



POLICY IMPLEMENTATION AND IMPLICATIONS OF WATER TARIFF AND CUSTOMER CONNECTION FEE ADJUSTMENTS IN BANGGAI REGENCY

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Abstract (English)

This study analyzes the implementation of the policy on adjusting drinking water tariffs and new customer connection fees at the Regional Drinking Water Company (PERUMDAM) of Banggai Regency, based on Director's Decision No. 01/PERUMDAM-BGI/VI/2021. Using a descriptive qualitative approach and integrating theories of policy implementation, administrative law, economic regulation, and constitutional principles on the right to water, the research finds that implementation remains suboptimal. Communication is generally effective, but employees often fail to perform their roles professionally. Resource limitations, including inadequate technical equipment and inaccurate distribution maps, persist despite available funding. While disposition and bureaucratic structures are formally adequate, leadership lacks commitment to assigning tasks based on competence and enforcing decisions consistently. These shortcomings highlight the need for a new implementation model that integrates administrative, economic, environmental, and constitutional legal frameworks with good governance principles to balance operational sustainability and the community's right to affordable water access.

Keywords: Policy Implementation, Communication, Resources, Disposition, Bureaucratic Structure, and Drinking Water Tariffs.

A. Introduction

Law Number 23 of 2014 on Regional Government is the legal foundation for broad and accountable regional autonomy where regions are granted extensive authority to regulate and manage their own affairs.¹ Effective implementation of regional governance requires adequate financial resources to support development activities.² National development is an integral part of regional development and is carried

¹ Reandrianta, Felix Avian, and Edi Pranoto. "The Phenomenon of Winning Against an Empty Box in the Simultaneous Regional Head Elections of 2024." *International Journal of Health, Economics, and Social Sciences (IJHESS)* 7, no. 1 (2025): 305-313. <https://jurnal.unismuhpalu.ac.id/index.php/IJHESS/article/view/6886>

² Salam, Rahmat. "The Implementation of Good Governance with a View to Improving the Competence of State Civil Apparatus in the Regional Government." *Budapest International Research and Critics Institute-Journal (BIRCI-Journal)* 4, no. 1 (2021): 1198-1206. <https://www.academia.edu/download/88376020/pdf.pdf>

out based on the principles of regional autonomy and the management of national resources.³ These principles aim to strengthen democracy, improve regional performance, and promote community welfare toward a prosperous society free from corruption, collusion, and nepotism.⁴ As a subsystem of state administration, regional government seeks to enhance the effectiveness and efficiency of governance and public services. Accordingly, autonomous regions have the authority and responsibility to manage community interests guided by transparency, public participation, and accountability.⁵

In administering government functions, delivering public services, and advancing development, regional governments essentially perform three main functions.⁶ The allocation function involves distributing economic resources, such as goods and services, to meet public needs.⁷ The distribution function focuses on achieving equitable distribution of income, wealth, and development outcomes.⁸ The stabilization function concerns maintaining security, economic stability, and monetary order.⁹ Generally, the central government is better positioned to carry out the distribution and stabilization functions¹⁰, while the allocation function is more effectively handled by regional governments, as they are closer to local communities and understand their specific needs. However, implementation must consider the diverse conditions of each region.

A clear and firm division of these functions is essential as the basis for establishing a fair financial balance between the central and regional governments. These functions must also be applied according to the principle of equity, ensuring that public services are provided without discrimination based on status, rank, or social class. Public services should comprehensively address the basic needs of the community in accordance with applicable regulations.¹¹

Water is a fundamental need for all living beings, particularly humans. However, access to water—both in quantity and quality—is becoming increasingly limited.¹² Humans rely on water for various purposes, with the most essential being drinking water. As the population grows, water consumption also increases. Yet, water availability is not evenly distributed across regions; while some areas have an abundant supply, others face severe shortages. Population growth directly affects regional development plans, particularly the expansion of residential areas, which further increases the demand for clean water. Given the growing scarcity of water, it is crucial to implement efficient water use strategies to meet the needs of densely populated and highly active regions.

