

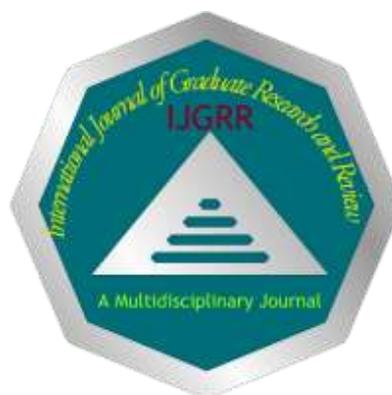


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## Research Article

# The Behavior of Bureaucratic Apparatus in Public Service of Poso District Drinking Water Company

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### Abstract

Quality public services in developing countries such as Indonesia are difficult to find, especially in public sector organizations. Researchers see the problem caused by service providers, in this case, the bureaucracy that is not functioning properly. This study aims to determine and examine the behavior of the bureaucracy in public services in the Poso District Drinking Water Company, Central Sulawesi Province, Indonesia. This type of research is descriptive qualitative so that it uses informants. The research informants were determined purposively. The results showed that bureaucratic behavior consisting of individual characteristics already showed emotional and motivation in serving, as well as decision making following standard operating procedures. However, related to the individual characteristics, different perceptions can still be seen which cause problems in the service. Meanwhile, bureaucratic behavior from organizational characteristics shows that employee development has been carried out through education and training, in which the organization permits to attend education, but uses personal costs, while training has been carried out based on the main duties and functions of employees. Then the changes are made through collaboration with related institutions to improve the quality of service from the bureaucracy. Based on the overall results, the finding that becomes a novelty in research is its relation to public services, bureaucracy is merely providing services without thinking about customer satisfaction.

**Keywords:** Behavior; Bureaucracy; Bureaucratic Behavior; Public service.

### Introduction

The low quality of public services in Indonesia is still considered a normal thing, including services in local governments and this, is different from public services in developed countries. Public services in Indonesia to date indicate something uncertain in terms of time, cost and procedure (Dwiyanto, 2008). The local government system in Indonesia has changed from a very hierarchical (centralized) government to decentralized (Sujarwoto, 2012). Decentralization emphasizes regional governments to regulate their regions, including in the provision and delivery of services to facilitate and improve public services in the regions.

Public services cover a wide range, even to the service carried out by the state in general. Public services in various

countries also vary, including in developing and developed countries. One example is that local governments in developed countries such as China are building local governments whose orientation is service, the goal is that public services are more efficient so that they can automatically increase the capacity of local governments (Jun *et al.*, 2014). Furthermore, the existence of public service information through the perception of transparency on government websites indirectly increases perceived service capacity (Jun *et al.*, 2014).

Demands for services continue to change based on community needs in the era of globalization (Hadiyati 2014). In developing countries like Indonesia, quality public services are hard to find, especially in public sector organizations. Researchers see the problem caused by

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service providers, in this case, the bureaucracy that is not functioning properly. The existence of political institutions (government) and society can be connected through bureaucracy based on their functions (Wise 2004). Understanding of bureaucratic behavior is still low in developing countries (Oliveros and Schuster, 2018). Distorted bureaucratic behavior can still be seen, especially in public services, even the misuse of state assets? The bureaucrats (civil servants) have a fast response to the political apparatus (government), in contrast to their response to the community that happens otherwise (Lapicciarella, 2015).

Meanwhile, it is very important to provide quality services in public sector organizations, especially in developing countries (Hadiyati 2014). Indonesia is a developing country with public services carried out by the bureaucracy. Bureaucracy has an important role in human life (Syafuruddin and Alwi, 2015). But bureaucracy is a form that does not change from the bureaucracy that is slow and negligent based on control from outsiders (Wood and Waterman, 1993) because bureaucracy is inefficient (Lapicciarella, 2015). That makes research in developing countries that focus on bureaucracy increase in number (Fukuyama, 2014). Achievement of performance and public interest gets its value from studies related to bureaucracy (Wise, 2004).

This research was conducted at the Poso District Water Supply Company, Central Sulawesi Province, Indonesia. Public services in the regions have been done for a long time and even the central government has given authority to regional governments through regional autonomy (granting authority) in public services. The recipient of public services is now closer to the regional government through decentralization, so it will make the service recipient active in demanding quality because the local government is responsible for this (Sujarwoto, 2012).

