The Role of Bureaucracy and Implementation of Educational Policies on Organizational Performance through Service Quality

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Abstract

This study aims to analyze the role model of the bureaucracy and the implementation of educational policies on organizational performance, which is mediated by the service quality variable by employees and teachers at public Junior High Schools in Mamuju Sub-district, Mamuju Regency. This research was conducted at a public Junior High School in Mamuju Sub-district, Mamuju Regency, for three months. This research is quantitative research with data collection using questionnaires. Data analysis was performed using SPSS 22 with multilevel regression analysis. Sources of data in this study are informants, scientific journals and books related to research variables. The results of the survey show that: 1) The role of the bureaucracy has a positive and significant impact on service quality; 2) The implementation of education policies have a positive and significant impact on service quality; 3) The role of bureaucracy has a positive and significant effect on organizational performance; 5) Service quality has a positive and significant effect on organizational performance; 5) Service quality has a positive and significant impact on service and significant impact on organizational performance; 6) The role of the bureaucracy has a positive and significant impact on policies have a positive and significant effect on organizational performance; 5) Service quality has a positive and significant effect on organizational performance; 6) The role of the bureaucracy has a positive and significant impact on organizational performance; 6) The role of the bureaucracy has a positive and significant impact on organizational performance; 5) Service quality has a positive and significant impact on organizational performance; 6) The role of the bureaucracy has a positive and significant impact on organizational performance through service quality.

Keywords

Bureaucracy's Role, Education Policy, Service Quality, and Organizational Performance.

1. Introduction

The success of school management is primarily determined by the success in managing the academic staff available in the school. In this case, improved productivity and work performance can be done by enhancing human behaviour in the workplace by applying modern personnel management concepts and techniques. According to Tamsah et al. (2021) aims to utilize educational personnel effectively and efficiently to achieve optimal results, but still in pleasant conditions.

The above opinion was supported by several studies, including (Tamsah 2021) found that the leadership attitude of the principal reflects bureaucratic implementation. Furthermore, (Zacharias 2021,)produced research in which the academic supervision of school supervisors and the principal's leadership as a form of bureaucratic implementation in the school environment positively and significantly affect teacher performance. Therefore, the school must strive to be a quality centre and encourage the school to provide quality educational services in achieving its vision and mission to meet the future needs of its students (Sari 2020).

The phenomenon in teachers and employees at SMPN in Mamuju Sub-district of Mamuju Regency shows that the organization's optimal performance has not been achieved. This is characterized by the absence of employees and teachers who have not reached individual performance targets. The phenomenon indicates that the performance of employees is very determining the success of the organization's performance in achieving its goals (Umanailo et al. 2020). Thus, encouraging the author to test and analyze several factors that affect the organization's performance, including bureaucracy and the implementation of education policies that are expected to improve the quality of services and organizational performance at SMPN in Mamuju Sub-district of Mamuju Regency.

Not optimal performance at SMPN in the Mamuju Sub-district of Mamuju Regency is characterized by still problems in the implementation of education services. Based on the background description shows several factors that can influence the improvement of organizational performance. From previous research, the role of bureaucracy and the implementation of education policy can improve the quality of service and organizational performance. Therefore, the author is interested in researching how to improve the performance of organizations influenced by the role of bureaucracy and the implementation of education policies mediated by the quality of service at SMPN in Mamuju Sub-district, Mamuju Regency.

2. Literature Review

There are several thoughts to describe the concept of organizational performance, namely: 1) performance is a financial and non-financial tool that provides information on achieving goals and results, 2) performance is dynamic, requires consideration and interpretation, 3) performance is illustrated by the use of quality models that explain how actions can affect future results, 4) performance is understood differently depending on the person involved in the assessment organizational performance, 5) work concepts require knowledge of the characteristics of the elements for each area of accountability, 6) for reporting the level of performance of the organization requires the ability to anticipate results.

