MANAGEMENT OF SERVICE GOVERNANCE OF THE BOLIYOHUTO PDAM IN GORONTALO DISTRICT

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ABSTRACT

The quality of government bureaucratic services since the beginning of the era of regional autonomy has indeed become a central issue for improvement in the implementation of government, because in that era there has been a wider provision of authority in several areas of government including the management and delivery of public services. The role of PDAM in the future will become increasingly important for local governments in relation to its main task of carrying out drinking water management to improve the welfare of the people which includes social, health and public service aspects, by carrying out the following functions: Public services (services), Providing benefits general, Cultivate income.

This study aims to describe and analyze the management of service governance in the Local Drinking Water Company Unit Boliyohuto Gorontalo Regency and to determine the supporting and inhibiting factors in the implementation of public services at the Regional Drinking Water Company Unit Boliyohuto, Gorontalo Regency. In this study, the focus of the problem includes the implementation of public services for PDAM Unit Boliyohuto, Gorontalo Regency, namely: (1). Communication, (2). Resources, (3). disposition, (4). Bureaucratic structure.

In this study, the authors used descriptive data analysis techniques, where a type of research that provides an overview or description of the facts based on data collected in the field which is closely related to the object of research, then the data is combined and analyzed qualitatively by providing an overview. - a description, interpretation or interpretation or of these facts. To obtain information and data, it is done in two ways, namely literature and field research.

The results of this study indicate that the implementation of the service of the Regional Drinking Water Company Unit Boliyohuto, Gorontalo Regency, has sought public services in accordance with the research indicators. However, the implementation has not been optimal, there are obstacles in service, namely; Inadequate resources, lack of human resources is an obstacle in service, inadequate service support facilities, and services provided by employees are still very slow due to the lack of number of employees serving, as well as several supporting factors in the services of PDAM Unit Boliyohuto, Gorontalo Regency, including water sources still exceeding capacity, the cohesiveness of the staff makes the strength in solving problems regarding service. Meanwhile, the inhibiting factors include the lack of facilities and the number of existing employees, which causes slow service and the mileage of installations where the terrain is difficult to pass, and some customers who still pay *door to door* due to insufficient network coverage.

KEYWORDS:

Management, Service, PDAM Unit Boliyohuto

INTRODUCTION

Public services are the responsibility of the government and are carried out by government agencies, both at the central, regional and in the environment of State-Owned Enterprises. Public service can be defined as providing services (serving) the needs of people or communities who have an interest in the organization in accordance with the basic rules and procedures that have been determined (Hamid, 2015). Regional Drinking Water Company (PDAM) is a company managed by the regional government which in its operation needs to prioritize fulfilling community satisfaction through the provision of clean water. For this reason, the services provided should meet good quality service standards, or quality at affordable prices, this is also explained in the research (Riyanto, 2018).

In order to increase the implementation of these services, there must be a shift in the thinking of the bureaucrats, especially in terms of providing services to the public. The performance of the public bureaucracy must be directed at how to create and provide good and satisfying services to the public. Public satisfaction becomes a real measure of the performance of the public bureaucracy. However, until now the government's efforts to meet community needs regarding PDAM have still not been able to meet community expectations. Many community members complain and feel dissatisfied with the services provided by the government-owned PDAM, both in terms of services that are not paid attention to by officers, length of service time, staff skills, facilities / facilities, and waiting time to get services.

PDAM Unit Boliyohuto of Gorontalo Regency is the only PDAM in the Boliyohuto Group. To achieve an optimal and satisfying level of service for customers through quality improvement efforts, it is necessary to have good service provided by employees, therefore high performance from employees is required. Services at PDAM Unit Boliyohuto, Gorontalo Regency are still not in accordance with the wishes of the community because there are still frequent complaints from customers where PDAM employees are still often slow in providing services, customers often wait a long time to get their turn to be served by employees.

Likewise, PDAM Unit Boliyohuto, Gorontalo Regency, where the research was conducted, often received complaints from customers (the community) due to the poor service provided, such as: water sometimes died and was dirty, pipes leaked, meters sometimes died, from several problems, service problems often complained by the community, where the performance of employees in providing services in this case the timeliness of providing services, the quantity and quality of service are still very slow. Slow service performance will build a bad image at the local water company (PDAM), where unsatisfied customers will tell their colleagues. Vice versa, the higher the service performance provided will be a plus for the PDAM, in this case the customer will feel satisfied with the services provided by the PDAM. Regional Drinking Water Companies can find out the service performance of customers through the feedback provided by customers to the local drinking water companies, so that they can become input for improving service performance. Therefore, high performance is demanded from service employees at PDAM Unit Boliyohuto, Gorontalo Regency because it is still not in accordance with the wishes of the community because customer complaints are often heard where PDAM employees are often slow in providing services.

