Modernizing the Ternate City Bureaucracy: Analysis of New Public Management in Public Service Transformation

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Article Info

Abstract: Bureaucratic modernization through implementing New Public Management (NPM) is a key strategy in improving the efficiency, transparency, and responsiveness of public services in Ternate City. This study aims to analyze the bureaucratic transformation efforts of Ternate City with a focus on the implementation of NPM, including technology integration, strengthening public-private collaboration, and indicator-based performance measurement. The city of Ternate was chosen as the object of study because of its strategic position and challenges in managing effective public services. In contrast to previous research that focused on NPM at the national level, this article offers a local perspective by describing specific implementations in Ternate City. The research method involves literature analysis, case studies, as well as data visualization using VOSviewer to identify trends and relationships of NPM-related concepts. The results show that applying NPM principles, such as decentralization, digitization of services, and private sector involvement, has resulted in significant improvements in public services. For example, initiatives such as the digitization of the One-Stop Investment and Integrated Services Office (DPMPTSP) and the community-based waste bank program have increased efficiency and community satisfaction. However, challenges such as bureaucratic resistance, digital literacy gaps, and infrastructure limitations still need to be overcome. In conclusion, transforming public services in Ternate City through NPM has yielded positive results, although continuous evaluation and adaptation are needed to ensure sustainability and inclusivity. These findings can serve as a reference for other regions that want to adopt a similar approach in improving the quality of public services.

Keywords: Bureaucratic Modernization; Public Services; New Public Management

INTRODUCTION

The transformation of public services in Ternate City through the implementation of New Public Management (NPM) reflects a paradigm shift from the traditional bureaucratic model to more efficient, transparent, and results-oriented governance. This approach is influenced by social and economic changes since the 1970s, which emphasize administrative efficiency, improvement of service quality, and technological integration in the public sector (Sahin, 2016). In the Indonesian context, bureaucratic reform is a must considering the many public complaints about slow, non-transparent, and unresponsive public services.

Although bureaucratic modernization has become a national agenda, the implementation of NPM at the regional level still faces significant challenges. Several previous studies have highlighted various factors that affect the success of bureaucratic reform, including the readiness of technological infrastructure, the capacity of human resources, and the internal resistance of bureaucrats who have become accustomed to the old system. Studies by (Puspawati, 2016) show that decentralization and public-private partnerships can accelerate service transformation, but their implementation in various regions in Indonesia is still uneven. This raises questions about how the City of Ternate adapts the principles of NPM in the face of limited infrastructure and human resources.

The city of Ternate, one of the growing cities in eastern Indonesia, also faces demands to modernize the bureaucracy. With its strategic position as a trade and tourism centre in North Maluku, Ternate is challenged to provide quality public services. Through NPM principles, bureaucratic modernization is expected to increase efficiency, accelerate service processes, and support regional development. The steps include digitizing services, collaborating with the private sector, and measuring performance based on indicators. Various initiatives have been implemented, such as digital licensing services through the Investment and One-Stop Integrated Services Office (DPMPTSP) and community-based waste management programs. However, the effectiveness of this policy still needs to be evaluated, given the gap between concept and implementation. (Shah, 2023) stated that public satisfaction with public services in developing cities still varies, with obstacles in the form of limited access to technology and administrative constraints.

This study fills the study gap by providing an empirical analysis of the extent to which the transformation of public services in the City of Ternate has been by the NPM principles. Not many studies specifically address the implementation of bureaucratic reform in eastern Indonesia, so this study contributes to enriching the literature on the effectiveness of NPM at the local level. In addition, this study highlights structural challenges and innovative solutions that can serve as a reference for other regions that want to apply similar principles in improving the quality of public services. With a case study approach, this study aims to identify bureaucratic modernization efforts carried out by the Ternate City Government, analyze the application of NPM principles in implementing public services, and evaluate the impact of transformation on government performance and community satisfaction levels. The results of this study are expected to provide policy recommendations for stakeholders to increase the effectiveness of bureaucratic reform and realize better governance.

LITERATURE REVIEW

New Public Management Concept

New Public Management (NPM) aims to improve the efficiency and effectiveness of the public sector by incorporating private sector management techniques and principles. The following are the main principles of NPM. First, market orientation is the main focus, encouraging the application of market mechanisms such as competition and

pseudo-markets to improve the efficiency and quality of services (Leach & Barnett, 2013). Second, decentralization and delegation of authority allow for more localized and flexible decision-making, providing room for lower-level organizations to act more independently (Munzhedzi, 2021). Third, there is an emphasis on performance measurement through standards, targets, and performance indicators to ensure accountability and continuous improvement (Nuti et al., 2013).

Furthermore, customer orientation drives a shift in views, where citizens are treated as customers who need quality services and provide satisfaction (Christensen & Lægreid, 2016). In addition, managerial autonomy is granted to public managers, resembling private sector practices, thus encouraging innovation and responsiveness in decision-making (Mukokoma & Van Dijk, 2013). NPM also adopts a contracting and outsourcing approach by outsourcing certain services to private or non-profit organizations to improve efficiency and expertise. Efficiency is the main cornerstone, where NPM emphasizes economic efficiency through cost savings by adopting private sector management practices (Łukasz et al., 2023). Finally, accountability and transparency are important principles, ensuring public entities are accountable for their performance and the use of available resources (Sandileno et al., 2024). These principles show how NPM is steering the public sector towards more modern and effective governance.

