This is reflected at the strategic, tactical or operational level. While the second dimension of policy alienation is meaninglessness (Tummers, 2011). Sarros, et al (2002: 304) define meaninglessness as "the inability to understand the relationship of one's contribution to a larger goal". Further explanation of the meaninglessness of policy implementation can be divided into two indicators, namely at the community and bureaucratic levels.

Previous research conducted in the UK (Tucker, Danielle A; Hendy, Jane; Chrysanthaki, Theopisti, 2019), found that policies will fail if front-line staff feel they have limited influence on policy implementation or are powerless, and if a policy has little or not at all related to personal understanding (meaninglessness), it makes them alienated from the implemented policies. Then, other studies found that often failures in the implementation of public policies were caused by, resistance from various stakeholder groups (Davidescu, et al. 2018; McConnell, 2010); or public professionals becoming alienated from policy programs (Lavee et al. 2018; Tummers et al. 2015). While the results of research

conducted by (Borrelli, 2018; Hudson et al, 2019) found that one of the factors causing the failure of public policy implementation was poor communication or policy support and the lack of evidence explaining the policy (Puliyel, 2011).

In this study, two aspects of alienation from Tummers were used, namely powerlessness and meaningfulness. The two alienation aspects are further elaborated in this study into research sub-aspects, where powerlessness consists of strategic powerlessness, tactical powerlessness, and operational powerlessness. Meanwhile, the meaningless aspect consists of bureaucrats' perceptions and public perceptions of the added value of Public Service Malls.

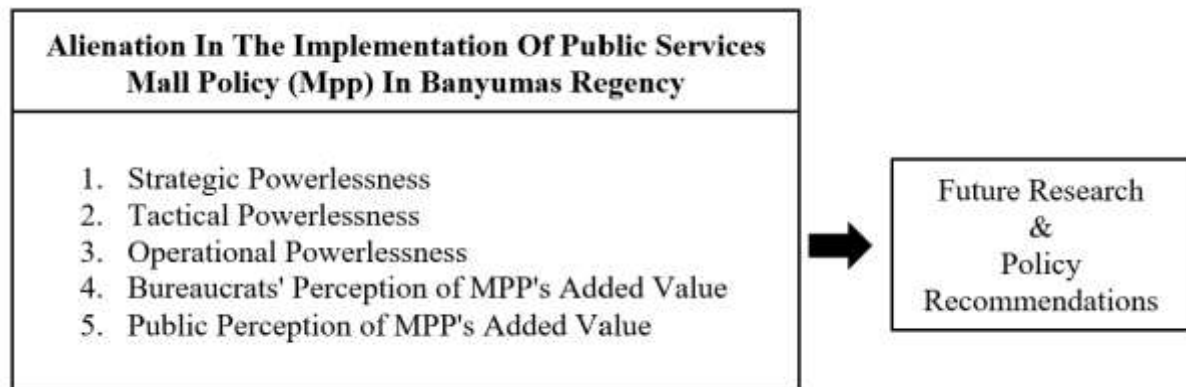


Figure 1. Thinking Framework  
Source: Researcher Analysis Results, 2021.

## B. METHOD

This research was conducted at the Banyumas Regency Public Service Mall. The informants in this study were the Head of Banyumas District DPMPSTP, the Banyumas MPP Field Coordinator, Banyumas MPP service officers, and visitors to MPP Banyumas. The research method used in this study is a qualitative research method that tends to use open-ended questions, emerging approaches, and textual or image data (Creswell, 2014). The informant selection technique used in this study is the snowball technique, by first searching for key informants. The focus of this research is alienation in the implementation of public service mal policies seen from the dimensions of powerlessness and meaningfulness. This study used three data collection techniques, namely interviews, documentation and observation. The data analysis method used is an interactive analysis model from Miles, et.al (2014), which includes data collection, data condensation, data presentation and verification, and conclusion.