Various studies have been conducted relating to bureaucratic behavior in public services. Previous studies have characteristics, because of differences in the location of research so that the results are also different. Previous studies have examined several theories in conducting analysis, but have differences with this research, especially on the use of theories and analytical methods. This study adopts the theory of behavior proposed by (Robbins, 2015), which explains that the interaction of individual behavior and organizational behavior is a process to achieve organizational goals. If the individual's behavior is related to emotions or moods, motivation, perception and decision making. Organizational behavior is related to human resource management and change practices. The theory is associated with the concept of bureaucracy, so this research focuses on bureaucratic behavior in public services.

Public services as one of the government activities that are always a concern of the community. The quality of government public services in the regions is seen from several basic components, namely basic education, health and general administrative services (Sujarwoto, 2012). This research focuses on basic administrative services related to public services in the Regional Water Supply Company of Poso District, Central Sulawesi Province, Indonesia.

## Literature Review

### *Bureaucracy Behavior*

Bureaucracy is a large-scale organization that has a task and a coordinating system in completing administrative tasks and bureaucracy has characteristics that include specialization, a hierarchy of authority, a system of rules, and impersonality (Blau, 1956). Bureaucracy has an important role in human life (Syafuruddin and Alwi, 2015). Bureaucracy plays a role in all aspects of human life, so bureaucracy needs to implement a form of ethical behavior. The findings show that bureaucratic behavior is influenced by political institutions such as government, power, and policy (Wood and Waterman, 1993). Bureaucratic behavior emphasizes general behavior resulting from the activities and policy processes in the bureaucracy (Yusuf *et al.*, 2017). The quality of services to the public, the quality of democracy and the level of corrupt behavior are influenced by bureaucratic behavior (Oliveros and Schuster, 2018). The behavior of the bureaucratic apparatus is essentially the result of bureaucratic interaction as a collection of individuals with their environment (Thoah, 2005), the process of achieving organizational goals (Robbins, 2015).

### *Public Service*

Quality of service is an important element for institutions in local government in providing services to the community (Kaliannan *et al.*, 2014). Government organizations in the past few years paid little attention to service quality or response to customers (Teicher *et al.*, 2002). This has caused public dissatisfaction with the public services provided by the government. Providing incentives to service providers can direct good behavior that can reduce dissatisfaction (Sujarwoto, 2012), meanwhile, the government is responsible for improving the lives and welfare of the community by providing services (Kaliannan, *et al.*, 2014).

## Research Methodology

This type of research is descriptive qualitative. The qualitative descriptive study aims to put forth a comprehensive summary, related to the daily circumstances and events experienced by these individuals and groups of individuals (Lambert and Lambert, 2012). There are two types of qualitative data collection methods, namely participant observation and in-depth interviewing (Bogdan and Biklen, 1997).

Sampling requires important information so that the quality of research improves (Suri, 2011). Important information was obtained from research informants, especially key informants. Key informants are sources that provide information and have the expertise (Marshall, 1996). Sampling that aims to enrich information requires a way that can help get to key informants (Suri, 2011). For this reason, it is necessary to determine the sample purposively. Based on the sampling technique, this research informant was determined which consisted of; Head of Regional Water Supply Company, Head of Section 1 person (Head of Field Relations), Head of Subdivision 2 people (General and Personnel, Head of Distribution Subdivision), 2 ordinary employees (distribution and technical staff) and 6 people directly involved people representing (business people, traditional community leaders, PKK, politics and youth).

## Result and Discussions

### ***Bureaucratic Behavior of Individual Characteristics: Emotion, Motivation, Perception and Decision Making***

Individually, bureaucratic behavior is seen from the aspects of emotions/moods, motivation, perception and decision making. The emotional/mood aspects of this study indicate that emotionally individual characteristics of bureaucratic behavior in service in the Regional Water Company have shown emotions that lead to polite bureaucratic behavior. Bureaucracy in the Poso District Water Supply Company is demanded to be polite to customers. Emotional attitudes are shown through acting on the surface, by hiding feelings inside and hiding emotional expressions in response to rules. The services that are expected by the community must be as needed, if there is a need for the community and bring information about the service, then it is responded with friendly, polite. However, it is recognized that the Poso District Water Supply Company has technical obstacles, that is, water that is flowed to the source community from the river, where the river is full of garbage, and if the river overflows, it will affect the water debit and watercolor.

