



Bureaucratic Behavior, Service Infrastructure, and Community Satisfaction in Public Services: Evidence from Population Administration Services in Ambon City, Indonesia

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ABSTRACT

Purpose of the study: This study aims to determine the influence of bureaucratic behavior and facilities-infrastructure on community satisfaction in population administration services at the Department of Population and Civil Registration of Ambon City.

Methodology: This study employed a quantitative survey approach involving community members who had directly accessed population administration services at the Department of Population and Civil Registration of Ambon City as the research subjects. Data were collected using structured Likert-scale questionnaires designed to measure bureaucratic behavior, service facilities–infrastructure, and community satisfaction, with instrument validity and reliability tested prior to analysis. The collected data were analyzed using SPSS software through descriptive statistics and multiple linear regression analysis to examine the relationships and influence among variables, supported by classical assumption tests (normality, multicollinearity, heteroskedasticity, and autocorrelation) to ensure the reliability and robustness of the regression model.

Main Findings: The study concludes that bureaucratic behavior and service facilities–infrastructure play a crucial role in shaping community satisfaction with population administration services. These findings imply that public policy should prioritize not only infrastructural improvements but also bureaucratic professionalism, transparency, and responsiveness to strengthen public trust. The study contributes to public administration scholarship by emphasizing social satisfaction as a key indicator of effective and citizen-oriented public service delivery.

Novelty/Originality of this study: This study offers a new integrated analysis that simultaneously examines bureaucratic behavior and facilities-infrastructure in the context of population administration services in Ambon City. It contributes to existing knowledge by presenting localized empirical evidence and highlighting the combined influence of human and structural service components on public satisfaction.

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1. INTRODUCTION

Population identity is a fundamental right that must be possessed by all citizens. Population identity is a legal proof that shows a person's existence within a state [1]. Population identity documents such as the Identity Card, Family Card, and birth certificate not only contain personal information but also serve as the main

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instruments to guarantee civil, political, and socio-economic rights of citizens [1]. Without an official identity issued by the state, individuals may be unable to access essential public services such as education, healthcare, social assistance, and the right to vote in elections. In the context of public administration, population identity plays a vital role in development planning, budget allocation, and the formulation of policies based on population data [2]. In other words, the existence and validity of population identity is the primary gateway for citizens to access their rights and obligations as members of the state [3].

The state has the responsibility to ensure that every citizen possesses a legally recognized population identity. This guarantee is realized through the population administration system [4]. The Population Administration System is a series of activities carried out by the government for collecting, recording, reporting, and managing population data in a systematic, comprehensive, and continuous manner [5]. This system ensures that all vital events such as births, deaths, marriages, and population movements are recorded legally and accurately [6]. Through population administration, the government is able to manage population data effectively to support development planning, public services, and legal protection [7]. Thus, population administration is not merely a technical system but a fundamental instrument in realizing a lawful and welfare-oriented state that guarantees the basic rights of all its citizens [8].

Population administration is an essential component of public service [9]. In this context, the state is obliged to provide such services in a manner that is accessible, efficient, transparent, and accountable, as mandated by the Law on Public Services [10], [11]. This law emphasizes that every public service provider, including the Department of Population and Civil Registration, must meet minimum service standards, guarantee certainty in service time and cost, and provide complaint and evaluation mechanisms [12]. The main legal foundation governing population administration is the Law on Population Administration, which is further elaborated through various government regulations outlining procedures, supporting documents, service timelines, and the responsibilities of public officials [13]. These regulations are crucial to ensure order and uniformity in the implementation of population administrative services across Indonesia [14].

The Department of Population and Civil Registration plays an important role as a regional government institution responsible for providing community services related to the recording and issuance of population documents [15]. Generally, its main tasks include the Population Registration Division, Civil Registration Division, and the Division of Population Administration Information Management and Data Utilization [16]. Therefore, Dukcapil holds a strategic role in ensuring that every citizen has an official identity recognized by the state. In practice, Dukcapil is required to provide services that are fast, accurate, transparent, and accessible to the public as mandated in the Law on Public Services [17].