³ Retnandari, Nunuk Dwi. "Implementation of strategic planning in regional/municipal governments, obstacles and challenges." *Policy & Governance Review* 6, no. 2 (2022): 155-175. <http://www.journal.iapa.or.id/pgr/article/view/556>

⁴ Jatmikowati, Sri Hartini. "A study of public policy implementation in e-administration services." *Academy of Strategic Management Journal* 20, no. 2 (2021): 1-23. <https://eprints.unmer.ac.id/id/eprint/1028/>

⁵ Muksin, Dafrin, Ahmad Rizali Pawane, and Sahrail Robo. "The Impact of Political Dynasty Practices on Indonesian Local Democracy." *Journal of Government and Politics (JGOP)* 6, no. 2 (2025): 142-148. <https://journal.ummat.ac.id/index.php/JSIP/article/view/27770>

⁶ Kumar, Sanjay. "The Role Of India In Shaping Un Development Goals: A Public Administration Perspective." *Bihar Journal Of*: 698. <http://www.iipabiharbranch.org/upload/BJPA%20Vol%20XXI%20No.%202%20Jul-Dec%202024.pdf#page=82>

⁷ Firly, Gabriella, Heince Wokas, and Olivia Sardjono. "Analysis of Payment Accountability for the Implementation of Expenditure Budgets at the Palma Plant Instrument Standard Testing Center." *Formosa Journal of Multidisciplinary Research* 4, no. 2 (2025): 519-538. <https://npaformosapublisher.org/index.php/fjmr/article/view/71>

⁸ Shafi, Saahir, and Daniel J. Mallinson. "Systems of government." *The Routledge Handbook on Crisis, Polycrisis, and Public Administration* (2025): 219. <https://books.google.com/books?hl=en&lr=&id=CplCEQAAQBAJ&oi=fnd&pg=PA219&dq=The+distribution+and+stability+functions+are+generally+more+effectively+carried+out+by+the+central+government,+&ots=UwmpJDAeo0&sig=insZYqrQzxYQDTB39wx3FCWqKl8>

⁹ Deshmukh, Pratap V. "Living Organisms and Environment Interrelationship." (2024). <https://rlgiaar.com/wp-content/uploads/010206-.pdf>

¹⁰ Weingast, Barry R. "The performance and stability of federalism: an institutional perspective." In *Handbook of new institutional economics*, pp. 159-183. Cham: Springer Nature Switzerland, 2025. https://link.springer.com/content/pdf/10.1007/978-3-031-50810-3_8.pdf

¹¹ Kiettikunwong, Narong, Pennee Narot, Nurul Istiq'faroh, Ricky Setiawan, and Pongmanut Deeod. "Development of 21st Century Skills via a Social Service Program at the Tertiary Education Level in Indonesia." *Journal of Ecohumanism* 4, no. 1 (2025): 3309-3319. <https://ecohumanism.co.uk/joe/ecohumanism/article/view/6150>

¹² Kılıç, Zeyneb. "The importance of water and conscious use of water." *International Journal of Hydrology* 4, no. 5 (2020): 239-241. <https://www.academia.edu/download/81446170/IJH-04-00250.pdf>

In response to these challenges, the government plays a vital role in ensuring water supply, particularly through the provision of drinking water services managed by Regional Water Companies.¹³ These companies must be managed professionally and accountably, with adequate compensation and incentives to motivate employees. Poor-quality water services can erode public trust in the government and trigger behaviors that undermine social cohesion, including a disregard for law and order.

The Regional Water Company of Banggai Regency is a Regional-Owned Enterprise (BUMD) established under Regional Regulation Number 9 of 1992, later updated through Regional Regulation Number 3 of 2005, and most recently by Regional Regulation Number 1 of 2021. The company is tasked with meeting the community's need for clean and drinking water to improve living standards and to support the implementation of regional autonomy in the water supply sector. To fulfill its mandate effectively, the Banggai Regional Public Water Company (PERUMDAM) must operate in a manner that is both economically sound and professionally aligned with regional development. However, bureaucratic inefficiencies—such as poor coordination among implementing units, fragmented reporting structures, inconsistent adherence to standard operating procedures (SOPs), and weak enforcement of sanctions—continue to hinder service delivery. Furthermore, customer support for regulatory enforcement remains limited, complicating efforts to improve operational discipline and accountability.¹⁴