An example of NPM implementation at the national level is in Indonesia, which has launched various initiatives to digitize public services as part of the implementation of e-government. One of the main initiatives is the Online Single Submission (OSS) system which aims to simplify the investment licensing process. The program is designed to improve the efficiency and transparency of government services to the public and investors by simplifying previously complex bureaucracy. In infrastructure management, the government often establishes partnerships with the private sector through Public-Private Partnership (PPP) schemes. This collaboration is seen in various strategic projects, such as toll roads and airports, which aim to accelerate development by leveraging resources and sharing risks between the two parties. In terms of budget management, implementing the Government Agency Performance Accountability System (SAKIP) is an effort to improve the efficiency of public funds while ensuring institutional accountability to the community.

These steps reflect applying the principles of New Public Management (NPM) to improve the quality of governance in Indonesia. An example of implementation at the international level is in Australia, where there is an agency called Centrelink that provides a range of social services with a focus on a customer-based approach. Leveraging information technology, Centrelink has designed a system that facilitates access to services and rapidly responds to community needs. In addition, the Australian government has also implemented a Public-Private Partnership (PPP) scheme to develop transportation infrastructure, such as toll roads. This PPP approach allows collaboration between the government and the private sector to share risks and responsibilities while accelerating strategic infrastructure development supporting

national economic growth. These two initiatives reflect applying the principles of New Public Management (NPM), which aims to improve the efficiency and quality of public services.

Bureaucratic Modernization

Bureaucratic modernization is a systematic effort to increase efficiency, effectiveness, and responsiveness in service to the community and the implementation of government functions. This process generally involves structural reforms, changes in organizational culture, and adopting new technologies, all aimed at meeting the challenges of an ever-evolving era. Bureaucratic modernization involves using technology and innovation to improve operational efficiency, develop competencies in human resources, and foster an organizational culture of ethics, transparency, and accountability to achieve higher professionalism and improve community services (Eko et al., 2024). By encouraging alignment between government operations and the latest technological and managerial practices, this modernization is expected to increase citizen satisfaction and engagement. The main elements of this effort include the application of information technology, the improvement of the quality of services, and the distribution of power and resources.

E-Government refers to the use of Information and Communication Technology (ICT) to provide public services and information online, to make it more accessible and focusing on the needs of citizens (Leonid, Smorgunov. 2016). This includes initiatives like developing government service portals and electronic consultations, which support community participation and feedback for service standardisation. In Korea, for example, e-government has become a key component in government reforms aimed at improving local governments' efficiency through modern technology. In bureaucratic modernization, determining service standards focuses on improving public service quality, effectiveness, and efficiency. By implementing a management system such as ISO standards, administrative processes can be harmonized and optimized to better meet the community's needs. This emphasis on service standards supports the sustainable development of services and improves overall community satisfaction. (Margareth, Stoll., Dietmar, Laner. 2010).

The Decentralization mechanism involves the transfer of authority from the central government to local governments, aiming to create a more participatory democracy and allow citizens to express their preferences more effectively. This process includes political decentralization, which moves political leadership to the local level, and economic decentralization, which adjusts the structure of government taxes and expenditures to support local government. While decentralization is an important strategy in government reform in Korea, there are often challenges in aligning it with centralized e-government initiatives. This requires careful coordination so that integration can be realized. While bureaucratic modernization offers a variety of benefits, it also faces challenges, such as striking a balance between centralization and decentralization and ensuring integration at all levels of government. Therefore, an

innovative framework and collaborative efforts are needed to create effective governance and quality public services (David, 2011).

The Relevance of New Public Management in the Regional Context

The implementation of New Public Management (NPM) at the local government level has the potential to improve the quality of public services through various innovative approaches. This implementation at the local government level can also significantly improve the quality of public services through the adoption of private sector management principles, such as efficiency, accountability, and performance measurement. One of the key strategies is to strengthen decentralization, which gives greater autonomy to local governments in designing policies and services that suit the needs of local communities, while increasing accountability through the active participation of citizens. Although NPM has a major impact on public sector reform globally, its relevance and effectiveness depend heavily on the regional context and the ability to adapt its principles to local needs and conditions (Chouraqui, J. 2020)

This approach encourages a shift from the traditional bureaucratic model to a more dynamic and results-oriented approach, thereby supporting improved service and community satisfaction. One of the key elements in the implementation of NPM is professional management and the setting of performance standards, where local governments set clear targets and develop performance monitoring systems to ensure accountability and transparency. Focus on results, or outcome-based management, is also a crucial component, where the success of services is measured based on their impact on society, by utilizing key performance indicators (KPIs) for strategic sectors. NPM encourages collaboration between the public and private sectors (PPP) as well as the privatization of certain services, such as waste management and public transportation, to improve the efficiency and quality of services.

Competition in the provision of public services can stimulate innovation and efficiency, especially through an open tender process. In this context, information technology and e-government play a vital role by providing faster and more transparent services, for example through online portals and electronic data management systems. Accountability is also improved through the publication of financial statements and community involvement in the budget planning process. In addition, dividing work units within local governments can encourage specialization and efficiency, while the introduction of internal competition in the public sector can stimulate innovation and improve response to community needs (Hamid, 2022). Public-private partnerships (PPPs) are also an important strategy in the implementation of NPM, where governments can leverage private sector resources and expertise to improve services. For example, in Bandar Lampung, Indonesia, PPP collaboration has succeeded in improving the quality of transportation services without the need for government subsidies (Pratama & Kalalinggi, 2019).