From the description above, it can be stated that the lack of fulfillment of community rights to get good service from employees of the regional drinking water company. And the PDAM employees have not maximally implemented the public services. Therefore, the implementation of public services must be addressed from the service system, in order to create a good public service condition.

By conducting this analysis, indicators of public service implementation will be obtained including: communication, resources, disposition, bureaucratic structure as the indicators examined in this study.

LITERATURE REVIEW
Concept of Public Policy Implementation
Public policy implementation is the most crucial stage in the public policy process. A policy program must be implemented in order to have the desired impact and purpose for understanding the implementation of public policy, this is also explained by (Effendi, 2014).

Policy implementation in a broad sense is the stage of the policy process after the enactment of a law. Where as actors, organizations, procedures and techniques of cooperation to carry out policies in an effort to achieve policy or program goals. Implementation seen from another point of view is a complex phenomenon that may be understood as a process, an output, or as an impact.

In the policy context, a product is implemented and conceptualized as a process or series of decisions and actions that are shown so that decisions can be accepted by the legislative body can be carried out, implementation can also be interpreted in the context of outputs, or the extent to which the planned objectives are supported.

Policy Implementation Model
The formulation of a policy will be easier if it uses a certain model or approach, if the policy problems are increasingly complex and the more pressing a problem solution is. Therefore, a relatively operational model, theory or approach is needed that is able to explain the causal relationship between the variables that are the focus of the problem.

Policy models, although useful and necessary, are also creations of an unreliable nature. By simplifying the problematic situation, the model inevitably creates a selective distortion of reality. The model itself cannot explain how to separate essential and non-essential issues, nor does it explain, predict, evaluate or suggest, because these considerations are outside the model and are not part of it. Because models can help us cope with tasks, the key is not models that provide assumptions for interpreting the reality the model describes. Finally, policy models are often

communicated with decision-making and other actors to whom the model is designed to assist better decision-making.

Edward III in (Ramdhani, 2016) proposes four factors or variables that affect the success or failure of policy implementation. Four variables or factors include: communication, resources, disposition and then bureaucratic structure. The four variables are also related to one another.

Public service

Service is the key to success in various businesses in service activities, whether carried out by private organizations or government organizations. In general, service is everything that is done in order to provide benefits to other people or service is a series of activities to do something good for others, both tangible and intangible, carried out by the organization, the same thing is explained by (Budiaman, 2018); (Rezha, 2013); and (Mouw, 2013). Whereas the public is everything that is related to the interests of the public, so public service is the provision of services (serving) the needs of people or people who have an interest in the organization in accordance with the basic rules and procedures that have been determined so that the process of providing services can run according to the expectations of the community and organizational goals (Sadhana, 2010).

Public services by the public bureaucracy is one of the manifestations of the function of the state apparatus as a public servant as well as as a servant of the state. Public services by the public bureaucracy are intended for the welfare of the people of a *welfare state*. Public services according to (State Administration of the Republic of Indonesia, 2018) are defined as all forms of public service activities carried out by Government Agencies at the Central, Regional and State-Owned Enterprises in the form of goods and / or services in the context of efforts for community needs as well as in the framework of implementing the provisions of laws and regulations. The services provided must be ethical so that those who are served feel satisfied and helped (Widodo, 2001).

Research focus

In this study, the focus of research is

    a.   Service implementation, namely:

1. Communication
2. Resources
3. Disposition
4. Bureaucratic structure

    b.   Inhibiting and supporting factors for the implementation of the Regional Drinking Water Company (PDAM) Unit Boliyohuto of Gorontalo Regency

Research sites

The location of this research is located at the office of the Regional Drinking Water Company (PDAM) Unit Boliyohuto, Gorontalo Regency

Data and data sources

The data and data sources in this study are: primary data and secondary data (Sugiyono, 2014).