The central government issued Regulation of the Minister of Home Affairs Number 21 of 2020, which amends Regulation Number 71 of 2016 concerning the calculation and determination of drinking water tariffs (Permendagri, 2020). Currently, the primary guideline for the Regional Public Water Company of Banggai Regency (Perumdam) is the Director's Decision Number 01/PERUMDAM-BGI/IV/2021 regarding the Adjustment of Drinking Water Tariff Structure and New Customer Connection Costs (Perumdam, 2021).¹⁵

The policy on tariff determination is based on principles of affordability and equity. Specifically, drinking water costs should remain within the purchasing power of communities earning the minimum wage, not exceeding 4% of household income, while incorporating cross-subsidies between customer groups. Tariff setting also aims to achieve full cost recovery, calculated through minimum average tariffs aligned with basic costs, and promote efficient water use through progressive tariffs based on consumption blocks. Transparency and accountability are emphasized by requiring clear communication of tariff calculations to stakeholders, accommodating stakeholder input, and ensuring that the calculation methodology is both comprehensible and defensible.

However, field observations indicate that the implementation of Director's Decision Number 01/PERUMDAM-BGI/IV/2021 has been inadequate. As of March 2023, Perumdam's receivables totaled Rp 8 billion, reflecting a significant gap between policy objectives and operational practice. Despite the tariff increase, the Regional Public Water Company of Banggai Regency has not fully enforced or effectively operationalized the policy as intended.

The dissemination of the Director's Decision of the Regional Public Water Company of Banggai Regency Number 01/PERUMDAM-BGI/VI/2021, concerning the adjustment of drinking water tariff structures and new customer connection costs, has not been effectively implemented. Previously, the basic tariff averaged Rp 900/m³. Following the enforcement of this decision, tariffs increased by Rp 2,000/m³. Consequently, many customers have accumulated arrears, as they have been unable or unwilling to pay their monthly bills by the 15th of each month.

¹³ Mukhopadhyay, Anwesha, Srimanti Duttagupta, and Abhijit Mukherjee. "Emerging organic contaminants in global community drinking water sources and supply: A review of occurrence, processes and remediation." *Journal of Environmental Chemical Engineering* 10, no. 3 (2022): 107560. <https://www.sciencedirect.com/science/article/pii/S221334372200433X>

¹⁴ Alzamora, Fernando Martínez, Pilar Conejos, Mario Castro-Gama, and Ina Vertommen. "Digital Twins-A new paradigm for water supply." *HydroLink 2021-2 Artificial Intelligence* (2021): 21. [https://api.kwrwater.nl/uploads/2021/08/Alzamora-Conejos-Castro-Gama-Vertommen-Digital-Twins-A-new-paradigm-for-water-supply-and-distribution-networks-HydroLink-\(2021\)2-p.48-54.pdf](https://api.kwrwater.nl/uploads/2021/08/Alzamora-Conejos-Castro-Gama-Vertommen-Digital-Twins-A-new-paradigm-for-water-supply-and-distribution-networks-HydroLink-(2021)2-p.48-54.pdf)

¹⁵ Dekker, Helena M., Gerard J. Stroomberg, and Mathias Prokop. "Tackling the increasing contamination of the water supply by iodinated contrast media." *Insights into Imaging* 13, no. 1 (2022): 30. <https://link.springer.com/article/10.1186/s13244-022-01175-x>

Earlier research entitled Implementation of Banggai Regent Regulation Number 2 of 2007 Concerning Drinking Water Tariffs and New Subscription Connection Costs at the Regional Water Company (PDAM) of Banggai Regency (Banggai Regent Regulation, 2007) employed a qualitative descriptive method. The findings indicated that communication regarding tariff policies was insufficiently intensive, employee and infrastructure resources were inadequate, service procedures (SOPs) were poorly supported, and sanctions mechanisms lacked enforcement and customer support.

Although the tariff adjustment policy has been in effect for three years, its implementation remains suboptimal both within the company and among service users. Communication between implementers and customers has not been effectively carried out. Employee capacity, infrastructure, and technical equipment remain inadequate, despite the availability of funding. Moreover, the disposition of policy implementers has reflected limited commitment to consistent enforcement. While the bureaucratic structure—covering the division of duties, functions, and authorities—and the relevant SOPs have been formally established, they have yet to be applied effectively in practice.

