

Dynamics of Organizational Behavior of Kebarongan Village Government Apparatus in the Provision of Public Services

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Abstract

This study examines the organizational behavior of Kebarongan Village Government officials in providing public services. The village government is the bureaucratic unit closest to the community, so the behavior of its officials greatly determines the quality of service. This study uses a descriptive qualitative approach with data collection techniques through interviews, observations, and document reviews. Analysis is carried out in stages through data reduction, data presentation, and drawing conclusions. The theoretical framework used is Max Weber's bureaucratic theory which emphasizes the characteristics of rational organizations, namely the existence of formal rules, hierarchy of authority, division of labor, impersonality, professionalism, and an orientation towards efficiency. The results show that the behavior of Kebarongan Village Government officials still reflects the character of classical bureaucracy, especially in the application of formal rules and hierarchical structures. However, the aspect of impersonality has not fully implemented because there are still service practices influenced by social proximity and kinship. Professionalism of officials is also beginning to be seen through training and capacity building, but is still limited by human resources. This study concludes that the organizational behavior of village officials is at the intersection of the Weberian bureaucratic model and local socio-cultural conditions. This shows that bureaucracy at the village level does not fully operate according to the rational-legal model, but experiences adjustments to the realities of society. These findings are expected to enrich public administration studies, particularly regarding the dynamics of public sector organizations at the village level.

Keywords

Bureaucracy, Organizational Behavior, Public Services, Village Government



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INTRODUCTION

The village government organization is the lowest level of government in Indonesia, but it holds a significant position and function in implementing village

government programs (Junaedi, 2023; Refly & Esti, 2020). Village government organizations must have human resources capable of carrying out adequate government performance to support organizational success and provide good service to the community (Handayani et al., 2023; Wahyudi et al., 2020). An employee or worker who has excellent skills and is suited to their field and carries out tasks in accordance with organizational goals will produce good performance, while those who are incompetent or unable to achieve goals or work optimally can result in decreased performance. The success of a village government is determined by the performance of village officials in assisting the Village Head in administering village governance.

Village Law No. 6 of 2014 Article 1 paragraph 1 namely "Village is a village and traditional village or called by another name, hereinafter referred to as Village, is a legal community unit that has territorial boundaries that are authorized to regulate and manage government affairs, local community interests based on community initiatives, original rights, and/or traditional rights that are recognized and respected in the government system of the Unitary State of the Republic of Indonesia (Achmad, 2019). " Village Government Regulations in Law Number 6 of 2014 are regulated regarding Regional Government Regulations defining, Village Government Organization consists of a village head and several village officials. From the Village Apparatus consists of one village secretary and several other village officials. In the sense of "other village officials" is an apparatus that assists the village head to carry out the duties of the village head, which consists of the village secretary, field technical implementers and regional heads who are often referred to as hamlet heads.

Nitariu (2023) found that although the Village Law provides space for autonomy, on-the-ground practice still faces issues of accountability and citizen participation. Meanwhile, Pamungkas (2023) emphasized that the implementation of village autonomy is carried out through deliberation and the principle of subsidiarity, but the limited capacity of village officials is a significant obstacle (Ummah et al., 2023). These findings indicate that the main challenges facing village bureaucracy are not only structural but also concern the behavior of officials in carrying out government functions.

Kebarongan Village is located in Kemranjen District, Banyumas Regency. With a population of around 6,000–7,000 people spread across several hamlets and dozens of neighborhood associations (RTs), Kebarongan Village is quite densely populated. The socio-economic conditions of its residents are very diverse. The majority of

residents work in the agricultural sector, either as farmers or farm laborers, while others pursue professions as small traders, MSMEs, construction workers, drivers, and factory workers around Banyumas and Cilacap. In addition, some residents work as civil servants, teachers, health workers, and private sector employees. In fact, quite a few productive-age residents have migrated to large cities and abroad.

