

BUREAUCRATIC REFORM, PUBLIC SERVICE PERFORMANCE, AND CITIZENS' SATISFACTION: THE CASE OF YOGYAKARTA, INDONESIA

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Abstract. *Some researchers have assumed that bureaucratic reform could improve citizens' satisfaction. This study examines the impact of some aspects of bureaucratic reform on public service performance and citizens' satisfaction, including: organizational structure, business process, human resources, law and regulations, supervision, accountability, and work culture. This study employed a quantitative method to collect and analyze data from 279 respondents who received licensing services from the government agencies of the regencies and the city governments in the Special Region of Yogyakarta in 2019. The findings of this study show that organizational structure, accountability, and work culture positively and significantly influence performance.*

Moreover, accountability, work culture, and performance positively and significantly affect citizens' satisfaction. Conversely, business processes, human resources, law and regulations, and supervision do not positively and significantly influence performance. Furthermore, human resources do not positively and significantly affect citizens' satisfaction. The results of this study contribute both theoretically and practically to the wider academic field.

Keywords: *bureaucratic reform, public service performance, and citizens' satisfaction.*

Reikšminiai žodžiai: *biurokratinė reforma, viešosios paslaugos ir piliečių pasitenkinimas.*

Introduction

Since the beginning of the 2010s, the Indonesian government has been aware of the critical policy of reforming government bureaucracy to improve public service performance and citizens' satisfaction. Presidential Regulation No. 81, 2010, regarding the grand design of bureaucratic reform, and The Minister of State Apparatus and Bureaucratic Reform Regulation No. 39, 2012, issued policies for changing organizational structure, business process, human resources, law and regulation, supervision, accountability, and work culture in central and local governments. The government socialized these policies through mass media so that citizens were aware of their implications.

Considerable research has been undertaken in Indonesia regarding bureaucratic reform, government performance, and citizens' satisfaction with public services. Numerous studies have reviewed the bureaucratic reform policy for realizing good governance (Naibaho 2017; Umar 2019; Ishak, Hasibuan, and Arbani 2020; Wahyurudhanto 2020). Subanda and Prabawati (2017) determined the form of organizational restructuring as a form of bureaucratic reform in Bali, and other studies have highlighted the effect of institutional or structural mindset changes on efficiency and effectiveness in the provision of public services (Hidayati 2017; Hapsari, Nurhaeni, and Sudarmo 2018; Faedlulloh, Yulianto, and Karmilasari 2021). The impacts of changes to decentralization and legislation on public services have been considered (Roudo and Chalil 2016; i.e. an increase of inequality/disparity among districts. To deal with this problem, Minimum Service Standards (MSS Ramadhan and Rahayu 2021), and a study that adopted the SERVQUAL concepts found significant differences between expected and perceived services (Yudiatmaja, Alfiandri, and Hidayat 2017).

Although they have provided various explanations in the Indonesian context, most studies have been limited to only partially discussing bureaucratic reform issues; there have been no comprehensive studies that have evaluated all aspects of bureaucratic reform. This study fills gaps in understanding these issues by concentrating on aspects of bureaucratic reform, public service performance, and citizens' satisfaction. It aims to quantitatively test the impact of the variables of organizational structure, business process, human resources, law and regulation, supervision, accountability, and work culture on public service performance and citizens' satisfaction. This study answers an essential question: what is the extent of the impact of aspects of bureaucratic reform on public service performance and citizens' satisfaction?

This article consists of four sections. The introductory section addresses the importance of bureaucratic reform policy, public service performance, citizens' satisfaction, and the research gaps within those themes. The second part of this study is a literature review, and the third section describes the methods and techniques used for the analysis of the data. A discussion on the results of the study then follows, and this final section includes the conclusion, the theoretical and practical implications, and the limitations of the study.

Literature Review

Bureaucratic Reform

Organizational structure reform (OSR). Scholars have identified that institutional rearrangements improve performance (Torfing, Sørensen, and Røiseland 2019), and that the transformation of the organizational structure of Philippine local government improved public service performance (Teng-Calleja et al. 2017) enablers and outcomes of organizational transformation in Philippine local governments. We combined a multi-case study research design and backward mapping approach in collecting and analysing narratives from 55 leaders in 9 Filipino local government units (LGUs). Besides this, Johari and Yahya (2019) proved that organizational structure influenced performance in Malaysia. Other studies have also shown that an appropriate organizational structure can help performance (Fu and Chang 2019; Jacobsen and Johnsen 2020; Nitzl et al. 2020; Fauzi et al. 2021).