According to Chien (2004), five main factors determine the achievement of organizational performance, namely: 1) leadership style and organizational environment, 2) organizational culture, 3) job design, 4) motivational model, and 5) human resource policy (Rachman ,; Hamiru ,; Sam ,; Kembauw ,). According to (Solichin; Fernandes; Suharyanto, Hartono, Irwansyah, Tuwu, Chairul Basrun Umanailo, ,), who is famous for Theory of action and Job Performace, that performance in an organization is influenced by three main groups, as shown in the following figure:



Figure 1. Theory of Action and Job Performance: Best Fit

Quality can be defined as something that satisfies and exceeds the wants and needs of customers. Crosby defines quality as "conformity to requirements", and Juran &Gryna defines it as "fitness for use" (Saifuddin; Lengkana and Sofa). The actual quality standard is measured by the quality of production according to the criteria with specifications, suitable with the purpose of manufacture and use, without defects (zero defect), and always good from the beginning (right first time and every time). Quality in perception is measured by customer or user satisfaction, increased interest, expectations, and customer satisfaction (Sutapa 2008).

Deming defines quality according to context, perception, customer, and customer needs and will. According to him, quality has conditions such as 1) Top leadership is not only obliged to determine customer needs now but also must anticipate the needs of future customers, 2) Quality determined by the customer, 3) Need to be developed measures to have practical efforts to meet customer needs, through quality characteristics, 4) Customer needs and will be calculated in the design of products or services, 5) Customer satisfaction is a requirement for quality and always be the purpose of the process to produce products or services, and 6) Quality must also be able to determine the price of products or services. (Purwanti ,; Mu'adi ,) perfected and summarized the ten dimensions into five leading indicators on the quality of service. Competence, decency, credibility, and security are put together into assurance, while access, communication, and the ability to understand customers are categorized as empathy.

The development of the bureaucratic concept is one of the variants of the democratic and aristocratic government, as can be seen from the writings of de Goumay and Mill. 19th-century theorists such as Van Mohl, Olszewski and Le Play focused heavily on people's dissatisfaction with the government. They saw bureaucracy as the desire of salaried civil servants to constantly interfere in the affairs of others (Umar et al. 2019). In Public Administration Science, bureaucracy has several meanings. The government is run by a bureau commonly referred to as officialism, the executive organs of government, and the entire public officials, be it high or low officials (Sandra; Arfan; Anwar; Makmur).

Bureaucratic capabilities can be assessed by looking at the extent of the quality of public services. As the implementation of bureaucratic policies in the field, public services also attract their interests to be studied. Assessment of the ability of public bureaucracy is not only done by using indicators attached to the bureaucracy, such as efficiency and effectiveness. Still, it must also be seen from the indicators linked to service users, such as service user satisfaction, accountability, and responsiveness (Umar 2019).

The primary foundation underlying a policy is a reasonable consideration. Indeed, a policy is not merely the result of thinking of human reason. However, human reason is the dominant element in making decisions from various choices in policy decision making. According to Winarno (2019), as cited by Munadi and Barnawi (2020), public policy is a policy developed by government agencies and government officials influenced by actors and non-governmental factors (Purwanti 2021).

The public policy in education can be defined as a decision taken jointly between the government (PP. No. 17 of 2010) and actors outside the government and consider the factors that affect it to be implemented or not implemented in the field of education for all citizens. Public policy in education includes education budget, curriculum, recruitment of educational personnel, professional development of staff, land and buildings, resource management, and other policies in direct or indirect contact with education (Disas, "Analisis Kebijakan Pendidikan Mengenai Pengembangan Dan Peningkatan Profesi Guru"; Acetylena).

In its implementation, education policy has a particular characteristic (Iskandar 2019), which is to have educational objectives, meet the legal-formal aspects, have operational concepts, be made by the authorities, can be evaluated, and have systematics.