As Edward III (1980) emphasizes, “without effective implementation, the decisions of policymakers will not be carried out successfully.” A policy cannot be considered successful if it fails to reduce the problems that prompted its formulation, regardless of how well-designed it may be.

In public policy studies, one prominent approach emphasizes how implementers (actors), organizational processes, and bureaucratic-political dynamics influence policy implementation.¹⁶ According to this perspective, assessing policy implementation requires an examination of both the preconditions necessary for successful outcomes and the main obstacles that hinder effectiveness. George C. Edwards III (1980) identifies four key factors that decisively shape implementation success: communication and transmission, resources, disposition or attitudes of implementers, and bureaucratic structure.¹⁷

In analyzing the implementation of the Director’s Decision of the Regional Public Water Company of Banggai Regency Number 01/PERUMDAM-BGI/VI/2021 on the adjustment of drinking water tariff structures and new customer connection costs (Perumdam, 2021), this study adopts a top-down approach. This approach is deemed appropriate given the complexity of the factors involved in examining how the policy has been carried out.

Based on these considerations, the author is interested in conducting a study on the implementation of the Director’s Decision No. 01/PERUMDAM-BGI/VI/2021 at the Regional Public Water Company of Banggai Regency. This research employs a qualitative descriptive method to assess how the policy has been operationalized. Data collection is conducted on-site, with purposively selected informants who possess relevant knowledge and experience. The study uses three data collection techniques: direct observation of implementation activities, in-depth interviews with key informants, and document analysis of related materials. Data are analyzed using the interactive model of Miles, Huberman, and Saldana, which involves four steps: data condensation (selecting, focusing, abstracting, and transforming data), data display, and conclusion drawing/verification. To ensure validity, the study applies triangulation by comparing information from observations, interviews, and documentation, thereby providing comprehensive insights into the roles of communication, resources, disposition, and bureaucratic structures in implementation.

This study also highlights three key legal issues. First, the problematic validity and legitimacy of the Director’s Decision must be examined in the context of the hierarchy of legislation to determine whether it complies with the principles of good regulatory formation and does not conflict with higher-level regulations. Second, the research will address questions of authority and the limits of discretionary power in setting public service tariffs, particularly regarding mechanisms for checks and balances to prevent abuse of authority. Third, the study will consider the tension between the cost recovery principle—necessary for the company’s operational sustainability—and the state’s obligation to guarantee affordable access to water as a basic human right.

¹⁶ Hill, Michael, and Peter Hupe. "Implementing public policy: An introduction to the study of operational governance." (2021): 1-100. <https://www.torrossa.com/it/resources/an/5282218>

¹⁷ Peters, B. Guy, Jon Pierre, Eva Sørensen, and Jacob Torfing. "Bringing political science back into public administration research." *Governance* 35, no. 4 (2022): 962-982. <https://onlinelibrary.wiley.com/doi/abs/10.1111/gove.12705>

The implementation of the Director's Decision of the Regional Public Water Company (PERUMDAM) of Banggai Regency Number 01/PERUMDAM-BGI/VI/2021 raises several critical legal issues that require thorough analysis. The first concerns the validity and legitimacy of the Director's Decision within the framework of the legislative hierarchy—specifically, whether it aligns with the principles of sound regulatory formation and complies with higher-level legal norms. The second issue relates to the scope and limits of discretionary authority in setting public service tariffs, including the presence of adequate checks and balances to prevent potential misuse of power. The third issue highlights the tension between the cost recovery principle, essential for the company's financial sustainability, and the state's responsibility to ensure access to water as an affordable human right.

Further, the fourth issue pertains to structural weaknesses in policy implementation that undermine good governance principles, such as professionalism, legal certainty, and accountability within PERUMDAM's organizational framework. The fifth involves the adequacy of consumer protection and the availability of effective dispute resolution mechanisms in the context of tariff determination. Lastly, the sixth issue concerns regulatory harmonization between regional policies and national regulations on drinking water management, as well as the impact of any misalignment on local policy effectiveness. A systematic elaboration of these legal issues provides a strong theoretical foundation and focuses the research on resolving the most urgent legal challenges related to the Director's Decision.

