

BUREAUCRATIC BEHAVIOR IN FACILITATING REGIONAL COOPERATION IN WEST KALIMANTAN PROVINCE

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Abstract

Regional governments are required to build cross-regional cooperation to address development challenges and increase competitiveness. The bureaucracy, as policy implementers, plays a strategic role in ensuring that regional cooperation facilitation is carried out in accordance with established regulations and objectives. This study aims to analyze bureaucratic behavior in facilitating regional cooperation with other regions in West Kalimantan Province, focusing on aspects of responsibility, responsiveness, commitment, and consistency. This study uses a qualitative descriptive approach, with data collection through interviews and observations with seven informants consisting of the Regional Cooperation Coordination Team, the Head of the Government Bureau, and representatives of technical regional apparatus. The research results show that the Government Bureau carries out its responsibility to facilitate cooperation through regulatory compliance, orderly documentation, and consistent administrative assistance. However, differences in the level of involvement between regional agencies remain a challenge that requires role harmonization. Furthermore, the responsiveness of government officials is quite good, although not all agencies are optimally utilizing communication channels. Employee commitment and consistency are also considered high, but variations in discipline and time management are still found in some work units. Overall, this research concludes that the theory of bureaucratic behavior can be applied effectively in the context of facilitating regional cooperation. The principles of responsibility, responsiveness, and commitment and consistency have proven relevant and operational in bureaucratic practice, thus serving as a normative reference for strengthening professional and sustainable regional governance. This study recommends that provincial governments strengthen coordination guidelines, digitize complaints services, evaluate performance based on bureaucratic behavior indicators, and conduct thematic training to improve the professionalism of government officials in facilitating regional cooperation.

Keywords: *Bureaucratic Behavior, Facilitation, Interregional Cooperation*

INTRODUCTION

In the era of globalization, local governments face complex challenges in increasing competitiveness, public service efficiency, and development effectiveness. Limited resources and public demands require governments to work not in isolation but instead to build collaboration across regions and sectors. Interregional cooperation is a strategic instrument in addressing development challenges, optimizing local potential, and strengthening regional economic positions at the national level. In this context, the bureaucracy plays a crucial role as the implementer of public policy and the primary facilitator in realizing interregional synergy. An effective bureaucracy is expected to not only perform administrative functions but also be adaptive, innovative, and responsive to the dynamics of modern governance and the increasingly complex needs of society. During implementation, the bureaucracy often faces challenges in the form of convoluted procedures, weak coordination, and a tendency to prioritize rules over results. This results in suboptimal regional cooperation facilitation processes. However, strong collaboration between regions and with third parties can strengthen fiscal capacity and expand development benefits. Government Regulation No. 28 of 2018 and Minister of Home Affairs Regulation No. 22 of 2020 regulate the stages of cooperation, from planning to evaluation, but implementation is highly dependent on the behavior of bureaucrats in each region. Data on the implementation of cooperation in West Kalimantan Province shows a significant increase from 2020 to 2024. Based on the report of the Regional Secretariat Government Bureau, the number of facilitated cooperations has increased consistently as seen in Table 1 below.

Table 1. Recapitulation of Regional Cooperation in West Kalimantan Province 2020–2024

No	Year	KSDD		KSDPK		Synergy	Total
		KB	PKS	KB	PKS	NK	
1	2020	1	9	1	3	4	18
2	2021	4	12	4	3	8	31
3	2022	1	27	1	5	1	35
4	2023	3	38	15	7	5	68
5	2024	3	30	3	3	5	44

Information: KSDD (*Kerja Sama Daerah dengan Daerah Lain*), KSDPK (*Kerja Sama Daerah dengan Pihak Ketiga*) KB (*Kesepakatan Bersama*) PKS (*Perjanjian Kerja Sama*) NK (*Nota Kesepakatan*)

Source: Government Bureau of the Regional Secretariat of West Kalimantan Province, 2024

The table shows an increasing trend in cooperation, but some collaborations are still not facilitated through formal mechanisms, indicating weak procedural compliance among regional agencies. Furthermore, based on the level of facilitation by the Government Bureau, most collaborations have been well-facilitated, although some remain unofficial.