Accountability and transparency are other important aspects of the NPM framework. Local governments must ensure the accessibility of information for the public and ensure fair and lawful services. While it offers many benefits, the successful

implementation of NPM depends on local socioeconomic conditions, governance structures, and the ability of local governments to address challenges such as resistance to change and resource limitations. Therefore, NPM strategies must be tailored to the specific context of each region to ensure their effectiveness (Malik & Tjprc, 2020). Human resource reform based on performance, incentives, and training is an important element in the implementation of NPM. This approach focuses on citizen-oriented services, where the community is seen as a customer who needs to be well served, for example, through satisfaction surveys and one-stop integrated service. While NPM offers many benefits, challenges such as limited human resource capacity, resistance to change, and budget constraints remain. With the right strategy and strong commitment, local governments can become more responsive, efficient, and transparent in providing quality public services.

Agile Governance

Agile governance is a multidisciplinary approach that applies the principles and values of the agile methodology, initially developed for software development, into the broader context of organizational governance (Luna et al., 2020). Agile governance is also an approach in managing organizations, projects, or programs based on agility principles. This approach emphasizes the importance of flexibility, collaboration, transparency, and the ability to adapt quickly and effectively to change. This concept emerged as an answer to the demands of modern organizations operating in dynamic and complex business environments. The main focus of this theory is to ensure that the organization's decision-making processes and workflows remain responsive, efficient, and able to adapt to changing needs.

Agile Governance aims to create maximum customer value through fast, adaptive, and data-driven decision-making. This approach adopts several core principles, including a focus on customer value, literacy and incrementality, transparency, cross-functional collaboration, flexibility, and decentralization in decision-making (De Almeida Neto et al., 2014). Agile Governance encompasses various elements, such as flexible organizational structures, data-driven processes, and Agile frameworks (such as Scrum or Kanban). In addition, adaptive risk management and a commitment to continuous improvement are key in its implementation. Through this approach, organizations can enjoy various benefits, including high responsiveness to change, improved operational efficiency, better collaboration between teams, continuous innovation, and reduced risk. However, behind these advantages, Agile Governance also faces challenges, including resistance to change, complexity in implementation in large organizations, and the need to change organizational culture (Marl, 2024).

Agile Governance focuses on improving organizational performance and competitiveness by creating a more responsive and adaptive governance structure (Zhang, 2024). Agile governance involves applying iterative progress, stakeholder feedback, and a human-centred approach. There are four main characteristics of agile government: responsiveness, strategic adaptation, focus on results, and management's ability to anticipate future problems. This emphasis on responsiveness and adaptation

reflects the principles of Agile Governance that encourage flexibility and speed in decision-making to deal with dynamic situations (Kamaludin, N.K., & Mutiarin, D.2023). Researchers have been working to transform agile governance from a conceptual framework into a practical application. This includes identifying propositions, empirical indicators, and hypotheses to test theories in real-world scenarios. The development of maturity models, such as the MAnGve Maturity Model (M3), helps organizations systematically adopt agile governance practices (de Almeida Neto et al., 2015).

The implementation of Agile Governance can be an effective strategy in facing the challenges of bureaucratic modernization and encouraging the transformation of public services in Ternate City, by utilizing the New Public Management (NPM) approach. This model provides flexibility, cross-sector collaboration, and a focus on results, all of which strongly support innovation, efficiency, and responsiveness in delivering public services. The first step that needs to be taken is to analyze the needs of the people of Ternate City related to public services and identify bureaucratic obstacles, such as complicated procedures, long service times, or lack of accessibility. Through in-depth analysis, the government can design data-based solutions that align with citizens' needs. Furthermore, there is a need for changes to the rigid and hierarchical bureaucratic structure to be more flexible. With Agile Governance, authority can be decentralized, so teams in the field can make relevant decisions faster. This approach is in line with the principles of NPM which emphasizes the efficiency and empowerment of service units. In the context of modernizing public services, digital technology has a very important role (Mergel et al., 2021).

Agile Governance supports the application of technology through a literative approach, where the development of applications or systems is carried out in stages and evaluated periodically, such as the implementation of e-procurement through Electronic Procurement Services (LPSE), LPSE is an implementation unit formed to carry out the procurement of goods and services electronically and supported by a procurement service unit that carries out the procurement of goods and services electronically (Mutiarin, 2014). Within the framework of NPM, principles such as efficiency, effectiveness, and focus on results strongly support the digital-based transformation of public services. Agile Governance adds an element of agility to this process, allowing technology development to be gradual, responsive to input from the community, and service-oriented. This is very relevant for Ternate City, which needs digital solutions to simplify bureaucracy, increase accessibility, and create transparency in public services. Therefore, the intersection of agile governance, digital technology, and NPM principles is the key to success in bureaucratic modernization efforts in Ternate City.

Agile Governance also emphasizes the importance of cross-sector collaboration and public engagement. The Ternate City Government can invite the public to participate in decision-making through online discussion forums or digital surveys. This approach not only increases transparency and accountability but also builds public trust in the government. In addition, the success of this transformation depends on a change in the work culture within the bureaucracy. Therefore, training and capacity building of

apparatus is very important so that they understand the principles of Agile, such as adaptation to change, teamwork, and risk management. This step also aligns with NPM, which prioritizes professional human resource management (Moreno et al., 2024).

Performance measurement and continuous evaluation are also important elements in Agile Governance. The Ternate City Government can set key performance indicators (KPIs) to measure the effectiveness and efficiency of services, such as the level of community satisfaction, service completion time, or the number of complaints handled. Through this evaluation, the government can continue to improve the process and results of public services. In order to gradually improve the quality of services according to the needs of the community for the implementation of agile governance, it is also necessary to implement Minimum Service Standards (SPM) at the regional level because SPM is an obligation for every local government in carrying out its affairs under its authority based on regional autonomy (Mutiarin, 2014), the implementation of Minimum Service Standards (SPM) at the regional level is important because it is a framework to guarantee the rights of the community to basic services with a certain quality.