In Ambon City, the responsibility for population administrative services lies with the Department of Population and Civil Registration, whose institutional structure is regulated by local government regulations concerning the formation and arrangement of regional offices [18]. Further regulations specify the main tasks and functions of each office, including those related to population and civil registration. More specifically, population administrative services in Ambon are governed by regional regulations detailing the duties and functions within the fields of population registration, civil registration, and data and information management. These provisions ensure that all service processes are carried out in an orderly, professional manner and in accordance with national laws.

In its implementation, population administration does not rely solely on established systems and regulations but is also influenced by the quality of implementation in the field [19], [20]. Two crucial aspects that often determine the success of population administrative services are the behavior of bureaucrats as service providers and the availability of supporting facilities and infrastructure. These two aspects directly affect community satisfaction as service users [21]. Therefore, in the context of population administrative services, attention to bureaucratic behavior and the adequacy of facilities and infrastructure is essential for building responsive, efficient, and community-oriented public services.

Population administration constitutes a fundamental public service through which the state guarantees citizens' legal identity and access to civil, political, and socio-economic rights [22]. In practice, however, the implementation of population administration services often faces serious challenges that undermine these guarantees. In many local governments, including Ambon City, citizens continue to experience slow service processes, limited responsiveness from service officers, and inadequate supporting facilities [23]. These problems indicate a gap between regulatory ideals—such as accessibility, efficiency, transparency, and accountability—and the actual service conditions encountered by the public. As a result, population administration services frequently fail to meet community expectations and weaken citizens' trust in government institutions.

Field conditions in Ambon City demonstrate that the effectiveness of population administration services is strongly influenced by two interrelated factors: bureaucratic behavior and service facilities—infrastructure. Complaints from service users commonly highlight unresponsive attitudes, lack of empathy, poor communication, and inconsistency among frontline officers. At the same time, structural limitations—such as shortages of electronic card blanks, malfunctioning printing equipment, limited service space, and unstable internet connectivity—continue to disrupt service delivery. These conditions not only delay administrative processes but

also create frustration among citizens, reduce service satisfaction, and hinder access to basic legal identity documents that are essential for social welfare and civic participation.

Previous studies on population administration and public services have largely examined bureaucratic behavior and service infrastructure as separate determinants of service quality and satisfaction. While existing research confirms that human factors and physical facilities independently affect public satisfaction, limited attention has been given to how these dimensions interact to shape social satisfaction and state–citizen relations, particularly in developing and archipelagic contexts. Moreover, empirical evidence from medium-sized cities in Eastern Indonesia remains scarce in international public administration literature, which is still dominated by studies from metropolitan areas or Western and Asian industrialized countries. This gap limits theoretical generalization and weakens understanding of public service dynamics in socially diverse and administratively constrained regions.

This study addresses these gaps by proposing an integrated analytical framework that combines human factors (bureaucratic behavior) and structural factors (service facilities and infrastructure) to explain community satisfaction as a form of social satisfaction in population administration services. The novelty of this research lies in demonstrating that community satisfaction does not emerge solely from formal regulations or infrastructure provision, but from the interaction between frontline bureaucratic conduct and the state’s structural capacity to deliver services effectively. Empirically, this study contributes original evidence from Ambon City, a medium-sized archipelagic city in Eastern Indonesia, where population administration services are socially critical due to geographical fragmentation, historical social vulnerability, and high dependency on official identity documents for accessing public services. The urgency of this research stems from the need to strengthen public trust, improve service legitimacy, and support citizen-oriented governance in regions where administrative performance directly shapes state–society relations and local government credibility. Based on these considerations, this study is entitled: “Bureaucratic Behavior, Service Infrastructure, and Community Satisfaction in Public Services: Evidence from Population Administration Services in Ambon City, Indonesia.”

2. RESEARCH METHOD

2.1. Type of Research and Research Design

This study adopts a quantitative explanatory research design aimed at testing the causal relationships between bureaucratic behavior, facilities–infrastructure, and community satisfaction in population administration services. Quantitative research is appropriate because the variables examined are measurable, can be operationalized into indicators, and analyzed statistically to identify patterns and magnitudes of influence [24], [25]. The explanatory design allows the study not only to describe phenomena but also to explain how and why variations in independent variables affect the dependent variable. The research was conducted at the Department of Population and Civil Registration of Ambon City, Indonesia, over a two-month period following the proposal seminar, covering planning, data collection, data processing, analysis, and reporting stages.