Business process reform (BPR). “Business process” refers to organizational systems, mechanisms, methods, techniques, and the application of works (Naibaho 2017), and a new system, procedure, or operation can improve organizational performance (Han and Kim 2017; Bhatti et al. 2020; Knight and Parker, 2021). Matei, Matei, and Lazar (2016) showed that local agencies in Romania used a managed public–private partnership to improve public service performance and citizens’ satisfaction.

Human resources reform (HRR). Human resource management constitutes practical action towards an organization’s staff, which includes: planning, recruitment, selection, training, performance, and assessment. The quality of human resources has been demonstrated to promote residents’ satisfaction in Pakistan (Sattar, Ahmad, and Hassan 2015). Emhan, Tongur, and Turkoglu (2016) showed that the social capital and organizational commitment of employees influenced performance in tax offices in Turkey. The influence of the quality of bureaucratic personnel on citizens’ satisfaction in Swedish municipalities has been confirmed by Dahlström, Nistotskaya, and Tyrberg (2018). Other studies have shown that leadership style and human resource management impact organizational performance (Ouakouak, Zaitouni, and Arya 2020; Anwar and Abdullah 2021).

Law and regulation reform (LRR). “Law and regulation” refers to the rules that governments issue in new legislation programs for implementing bureaucratic reform (Naibaho 2017). New rules and regulations were shown to enhanced governmental performance in Indonesia (Kadir 2018), and the introduction of new laws enhanced organizational performance elsewhere (Torfing, Sørensen, and Røiseland 2019; Parast and Shekarian 2019; Arokodare and Asikhia 2020; Betton et al. 2021).

Supervision reform (SR). Supervision is the act of a superior in directing subordinates to complete a job correctly (Rustianawati, Kustono, and Wardawati 2017), and these activities of supervision improve organizational performance (Molina 2016). Fernandes and Fresly (2017) found that public leaders play a positive and significant role in increasing the quality of public service performance in Indonesia, and other studies have shown that supervision influences performance (Akbar, Akbar and Mukhtar 2019; Ambrose and Ganegoda 2020; Salehi, Bazrafshan, and Hosseinkamal 2021).

Accountability reform (AR). Accountability can come in the form of a report made by an actor or government and submitted to another party responsible for its policies or actions (Brinkerhoff and Wetterberg 2016). Experts have established that the accountability system enhances trust from citizens to the government, influences citizens' satisfaction (Dong, Cui, and Christensen 2015), and improves the performance of organizations and public services (Charbonneau, Bromberg, and Henderson 2015; Rana et al. 2019; Han and Hong 2019; Sofyani et al. 2020).

Work culture reform (WCR). Culture is related to traditions, norms, and values that are used to adapt to environmental changes (Dong, Cui, and Christensen 2015). A culture of Confucianism in Chinese governmental reform, as reported by Zang and Sun (2018), influenced performance. Hjortskov (2019) observed the relationship between values and beliefs and performance, citizens' expectations, and satisfaction in public services in Denmark.

Public Service Performance (PSP). Public service performance relates to citizens' expectations of sufficient equipment, facilities, and infrastructure. A positive relationship between governmental performance and citizens' satisfaction with public services was observed in China (Ma 2017), in Sweden's municipalities (Dahlström, Nistotskaya, and Tyrberg 2018), and in Australia (Tran and Dollery 2021). Beerli, Uster, and Vigoda-Gadot (2019) showed the relationship between performance, citizens' satisfaction, and trust in government. Finally, Mbassi, Mbarga, and Ndeme (2019) used the SERVQUAL model in a survey which found that public service quality affected citizens' satisfaction.

Citizens' Satisfaction. Citizens' satisfaction relates to the feelings of citizens regarding service quality. According to Zeithaml (1981), service quality can be understood as the consumer's judgment on the degree of quality or supremacy attributed to an individual. In addition, Parasuraman, Zeithaml, and Berry (1985) explained that if actual service performance is higher than expected, then the service will satisfy the customer. They also explained that there are five dimensions of satisfaction, namely: tangibility, reliability, responsiveness, assurance, and empathy.