## C. RESEARCH FINDINGS AND DISCUSSION

As an analytical knife to examine the problems in this study, the concept of policy alienation that developed in the field of public administration was used. (Tummers et al., 2009). The concept of alienation used in this study is in line with the statement of Tummers, Bekkers and Steijn (2009) who were the first experts to create the concept of policy alienation where according to them alienation in public policy contains two dimensions, namely powerlessness and meaningfulness. The first dimension, powerlessness, describes a person's lack of control over the events that are happening in front of them (Tummers, 2011). While the second dimension of policy alienation is meaningfulness (Tummers, 2011). The following is a description of the analysis and discussion of alienation in the Implementation of the Public Service Mall (MPP) Policy in Banyumas Regency:

### Strategic Powerlessness

Based on the results of interviews with several informants, the results of documentation and field observations, it is known that in the aspect of Powerlessness with the sub-aspect of Strategic Powerlessness, information is obtained that the Banyumas District Public Service Mall is a place aimed

at facilitating the community in obtaining licensing and non-licensing document services by integrating various vertical and horizontal offices and agencies. While the regulations used as the basis for service activities at the Banyumas Regency Public Service Mall are Standard Operating Procedures (SOP). However, the SOP includes rules relating to the daily activities of MPP service officers, such as working hours, uniforms and service culture. Meanwhile, the mechanism for providing services follows the SOP of each relevant agency or agency.

The integration of various vertical and horizontal services/agencies at the Banyumas Regency Public Service Mall is based on the MoU that has been agreed upon by both parties, namely DPMPSTP as the organizer with the vertical and horizontal services and agencies. However, even though it was based on the MoU, at the beginning of the implementation of MPP, it was met with resistance from several related agencies and agencies. This refusal is a form of resistance from offices and agencies to integrate their services into MPP. These findings are in line with previous studies which found that often failures in the implementation of public policies were caused by resistance from various stakeholder groups (Davidescu, et al. 2018; McConnell, 2010); or public professionals become alienated from policy programs (Lavee et al. 2018; Tummers et al. 2015).

The forms of refusal varied, starting with the reluctance to send personnel to MPP and delays in preparing SOPs. The refusal was based on a misunderstanding by the service which thought that integration would limit or reduce their authority in providing licensing and non-licensing document services. These findings support the results of research conducted by (Borrelli, 2018; Hudson et al, 2019) finding that one of the factors causing the failure of public policy implementation is poor communication or policy support and the lack of evidence explaining the policy (Puliyel, 2011). This proves that the implementation of the public service mall policy in Banyumas Regency has minimal socialization, because basically in an organization if there are new personnel, they will experience limited knowledge about the right way to start their new role in an organization or in implementing certain policies. regardless of their previous experience and abilities (Louis, 1980). It is proven, that after the synergy between the heads of services through good communication, finally the services and agencies are willing to integrate their services into MPP. Thus, it can be argued that policy lies between the different ideals of stakeholder groups and is constantly changing (Candel and Biesbroek, 2016; Smith, 1973). The findings in this study support the results of previous research, which found that an important condition for achieving success is when a person is willing to implement the changes offered (Judson, 1991), as stated by Gunaydin (2018) that if the government gets support and succeeds in forming destruction, it will be easier to implement reforms. Various reasons that trigger the vacancy in the number of visitors at certain service outlets are the limited resources owned by the agency, then because the relevant agency still opens the same type of service in its direct office. So people are much happier and more confident if they come directly to their service. Another reason is the distance from their residence to MPP which is relatively far.

### **Tactical Powerlessness**

The results of research on the aspect of powerlessness with the sub-aspect of tactical powerlessness, based on various results of interviews, documentation and field observations show that the steps taken by the leadership for the refusal of several agencies/agencies to integrate their services at the Banyumas Regency Public Service Mall are to build synergy and good communication between department heads. It is also known that the determining factor for success in MPP development is the commitment of the leadership. However, political commitment to a policy can be widespread, but not necessarily consistent in policy implementation (Jordan and Lenschow, 2010).