2.2. Population and Sample

The population of this study consists of two groups directly involved in population administration services at Disdukcapil Ambon City: (1) service users (community members) and (2) service providers (employees). These groups represent external and internal stakeholders within the public service system, making them essential for analyzing community satisfaction from both demand and supply perspectives [26]. The sampling technique differed for each group. Purposive sampling was applied to employees, targeting staff directly involved in population administration services, resulting in a sample of 20 employees. This technique ensures that respondents possess relevant knowledge and experience related to bureaucratic behavior and service implementation [27]. For community respondents, accidental sampling was employed by selecting 50 service users who were present at the service location and willing to participate. This approach is commonly used in public service research to capture immediate user experiences and perceptions [28]. The combined sample of employees and citizens strengthens the analytical validity by reflecting the interaction between bureaucratic practices and public perceptions.

2.3. Data Collection Instruments and Techniques

Data were collected using a structured, closed-ended questionnaire as the primary research instrument. The questionnaire was developed based on established indicators of bureaucratic behavior, service facilities–infrastructure, and community satisfaction derived from public administration and service quality literature [29], [30]. Responses were measured using a five-point Likert scale, ranging from “Strongly Disagree” (1) to “Strongly Agree” (5), enabling quantitative assessment of perceptions. Three data collection techniques were applied: Questionnaire distribution, conducted both directly and through online forms to ensure accessibility and respondent convenience;

- a. Questionnaire retrieval, ensuring completeness and eligibility of responses
- b. Data tabulation, where responses were coded and organized systematically for analysis.

In addition to questionnaires, supporting qualitative inputs from brief interviews and observations were used to enrich contextual understanding, while secondary data were obtained from official documents, reports, laws, and previous studies relevant to population administration and public services.

2.4. Validity and Reliability Testing

To ensure instrument quality, validity and reliability tests were conducted prior to hypothesis testing. Item validity was assessed using the Pearson Product Moment correlation, where items with correlation coefficients exceeding the critical value were considered valid [31]. Reliability testing employed Cronbach's Alpha, with coefficients above 0.60 indicating acceptable internal consistency [32]. These tests ensured that the instrument accurately and consistently measured the intended constructs.

2.5. Data Analysis Techniques

Data analysis was conducted using multiple linear regression analysis to examine the influence of bureaucratic behavior and facilities–infrastructure on community satisfaction. Prior to regression analysis, classical assumption tests—including normality, heteroscedasticity, multicollinearity, and autocorrelation—were performed to ensure that the regression model met the Best Linear Unbiased Estimator criteria [33].

- Hypothesis testing was carried out using:
- t-tests to assess the partial effects of each independent variable;
- F-tests to evaluate the simultaneous influence of all independent variables;
- Coefficient of determination (R^2) to measure the explanatory power of the model.

These techniques provide robust statistical evidence regarding the strength, direction, and significance of relationships among variables in population administrative services.

3. RESULTS AND DISCUSSION

This study applied multiple linear regression analysis to examine the extent to which Bureaucratic Behavior and Facilities–Infrastructure influence Community Satisfaction in population administration services at the Department of Population and Civil Registration (Disdukcapil) of Ambon City. The adoption of multiple regression was based on the presence of two independent variables expected to contribute simultaneously to variations in satisfaction. Through this analysis, the researcher was able to identify the magnitude and direction of each variable's effect as well as the overall contribution of the model in explaining community satisfaction. The regression model used in this research is formulated as $\hat{Y} = a + b_1X_1 + b_2X_2 + e$, where \hat{Y} represents Community Satisfaction, X_1 represents Bureaucratic Behavior, and X_2 represents Facilities–Infrastructure. The results of the regression analysis are shown below in Table 1.