Based on the theories underlying the relationship between aspects of bureaucratic reform, public service performance, and citizens' satisfaction, the following hypotheses are formulated:

- H1: OSR positively and significantly affects PSP.
- H2: BPR positively and significantly affects PSP.
- H3: HRR positively and significantly affects PSP.
- H4: LRR positively and significantly affects PSP.
- H5: SR positively and significantly affects PSP.
- H6: AR positively and significantly affects PSP.
- H7: WCR positively and significantly affects PSP.
- H8: HRR positively and significantly influence CS.
- H9: AR positively and significantly influences CS.
- H10: WCR positively and significantly influences CS.
- H11: PSP positively and significantly affects CS.

Thus, the following theoretical framework can be constructed:

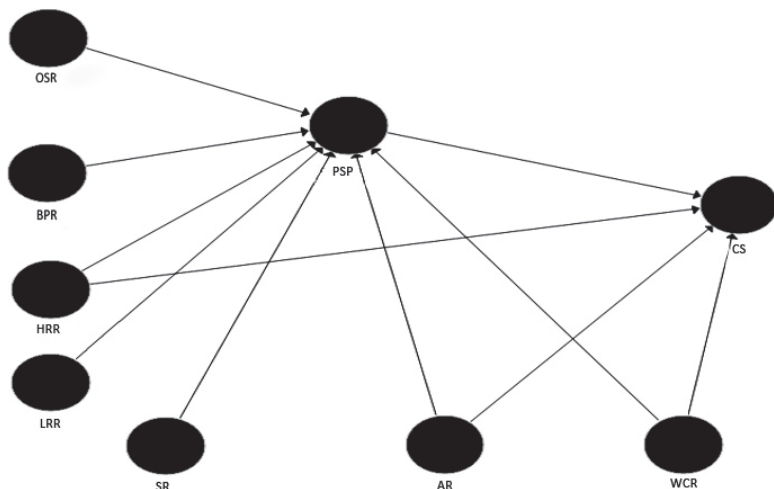


Figure 1. Theoretical framework

Research Method

The aim of this study is to examine the impact of aspects of bureaucratic reform on public service performance and citizens' satisfaction with local government services in the Special Region of Yogyakarta, Indonesia. The study took place in the Special Region of Yogyakarta because bureaucratic reform policies have been implemented in four regencies and one city of the region. These policies include The Regulation of the Governor of the Special Region of Yogyakarta No. 4, 2016, and No. 44, 2016, and the Instruction of the Governor of the Special Region of Yogyakarta No. 3, 2019, regarding bureaucratic reform and public services. Due to the government's socialization and provision of information regarding these policies, citizens widely understood these reforms.

Organizational structure reform (OSR) included new units of public service agencies, tasks and functions, decentralization, and both intra- and inter-agency cooperation. Business process reform (BPR) included a new system, mechanism, techniques, and standard operating procedures. Human resources reform (HRR) included altering job description, workload, competence, and service-friendliness. Law and regulation reform (LRR) included the laws and regulations of both central and local government. Supervision reform (SR) included control of superiors, representatives, mass media, and the community. Accountability reform (AR) included responsiveness and the reports of public agencies. Work culture reform (WCR) included employees' sense of caring, harmonious relationships, and good norms and customs. Public service performance (PSP) included sufficient equipment, facilities, infrastructure, and products. Citizens' satisfaction (CS) was measured by ease of access to public services, turnaround time, technical

requirements, administrative completeness, reasonableness of cost, and whether services were completed and, if so, whether this was up to the specified standards. These indicators were summarized in questionnaires that were given to respondents.

A quantitative survey design was used in this study. The aspects of bureaucratic reform as independent variables were tested to ascertain their impact on public service performance as an intervening variable and citizens' satisfaction as a dependent variable. Citizens who received public services from the Local Government Agencies of Licensing Services were used as respondents. These licensing services included the following types of license: building construction, store and supermarket, holdings advertisement, research activities, funeral, non-building construction, public transport route, fisheries business, and alcoholic beverages. Based on data from the government agencies, 1406 citizens obtained licensing services from regencies and city governments in the Special Region of Yogyakarta from May to December 2019. Therefore, this study had a population of 1,406, and the sample with a significance level of 5% – referring to Isaac and Michael (1981) – was 279 respondents. Referring to Molenberghs (2010), this study used a random sampling technique in which a questionnaire was given to citizens who were in the process of utilizing licensing services at the offices of government agencies.