B. Discussion

a. Bureaucratic Structure Aspect

According to Rourke (1976, as cited in Sitindjak, 2017), bureaucracy is a structured administrative system characterized by a clear hierarchy and governed by established rules, operated by individuals selected for their competence and expertise. Max Weber (1864–1921), a German sociologist, developed the concept of an ideal bureaucracy, which he argued takes shape when all functions are performed rationally.¹⁸ Weber's ideas have been profoundly influential in the social sciences. His theory is considered an ideal type because it abstracts core principles into a model of an organization that should operate professionally and rationally, with rationality serving as its defining feature.

Weber maintained that bureaucracy should function within a strict vertical hierarchy, with limited horizontal communication among employees. Similar to a machine composed of interdependent parts, the bureaucratic system relies on a clear division of labor and specialized roles. He argued that centralized authority is essential for effective decision-making and clear delineation of responsibilities. Moreover, Weber viewed bureaucracy as a closed system insulated from environmental influences that might undermine its performance.

As cited in Wakhid (2011), Weber outlined several key principles of an ideal bureaucracy. Officials must not use their positions for personal or family interests. Positions are organized hierarchically, both vertically and laterally, with each role defined by specific duties. Every position is governed by a binding contract that establishes the responsibilities of the role holder. Recruitment should be based on professional qualifications and competitive selection processes. Employees are entitled to salaries and pensions commensurate with their hierarchical level. Career advancement is structured through a merit-based promotion system supported by demonstrable performance. Additionally, the use of organizational resources for personal purposes is prohibited, and all employees are subject to systematic, disciplined supervision.¹⁹

¹⁸ Langer, Julie. "Bureaucracy and the imaginal realm: Max Weber, rationality and the substantive basis of public administration." *Perspectives on Public Management and Governance* 5, no. 2 (2022): 122-134. <https://www.taylorfrancis.com/chapters/edit/10.4324/9781003283850-8/rationalism-bureaucracy-organization-health-services-sheila-hillier>

¹⁹ Saputra, Agung, Ananda Mahardika, and Jehan Ridho Izharasyah. "The Rationality of the Max Weber Bureaucracy Model in the Modernization of the Public Services Bureaucracy of the Industrial Era 4.0 (Case Study of Medan City E-KTP Services)." *Budapest International Research and Critics Institute (BIRCI-Journal): Humanities and Social Sciences* 4, no. 3 (2021): 6677-6687. <https://www.academia.edu/download/96816798/pdf.pdf>

Research findings indicate that the clarity of task division, main functions, and the delineation of authority and responsibility in implementing the policy to adjust the structure of drinking water tariffs and new customer connections in Banggai Regency has generally been well established among implementers. This was confirmed through interviews with key informants. The President Director of PERUMDAM Banggai Regency, Mr. Bachrudin Amir, SH, stated that he had instructed all levels of the organization to perform their duties in accordance with their respective mandates and emphasized that employees who failed to comply would be subject to evaluation and sanctions in line with applicable regulations. Consistent with this view, the Director of Administration and Finance affirmed that the division of main tasks and functions, as well as the assignment of authority and responsibility, had been carried out appropriately, with noncompliance addressed through regulatory sanctions.²⁰ Similarly, the Technical Director explained that,²¹ as a member of the Board of Directors, he was committed to adhering to established regulations regarding the distribution of duties and responsibilities in implementing the tariff adjustment policy.