As a first step, the implementation of Agile Governance can be started through pilot projects on certain services, such as identity management, business licensing, or waste management. The success of this pilot project could serve as a foundation for expanding the application of Agile to other service areas. By integrating Agile Governance and NPM principles, the Ternate City government can provide public services that are responsive, transparent and focused on the community's needs. By overcoming traditional bureaucratic barriers and encouraging sustainable innovation, Agile Governance has the potential to be key to achieving a relevant, adaptive, and efficient transformation of public services in this modern era.

METHOD

The research method used in this study is qualitative descriptive with a case study approach. This research focuses on literature analysis, case studies, and data visualization using VOSviewer software to identify trends and conceptual relationships related to New Public Management (NPM). In the data collection process, this research utilizes literature studies, analysis of reputable scientific journals, and official reports on public service policies from the Ternate City government. The analysis of these documents aims to understand the extent of the implementation of NPM in the Ternate City bureaucracy and identify the challenges and opportunities faced.

The articles are accessed through academic databases such as Scopus, Web of Science, and Google Scholar. Article selection uses specific keywords: bureaucratic modernization, public service, and new public management. Articles that meet the relevance criteria and have a high impact factor are a top priority in this analysis. This research also uses VOSviewer software, the analysis process of which is carried out by collecting bibliographic data from scientific journals accessed through academic databases. The data is then mapped to identify key keywords, collaboration networks

between authors, and the evolution of concepts in NPM research. The visualisation results are interpreted to understand the direction of research development and the study gaps that this research can fill. Going forward, this study plans to involve interviews with public officials, citizens, and stakeholders to gather insights into current public service practices and areas for improvement. This interview will be conducted with a semi-structured approach to explore a deeper perspective on bureaucratic modernization in Ternate City. With this approach, it is hoped that this study can provide a comprehensive analysis of the transformation of public services through NPM and recommendations for bureaucratic improvement in Ternate City and other areas that face similar challenges.

RESULTS

This result and discussion present an in-depth analysis of the application of New Public Management (NPM) in the process of bureaucratic modernization and public service transformation in Ternate City. The main focus will be on data demonstrating the NPM approach's effectiveness in improving bureaucratic efficiency, transparency, and responsiveness. In addition, this section will identify the successful application of technology, the role of human resources, as well as the various challenges faced during the transformation process. By collecting data from this research through visualization of the Vosviewer network to retrieve data, the results of this study will also reveal the close relationship between bureaucratic modernization, NPM principles, and the implementation of e-government as a strategic step in governance reform in Ternate City. In the local context, this analysis clearly shows government efforts that drive innovation to create inclusive and sustainable public services. All of these findings will be discussed in detail to assess the impact of this transformation on society as well as the effectiveness of governance.
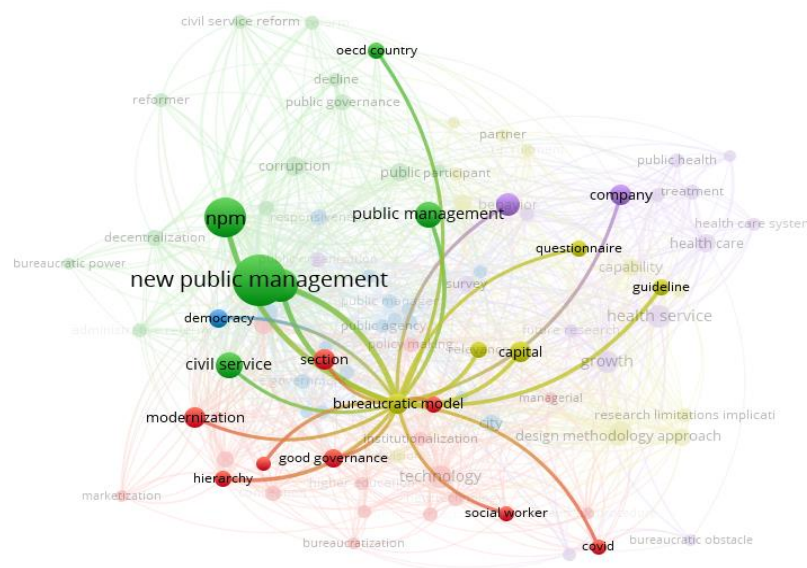

Figure 1. Vosviewer Network Visualization

The image shown above is a Vosviewer visualization network related to New Public Management (NPM) in public administration. This concept map illustrates the relationship between various terms, such as New Public Management, bureaucratic model, public management, modernization, and good governance, which are key elements in bureaucratic transformation. In connection with a journal article entitled "Modernization of Ternate City Bureaucracy: An Analysis of New Public Management in the Transformation of Public Services," this image can help in identifying gaps that exist in the implementation of NPM at the local level, especially in Ternate City. One of the main challenges faced is the dominance of the traditional bureaucratic model, which is reflected in the strong interconnectedness between the concept of the bureaucratic model and elements such as hierarchy, social workers, and bureaucratization. This shows that despite the introduction of NPM, the classic bureaucratic approach still plays an important role in administrative practice. In addition, the relationship between NPM and the principles of democracy, civil service, and good governance underscores the importance of bureaucratic reform based on transparency and accountability. However, challenges related to politics, human resources, and institutional capacity are often obstacles to effective implementation.