Table 1. Results of Multiple Linear Regression Analysis

Variable	Coefficient (B)	Std. Error	t-value	Sig.
Constant	0.700	0.878	0.798	0.428
Bureaucratic Behavior	4.462	0.084	5.519	<0.001
Facilities–Infrastructure	0.490	0.124	3.949	<0.001

Source: SPSS Output Version 30.0

Based on the table above, the resulting regression equation is $\hat{Y} = 0.700 + 4.462X_1 + 0.490X_2$. The constant of 0.700, with a significance value of 0.428, indicates that the constant is not statistically meaningful because it does not differ significantly from zero. The regression coefficient for Bureaucratic Behavior is 4.462 with a significance value of <0.001, demonstrating a strong positive and highly significant influence on Community Satisfaction. This means that every one-unit increase in Bureaucratic Behavior is predicted to increase satisfaction by 4.462 units. Facilities–Infrastructure also has a positive and significant effect, with a coefficient of 0.490 and a significance value of <0.001, showing that an increase in facilities quality improves satisfaction by 0.490 units. These findings reveal that both independent variables play an important role in shaping community satisfaction, although Bureaucratic Behavior exerts a much stronger influence compared to Facilities–Infrastructure.

The partial test (t-test) further supports these results by showing the individual impact of each independent variable on the dependent variable. The outcomes of the t-test are presented in Table 2.

Table 2. t-Test Results

Relationship	t-value	Sig.	Conclusion
Bureaucratic Behavior → Community Satisfaction	5.519	<0.001	Positive and Significant
Facilities–Infrastructure → Community Satisfaction	3.949	<0.001	Positive and Significant

Source: SPSS Output Version 30.0

The t-test results confirm that both variables significantly affect Community Satisfaction. Bureaucratic Behavior, with a high t-value of 5.519, contributes strongly to increased satisfaction, while Facilities–Infrastructure also provides significant support through adequate facilities and service tools. These findings show that improved bureaucratic conduct and facility availability are key factors in enhancing public satisfaction.

The simultaneous test (F-test) was used to evaluate the joint influence of Bureaucratic Behavior and Facilities–Infrastructure on Community Satisfaction. The results of the F-test are provided in Table 3.

Table 3. F-Test Results

Relationship			F-value	Sig.	Conclusion
Bureaucratic Behavior and Community Satisfaction	→	Facilities–Infrastructure	142.905	<0.001	Positive and Significant

Source: SPSS Output Version 30.0

The F-test results show an F-value of 142.905 with a significance level of <0.001, indicating that the regression model used in this study is highly significant and that both independent variables together have a strong and meaningful impact on Community Satisfaction. The extremely low significance value demonstrates that the model's explanatory power is not coincidental and reflects a genuine empirical relationship. This means that better bureaucratic behavior combined with adequate facilities significantly increases the public's satisfaction with administrative services.

The coefficient of determination (R^2) was then used to measure how well the independent variables explain variations in Community Satisfaction. Table 4 presents the results of this test.

Table 4. Coefficient of Determination

Model	R	R Square	Adjusted R Square	Std. Error of Estimate
1	0.900	0.810	0.804	1.342

Source: SPSS Output Version 30.0

The value of $R = 0.900$ indicates a very strong relationship between the independent variables and Community Satisfaction. The R Square value of 0.810 shows that 81% of the variation in Community Satisfaction is explained by Bureaucratic Behavior and Facilities–Infrastructure, while the remaining 19% is influenced by other variables not examined in this model. The Adjusted R Square of 0.804 confirms that the regression model remains robust even after considering the sample size and number of predictors. The standard error of estimate at 1.342 demonstrates that the model predicts community satisfaction with a relatively small margin of error. Overall, these results show that the regression model is effective, stable, and able to explain community satisfaction accurately.

The high influence of bureaucratic behavior on community satisfaction carries important social meaning for state–society relations. It indicates that citizens primarily experience the state not through abstract regulations or institutional structures, but through direct interactions with bureaucratic actors in everyday public services. Professionalism, responsiveness, and ethical conduct of public officials therefore function as a concrete representation of the state in the eyes of society. When bureaucratic behavior is perceived positively, it strengthens mutual trust and reinforces the perception that the state is present, responsive, and committed to protecting citizens' rights. Conversely, poor bureaucratic conduct risks widening social distance between the state and society and undermining citizens' sense of inclusion in public governance.