Informant Determination Techniques

Selection of informants as a source of data in this study is based on the principles of subjects who master the problem, have data, and are willing to provide complete and accurate information regarding the object under study. Informants who act as sources of data and information must meet the requirements, the *key informants* in this research are the Head of the office, employees and community leaders (customers) of the Regional Drinking Water Company (PDAM) Unit Boliyohuto, Gorontalo District.

In qualitative research, the sampling technique that is often used is *purposive sampling technique*. As has been stated that, *purposive sampling* is a technique of sampling data sources with certain considerations. This particular consideration, for example, is the person who is considered the most to know about what we expect, or maybe he is the ruler so that it will make it easier for researchers to explore the object / social situation under study. (Arikunto, 2014).

Method of collecting data

To obtain information and data that will be processed in this study, data collection is carried out in 2 ways, namely as follows:

    1.   Library research is research by studying books, theories, notes, documents, which are needed and related to the problem under study.

    2.   Field research consists of:

        a.   Observation,

        b.   Interview,

        c.   Review documents,

Data analysis

In this study, the authors use data analysis techniques (interactive models) that are descriptive in nature, where a type of research that provides an overview or description of facts based on data collected in the field which is closely related to the object of research, then the data is combined and

analyzed in a comprehensive manner. qualitative by providing descriptions, interpretations or interpretations or these facts, an interactive model, (Moleong, 2018).

The data that has been collected is then analyzed through the following stages:
1. Data collection
2. Data reduction
3. Presentation of data
4. Draw conclusions

Results and Discussion

Regional Drinking Water Company (PDAM) Unit Boliyohuto Gorontalo Regency as a clean water service is very coveted by the community. People who are increasingly critical of PDAM need to be anticipated by providing services in accordance with the demands of the community, namely getting services that are easy, fast and according to the wishes of the community (customers), for that PDAM Unit Boliyohuto Gorontalo Regency continues to strive towards better service. The results of the research on the Implementation Analysis of the Regional Drinking Water Company (PDAM) of the Boliyohuto Unit of Gorontalo Regency and the factors that support and hinder the implementation of the policy, it is intended that in maximizing public service policies must carry out the substance of the public service policy. In every policy, there must be goals and objectives in maximizing the policy in its implementation.

A. Implementation of Public Service PDAM Unit Boliyohuto Gorontalo Regency

The theory used by researchers in assessing the success of a policy implementation can researchers explain in depth the results of the research into the four indicators mentioned in Edward III's theory including communication, dispositional or behavioral resources, and bureaucratic structures. These four factors are expected to be able to clearly describe how the PDAM Service Boliyohuto Unit of Gorontalo Regency is implemented as part of the implementation of policies in public services as well as inhibiting and supporting factors for PDAM Unit Boliyohuto Service in Gorontalo Regency. The reality that occurs in the field is influenced by the inhibiting factors and supporters of the implementation of the policy.

1. Communication

Communication is the process of one's activities or relationships either through direct relationships or symbols, so that other people understand certain goals and objectives. Communication is a policy instrument whose function is to channel orders and directions from policy or decision-making sources to those who are given the responsibility to implement them.

One of the elements that can influence the successful implementation of a policy according to Edward III is communication. Communication in the context of this research is used so that the implementation of this service policy can run well. The same thing was also explained by (Zahara, 2018). This communication is carried out by PDAM employees to disseminate information to the public regarding the existence of regulations regarding services such as the payment of water bills, so that the public / customers can communicate directly with PDAM employees.

Communication in service implementation is very much determined from several elements contained in communication, such as message delivery, message content, the media used, and the target recipient of the message. Regarding the dimensions of communication that occurred at the PDAM Unit Boliyohuto Office, Gorontalo Regency.

Information delivery is a major factor in the communication of policy implementers. According to Edward III in (Mulawarman & Rosilawati, 2014), good communication channels will be able to produce a good implementation too. Communication in implementing PDAM service policies to the community / customers is in the form of delivery or delivery of information from employees to customers through socialization.

The socialization or information delivery process carried out by employees to policy targets is running well and the implementation of socialization activities is to provide an explanation of the contents of the policy, the objectives and benefits of the policy, so that the public, especially customers, can understand that payments can be made online and in various places that have collaborated with PDAM, but the problem is that some customers are still doing it manually due to the absence of a network. Implementation of socialization by face to face between employees and the community concerned, and for the implementation of indirect socialization, namely by using brochures distributed to the public, especially customers so that the information conveyed is clear.