Furthermore, this concept map shows that modernization and technology are important in changing bureaucratic models towards a more efficient and technology-based approach. Unfortunately, in Ternate City, digital transformation in public services still faces various obstacles in infrastructure and digital readiness of government apparatus. In addition, the presence of the concept of companies and health services in the network map indicates a shift towards privatization and public-private partnerships in public services. In the context of bureaucratic modernization in Ternate City, it is important to conduct further studies on how private sector involvement has provided real benefits to the community. Overall, this concept map can serve as a useful analytical tool to identify aspects of public service transformation that need strengthening. This journal article can refer to such visualizations to underline the gap between NPM theory and its implementation in bureaucratic modernization in the regions. In addition, this visualization also emphasizes the importance of human resources, especially state civil servants (ASN), in supporting the transformation of public services. The relationship between civil services, modernization, and good governance shows that developing ASN competencies is the key to the successful implementation of NPM. ASN needs to be equipped with technological capabilities, an understanding of the concept of efficiency, and communication skills to provide better services to the community.
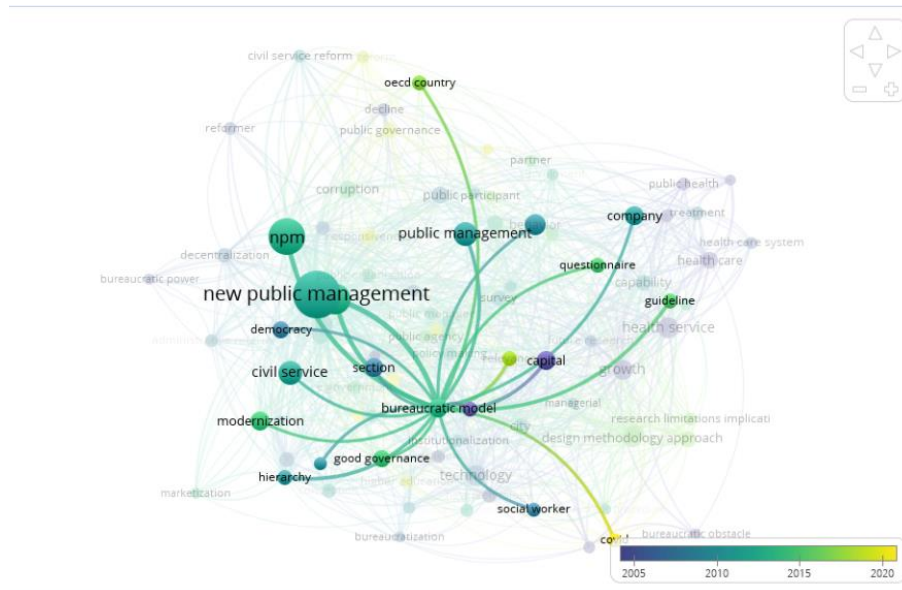
Figure 2. Overlay Visualization

The results of the overlay visualization from VOSviewer reveal the development of concepts and themes related to New Public Management (NPM) in bureaucratic transformation over time. The main difference between the visualization results in this image and the previous image lies in the time dimension, colour representation, and the level of readability of the relationships between concepts. The latest image shows a colour scale in the lower right that shows the development of the concept from 2005 to 2020. Yellow indicates a term appearing more recently, while blue indicates an older one. On the other hand, there is no time indicator in the previous image, so it only shows the relationship between concepts without showing their temporal development. In addition, in recent visualisations, colours are not only used to describe thematic groups but also serve as an indicator of the time of the emergence of concepts. Meanwhile, the previous image prioritized the grouping of concepts in several clusters, including green for New Public Management, red for classic bureaucracy, and purple for the health sector.

The level of readability of the relationship between concepts is also a differentiator between the two images. In the previous visualization, the relationship between concepts is shown more densely and with a more emphatic line, making the relationship between terms easier to identify. On the other hand, in the latest image, some concepts look faded due to the overlay effect by year, so it requires more attention to reading the overall concept relationship. In terms of the focus of the analysis, the first image is more suitable for understanding the structure of the relationship between concepts in the study of New Public Management. In contrast, the second image provides additional information about the temporal development of these concepts. Thus, the first image is more effective for structurally conceptual relationship analysis. In contrast, the second image is more helpful in observing the trend of concept development in the study of New Public Management.
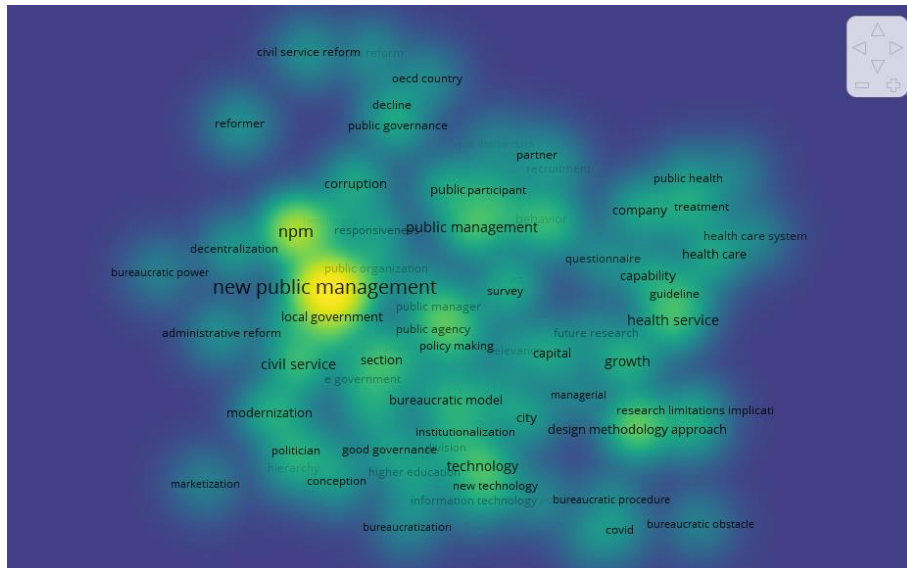
Figure 3. Density Visualization