Other findings in this aspect indicate that there is tactical powerlessness experienced by service workers at the Banyumas District Public Service Mall. This is evidenced by the absence of influence over decisions regarding policies that are implemented even though this occurs in the agency where they are assigned, this is because alienation will directly affect a person's attitude (Chiaburu et al., 2014). The reason underlying this powerlessness is the limited authority possessed by the organizers, especially concerning MPP development and development budgets, while MPP service officers only have the authority to provide services, information and consultations. In addition, a sense of alienation usually arises from a person's lack of social support in dealing with pressure (Woodward et al., 2015).



Meanwhile, legal authority remains with their leaders who are in charge of their head office. This requires officers to follow the flow of coordination following the provisions in force in their respective agencies. The findings of this study are relevant to Shepard's (1971) definition of helplessness, which states that helplessness is a lack of feeling of having control and freedom in a particular job. This results in public employees feeling that they are not influential in their work (Tummers, 2015). This condition is one of the obstacles to implementing the MPP policy because when officers experience alienation from the policy, their behavioural support for implementation and their motivation will decrease (Tummers et al., 2015; Van der Voet, et al, 2017; Thomann et al., 2017). al., 2018). Then, the findings in this study agree that although the implementor seems to understand and is clear about what must be done in implementing policies through the socialization process, there is a long effort to go through the transition into a new role (Louis, 1980; Van Maanen & Schein, 1979).

Even though the Public Service Mall has been operating since 2019, the fact is that many people still do not know about it. The lack of direct outreach has created a misunderstanding among the public who think that MPP operates 6 (six) working days for all types of services. Even though only certain services, such as Bank Jateng and DPMPTSP, are operating on Saturdays. This misunderstanding resulted in the community having to come back to MPP on normal operational days, namely Monday-Friday. This empirical fact is certainly contrary to the purpose of establishing MPP, which is to make it easier for people to get services.

While the contribution made by service officers at the Banyumas Regency Public Service Mall is to provide services, information and consultation to the community. Then, concerning suggestions, input and complaints from service officers, it is conveyed through the message mechanism on the WhatsApp group or submitted directly during routine evaluations. The management of the Banyumas Regency Public Service Mall, in this case, the DPMPTSP, is very responsive to suggestions, input and complaints from MPP service officers.

### **Operational Powerlessness**

Based on the results of various interviews, documentation and field observations related to the powerlessness aspect with the operational powerlessness sub-aspect, it shows that in the implementation of the Banyumas Regency Public Service Mall policy, the handover or appointment of service outlet keepers from each agency is left to the agency. The form of operational powerlessness in the implementation of MPP is limited human resources which in the end are forced to use contract workers. Contract workers experience powerlessness because the authority possessed by contract workers is only limited to operators. However, even though using contract workers based on the same commitment makes it easier for officers to adapt to the environment and service culture at MPP. So that it can be said that the powerlessness experienced by MPP employees is related to feelings of lack of influence in the formulation and implementation of a policy (Lynch, Modgil, & Modgil, 1997), or the lack of influence of public employees on the formulation and implementation of certain policies (Tummers, 2015). Thus, this study supports the findings of previous research which states that within the limited success of a policy implementation there are several political factors behind the failure, including limited resources, the level of resistance from certain groups and the accessibility of implementers in implementing the policy (Chrysanthaki et al., 2013).

Another finding in this sub-aspect shows that there is no special training provided to service officers. So to find out how to work and other habits in MPP, officers often ask their co-workers who first served in MPP. The results of this study support the findings of previous research which state that people often rely on their colleagues and social networks to gain an understanding of situations and new responsibilities or tasks that must be carried out (Crow, 2007; Ganon-Shilon and Schechter, 2016; Louis, 1980; Saks, 2007). and Ashforth, 1997).

The smoothness of the service delivery process is also influenced by the officer's compliance with the SOP. SOPs are used as guidelines and guidelines for working with the aim of smooth service and are used as a medium to regulate and limit activities and relationships within the organization because

if there is a change in organizational relations, it will result in the loss of professional identity (Spyridonidis, et al., 2015). So officers need to stick to the SOPs that govern, both SOPs from their respective agencies and SOPs from the Banyumas Regency Public Service Mall. Although the services provided to the community have been maximized based on the results of the community satisfaction survey, the community feels that the services provided by the Banyumas Regency Public Service Mall are less effective and efficient due to the employee rolling system which results in changes to the information submitted by each officer which often confuses the public. So it is better if the rolling system is abolished.