2. Resource

Resources have an important role in policy implementation. Edward III in (Indah & Hariyanti, 2018) states that resources are an important factor in implementing public policy. Implementation may proceed carefully, clearly and consistently, but if implementers lack the necessary resources to implement policy policies, then this implementation is likely to be ineffective. Resources in question include human resources (staff availability) and infrastructure (facilities) resources that can support the process of implementing public services.

1) Human resources

In the service policy of PDAM Unit Boliyohuto of Gorontalo Regency, human resources are inadequate in carrying out the processes that should be implemented to convey the contents of the service policy. Lack of human resources becomes an obstacle in efforts to improve the quality of service to the target group, where it appears that the lack of human resources in carrying out their duties and functions is still not optimal, because one employee works more than one job, but the lack of human resources is not a barrier or barrier. for employees, it makes motivation and morale for employees in completing their duties in terms of service even though there are often delays in completing existing work. Human resources are an important factor in the implementation of service policies. If human resources are sufficient, the services provided will be effective and efficient.

2) Equipment Resources Infrastructure (Facilities)

This component is related to the service facilities and infrastructure resources owned. Facilities and infrastructure are important supports in a service unit. Facilities and infrastructure will be useful if they are complete so as to facilitate services. Implementation orders may run well and carefully, clearly and consistently, but if there is a lack of resources for the existing infrastructure (facilities) to carry out services, then the implementation will not run properly and effectively, and will be slow in service.

PDAM Unit Boliyohuto Office of Gorontalo Regency, which shows that service facilities are still minimal, which hinders the provision of services in completing their duties. Lack of facilities has an impact on the running of PDAM services, where PDAM does not have adequate service offices and service and waiting rooms that are complete and comfortable, as well as equipment that is still minimal and as they are and, there is no drilling well to overcome various problems that occur from the center of the Tamaila river which is used as a source of water distribution to customers, but employees in providing services with minimal facilities and the employees remain enthusiastic and try to improve the optimal performance in providing services. This can be seen in the performance of officers in providing always in accordance with the rules and procedures even though there is a lack of existing facilities and infrastructure. Judging from the level of existing facilities, employees in carrying out their duties are quite good, but what is slowing service is the lack of existing facilities and the lack of staff serving so that the service is very slow.

3) Disposition (Attitude)

Disposition is an aspect related to how the attitudes and support of the implementers towards the program or policy (Ramdhani, 2016). Attitude and support are very important in the implementation process, because a common view of what is done together will make it easier to achieve goals. If the implementers or policy implementers are divided in terms of attitudes and support, what will be achieved from a policy will not be achieved effectively and efficiently, because it will face many obstacles and obstacles from the policy implementing apparatus itself, where program or policy implementation sometimes it is problematic if the executor involved in it cannot carry out the program or policy properly. If the executor has a good disposition, then he will carry out the program or policy properly as desired by the policy maker, whereas if the implementer has a different attitude from the policy maker, the process of implementing a program or policy will also not be effective and efficient.

The attitude factor that will be explored in this research is the attitude of implementing the policies in the implementation of the service of the Regional Drinking Water Company Unit Boliyohuto, Gorontalo Regency. In accordance with the research on the disposition (attitude) which is the indicator of this disposition is the attitude of professionalism and responsibility in providing the services of the Regional Drinking Water Company Unit Boliyohuto, Gorontalo Regency to the community (customers).

PDAM Unit Boliyohuto of Gorontalo Regency which shows that the provision of services is sufficient regarding professional attitudes and responsibilities in completing their duties. Service providers have given responsibility for service performance to the community for the services produced. This can be seen in the performance of officers in providing always in accordance with regulations and procedures so as to produce satisfactory service products for the community (customers). As in the case of making a customer list and payment accounts before processing, the officer checks with full responsibility their completeness. This was done so that there were no errors in the data. Even though sometimes there are a few mistakes, the service provider will be responsible as soon as possible to fix the error and provide the best for the community (customers).

4) Bureaucratic Structure

Discussing the implementing agency of a policy cannot be separated from the bureaucratic structure. Bureaucratic structures are characteristics, norms, and patterns of relationships that occur repeatedly in executive bodies that have a potential or real relationship with what they have in carrying out policies. According to Edward III in his research (Subekti et al., 2017), the fourth variable that affects the implementation of public policy is the bureaucratic structure. Although the resources for implementing a policy are available or policy implementers know what should be done

and have the desire to implement a policy, it is possible that the policy cannot be implemented or realized because of weaknesses in the bureaucratic structure.