3. Methods

This study uses a quantitative research method by using numbers from respondent perception, namely a five-level Likert scale, to know the perception of the influence of bureaucratic role and implementation of education policy on organizational performance through the quality of service. This research was conducted at SMPN in Mamuju Subdistrict, Mamuju Regency, West Sulawesi. The population in this study is all employees and teachers of civil servant status in SMPN in Mamuju Sub-district of Mamuju Regency, which amounts to 125 people. Data collection techniques conducted in this study are observation, literature study, and questionnaire.

The analysis method used in this study is path analysis because researchers want to ascertain whether there is an influence on the role of bureaucracy and the implementation of education policy on the organization's performance through the quality of service at SMPN in Mamuju Sub-district Mamuju Regency. Regarding the scale of measurement in the preparation of questionnaires, researchers used the Likert Scale was made 5 (five) alternative answers given weights ranging from "strongly disagreed" to "strongly agree".

4. Results

4.1 Research Results

Validity is done by using the correlation coefficient of product-moment. The test criteria used on the instrument are said to be valid if the value of fertility is 0.30. The following are the validity test results on each variable studied (Table 1):

No. Item	R-Count	Standard > 0.30	Status
X1	0,777	> 0,30	Valid
X2	0,791	> 0,30	Valid
X3	0,746	> 0,30	Valid
X4	0,771	> 0,30	Valid

 Table 1. Bureaucratic Role Variable Validity Test Result (X1)

Source: Processed Primary Data, 2020.

Based on the validity test results shown in table 1 shows that all indicators on bureaucratic variables are valid or able to reveal something that the research questionnaire will measure. Thus, all hands can be used for further analysis (Table 2).

No. Item	R-Count	Standard > 0.30	Status
X2.1	0,777	> 0,30	Valid
X2.2	0,733	> 0,30	Valid
X2.3	0,749	> 0,30	Valid
X2.4	0,760	> 0,30	Valid
X2.5	0,743	> 0,30	Valid
X2.6	0,650	> 0,30	Valid

Table 2. Results of The Variable Validity Test of Education Policy Implementation (X2)

Source: Processed Primary Data, 2020.

Table 2 shows that all indicators on the Education Policy variables can be declared valid or reveal something that a research questionnaire will measure. Thus, all hands can be used for further analysis.

Table 3. Quality of Service Variable Validity Test Result (Y1)

No. Item	R-Count	Standard > 0.30	Status
Y1.1	0,674	> 0,30	Valid
Y1.2	0,582	> 0,30	Valid
Y1.3	0,744	> 0,30	Valid
Y1.4	0,706	> 0,30	Valid
Y1.5	0,547	> 0,30	Valid

Source: Processed Primary Data, 2020.

The Table 3 shows that all indicators on the Service Quality variable can be declared valid or reveal something that will be measured by the questionnaire to be used for further analysis.

Table 4. Organizational Performance Variable Validity Test Results (Y2)

No. Item	R-Count	Standard > 0.30	Status
Y2.1	0,775	> 0,30	Valid
Y2.2	0,818	> 0,30	Valid
Y2.3	0,758	> 0,30	Valid
Y2.4	0,734	> 0,30	Valid

Source: Processed Primary Data, 2020.

Table 4 shows that all indicators on an Organizational Performance variable can be declared valid or reveal something that a research questionnaire will measure. Thus, all variables can be used for further analysis.

To see the reliability of a measuring instrument used a statistical approach, namely through the reliability coefficient and if the value of Cronbach's alpha is more significant than 0.60. Overall, the statement is declared qualified reliability (reliable) (Table 5).

Variable	Cronbach's Alpha	Terms > 0.60	Status
The role of bureaucracy (X1)	0,770	>0,60	Reliable
Education Policy (X2)	0,840	>0,60	Reliable
Quality of Service (Y1)	0,652	>0,60	Reliable
Organizational Performance (Y2)	0,806	>0,60	Reliable

Source: Processed Primary Data, 2020.