The results of this visualization show the intensity and density of terms relevant to bureaucratic modernization. New Public Management (NPM) is displayed in the centre in bright yellow, indicating that this concept is the main focus and is often discussed. This underscores the important role of NPM in bureaucratic reform, especially in emphasizing the principles of efficiency, results orientation, and professionalism to improve the quality of public services. This concept has a close relationship with other terms, such as public management, civil service, and modernization, which suggests that bureaucratic reform is highly dependent on the application of modern public management principles. In the context of Ternate City, this reflects a real effort to build a public service system that is more responsive, efficient, and by the needs of the community.

Furthermore, terms related to bureaucratic transformation, such as bureaucratic model, good governance, modernization, and technology, also show significant density. This reflects the importance of updating traditional bureaucratic models by implementing good governance practices and integrating modern technology. For example, the concept of modernization and good governance seems to be the main pillar in the bureaucratic reform process of Ternate City, where the implementation of transparent, accountable, and participatory governance is expected to be able to improve administrative processes that previously tended to be slow and unresponsive. Terms such as technology and e-government also have a fairly high density, confirming the important role of digitalization in bureaucratic transformation. Digital technologies, such as data-based systems and electronic platforms, have become a global trend to facilitate public access to public services. With the existing geographical challenges, the City of Ternate can use this technology to increase efficiency and reach people who have difficulty getting public services.

In this context, the implementation of e-government is a strategic step to overcome geographical and administrative barriers. In addition, the emergence of terms such as

health services, health care, and public health with significant density shows that the health sector is also a concern in the context of bureaucratic reform. This is increasingly relevant, especially during a pandemic, when the Ternate City government must provide equitable and quality health services. The pandemic has accelerated bureaucratic transformation by adopting technology in healthcare services and policies responsive to emergencies. However, some challenges can be seen in terms of hierarchy, bureaucratic barriers, and bureaucratization. The green colour in these terms indicates that although the frequency is not as high as the main term, the barriers stemming from hierarchical structures and resistance to change remain a significant issue. This shows the need for a strategic approach to address these barriers, especially in implementing reforms at the local level.

Transitioning from traditional bureaucracy in public management models, moving from Weber's ideal bureaucracy to NPM, involves reducing state involvement in direct service provision, aiming for greater efficiency and flexibility (Geodecki, 2017). However, incorporating elements of public governance addresses the limitations of NPM and ensures a balanced approach. The application of NPM in Public Service Transformation has been controversial, with claims that import practices from the private sector may clash with core public values (Lapuente & Van de Walle, 2020). The success or failure of NPM reforms depends on administrative, political, and policy context. NPM has diffused across sectors and globally, mutating to become modern and coexisting with alternative models of managing public services (Lapsley & Miller, 2024). The NPM model impacts organizational structures and processes; there is a movement toward a public service-oriented government that prioritizes public interest, social justice, and community engagement. Combining NPM's market-driven efficiencies with digital-era governance innovations can enhance transparency and accountability while maintaining service quality (Satriannisa et al., 2024).

DISCUSSION

Overview of Bureaucratic Modernization in Ternate City

Overview of Bureaucratic Modernization in Ternate City The modern bureaucracy evolved from a rigid hierarchical structure to a more flexible and adaptive system. This transition involves incorporating modern management concepts and operational mechanisms that drive sustainable urban development (Mutiarin et al., 2024). Bureaucratic modernization in Ternate City can be analyzed through various theories of public governance and bureaucratic reform. The New Public Management (NPM) theory, reviewed by Hood (1991), emphasizes a shift from a traditional hierarchical bureaucracy to a more flexible, efficient, and performance-oriented system. The theoretical framework suggests that modern bureaucracies must balance traditional structures with innovative practices to remain effective. The City of Ternate has taken various steps to improve the quality of public services through the implementation of e-government, digitization of the services of the One-Stop Investment and Integrated Services Office (DPMPTSP), as well as strategic partnerships with the private sector. In its e-government efforts, the Ternate City Government uses digital technology to build a new bureaucratic

mechanism that aims to improve the efficiency, transparency, and accessibility of public services. One form of digitization of DPMPTSP services is developing an online portal that allows the public to take care of permits and investments online. The Easy and Integrated Investment Permit System (SI IMUT) makes it easier to submit Business Identification Numbers (NIB) and other related documents, making the process faster and more accessible.

In addition, the government is also actively establishing partnerships with the private sector, such as collaborating with PT. Malut Sejahtera (MMS) in the rehabilitation of the Gelora Kie Raha Stadium. This collaboration not only improves sports infrastructure but also supports the revival of football in Ternate. Through these various initiatives, the City of Ternate is committed to realizing public services that are more efficient, transparent, and responsive to the community's needs. The City of Ternate has initiated various steps to improve public services through e-government, digitization of the Investment Office and One-Stop Integrated Services (DPMPTSP) services, and partnerships with the private sector. The initiative aims to improve the efficiency, transparency, and accessibility of government services in line with national and global trends in digital governance. This effort demonstrates the government's commitment to utilizing technology to create better governance and encourage community involvement.