Such complex policies require the cooperation of many people, when the bureaucratic structure is not conducive to the available policies, this will make resources ineffective and hinder the running of policies. The bureaucracy as the implementer of a policy must be able to support the policies that have been decided by coordinating well. In this study, the structure referred to is the *standard operating procedure* in the implementation of the service policy of the Regional Drinking Water Company Unit Boliyohuto, Gorontalo Regency.

It is known that the procedures needed in implementing the PDAM Service policy for the Boliyohuto Unit of Gorontalo Regency are regulated in the form of standard implementation procedures, which are better known as SOPs, this SOP is the reference for all service policy implementers, in this case the PDAM officers are already good in accordance with Standard Operating Procedures. . It's just that in the installation of new connections the speed is rather slow and still very much depends on the location of the installation place, and the condition of the customer's house, so that it hinders the service process of new connections, the presence or absence of pipelines, negotiations with officers, and fixed procedural rules that must be carried out. in the end it also affects the speed of the new connection.

Supporting and Inhibiting Factors in Service Management Governance by Regional Drinking Water Company (PDAM) Unit Boliyohuto, Gorontalo District

Based on the results of the research conducted, it can be defined that there are things that are inhibiting and supportive that affect the implementation of the service policy of the Boliyohuto Unit of the Regional Drinking Water Company (PDAM) in Gorontalo Regency.

a. Supporting factors in the implementation of the service of the regional drinking water company (PDAM) unit Boliyohuto, Gorontalo Regency
1) The water source still exceeds the capacity so that the water still allows for the number of new customers
2) In a job, we go straight to the field for the sake of smooth service
3) The cohesiveness of the existing staff makes it a strength in solving problems regarding service.
b. Inhibiting factors in the implementation of the services of the Regional Drinking Water Company (PDAM) Unit Boliyohuto, Gorontalo Regency
In the implementation of services, there are several inhibiting factors, namely:
1) Lack of bureaucracy. This is because there are only a few employees who work in providing services so that in their work the employees have to work more than one job, so that it can slow down service.
2) Lack of service facilities so that it can hinder services where the facilities at PDAM Boliyohuto Unit are very minimal, as well as natural factors such as floods and so on which can hinder the distribution of water due to the flow of water from the river mixed with mud, making pipes damaged and making runny and dirty water. distribute to customers. So it is necessary to add boreholes to anticipate natural factors because the wells are considered to be a bit of an obstacle and can anticipate what if there is a cloud of water caused by natural factors such as floods and so on.

CONCLUSION

Based on the discussion regarding the analysis of the implementation of problem services in the field, it can be concluded:

1. Broadly speaking, several indicators regarding the communication service management governance model have gone well, socialization is often carried out and utilizes communication channels well, but the resources are not as expected due to human resource problems where the number of bureaucracy serving is small so that employees work more than one job and minimal equipment resources (facilities), then for indicators of disposition, namely the professional attitude and responsibility in the work are as expected, then indicators of bureaucratic structure have available SOP flows in providing services so that they are clear and can be understood by all parties as the results of the bureaucratic structure indicators
2. Supporting and inhibiting factors in the service management of PDAM Unit Boliyohuto, Gorontalo District
   a. Supporting factors, among others: The water source still exceeds the capacity so that the water still allows for the number of new customers. In a job, we go straight to the field for the sake of smooth service, the cohesiveness of the existing staff makes it strong in solving problems regarding service.

b.   Inhibiting factors include: lack of human resources, this is because employees who work in providing services are only a few, so that in their jobs employees have to work more than one job, so that it can slow down service, as well as a lack of service equipment (facilities) resources so that it can hinder services where the facilities at PDAM Unit Boliyohuto are very minimal.

SUGGESTION

Based on the results of this study, the authors provide suggestions that are expected to be input for PDAM Unit Boliyohuto Gorontalo Regency, these suggestions include:

1) To produce better service quality, it is necessary to increase the number of employees or complete existing facilities so that they can provide quality and excellent service for PDAM customers.
2) The need for additional bore wells to anticipate cloudy water to customers when the river overflows due to natural factors such as flooding so that if it has a bore well it can be distributed first when there is a flood and there is a pipe breakdown in Tamaila so that the well is a water distribution reserve when the pipe is damaged in Tamaila water quality can also be maintained and reduce bottlenecks in the distribution of clean water.

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