Every bureaucratic apparatus is important to show relaxed and relaxed behavior in facing criticism from customers, because it is a form of motivation for the government to make improvements, and in general bureaucratic behavior in providing services has been shown with positive behavior to all customers of the Regional Water Supply Company in Poso Regency. However, some services are less satisfying to customers. The community considers that the services provided are not yet consistent in terms of communication, because the situation at hand does have differences in treatment between one and the other. Sometimes customers are also difficult to regulate, for example, it is difficult to queue concerning public services at the Regional Water Supply Company in Poso Regency. It is this behavior that makes Indonesian society known as an orderly society.

Neither the people who get power / their officials do not want to queue and they immediately carry the name of the office, this behavior is what damages the system in the bureaucracy.

The motivation aspect shows that bureaucratic behavior in public services has a strong motivation to serve the community and its interests, not related to power but how the services provided can satisfy the community. Public administration practitioners believe that not all individuals want to do public services (Brewer *et al.*, 2000). The results of this study indicate that the behavior of the apparatus is not yet motivated to provide fast service, because there is no visible motivation of the apparatus in conducting socialization about matters relating to customer obligations and the limitations of facilities and infrastructure that are owned also become an obstacle in quality service. Regarding motivation in public services, employees who work in public organizations have different goals than employees who work in the private sector (Houston, 2000). In the private sector, employees are required to do the best service to the satisfaction of their customers, while the public sector is slightly different. There is a need for reasons that suspect the evaluation of services provided by the government is biased because they do not use quality indicators in their measurements (Chingos *et al.*, 2010). This can be seen from the services provided by the Regional Drinking Water Company in Poso Regency, which only wants to meet the needs of clean water, but in reality, the water received by the community is not in line with expectations because the water flowing from the river and is dirty and is likely to be contaminated with trash and community waste. This situation made the community took the initiative to make a shelter and make their springs and the impact of services that have not been maximized. In connection with community complaints, it is necessary to anticipate the need for clean water in Poso City.

The customer satisfaction survey is the government's concern, namely service quality, but does not see other factors that can determine customer quality such as something is seen and not between reality, perception and expectations (Van de Walle and Bouckaert, 2003). Clean water service providers and providers must be motivated to develop clean water supply systems so that the community can be served well and evenly and can be fulfilled for the next few years. The motivation for public services can support the behavior of employees in trying to make the services provided can be appreciated by the community (Francois 2000). Many ways to motivate employees at companies especially to increase their productivity is to provide good salaries and incentives (Hattab, 2017). If this is good, then the employee will get job satisfaction. This means that employees' motivational behavior to carry out their duties properly if employees get satisfying incentives, especially in providing services to the community.



The aspect of perception in this study shows that the views of service providers, in this case, the Regional Water Supply Company of Poso Regency, and the community as their customers are slightly different. Differences occur in perceptions in services, where employees assume that the services provided are of high quality, while the community considers that the services provided are still unsatisfactory. This is a fact on the ground that different perceptions can lead to gaps that result in each individual having selfish views and attitudes. Lack of evidence about community perceptions of services provided by the government, especially the quality of services provided by local governments based on facts (Chingos *et al.*, 2010). The reality on the ground shows the limitations of facilities and infrastructure, the existence of service uncertainties, including information about the length of service, convoluted technical requirements, and the lack of fairness in service. This gives rise to different perceptions and certainly creates gaps. Public perceptions about the quality of services provided and provided by the government have different levels of accuracy (Chingos *et al.*, 2010).