Respondents' perceptions were measured using a 5-point Likert scale as follows: 1 – *strongly disagree*; 2 – *disagree*; 3 – *neutral*; 4 – *agree*; and 5 – *strongly agree*. This study applied an outer model Smart PLS 3.0 for calculating validity and reliability, and an inner model Smart PLS for calculating regression and testing the hypotheses.

The respondents were fairly evenly distributed between male and female. Most were young people, and most were educated to undergraduate level. The full demographic information of the respondents can be seen in Table 1.

Table 1. The demographics of respondents (n = 279)

Characteristics	Freq	%
<i>Gender</i>		
Male	165	59.1
Female	114	40.9
<i>Age</i>		
15–25 years	100	35.8
26–35 years	98	35.1
36–45 years	50	17.9
46–55 years	31	11.1
<i>Education Level</i>		
Elementary schools	33	11.8
Senior high schools	92	33
Diploma	33	11.8
Undergraduate	111	39.8
Graduate and postgraduate	10	3.6

Source: authors' empirical research

Result and Discussion

The results of this survey are displayed in Table 2, which shows the mean, standard deviation, and Cronbach's alpha of the variables. Cronbach's alpha justifies the internal consistency of the indicators of each variable. When the Cronbach alpha value is 0.70 or higher, this means that the predictor parameters are reliable and valid (Nunnally 1978). Table 2 demonstrates that all variables (OSR = 0.9; BPR = 0.89; HRR = 0.86; LRR = 0.89; SR = 0.89; AR = 0.74; WCR = 0.85; PSP = 0.93; and CS = 0.82) have a high level of reliability.

The mean indicates the frequency level of each variable. These frequency levels are categorized into three intervals, namely: 1 – 2.33, which is categorized as low frequency; 2.34 – 3.67, which is categorized as middle frequency; and 3.68 – 5, which is categorized as high frequency.

Table 2. Means, standard deviations, and Cronbach's alpha

Variables	Mean	SD	α
OSR	3.94	3.26	0.91
BPR	3.78	4.11	0.89
HRR	4.03	4.08	0.86
LRR	4.01	1.72	0.89
SR	3.56	4.09	0.89
AR	3.95	1.39	0.74
WCR	3.96	1.89	0.85
PSP	3.29	1.19	0.93
CS	4.09	1.06	0.82

Source: authors' empirical research

The OSR variable is categorized as high frequency; this can be interpreted to suggest that citizens feel that the institutional characteristics of public service agencies have changed significantly. The results of this study support those of previous research (Naibaho 2017; Subanda and Prabawati 2017; Umar 2019; Ishak, Hasibuan, and Arbani 2020; Wahyurudhanto 2020). The BPR variable is also categorized as high frequency, which can be interpreted to imply that citizens acknowledged that public service agencies have a new system and clearly demonstrate standard operating procedures. The high frequency of the HRR variable can be understood to suggest that respondents recognized the quantity and quality of human resources as being sufficient. These findings again support those of previous studies (Hidayati 2017; Hapsari, Nurhaeni, and Sudarmo 2018; Faedlulloh, Yulianto, and Karmilasari 2021). The middle frequency of the PSP variable can be interpreted in the sense that respondents evaluated equipment, facilities, infrastructure, and products as insufficient. These results support previous findings that point to significant differences between expected and perceived services (Yudiatmaja, Alfiandri, and Hidayat 2017).

Figure 2 presents the results of regression analysis and hypothesis testing. Regression analysis is a method of statistical analysis used to determine the level of influence of independent variables on the intervening and dependent variables. Hypothesis testing is a statistical method used to make statistical decisions using survey data, and hypotheses are supported when the *p*-value is below 0.05 (Henseler, Ringle, and Sinkovics 2009). Regression analysis indicates the level of impact of the variables, classified using three *R*-squared scales: 19%–33% low/weak; > 33%–67% moderate; and > 67% high/substantial (Chin 1998).