In line with the information above, the Director of Services of PERUMDAM Banggai Regency stated that, as the leader responsible for the service sector, he is committed to implementing and ensuring compliance with the established division of main tasks, functions, authority, and responsibilities, both personally and among his staff. He emphasized that any instances of noncompliance would be promptly reported to the President Director for appropriate sanctions.²² Based on these statements, the researcher concluded that clarity of leadership in implementing the tariff structure adjustment policy, coordination among the leadership, and mechanisms for control and evaluation have been effectively established within the Regional Public Water Company of Banggai Regency. This is supported by the issuance of Banggai Regency Regional Regulation Number 01 of 2021, dated May 10, 2021, concerning the Regional Public Water Company, and its follow-up through Banggai Regent Regulation Number 33 of 2021, dated September 15, 2021, regarding organizational and operational guidelines. Furthermore, the company has developed a Standard Operating Procedure for Water Bill Collection and a Standard Operating Procedure for New Connection Installation, which detail general provisions, involved parties, procedures, and required forms and documentation, as evidenced by the attached SOPs.

b. Disposition and Bureaucratic Structure Dimensions Based on Local Wisdom

The disposition factor or implementers' attitudes can be strengthened by integrating local values into service ethics. Applying the Mosikatoyo principle of mutual respect in service delivery fosters respectful interactions between officials and the community. A democratic Mosusumba (deliberation) approach in decision-making enhances policy legitimacy, while a commitment rooted in the Sumpah Adat (customary oath) reinforces the moral responsibility of implementers. Motivation based on social responsibility can be cultivated through the concept of Tanggungjawab Kampung (village responsibility) in water services, recognition systems grounded in customary acknowledgment, and social sanctions imposed on implementers who fail to demonstrate commitment in carrying out their duties.²³

The bureaucratic structure in policy implementation can also be enriched through hybrid governance models that combine the formal PERUMDAM organizational framework with traditional institutions. This integration could include establishing a Dewan Adat Air (Customary Water Council) as an advisory body and implementing dual leadership between the PERUMDAM Director and traditional leaders. Traditional social control mechanisms such as the Sistem Malu (shame system) can address payment arrears, while Rapat Adat (customary meetings) can facilitate conflict mediation, supported by a tiered system of

²⁰Mr. Moh. Rivai D. Karim SH, the statement of the Director of Administration and Finance, Monday, February 12, 2024.

²¹Mr. Ferdy Saadjat, ST, the informant Technical Director, Monday, February 12, 2024.

²²Mr. Romy Botutihe, ST, the informant Director of Services of PERUMDAM Banggai Regency, Monday, February 12, 2024.

²³Bühmann, Leah, Pia Driessen, Allison Metz, Katie Burke, Leah Bartley, Cecilie Varsi, and Bianca Albers. "Knowledge and attitudes of Implementation Support Practitioners—Findings from a systematic integrative review." *PLoS One* 17, no. 5 (2022): e0267533. <https://journals.plos.org/plosone/article?id=10.1371/journal.pone.0267533>

sanctions ranging from warnings and social penalties to formal disciplinary measures, depending on the severity of violations.²⁴

MOSUSUMBA (Musyawarah-Based Implementation) framework offers a policy implementation model anchored in Banggai local wisdom.²⁵ The Mosusumba (Deliberation) stage involves participatory dialogue in tariff setting, engaging traditional leaders and community members to reach consensus aligned with local values. The Mosilabu (Gotong Royong Implementation) stage emphasizes collective action, equitable task distribution rooted in local practices, and participatory monitoring. The Mosikakasi (Joint Evaluation) stage focuses on participatory assessment, policy refinement informed by community input, and sustaining implementation within the local cultural context.

c. Implementing The Policy Of Adjusting

The next research finding indicates that the policy on adjusting the drinking water tariff structure and new customer connection fees at the Regional Public Water Company (PERUMDAM) of Banggai Regency has been implemented effectively and in accordance with the applicable Standard Operating Procedures (SOPs). This was confirmed through an interview with the President Director of PERUMDAM Banggai, who stated:²⁶ "In implementing the adjustment policy for drinking water tariffs and new connection fees, my colleagues on the Board of Directors and our staff have adhered to the SOPs.²⁷ This is essential for increasing company revenue, improving service delivery, and ensuring operational continuity.²⁸ Additionally, we are committed to providing ongoing information and education to the public."