#### **Bureaucrats' Perception of MPP's Added Value**

The results of the study related to public perception of the added value of Public Service Malls in Banyumas Regency, show that the implementation of the Public Service Mall Policy in Banyumas Regency is following its objectives, namely to provide convenience, comfort, and safety for services to the community. However, in the process of providing services, several things are important to improve, such as eliminating the rolling system because it is considered more effective by the community, simplifying the document requirements and shortening the duration for issuing licensing and non-licensing service documents. Another obstacle in the process of providing services at the Banyumas Regency MPP is the limited space to unite officials who have legal authority, but there is already a commitment to unite them. This can be seen from the actions taken by policy implementers to support or reject (Herscovitch & Meyer, 2002).

#### **Public Perception of MPP's Added Value**

The results showed that the main obstacle in implementing the MPP was the budget because all infrastructure was regulated by the DPMPTSP. The implementation of the Public Service Mall policy in Banyumas Regency creates policy alienation among the implementers, namely for the agencies or agencies in charge of licensing and non-licensing services in Banyumas Regency. This is because MPP is a new policy, and the notification is sudden in the middle of the year. So it is surprising that many parties do not understand the policy and still have sectoral egos from their respective offices/agencies. Then, these conditions caused various reactions from the relevant agencies and agencies, both in the form of support and rejection. This can be seen from the actions taken by policy implementers to support or reject (Herscovitch & Meyer, 2002).

The results of this study support the findings of previous research which states that meaninglessness is often associated with a loss of trust in policies (Tummers, 2013), so it is important to clarify the meaning of policies to policy implementers. Relevant to the results of previous research which found that someone would be more willing to implement a policy if they felt that the policy was meaningful (Tummers, 2011). This can be achieved through socialization. Another finding shows that the vacancy of visitors is due to limited resources and certain agencies still open the same types of services in their direct offices. In addition, the lack of socialization, and the nature of the services provided to the community, which are seasonal or only needed at certain moments such as the Pilkada, and the relatively far distance from people's residences are also the causes of the lack of visitors at the Banyumas Regency Public Service Mall.

Based on the description of the research findings, it can be concluded that the policy alienation that occurs in the implementation of the Public Service Mall policy in Banyumas Regency has a major impact and directly became an obstacle to the implementation of the policy. The following is a description of the policy alienation process in the implementation of the Public Service Mall policy in Banyumas Regency along with alternative policies that can be carried out in the implementation of the Public Service Mall policy in Banyumas Regency:

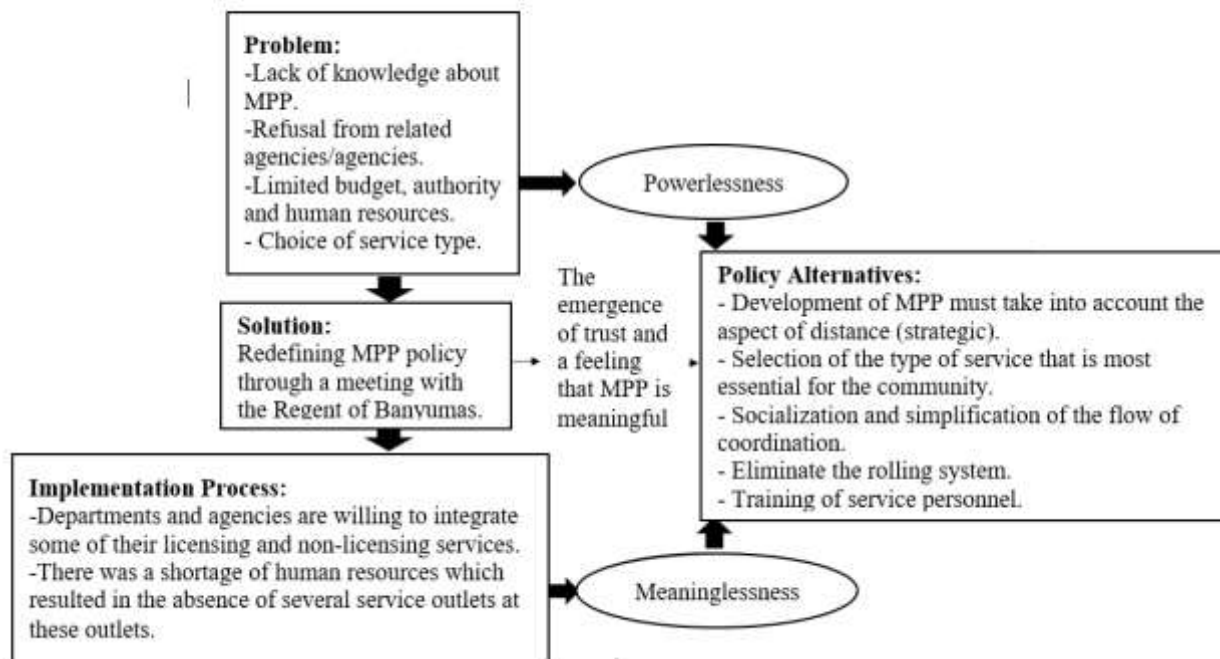


Figure 1. Research Findings

Source: Researcher Analysis Results, 2021.

#### D. CONCLUSION AND RECOMMENDATION

##### Conclusion

Starting from the results of the analysis and discussion, it can be concluded that policy alienation in the implementation of the Public Service Mall policy in Banyumas Regency does not occur spontaneously, but because of the emergence of various reactions and events on the implementation of the Public Service Mall policy in Banyumas Regency through various actions, such as refusal to integrate licensing and non-licensing services from several agencies. Alienation in the implementation of the Public Service Mall (MPP) policy in Banyumas Regency is triggered by the limited budget owned by the Banyumas Regency government to implement the MPP policy and the refusal of the agencies to integrate their services in the MPP. There are various forms of refusal, starting from reluctance to send personnel to MPP and delays in preparing SOPs. Other factors that leads to the refusal are poor communication or policy support and the lack of evidence explaining the policy so some agencies thought think that by integrating their services in MPP, they will lose authority over these types of services. This condition drives the local government to redefine the Public Service Mall policy through a large meeting with the Banyumas Regent and all representatives of vertical and horizontal service heads or agencies. Although the meeting gives rise to trust for agencies/agencies to join, there are other obstacles in its implementation, namely the limited human resources owned by several agencies which resulted in the absence of service outlets and resulted in consistent vacancies at these service outlets. In addition to limited human resources, the lack of socialization in the community is also one of the main factors causing the lack of visits to several service outlets at MPP. Meanwhile, another form of powerlessness is the limited authority possessed by public employees in MPP. MPP service officers only have the authority to provide services, information and consultation. Meanwhile, the legal authority remains with their leaders who are in charge of the head office.

## Recommendation

This study recommends that the organizers of the MPP, in this case, the DPMPTSP, need to hold socialization regarding the types of services that exist in the Banyumas Regency Public Service Mall on a representative and periodic basis to the people of Banyumas Regency. Then provide special training related to service procedures and increase the understanding and ability of service workers at the Banyumas Regency Public Service Mall and eliminate the employee rolling system for the sake of increasing the benefits of MPP by providing more effective and efficient services for the people of Banyumas Regency. Next, the Regional Government of Banyumas Regency needs to simplify the flow of coordination for the legality of licensing and non-licensing documents. For example, through the integration of a document tracking system that covers all types of services at the Banyumas District Public Service Mall.

While recommendations for further research can be seen some weaknesses that exist in this study. In terms of research locations, this research is limited to one research location, namely the Banyumas Regency Public Service Mall, so further research is expected to use two different locations to then compare the successes and failures of each research location. Then in terms of time and research methods, this research was conducted during the Covid-19 Pandemic using qualitative methods through interviews, observation and documentation. This resulted in the emergence of limitations in the data collection process so further research is expected to be carried out in normal times and using other alternative research methods.

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