Additionally, Figure 2 informs us of the validity of the indicators developed for the questionnaires. An indicator is valid when its value in Figure 2 is above 0.5 (Chin 1998). The indicator values of all variables were as follows: OSR1 = 0.867, OSR2 = 0.874, OSR3 = 0.856, OSR4 = 0.857, and OSR5 = 0.860; BPR1 = 0.9831, BPR2 = 0.891, BPR3 = 0.832, and BPR4 = 0.902; HRR1 = 0.859, HRR2 = 0.862, HRR3 = 0.836, and HRR4 = 0.817; LRR1 = 0.943 and LRR2 = 0.956; SR1 = 0.871, SR2 = 0.893, SR3 = 0.863, and SR4 = 0.868; AR1 = 0.907 and AR2 = 0.872; WCR1 = 0.894, WCR2 = 0.855, and WCR3 = 0.877; PSP1 = 0.919 and PSP2 = 0.910; and CS1 = 0.883, CS2 = 0.872, CS3 = 0.867, CS4 = 0.878, CS5 = 0.869, and CS6 = 0.859. All of these values exceed 0.5, demonstrating that all indicators were valid.

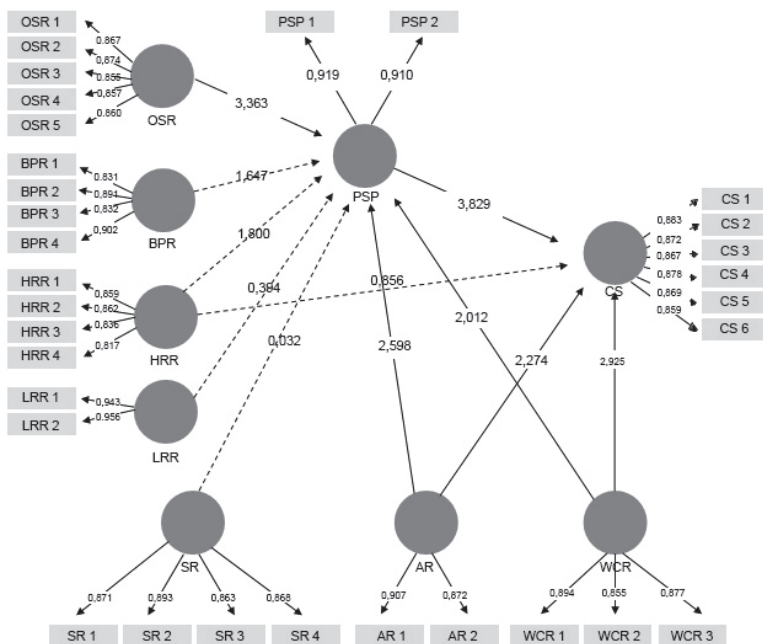


Figure 2. Results and proposed model

Source: authors' empirical research

The results of the regression analysis, as shown in Figure 2, can be explained as follows. First, the influence of the OSR, BPR, HRR, LRR, SR, AR, and WCR variables together on the variable of PSP is 64.9%. This can be interpreted as meaning that the level of influence of all of the independent variables on the intervening variable is moderate based on the three scales of R-Squared. Second, the influence of the HRR, AR, WCR, and PSP variables together on the variable of CS is 83.7%. This result can be read to suggest that the level of influence of the independent variables on the dependent variable was strong.

Figure 2 also shows that *H1*, which states that OSR positively and significantly affects PSP, is supported. This result can be interpreted to mean that the more organizational structure is changed, the more increased public service performance can be achieved. This result concurs with the conclusions of previous studies (Torfing, Sørensen, and Røiseland 2019; Johari and Yahya 2019; Fu and Chang 2019; Jacobsen and Johnsen 2020; Nitzl et al. 2020; Fauzi et al. 2021). On the other hand, *H2*, *H3*, *H4*, and *H5* are rejected. This means that public service performance (PSP) will not be directly affected by the presence or absence of reforms of business processes, human resources, law and regulation, or supervision, without the accompaniment of other variables. These results oppose the findings of a host of previous studies (Naibaho 2017; Matei, Matei, and Lazar 2016; Emhan, Tongur, and Turkoglu 2016; Naibaho 2017; Torfing, Sørensen, and Røiseland 2019; Rustianawati, Kustono, and Wardawati 2017; Fernandes and Fresly 2017; Han and Kim 2017; Parastan & Shekarian 2019; Akbar, Akbar and Mukhtar 2019; Arokodare and Asikhia 2020; Bhatti et al. 2020; Ouakouak, Zaitouni, and Arya 2020; Ambrose and Ganegoda 2020; Knight & Parker, 2021; Anwar and Abdullah 2021; Betton et al. 2021; Salehi, Bazrafshan, and Hosseinkamal 2021). However, *H6* and *H7* are supported, which suggest that the more accountability and work culture are enhanced, the higher the level of public service performance (PSP) achieved, which is again in line with the results of previous studies (Brinkerhoff and Wetterberg 2016; Charbonneau, Bromberg, and Henderson 2015; Zang and Sun 2018; Rana et al. 2019; Han & Hong 2019; Sofyani et al. 2020).