Based on this interview and further analysis, the researcher concludes that the bureaucratic structure,²⁹ including the clarity of roles, authority, responsibilities, coordination among leadership and staff, and adherence to operational standards³⁰ —has been well executed in the implementation of the Director's Decree No. 01/PERUMDAM-BGI/VI/2021 on tariff and connection fee adjustments.³¹

SOPs serve as written guidelines that define standardized procedures within an organization. They ensure that all actions and decisions are carried out efficiently, consistently, and systematically.³² SOPs delineate specific tasks, required tools, schedules, and responsibilities³³, thereby enabling performance

²⁴ Chakraborty, Debarun, Prashant Mehta, and Sangeeta Khorana. "Metaverse technologies in hospitality: using the theory of consumption values to reveal consumer attitudes and trust factors." *International Journal of Contemporary Hospitality Management* 37, no. 4 (2025): 1276-1308. <https://www.emerald.com/insight/content/doi/10.1108/ijchm-09-2023-1500/full/html>

²⁵ Parsons, Talcott. "On the concept of value-commitments." *Sociological Inquiry* 38, no. 2 (1968): 135-160. <https://onlinelibrary.wiley.com/doi/abs/10.1111/j.1475-682X.1968.tb00679.x>

²⁶ Mr. Bachrudin Amir, SH, the informant President Director of PERUMDAM Banggai Regency, Monday, February 12, 2024

²⁷ Hartoko, Suryo, And Lita Juniati. "Professionalism Of State Civil Apparatus Performance In Serving The Community At The District Level Of Malang Regency." *International Journal Of Social Science* 4, No. 6 (2025): 719-724. <https://www.bajangjournal.com/index.php/ljss/article/view/10022>

²⁸ Anisah, Anisah, and Fentiny Nugroho. "Implementing The Minimum Service Standards Policy for Fulfilling Neglected Child's Basic Needs through Children's Social Welfare Institute." *Asian Journal of Management, Entrepreneurship and Social Science* 5, no. 01 (2025): 242-258. <http://www.ajmesc.com/index.php/ajmesc/article/view/1065>

²⁹ Permana, Adrian, And Ida Jalilah Fitria. "Factors Affecting The Implementation Of Primary Health Services At Community Health Centers: Healthcare Workers' perspective." *Multifinance* 2, No. 3 (2025): 47-58. <http://altinriset.com/Journal/Index.php/Multifinance/Article/View/341>

³⁰ Satriawan, Agus, Dede Sri Kartini, and Antik Bintari. "Government Supervision in The Management of School Operational Assistance Fund in Singkawang City." *Journal of Law, Politic and Humanities* 5, no. 3 (2025): 1994-2003. <https://dinastires.org/JLPH/article/view/1388>

³¹ Gordon, Morris, Anna de Geus, Marcin Banasiuk, Marc A. Benninga, Osvaldo Borrelli, Mary Boruta, Anil Darbari et al. "ESPGHAN and NASPGHAN 2024 protocol for paediatric functional constipation treatment guidelines (standard operating procedure)." *BMJ Paediatrics Open* 9, no. 1 (2025): e003161. <https://pmc.ncbi.nlm.nih.gov/articles/PMC11795385/>

³² Hartmann, Andreas, and Markus von der Heyde. "Guidelines and good practice on how to establish enterprise architecture management in higher education institutions." In *Proceedings of EUNIS*, vol. 105, pp. 162-168. 2025. <https://easychair.org/publications/paper/NmpN/download>

³³ Yuan, Jingshu, Kexin Zhai, Hongxin Li, and Man Yuan. "Research on the construction and mapping model of knowledge organization system driven by standards." *Computer Standards & Interfaces* 92 (2025): 103905. <https://www.sciencedirect.com/science/article/pii/S0920548924000746>

monitoring and quality control.³⁴ In organizational settings³⁵, SOPs are critical for ensuring procedural uniformity, facilitating coordination, and guiding both existing and new employees.³⁶ Ultimately, they support the achievement of organizational goals by maintaining consistent performance standards, promoting accountability, and identifying areas for improvement.³⁷

From the discussion based on interview guidelines, it can be concluded as follows:

Table 1. Bureaucratic Structure Implementation Assessment of PERUMDAM Banggai Regency's Water Tariff Policy³⁸