In the implementation of e-government, the City of Ternate utilizes Information and Communication Technology (ICT) to streamline government processes, making services more efficient and accessible. This step is in line with the national strategy that aims to improve public services through digital platforms, as well as encourage online interaction between the government and the public to increase transparency and accountability (Farida & Lestari, 2021). In addition, the digitization of DPMPTSP services is one of the main focuses of Ternate's digital transformation. Governments are leveraging technology to improve efficiency and accessibility, despite facing challenges such as limited internet infrastructure and digital literacy gaps. Investment in digital infrastructure and literacy programs is part of the strategy to overcome these barriers and ensure the sustainability of digital-based public services (Adni et al., 2024). Modern governance must adopt a technology-based approach to increase transparency and community engagement. These efforts also contribute positively to community satisfaction, as well as strengthen the relationship between the government and citizens (Dewi, 2025)

The adoption of e-government and ICT can significantly improve transparency, accountability, and citizen engagement. Empirical studies show that while ICT can enhance e-government services, its success depends on the adoption by government officers and the integration of traditional activities (Firdaus et al., 2024). In Ternate City, the Government has developed many digital applications to improve governance to be more responsive and transparent in line with the principles of agile governance where it can build a digital platform for services such as document submission, tax payment, or problem reporting, making it easier for the public to access these services, besides that

this is also a concrete step in the application of this technology which aims to increase transparency and efficiency in the bureaucracy. The Agile Governance approach, with its literative characteristics, provides the right framework to ensure that the adoption of technology takes place well and meets the community's needs. These applications include:

Table 1. Different Types of Applications in the Ternate City Government

Application Name	Main Purpose & Functions	Category
Urus Gercep	Making it easier for the community to take care of papers quickly and efficiently	Public Service
Om Pala	Improving the Procurement Governance Index (ITKP) by monitoring the progress of SiRUP in real-time and connecting with Telegram.	Procurement Transparency
Pandara	A digital database that supports research and innovation activities in Ternate City.	Data & Research
Si Pelan	Facilitate the application and management of road use permits.	Public Licensing
LPSE	Facilitate the process of electronic procurement of goods and services to ensure transparency and accountability.	Procurement of Goods/Services
JDIH	Providing easy access to legal information and documentation in Ternate City.	Law & Regulation
LENTERA	Providing employment-related services electronically for workers and employers.	Employment

TKD	Displaying regional financial information transparently so that the public can monitor the use of the regional budget.	Financial Transparency
Pamong Izin	Facilitating investment licensing and one-stop integrated services for business actors and investors.	Business Licensing
Lapor	A platform to convey people's aspirations and complaints online, which relevant agencies follow up.	Community Complaints
JAGA	Preventing corruption through transparency and public participation as part of the KPK's initiatives.	Corruption Prevention
Baku Dasi	Improving tax reporting and accountability in the management of regional finances and assets.	Accountability & Taxes

Source: Processed by Author (2025)

In the context of e-government, the Technology Acceptance Model (TAM) theory proposed by (Davis, 1989) explains that the success of technology adoption in government is highly dependent on the perception of perceived ease of use and perceived usefulness. Therefore, the City of Ternate, which implements a digitalization system in public services, needs to consider these factors to ensure the acceptance of technology by the community and the state civil apparatus. Public-private partnerships (PPPs) also play an important role in supporting this transformation. The private sector provides technology and resources to strengthen the e-government system, thereby improving the overall effectiveness of services (Agbozo, 2019). However, several challenges, such as digital literacy, limited infrastructure, and privacy issues, are still obstacles that need to be overcome. Sustainable investment, policy adaptation, and the involvement of local communities and stakeholders are essential to ensure the long-term success and inclusivity of digital public services in Ternate City.

Application of New Public Management Principles

The concept of "Reinventing Government" proposed by (Osborne and Gaebler, 1992) emphasizes the importance of government that is more innovative, market-oriented, and responsive to the needs of society. In Ternate City, this principle is reflected in efforts to digitize public services and collaborate with the private sector to improve service efficiency. In addition, the principal-agent theory put forward by (Jensen and Meckling, 1976) can be used to analyze the relationship between the government as a service provider and the community as a service recipient, where oversight and accountability mechanisms are crucial to ensure the effectiveness of policy implementation. (Behn, 2001) in his theory of Performance-Based Accountability highlights that results-based performance measurement is a major factor in bureaucratic reform. The City of Ternate has adopted an evaluation system based on performance indicators to improve government accountability. In addition, the Decentralization theory proposed by (Rondinelli, 1981) shows that the distribution of authority to local governments can increase the effectiveness of public services. The application of the principles of New Public Management (NPM) aims to integrate management practices from the private sector into the public sector. This step is expected to increase public service efficiency, effectiveness, and responsiveness. An example of the implementation of this principle can be seen in the community-based waste management program in Ternate City, where the community is given a more significant role in environmental management. The following is an explanation of the NPM principle and examples of its application in the city of Ternate:

Integrated Digital Services

The Ternate City Government has committed to improving public services by implementing various technology-based initiatives and community empowerment. One of the strategic steps is the development of integrated digital services, which is realized through the launch of an online public service portal. This portal allows citizens to access government services such as licensing, tax payments, and health services without the need to come directly to government offices. The application and complaint status tracking feature lets the public monitor the service process transparently. In addition, a user-friendly mobile application is also provided to make it easier for residents to report infrastructure problems or submit official documents only through smartphones. Although these changes provide faster and more transparent services, not all levels of society can feel the benefits. For example, residents in coastal areas and the elderly often experience difficulties due to a lack of understanding of technology. This makes them feel marginalized from the system that was supposed to serve them.