This social and economic diversity has direct implications for the high demand for public services, ranging from population administration, infrastructure management, to community economic empowerment programs (Djatmiko, 2023; Tuakra, 2025). The social and cultural life of the Kebarongan community remains deeply rooted in the tradition of mutual cooperation and the values of togetherness. Traditions of community service, thanksgiving ceremonies, religious study groups, and traditional arts are still maintained and are an essential part of daily life. This social capital supports community participation in village development and strengthens the legitimacy of the village government in providing public services.

The following are some of the theories used, including Max Weber's bureaucratic theory (1947), organizational behavior theory, and public service theory as follows:

Weber (1947) stated that "Bureaucracy is a system of administration characterized by division of labor, a clearly defined hierarchy of authority, formal rules and procedures, and impersonality in the application of rule" (OKEREKA, 2024; Sager & Rosser, 2021). Max Weber commented that bureaucracy is the most rational form of organization for achieving administrative effectiveness. Its main characteristics are a clear division of labor, a hierarchy of authority, formal rules, and an impersonal approach to carrying out tasks. Weber described bureaucracy as an ideal type that emphasizes rationality and efficiency. Thus, Weber's bureaucratic theory is relevant to explain how the Kebarongan Village Government still displays the characteristics of a classical bureaucracy, such as the dominance of formal rules and a strict hierarchical structure, even though in practice there are often limitations in the flexibility of public services.

Robbins & Judge (2013) define that "Organizational behavior is a field of study that investigates the impact that individuals, groups, and structures have on behavior within organizations, for the purpose of applying such knowledge toward improving an organization's" (Chams-Anturi et al., 2020; Maulida et al., 2019). Organizational behavior is a field of study that examines how individuals, groups, and structures influence behavior within organizations. The primary focus of this theory is understanding motivation, leadership, communication, and organizational

culture to improve performance effectiveness. By using an organizational behavior perspective, the dynamics of the Kebarongan Village apparatus can be understood not only from the aspect of bureaucratic structure, but also from the human aspect, such as limited human resource capacity, discipline, and the influence of local socio-cultural values in public services.

Zeithaml, Parasuraman & Berry (1990) explain that "Service quality is the extent of the discrepancy between customers' expectations or desires and their perceptions (Ali et al., 2019; Minh, 2020)." Public service is the core of government administration, namely how officials provide quality, responsive services that are in accordance with community needs. Service quality is seen as the difference between community expectations and the reality of the services provided.

In Kebarongan Village, this public service theory helps analyze the extent to which the village government is able to provide services that are effective, efficient, transparent, and meet community satisfaction. Each village, as the smallest government unit, is required to have a clear organizational structure to ensure orderly and focused governance (Raharjo, 2021; Rudy, 2022). The village organization serves to divide tasks, assign authority, and regulate coordination between officials to prevent overlapping public services. This aligns with Grindle's (2007) findings, which state that a clear bureaucratic structure at the local government level is a crucial prerequisite for effective, efficient, and accountable public services. Without a standardized organization, bureaucratic functions cannot function optimally, and public services risk being ineffective and unaccountable. Therefore, the existence of an organizational structure is a fundamental prerequisite for village governance.

Halilul Khairi (2022) found that many local government work units lack standard job descriptions, resulting in unclear divisions of tasks and authority, impacting the efficiency and effectiveness of public services (Khairi, 2022). Furthermore, research by Sudrajat, Mustiraya, and Framesti (2025) explains that simplified organizational structures, decentralized authority, and functions tailored to local needs significantly improve the responsiveness and quality of public services (Sudrajat, 2025). This view is supported by research by Sukmana and Nurmandi (2022), which confirms that an effective local government organizational structure significantly impacts the quality of public services. The study's findings demonstrate that a clear division of tasks and structured lines of authority enable officials to work more professionally, accountably, and responsively to community needs. In other

words, a well-defined village organization is a crucial instrument in ensuring good governance at the village level.

The Kebarongan Village Government has also formed an organizational structure in accordance with statutory provisions, the following is the organizational structure and work procedures of the Kebarongan Village Government, Kemranjan District, Banyumas Regency in 2025.