H8, which states that HRR positively and significantly affects CS, is rejected. This result means that citizens' satisfaction is not directly affected by the presence or absence of the reform of human resources without the accompaniment of other variables. This finding disputes previous studies, which observed the change of the management of personnel promotind citizens' satisfaction (Sattar, Ahmad, and Hassan 2015; Dahlström, Nistotskaya, and Tyrberg 2018). On the other hand, *H9*, *H10*, and *H11* are supported. This means that the more accountability is fostered, the more work culture is developed, and the better the performance of public service, the more citizens' satisfaction will be realized – findings that are in line with those of previous studies (Dong, Cui, and Christensen 2015; Zang and Sun 2018; Hjortskov 2019; Ma 2017; Dahlström, Nistotskaya, and Tyrberg 2018; Beerli, Uster, and Vigoda-Gadot 2019; Tran and Dollery 2021).

Conclusion

1. The theoretical contribution of this study is, to empirically evaluate the impact of aspects of bureaucratic reform on public service performance and citizens' satisfaction. These findings show that the more organizational structure, accountability, and work culture are changed, the more the high performance of public service will be directly attainable. Moreover, these results indicate that the more accountability, work culture, and public service performance can be improved, the more citizens' satisfaction can be encouraged directly. The results of this study also have practical implications for government officials, and can be advantageous in determining how they direct their attention and find solutions to enhancing various areas especially business process, human resources, law and regulation, and supervision – in improving public service performance and citizens' satisfaction.
2. This study has some limitations. First, the study identified aspects of bureaucratic reform, performance, and citizens' satisfaction that are not only based on general theories but are also based on the case study of the Indonesian government's standards of bureaucratic reform. Therefore, the meaning of these specific variables may be debatable for some scholars. Second, the survey collected data only from citizens, and the number of respondents sampled was not especially large. As such, one could argue, that the study may require a larger sample size.
3. Future researchers should use longitudinal study so that they have more time to observe these phenomena accurately. Future studies should also gather more samples to ensure higher reliability, and should seek other related concepts and variables more exhaustively.

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Ulung Pribadi

Biurokratinė reforma, viešosios paslaugos ir piliečių pasitenkinimas: Indonezijos Džogjakartos atvejis

Anotacija

Kai kurie tyrinėtojai darė prielaidą, kad biurokratinė reforma gali pagerinti piliečių pasitenkinimą. Šiame tyrime nagrinėjami biurokratinės reformos aspektai, taip pat organizacinė struktūra, verslo procesas, žmogiškieji išteklius, įstatymai ir reglamentai, priežiūra, atskaitomybė ir darbo kultūra, jų poveikis viešosioms paslaugoms ir piliečių pasitenkinimui. Tyrimestaikytas kiekybinis metodas – rinkti ir analizuoti duomenys. Šio tyrimo objektas – 279 respondentai, kurie gavo licencijuotas paslaugas iš vyriausybinių agentūrų reagenti ir miesto vyriausybės Džogjakartos ypatingajame regione 2019 metais. Šio tyrimo išvados atskleidžia, kad organizacinė struktūra, atskaitomybė ir darbo kultūra teigiamai ir reikšmingai veikia veikli.

Be to, atskaitomybė, darbo kultūra ir veikla teigiamai ir reikšmingai paveikia piliečių pasitenkinimą. Tai rodo, kad verslo procesas, žmogiškieji išteklių, įstatymai ir reglamentai, bei priežiūra nedaro teigiamos ir reikšmingos įtakos veiklai. Be to, žmogiškieji išteklių neturi teigiamos ir reikšmingos įtakos piliečių pasitenkinimui. Tyrimo rezultatai reikšmingi teoriškai ir praktiškai.

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