Community-Based Waste Management

In environmental management, community-based waste management is the main focus. The waste bank program in each village allows residents to exchange waste that has been sorted for points that can be used for daily needs. This program is managed by the local community with full support from the government. To raise awareness of the importance of waste management, the government routinely conducts socialization and

education through schools and communities, in collaboration with Non-Governmental Organizations (NGOs) and local organizations. The campaign includes training on sorting waste and the benefits of recycling for environmental sustainability. However, this policy also causes conflicts, especially due to the increase in the cleaning levy rate, which is felt to be burdensome for the community. Meanwhile, the services provided are not optimal. In some areas, piles of garbage are still often seen, so residents feel that they do not get a value comparable to the costs they incur.

Business-Based Tourism Management

The City of Ternate implements a tourist destination management approach that prioritizes efficiency, profitability, and professional development to increase tourist attraction while encouraging local economic growth. The city of Ternate has a variety of tourist potentials, ranging from stunning natural beauty, such as Lake Tolire and Sulamadaha Beach, to rich historical sites, such as Tolukko Fort and Oranje Fort. To optimize this potential, the Ternate City Government implements a business-based approach, often involving collaboration with the private sector. Through this collaboration, they seek to develop tourism facilities, improve service quality, and promote destinations in both domestic and international markets. However, this business-based approach is not without challenges. One of them is the increase in entrance ticket prices, which often burdens local people, especially those who live near tourist destinations. In addition, indigenous peoples who have cultural ties to tourist sites sometimes feel that their cultural values have been commercialized without gaining comparable benefits.

Transformation Impact

The transformation of the implementation of New Public Management (NPM) principles in Ternate City has resulted in significant improvements in terms of public service efficiency and community satisfaction, despite being faced with various challenges in its implementation. One of the most noticeable efficiency improvements is the digitization of public services, which allows people to quickly and easily access various services, such as licensing, tax payments, and document submission through online portals and mobile applications, without the need to visit government offices. In addition, community-based waste management initiatives, such as the waste bank program, have successfully reduced government operational costs while providing economic benefits to citizens. The use of real-time performance dashboards also allows for monitoring of the achievements of Regional Apparatus Organizations (OPDs) so corrective actions can be taken immediately. On the other hand, service transparency contributes to increased public satisfaction, which is demonstrated through tracking of application status and a transparent performance dashboard. Easy access through mobile applications and community empowerment in education and waste management programs also strengthen the sense of shared responsibility and create satisfaction for residents' contributions to environmental sustainability.

The E-Government Development theory described by (Heeks, 2006) states that the success of digital transformation is highly dependent on the readiness of infrastructure

and digital literacy of the community. The city of Ternate faces several challenges, including limited internet access in several areas and low digital literacy among the community. This emphasizes the need for technology integration with adequate bureaucratic capacity so that the digitalization of public services can take place effectively. In the context of government-private partnerships (PPPs), the Public-Private Partnership (PPP) theory put forward by (Grimsey & Lewis, 2004) explains that private sector involvement in the provision of public services can improve efficiency but still requires clear regulation to maintain a balance between public interests and private sector profits. In Ternate City, a collaboration with PT. Malut Sejahtera's implementation of this model in infrastructure rehabilitation is an example. Furthermore, the theory of Digital Era Governance discussed by (Dunleavy et al., 2006) emphasizes that modern governance must adopt a technology-based approach to increase transparency and community engagement. Therefore, the City of Ternate can strengthen bureaucratic reform by applying these principles to reduce redundant bureaucracy and increase efficiency in public services. With this strategy, it is hoped that the implementation of NPM in Ternate City can produce more efficient, transparent, and responsive governance to the community's needs.

CONCLUSION

The modernization of the bureaucracy in Ternate City, through the application of New Public Management (NPM) principles, has brought significant changes in public services. This approach is characterized by the adoption of digital technology, community empowerment, and performance measurement based on clear indicators. The implementation of e-government, digitization of the services of the One-Stop Investment and Integrated Services Office (DPMPTSP), as well as community-based waste management, reflect the government's commitment to improving efficiency, transparency, and accessibility of services. In addition, these efforts also contribute positively to community satisfaction, as well as strengthen the relationship between the government and citizens. However, this study has some limitations that need to be considered. First, this study emphasizes more on the policy aspects and implementation of bureaucratic modernization without conducting an in-depth analysis of the long-term economic and social impacts of the implementation of NPM. Second, there is a limitation of primary data because the majority of the information used is sourced from policy documents, official reports, and limited interviews, so it does not fully reflect the perception of the public at large. Third, this study has not comprehensively explored comparisons with other regions that have applied similar concepts, so the generalization of the findings is still limited to the context of Ternate City.

For future research, a more comprehensive study with a quantitative approach is needed to measure the real impact of NPM implementation on bureaucratic efficiency and public satisfaction statistically. Future research is also expected to delve deeper into aspects of data governance, digital security, and the long-term impact of public service transformation on social welfare and regional economic growth. With the right

strategies, such as strengthening digital infrastructure, public education, partnerships with the private sector, and strengthening data security regulations, this transformation process is expected to continue towards better governance. Through the application of adaptive and innovative NPM, Ternate City is expected to become a model of success in modernizing bureaucracy that is efficient, responsive, and community-oriented, as well as providing public services that are comparable to global standards.

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