No.	Description / Conclusion	Implemented
1	Bureaucratic Structure Factor Clarity in the division of main tasks and functions of each unit in implementing the policy of adjusting drinking water tariff structure and new customer connection costs	Already implemented
2	Clarity in the division of authority and responsibility in implementing drinking water tariff structure and new customer connection costs	SOP already exists
3	Need for clarity from leadership and coordination in implementing the policy of adjusting drinking water tariff structure and new customer connection costs	SOP already exists
4	Need for tiered control spans in implementing the adjustment of drinking water tariff structure and new customer connection costs	Already implemented
5	In implementing the policy of adjusting drinking water tariff structure and new subscription connection costs is in accordance with SOP	In accordance with SOP

The implementation of the drinking water tariff structure adjustment policy and new customer connection fees at PERUMDAM Banggai Regency is closely linked to the legal framework that underpins its execution. The clear bureaucratic structure—including the delineation of main tasks and functions, the distribution of authority and responsibility, and effective leadership coordination—derives legal legitimacy from Banggai Regency Regional Regulation No. 01 of 2021, dated May 10, 2021, concerning the Regional Public Water Company of Banggai Regency. This regulation was further operationalized through Banggai Regent Regulation No. 33 of 2021, dated September 15, 2021, on Organizational and Work Procedure Guidelines for the Regional Public Water Company.

Director's Decision No. 01/PERUMDAM-BGI/VI/2021 on the Adjustment of the Drinking Water Tariff Structure and New Customer Connection serves as the operational instrument that implements the provisions of these regional regulations. In parallel, the established Standard Operating Procedures (SOPs) governing water billing and new connection installations function as technical guidelines to ensure that the policy is executed consistently, efficiently, and in accordance with the applicable legal framework. This alignment creates synergy between formal legal provisions and their practical application in the field.

³⁴ Rahmawati, Rahmawati, and Asrul Asrul. "Accountability of Building Permit Services in Buton Regency." *INFOKUM* 13, no. 02 (2025): 312-327. <https://infor.seaninstitute.org/index.php/infokum/article/view/2775>

³⁵ Zia, Fandhi Ahmad, Mansyur Achmad, Sampara Lukman, and Megandaru Kawuryan. "Implementation Of Licensing Service Policy Small And Medium Micro Enterprises (Msmes) In One Door Integrated Services Investment Department Of Tulang Bawang Regency Lampung Province." *Journal of Humanities and Social Sciences Studies* 7, no. 3 (2025): 50-67. <https://al-kindipublishers.org/index.php/jhsss/article/view/8974>

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³⁷ Purwanto, Auditya Desvananda Putra. "Implementation of Rent-to-Own Flats Management at Ngelom Rental Flats, Sidoarjo Regency." *Jurnal DIALEKTIKA: Jurnal Ilmu Sosial* 23, no. 1 (2025): 265-281. <http://www.jurnaldialektika.com/index.php/piani/article/view/447>

³⁸ author's data analysis results

C. Conclusion

It can be concluded that within the bureaucratic structure aspect, a novel issue emerged concerning inconsistency in leadership when delegating tasks and authority to implementing staff. Task delegation should align with the main duties and functions of each position. However, in practice, assignments were often based on personal proximity to leadership rather than professional criteria. This practice reflects unprofessional leadership and has a significant negative impact on employee performance in implementing policies at PERUMDAM Banggai Regency.

In examining the implementation of the policy on adjusting the drinking water tariff structure and new customer connection fees, the researcher applied George C. Edward III's (1980:10–11) framework of policy success determinants, which include communication, resources, disposition, and bureaucratic structure. However, the research also identified an additional factor not explicitly outlined in this model: professionalism. This factor was revealed through interviews and is likely to substantially influence the effectiveness of policy implementation.

Furthermore, the research identified a novel issue related to payment discipline among customers. Although customers formally acknowledge and agree to payment deadlines (from the 1st to the 15th of each month) when applying for service, in practice, many fail to comply. Payment facilities are limited to the PERUMDAM counters (at the head office and district service units), Central Sulawesi bank counters operating only during office hours, and direct collection by staff. These limitations have contributed to suboptimal implementation of the water bill payment policy.

While the bureaucratic structure—particularly the division of tasks and authority, coordination, control, and adherence to SOPs—has generally been well implemented, the lack of leadership commitment to assigning responsibilities based on staff competence remains a critical barrier to policy effectiveness.

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