Table 1. Organizational Structure of Kebaromgan Village Government

NO	No	L/P	Education	Department
1	Muhamad Harun, A.Md	L	D3	Village head
2	Pujianto	L	High School	Village Secretary
3	Drs, Rokhani	L	S1	I disappeared
4	Ainul Umam	L	High School	Disappeared II
5	Adhi Nugroho, S.M.	L	S1	Partner III
6	Amir Khasan	L	High School	Head of Government Affairs
7	Abd Ghofar Al Amin,S.Ag	L	S1	KASI Kesdaya
8	Mujilatun Khasanah, S.Pd	P	S1	Head of Service
9	Soim Muatarman	L	High School	Head of Planning Department
10	Indah Lutfihati, A.Md.Keb	P	D3	Head of Finance
11	Vishnu Hamsah	L	High School	Head of General Affairs and Administration

Source: Processed by the author

The main problem in the governance of Kebarongan Village lies in the dynamics of the village apparatus' organizational behavior in providing public services. The large population, diverse professional backgrounds, and increasingly complex community needs require village officials to work effectively, transparently, and professionally. However, in practice, obstacles remain, such as limited human resources, uneven apparatus capacity, and local cultural influences that sometimes affect the objectivity of services. This condition indicates that the organizational behavior of village officials still faces classic challenges, such as discipline issues, limited technical competence, and rigid bureaucratic procedures. On the other hand, a trend toward a modern approach is also beginning to emerge, namely efforts to increase transparency, community empowerment through Village-Owned Enterprises (BUMDes), and the use of technology in administrative services.

To analyze these dynamics, this study uses Max Weber's (1947) theory of bureaucracy as an analytical framework. Weber emphasized that an ideal bureaucracy is characterized by a clear division of labor, a structured hierarchy of authority, binding formal rules, an impersonal nature of service, and technical qualifications as the basis for recruitment and task execution. Through this

perspective, the organizational behavior of Kebarongan Village Government officials can be examined to what extent they still adhere to the classical bureaucratic pattern, which tends to be rigid and hierarchical, or have moved towards a modern bureaucracy that is more responsive, adaptive, and oriented towards community needs. Thus, this study not only highlights traditional obstacles but also new developments that indicate a shift in the bureaucratic paradigm at the village level.

METHODS

This study uses a descriptive qualitative approach with the aim of understanding in depth the organizational behavior of Kebarongan Village Government officials in providing public services (Aspers & Corte, 2021; L. Haven & Van Grootel, 2019). Data were obtained through in-depth interviews, participatory observation, and documentation studies of relevant official village documents. Informants were selected purposively, involving village government officials, the Village Consultative Body (BPD), community leaders, and residents who had interacted directly in public services. Data analysis used the interactive model of Miles, B. and Huberman, A.M. (1992) through the stages of data reduction, data presentation, and drawing conclusions. Data validity was tested by triangulation of sources and methods, as well as cross-checking with informants to ensure the validity of the findings.

FINDINGS AND DISCUSSION

Dynamics of Organizational Behavior of Kebarongan Village Government in the Provision of Public Services

This study found that the behavior of the Kebarongan Village Government apparatus generally still exhibits the characteristics of a classic bureaucracy, where the Village Head plays a central role in almost all strategic decision-making processes, while village officials carry out administrative tasks in accordance with the existing division of labor. However, cross-sector coordination has not yet fully run synergistically, so that the workflow and public service processes often experience delays when facing problems that require rapid resolution. Robbins, Judge, and Boston (2017b) emphasized that healthy organizational behavior is characterized by open communication, teamwork, and a participatory decision-making system. In practice in Kebarongan Village, there is still a gap between the formal bureaucratic structure and implementation in the field, so that the effectiveness of village government administration is not fully optimal.