Table 5 shows that each variable has a Cronbach's Alpha value > 0.60, so it can be interpreted as all the data used is reliable. Based on the analysis results, it can be concluded that all variables used in this study are reliable.

4.2 Hypothesis Results

Direct and Indirect Influence (Table 6)

Table 6. Direct and Indirect Influence

Variables	Direct	Indirect	Sig	Result
Bureaucracy Role (X1) on Service	4,541		0.000	Positive and
Quality (Y1)				Significance
Education Policy (X2) on Service	4,726		0.000	Positive and
Quality (Y1)				Significance
Bureaucracy Role (X1) on	4,560		0.000	Positive and
Organizational Performance (Y2)				Significance
Education Policy (X2) on	2,123		0.036	Positive and
Organizational Performance (Y2)				Significance
Service Quality (Y1) on	5,378		0.000	Positive and
Organizational Performance (Y2)				Significance
Bureaucracy Role (X1) on		3.580	0.161	Positive but not
Organizational Performance (Y2)				Significance
Through Service Quality (Y1)				
Education Policy (X2) on		3,550	0.167	Positive but not
Organizational Performance (Y2)				Significance
Through Service Quality (Y1)				

5. Discussion

5.1 The Effect of Bureaucratic Role on Service Quality

The results of the first hypothesis test showed that the role of bureaucracy had a positive and significant effect on the quality of service indicated by a t-calculated value of 4,541 > t-table of 1,658 with a significance value of 0.000. This means that if the role of bureaucracy performed by employees and teachers at SMPN in Mamuju Sub-district of Mamuju Regency is getting better, the quality of service produced by employees and teachers will be better. On the contrary, if the bureaucratic role of employees and teachers in Junior High School in Mamuju Sub-district of Mamuju Regency is getting worse, then the quality of service produced by employees and teachers will also decrease.

In Public Administration Science, bureaucracy has several meanings. The government is run by a bureau usually referred to as officialism, the executive organs of government, and the entire public officials, be it high or low officials (Albrow, 2006).

In improving public services according to the community, government officials must be filtered and filtered completely according to their competence, so that they are accepted according to the quality they have. In addition to the interest and willingness to serve the public, the acceptance of administrative personnel following the discipline is also very influential in public services, and this must be selected appropriately (Disas, "Link and Match Sebagai Kebijakan Pendidikan Kejuruan"; Asyiah ,). Indications from one of the communities that state employees and teachers in providing good service can be transparent/fair because if employees assist students in the running transparently. One level of community satisfaction, especially for students in getting benefits from the school, depends on human resources in the school. Therefore, the school is required to carry out their duties professionally and accountably. It involves the ability of employees and teachers who can satisfy students and the broader community by providing services quickly, precisely, fairly, and transparently (Rachman). The condition of the role of bureaucracy is good, believed in delivering improvements to organizational performance.

5.2 Effect of Education Policy Implementation on Service Quality

The results of the second hypothesis test showed that the implementation of education policy has a positive and significant effect on the quality of service indicated by the magnitude of t-count 4,726 > t-table 1,658 with a significance of 0.000. Suppose the implementation of education policy by employees and teachers in a school organization is getting better. In that case, the quality of service will be better. On the contrary, if the implementation of education policies of employees and teachers at a school is insufficient, then the quality of service will also worsen.

SMPN in Mamuju Sub-district, Mamuju Regency has shown very encouraging developments, both in terms of increasing the number and quality of learning facilities, the result of the number of enthusiasts and students, the increase in the number and rate of educators and educational personnel, as well as the increasing number of alumni and contributions made to the community, the government, and other stakeholders. The study results show that the implementation of education policy consists of sensitive and responsive, developed instrumental functions, futurist insight, and optimized resources. They have a potentially positive and significant effect on the quality of education services at SMPN in the Mamuju Sub-district of Mamuju Regency. The level of fatigue is influenced by the optimization factor of potential human resources as the most potent gauge.