The community's perception of service in the Poso District Water Supply Company is in principle different because the service providers have not been maximally able to meet the needs of the community, sometimes the water does not flow, smells bad, even at the time of payment they do billing if it is late, but the community in general not paying because they assume that their rights have not been fulfilled, so they have to postpone their obligation to pay. Conversely, if the community is in arrears, the service provider gives a warning three times to the point of sealing. This shows that the Poso District Water Supply Company behaves unfairly to its customers. There are even statements that should not be said by service providers, for example, "if you are tired / don't want to be patient just stop using water sourced from the Regional Water Company". This is an unethical response of the apparatus so that the community also makes statements that do not need to be spoken, and this has an impact on the bureaucratic behavior in the Regional Water Supply Company of Poso Regency which is considered as negative behavior by the community as a customer.

The decision making aspect shows that the Poso District Water Supply Company in making a decision does not disregard the will of the community, but the decision making always refers to problem-solving and based on the vision and mission or the Operational Standards of the Poso District Water Supply Company Procedure, whose aim is to avoid the interests in make decisions. Decision making in the public interest is influenced by stakeholders who sometimes conflict, overlap, and have competition that has long existed within the organization (Ya *et al.*, 2007). This is different from the decision making in the Regional Water Company, because in making decisions the stakeholders do not necessarily blame the community, but they still look at

the situation and conditions in the field, then make decisions by applicable regulations.

#### ***Bureaucratic Behavior of Organizational Characteristics: Human Resource Management and Change Practices***

This study limits the two aspects that become a measurement tool to know the behavior of bureaucracy in service in the Regional Water Supply Company of Poso Regency, namely aspects of human resource management and change practices. The aspects of human resource management in this research focus on development. The results showed that the Poso District Water Supply Company plans and develops human resources through education and training. The reason is that the employee's human resources are the most important factor and largely determines the achievement of the vision and mission of the institution and if the apparatus has the ability and knowledge, then automatically in providing better and quality services. The results of the research on the development process were carried out with education and training.

Based on the aspect of education, human resources in the Poso District Water Supply Company is only supported through licensing, but in the case of funding, it is not provided. The influence of bureaucratic structure in developing countries on bureaucratic behavior is still lacking (Oliveros and Schuster, 2018). This means that in improving the ability of individual employees, employees are not supported by the budget but use personal budgets and this is an obstacle for each individual, so the goals for development through education are still constrained and have an impact on bureaucratic behavior in the Regional Water Company. Bad behavior from the government bureaucracy often arises because of the wrong mindset, which encourages officials to take actions that are not following the aspirations and desires of citizens (Dwiyanto 2008). For training, employees have been allowed to attend training related to their main duties and functions, but understanding after attending training has not been able to support services to the community due to low-quality education and minimal knowledge.

The change aspect shows that the Poso District Water Supply Company is trying to make changes from various aspects that can support clean water services to the community. The first attempt was made by collaborating with other agencies to increase water production from 5 points in the Poso District, namely the branches of Tentena, Wuasa, Pendolo, Tambarana, and Gintu. Each branch has a different level of water capacity, so the distribution is also different. The Government through the Regional Water Supply Company seeks to make changes gradually to improve the functionality and quality of services that meet the needs of the community, for example from the distribution of clean water by adding a fleet that can

transport water to the place or house of the community. However, the community has their judgment, even though the community considers that the services provided have changed, namely water production has increased, but the water provided has not satisfied the community, because the water quality is not in line with the community's expectations because the water distributed is sometimes turbid or dirty.

## Conclusion

The results showed that the behavior of the bureaucracy in public services in the Poso district drinking water company was not in line with the expectations of the community as customers. Bureaucratic behavior of individual characteristics shows that emotionally, employees understand customer conditions and have empathy for customers, and employees have motivation in making improvements to services, and decision-making has been done based on conditions on the ground and following existing operational standard procedures. However, there are differences in perceptions that lead to gaps in services, such as employees seeing that the services provided are of high quality, while the community considers the services provided to be very poor, because the community receives water services sourced from dirty and dirty river water, as well as service facilities and infrastructure inadequate, even the company does not flow water to customers' homes.

Bureaucratic behavior of organizational characteristics shows that public services in the Poso district drinking water company have developed human resources through education and training. Educational development is only through the granting of licenses but does not provide an education budget, whereas training has been carried out by involving employees in training in accordance with their main duties and functions. In the aspect of change, the Poso District Water Supply Company has made changes through cooperation with several branches in the Poso Regency with the aim of increasing water distribution, but there have been obstacles due to the very low quality of the water being distributed.

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