Division of Labor / Specialization

In the Kebarongan Village Government apparatus, a formal division of labor already exists (village secretary, village head, section head, hamlet head, etc.), but limited human resources often mean that one person handles more than one function. This reduces administrative efficiency when tasks require specialized expertise. Gulick (1937) emphasized that division of labor increases efficiency but creates the risk of rigid coordination (Oyibo & Gabriel, 2020). Mintzberg's (1979) study also showed that public organizations with low specialization tend to multitask, thus reducing their effectiveness (Hwang & Han, 2020).

Hierarchy of Authority (Chain of Command)

The Kebarongan Village Head still holds a dominant role in almost all strategic decisions. This model maintains control but delays rapid response because authority is concentrated at the top. Peters (2010), in a comparative study of bureaucracy, asserted that overly centralized hierarchies slow innovation and limit participation. Kim (2017) in South Korea showed that bureaucracies with strong hierarchies are slower to respond to local issues without collaboration mechanisms.

Formal Rules / Formalization

In the Kebarongan Village Government, SOPs and administrative procedures provide legal certainty, but also generate red tape. Officials prefer the safe route of following procedures, even though this reduces responsiveness to urgent citizen needs. Bozeman & Feeney (2011) assert that red tape in international public bureaucracies reduces public satisfaction and hinders service performance. Jilke et al. (2019) also show in Europe that excessive formalization worsens citizens' experiences with public services.

Impersonality

The Kebarongan Village Government apparatus strives to provide equal services to all residents, but village social practices (kinship/solidarity) sometimes violate the principle of impersonality in order to expedite services for certain residents. Rothstein & Teorell (2008) in their study on Quality of Government found that impersonality prevents clientelism and corruption, but its implementation is difficult in small communities. Grindle (2012) also emphasized that in developing countries, social norms often undermine the principle of bureaucratic impersonality.

Technical Qualifications / Merit

Positions in Kebarongan are not yet fully merit-based. Many officials work based on local experience, with limited technical training. As a result, bureaucratic

capacity is hampered by rapid development. Evans & Rauch (1999), in a study across 35 countries, showed that merit-based recruitment is positively related to bureaucratic performance. Meyer-Sahling & Mikkelsen (2016) also demonstrated that merit systems strengthen the capacity of public institutions and reduce clientelism.

Career Orientation / Professionalization

Kebarongan village officials don't yet see their work as a long-term career path. The lack of incentives, career paths, and access to education weakens professional motivation. Rauch & Evans (2000) found that professional and career-oriented bureaucracies have higher quality public services (geboren te Tamale, 2021). Meyer-Sahling et al. (2018) in a study of Eastern Europe also showed that bureaucratic professionalization improves political stability and the quality of government services.

Based on the analysis using Weber's theoretical framework, it can be understood that the Kebarongan Village Government bureaucracy still displays a number of strong characteristics of the classical bureaucratic pattern, particularly in terms of its hierarchical organizational structure, rigid procedures, and a decision-making pattern that is still centralized by the village head. However, on the other hand, efforts have begun to appear to shift towards a modern bureaucratic model, for example through the involvement of village officials and the community in the service process, the gradual use of information technology, and the encouragement to be more responsive to public needs.

The following is the official website of Kebarongan Village in providing technology-based public services that can be accessed and utilized by the public.

Table 2. Provision of Technology-Based Services in the Kebarongan Village Government.

No	Service Categories	Type of Service
1	Population Administration	Certificate of Domicile, Business Certificate, Certificate of Poverty (SKTM), Certificate of Moving/Arriving, Birth/Death Certificate
2	Complaints and Aspirations	Complaint Form
3	Financial Transparency	Information (APBDes) Village Revenue and Expenditure Budget, Village Financial Realization Report
4	Village Development	RPJMDes (Village Medium Term Development Plan), RKPDes (Village Government Work Plan).

Source: Kebarongan Village Government 2025

The table above shows that the Kebarongan Village website provides various public services that can be accessed online by the public. Population administration services allow residents to process certificates without having to visit the village

office in person. Complaint and aspiration facilities open up space for citizen participation in village development, while financial transparency through the publication of the Village Budget (APBDes) and budget realization reports enhances village government accountability. Furthermore, information regarding village development planning documents, such as the RPJMDes and RKPDes, is also openly accessible to the public. Thus, the use of information technology represents a shift in public service practices from traditional bureaucratic patterns to a more modern, transparent, and participatory model..