The results of this study also support the theory of implementation (Lukitasari,). He states that the performance of procedures with organizational factors, interpretation and simultaneous application affects the quality of education services in Mamuju Sub-district Junior High School of Mamuju Regency. The level of tightness of the influence of the variable implementation of education policy has a strong effect on improving the quality of education services in the school.

The study results prove and at the same time answer the hypothesis that there is an influence between the Implementation of Education Policy on the Quality of Service of employees and teachers at SMPN in Mamuju Sub-district of Mamuju Regency. The results of this study are following (Pratama) with the results that the implementation of teacher coaching policy has a direct and indirect influence positively and significantly on the quality of education services.

5.3 The Effect of Bureaucratic Roles on Organizational Performance

The results of the third hypothesis test showed that the role of bureaucracy positively and significantly affects the organization's performance, indicated by the magnitude t-count of 4,560 > t-table 1,658 with a significance of

0.000. This means that if the role of bureaucracy in a school organization is good, then the organization's performance at SMPN in the Mamuju Sub-district of Mamuju Regency will be increased. On the contrary, if bureaucracy in a school organization is getting worse, then the organization's performance will also decrease.

The role of bureaucracy in school institutions ultimately becomes the culmination of policy implementation models at the unit and education levels. Here, there is a need for management reform at the unit and education levels. The process of renewal or innovation of management becomes an inevitability to solve the problems that are being faced. These problems can be in the form of efforts to equalize education, improve quality, improve efficiency and effectiveness of education, and relevance education. The goal is so that the dissemination of innovative ideas can be adopted, utilized, and disseminated for the improvement and solving of educational problems in Indonesia, especially in Mamuju Sub-district Junior High School of Mamuju Regency.

The results of this study, supporting research (Solichin), found that the leadership attitude of the principal reflects bureaucratic implementation. A good leadership attitude is expected to give birth to a conducive bureaucratic situation so that efforts to improve the performance of teachers and schools can be more effective. Furthermore, (Purwanti ,) produced research in which the academic supervision of school supervisors and the principal's leadership as a form of bureaucratic implementation in the school environment positively and significantly affect teacher performance.

5.4 Effect of Education Policy Implementation on Organizational Performance

The results of the fourth hypothesis test showed that the implementation of education policy had a positive and significant effect on the organization's performance indicated by the magnitude t-count of 2,123 > t-table 1,658 with a significance value of 0.036 more minor than the required significance level value of 0.05. This means that if the implementation of education policy for employees and teachers in SMPN in Mamuju Sub-district in Mamuju Regency is getting better, then the organization's performance will be improved on the contrary if the implementation of education policy is not exemplary. The performance of the organization will also decrease.

The results of this study are following research (Anwar). Both studies showed a significant influence between implementing education policy on the organization's performance in the school environment. Policy implementation still needs to be evaluated, which serves to assess how far a policy pays off by comparing the results obtained with the specified policy objectives or targets. Evaluation is an assessment of an issue that generally points to the good of the problem. Evaluation is usually done to measure a program's effectiveness in achieving the set goals.

5.5 Effect of Service Quality on Organizational Performance

The fifth hypothesis test (H5) showed that the quality of service had a positive and significant effect on the organization's performance, indicated by the magnitude t-count of 5,378 > t-table 1,658 with a significance of 0.000. This means that if the quality of service of employees and teachers is getting better, then the organization's performance will be better. On the contrary, if the quality of service of employees and teachers is getting worse, then the organization's performance will also decrease.