From the perspective of local government legitimacy, these findings imply that legitimacy is not derived solely from formal authority or legal mandates, but is continuously constructed through service performance at the frontline level. The strong statistical effect of bureaucratic behavior suggests that public satisfaction serves as a social indicator of legitimacy, where positive service experiences translate into higher public acceptance and support for local government institutions. In this context, bureaucratic behavior becomes a strategic asset for local governments, as consistent, transparent, and citizen-oriented conduct enhances institutional credibility and strengthens democratic governance. Thus, improving bureaucratic behavior is not merely an administrative reform, but a critical pathway to sustaining social trust and reinforcing the legitimacy of local government in the eyes of the community.

The strong influence of bureaucratic behavior on community satisfaction found in this study reinforces contemporary theories of bureaucratic behavior and street-level governance, which argue that frontline officials play a decisive role in shaping citizens' perceptions of the state through everyday service encounters. Recent studies emphasize that responsiveness, fairness, and professionalism exhibited by bureaucrats are not merely operational attributes but constitute the social interface between the state and society [34], [35]. In population administration services, where citizens directly interact with government representatives, bureaucratic behavior becomes a visible manifestation of state capacity and ethical commitment. Thus, the high statistical influence of

bureaucratic behavior reflects the centrality of human agency in public service performance within contemporary public administration.

From a broader social perspective, community satisfaction functions as an important indicator of social welfare and institutional performance. Recent public administration literature suggests that citizen satisfaction increasingly serves as a proxy for evaluating whether public services contribute to social well-being, equity, and inclusion, particularly in developing and decentralized governance contexts [36], [37]. High satisfaction indicates not only efficient service delivery but also citizens' perception that the state fulfills its social contract obligations. In this sense, satisfaction with population administration services reflects how effectively local governments translate legal rights—such as access to identity documents—into tangible social benefits that support citizens' participation in economic, social, and political life.

The findings of this study are also closely aligned with good governance theory, which emphasizes responsiveness, accountability, transparency, and effectiveness as key principles of high-quality public service delivery. Recent empirical studies demonstrate that when bureaucratic behavior aligns with good governance principles, public trust in government institutions increases significantly [38], [39]. In the context of Ambon City, the strong effect of bureaucratic behavior suggests that legitimacy of local government is continuously constructed through service performance rather than solely derived from formal authority. Consequently, bureaucratic conduct becomes a strategic governance instrument for sustaining institutional credibility and strengthening democratic legitimacy at the local level.

Comparatively, studies conducted in Asian and other developing countries show patterns consistent with the findings of this research. Empirical evidence from countries such as South Korea, Indonesia, and Vietnam indicates that citizen satisfaction with administrative services is strongly influenced by bureaucratic responsiveness and service integrity, while inadequate facilities and procedural rigidity undermine trust and satisfaction [40], [41]. These studies confirm that in developing governance systems, citizens tend to evaluate the state primarily through service encounters rather than abstract policy outcomes. Therefore, the results of this study contribute to international public administration scholarship by providing localized empirical support for the argument that bureaucratic behavior is a critical determinant of public satisfaction, social trust, and government legitimacy.

4. CONCLUSION

The findings of this study conclude that both bureaucratic behavior and the availability of adequate facilities and infrastructure significantly influence community satisfaction in population administration services at the Department of Population and Civil Registration of Ambon City. Professionalism, responsiveness, transparency, and courteous behavior from bureaucrats are essential in shaping positive public perceptions of service quality. At the same time, modern, comfortable, and well-functioning facilities contribute to a smoother service process and increase the public's overall satisfaction. Together, these two factors play a complementary role in ensuring that the service provided meets community expectations and supports efficient public administration. Based on these conclusions, it is suggested that the Department strengthens continuous training programs to improve the competence, responsiveness, and service ethics of its bureaucratic staff. Additionally, improvements to facilities and infrastructure should be prioritized, particularly through upgrading service equipment, expanding digital-based services, and enhancing the physical environment to create a more comfortable and efficient service experience. By combining human resource development with infrastructure improvement, the Department can enhance public trust and deliver higher-quality population administration services.

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