Thus, the bureaucratic character of Kebarongan Village is essentially in a transitional position between the classical and modern models. To clarify the comparison between the two models, the following table illustrates this:

Table 3. Aspects of Classical and Modern Bureaucracy in the Kebarongan Village Government.

NO	Aspect	Classical Bureaucracy	Modern Bureaucracy
1	Organizational structure	Rigid, Hierarchical, Centralistic	
2	Procedure	Formal, Long, Slow	
3	Decision Making		Participation Involving Staff and Community
4	Service Innovation	Binding, standard rules, Limited	
5	Response to the Community	Slow, Less Responsive	
6	Use of Technology		There is Technology Support

Source: Processed by the author

Based on the results of the table analysis, it can be categorized as still in the classical bureaucratic pattern. So that the dynamics of the organizational behavior of the Kebarongan Village Government in the implementation of public services can be seen from the bureaucratic pattern being implemented. In practice, the bureaucracy in Kebarongan Village still shows the characteristics of a classical bureaucracy, such as a rigid organizational structure, long service procedures, and minimal use of technology. However, there are also signs of a shift towards a modern bureaucracy, indicated by the participation of staff and the community in the decision-making process and efforts to improve the quality of public services. This condition illustrates that the organizational behavior of the Kebarongan Village Government is in a transitional stage, namely from a formalistic classical bureaucratic pattern to a modern bureaucracy that is more participatory, responsive, and adaptive to the needs of the community.

Based on these findings, it can be explained that the bureaucracy in Kebarongan Village still exhibits the Old Public Administration (OPA) pattern. The OPA paradigm emphasizes a rigid, hierarchical bureaucracy and a heavy reliance on formal rules. This is reflected in a centralized organizational structure, lengthy and slow service procedures, and a tendency towards top-down decision-making. In the OPA paradigm, the public is positioned as a passive party who merely receives services, while government officials act as neutral and rational implementers of the rules. This condition aligns with classic Weberian bureaucratic practices that prioritize order and legal certainty over innovation and responsiveness. Thus, the Kebarongan Village bureaucracy can be understood to still be based on the OPA paradigm, although signs of a shift towards a modern bureaucratic model are beginning to emerge.

CONCLUSION

The research results show that the Kebarongan Village Government bureaucracy still tends to reflect the characteristics of a classical bureaucracy, although there have been signs of a shift towards a modern bureaucracy. From the organizational structure aspect, the work pattern remains rigid and hierarchical, resulting in slow coordination, although there have been efforts to involve village officials in decision-making. From a procedural perspective, public services are still bound by long and complicated formal regulations, resulting in services that appear slow. However, there are efforts to simplify the flow for greater efficiency. In the decision-making aspect, a centralistic pattern still dominates with the village head as the center of authority, but there has been a beginning of open participation space for staff and the community.

Furthermore, in terms of service innovation, village services tend to follow standard regulations without much breakthrough, but awareness of the importance of innovation is growing. In terms of public response, services still appear slow and unresponsive, although in some cases village officials are beginning to demonstrate openness to citizen aspirations. Finally, in terms of technology utilization, utilization is still very minimal, resulting in services being largely manual, although future development is moving toward the use of information technology.

This situation illustrates that the Kebarongan Village Government bureaucracy is still in the transition phase from a classical bureaucracy to a modern one. To accelerate this process, efforts are needed to strengthen the capacity of the apparatus, simplify procedures, increase responsiveness, and utilize technology more optimally

so that public services can be faster, more adaptive, and more responsive to community needs.

Overall, the bureaucracy still exhibits the characteristics of Old Public Administration (OPA). The OPA paradigm emphasizes a rigid, hierarchical, and procedural bureaucracy, with centralized decision-making patterns and a passive role for the public. However, a shift from the OPA paradigm toward a more open, modern bureaucracy is beginning to emerge.

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