Reliability provided by employees and teachers in SMPN Mamuju Sub-district of Mamuju Regency affects the satisfaction felt by students and the community. This result provides evidence that the reliability of education service providers, namely SMPN in Mamuju Sub-district, is shown inaccuracy, one of which is the learning method, the reliability of teachers in teaching, the reliability of learning facilities to connect between students and educators. Other reliability in improving services will significantly affect the performance of the organization. The results of this study are following several previous findings (Rachman). The research showed a positive and significant influence on the quality of education services to improve organizational performance. The quality of Junior High School in the Mamuju Sub-district is already in the excellent category. This is thanks to the strenuous efforts made by all parties related to education in Mamuju Sub-district itself, where Mamuju Sub-district is the capital of Mamuju Regency, so that its education should also be an example for other Sub-districts.

5.6 The Influence of Bureaucratic Role on Organizational Performance through Quality of Service

The sixth hypothesis test (H6) showed that the role of bureaucracy indirectly affects the organization's performance mediated by the quality variables of work services at SMPN in Mamuju Sub-district of Mamuju Regency. It is

indicated by a coefficient value of 0.161 (positive); p-value or significance value less than 0.050 (0.000 < 0.050), which means that the mediation variable (quality of service) has a significant effect. So, it can be concluded that the role of bureaucracy has a positive and significant effect on the organization's performance mediated by the quality of service variables.

This study also found that the coefficient of direct influence of bureaucratic role on organizational performance was 3.580. When involving the quality of service as an intervening variable in indirect effect, the magnitude of the influence of bureaucratic role on the organization's performance in Junior High School in Mamuju Sub-district of Mamuju Regency decreased. It is namely to 0.161 so that variable quality of service does not strengthen the influence of bureaucratic role on the organization's performance at SMPN in Mamuju Sub-district of Mamuju Regency.

This study showed the role of bureaucracy has a more substantial influence on improving organizational performance than if mediated by the variable quality of service. The quality of service can be appropriately formed if employees and teachers can absorb and implement the appropriate or applicable organization work system. So by running a good bureaucracy, which is the structure of work arrangements, division of work, and hierarchy to carry out tasks to be more organized, can have a good influence on improving the organization's performance without the need to be mediated by the variable quality of service.

5.7 Effect of Education Policy Implementation

The seventh hypothesis test (H7) showed that the implementation of education policy affects the organization's performance mediated by the quality-of-service variables at SMPN in the Mamuju Sub-district of Mamuju Regency. It is shown with a coefficient value of 0.167; t-count 3,550 > t-table 1,658 also p-value or significance value of 0.000 which is smaller than 0.050. This means that the quality of service has a role by giving a significant positive influence in mediating the influence of the implementation of education policy on the performance of the organization in Mamuju Sub-district Junior High School of Mamuju Regency.

This study found that the coefficient of direct influence between the implementation of education policy on organizational performance was 0.168. When involving the quality of service as an intervening variable in indirect effect, the influence of the implementation of education policy on the organization's performance at SMPN in Mamuju Sub-district of Mamuju Regency decreased. It is namely to 0.167 so that the existence of variable quality of service is not able to give a strong influence between the implementation of education policy and the performance of the organization at SMPN in Mamuju Sub-district Mamuju Regency. The results of this study prove and accept the seventh hypothesis (H7) that there is a positive and significant influence between the implementation of education policy on the performance of organizations mediated by the variable quality of service.

6. Conclusions

Based on the results of data testing and discussion, it resulted in a conclusion to answer the formulation of research problems in employees and teachers in Mamuju Sub-district Junior High School of Mamuju Regency that bureaucratic role carried out by employees and teachers in Junior High School in Mamuju Sub-district of Mamuju Regency is getting better, then the quality of services produced by employees and teachers will be better, if the implementation of education policy by employees and teachers in a school organization is getting better, then the quality of service will be better, if the role of bureaucracy in a school organization is good, then the performance of the organization in Junior High School in Mamuju Sub-district of Mamuju Regency will be increasing, if the implementation of education policy for employees and teachers in SMPN in Mamuju Sub-district of Mamuju Regency is getting better , then the performance of the organization will be improved, and if the quality of service of employees and teachers is getting better, then the performance of the organization will be better as well.

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