Table 2. Cooperation Facilitation in West Kalimantan Province 2020-2024

Year	Collaboration Manuscript		Total	Percentage Facilitated
	Facilitated by Government Bureau	Not Facilitated by Government Bureau		
2020	18	4	22	81%
2021	31	6	37	83%
2022	35	6	41	85%
2023	68	6	74	91%
2024	44	7	51	86%

Sumber: Government Bureau of the Regional Secretariat of West Kalimantan Province, 2024

The data demonstrates an increasing consistency in facilitating regional cooperation, although some regional agencies still operate without coordination with the Government Bureau. This indicates the need to strengthen bureaucratic behavior in terms of procedural compliance and cross-agency coordination to ensure optimal collaboration effectiveness. The phenomenon of bureaucratic behavior in West Kalimantan reflects a gap between regulations and field practice. Several regional agencies, such as the Education and Culture Office, the Health Office, and the Environment and Forestry Office, have been recorded as engaging in direct collaboration without coordinating with the Government Bureau. The reasons given revolve around the urgency of the activities and the desire to expedite administrative processes. However, these actions result in weak documentation and reporting, as well as difficulties in monitoring and evaluation. This work pattern indicates the continued dominance of a bureaucratic culture characterized by a silo mentality, where agencies operate independently without cross-sector synergy. Therefore, strengthening bureaucratic behavior through increased accountability, professionalism, and coordination is imperative to support the facilitation of effective and sustainable regional cooperation.

Based on these conditions, an in-depth evaluation of bureaucratic behavior in facilitating regional cooperation in West Kalimantan Province is necessary. This research focuses on analyzing the responsibility, responsiveness, commitment, and consistency of the bureaucracy in carrying out its function of facilitating regional cooperation. Furthermore, this research aims to formulate strategic recommendations to strengthen the governance of inter-regional cooperation that is more focused, measurable, and in accordance with the principles of good governance, thereby providing optimal benefits for regional development and community welfare.

LITERATURE REVIEW

Behavior Concept

Behavior is the result of interactions between individuals and their environment, reflected through actions, attitudes, and responses to specific situations. According to Thoha (2017), behavior in an organization is a concrete manifestation of a person's ability to adapt to regulations, norms, and work culture. The behavior of civil servants in a bureaucratic context is closely related to the implementation of public service duties and responsibilities. Dwiyanto (2012) explains that the behavior of government employees can be a reflection of bureaucratic professionalism, where work ethics, discipline, and results orientation are measures of success. Thus, behavior in public organizations is not only understood as individual actions, but also as a reflection of bureaucratic values in carrying out government functions.

Bureaucracy Concept

Bureaucracy is a government administration system designed to ensure order, efficiency, and fairness in the implementation of public policy. Weber (in Thoha, 2017) described bureaucracy as a rational organization with a hierarchical structure, a clear division of labor, and a rule-oriented approach. However, in Indonesian government practice, bureaucracy often faces procedural constraints and a paternalistic culture. Pasolong (2008) emphasized that an ideal bureaucracy should be able to balance service functions and regulatory compliance. Therefore, bureaucratic effectiveness depends heavily on the ability of its apparatus to integrate the values of efficiency, transparency, and responsiveness into every public service process.

The Concept of Bureaucratic Behavior

Bureaucratic behavior is a manifestation of attitudes, actions, and patterns of relationships between employees in government organizations. Ndraha (2003) explains that bureaucratic behavior reflects the extent to which officials understand and carry out their roles according to the organizational structure and their responsibilities to the public. Tangkilisan (2007) adds that bureaucratic behavior can be seen from interactions between work units, coordination, and compliance with administrative mechanisms. In the context of regional government, bureaucratic behavior is a crucial factor in the successful implementation of policies, including in facilitating regional cooperation. Disciplined, open, and cooperative bureaucratic behavior demonstrates good governance. Conversely, passive, rigid, and sectoral behavior can hinder the effectiveness of interregional cooperation and reduce overall institutional performance.

Aspects of Bureaucratic Behavior

Aspects of bureaucratic behavior include responsibility, responsiveness, commitment, and consistency. Responsibility reflects the willingness of officials to carry out their duties professionally and accountably. Responsiveness demonstrates the bureaucracy's ability to respond to community needs and the dynamics of the work environment. Meanwhile, commitment and consistency reflect employee dedication to the organization's vision and the stability of bureaucratic performance. Dwiyanto (2012) emphasized that officials with high levels of responsibility and commitment will demonstrate proactive behavior and be oriented toward public service. Thus, these four aspects play a crucial role in creating an adaptive, innovative bureaucracy capable of carrying out its functions effectively and efficiently.

Factors Influencing Bureaucratic Behavior

Bureaucratic behavior is influenced by various factors, both internal and external. Internal factors include value systems, organizational culture, leadership, and employee motivation. Robbins (2008) states that the work environment, leadership style, and reward systems have a significant impact on individual behavior within an organization. External factors include government regulations, societal demands, and regional political and economic dynamics. According to Pasolong (2008), bureaucracies trapped in routine and structural dominance often lose their innovative power due to unbalanced external environmental pressures. Therefore, understanding these factors is crucial to directing bureaucratic behavior toward professional, adaptive, and service-oriented performance.

Facilitating Regional Cooperation

Facilitation of regional cooperation is an integral part of regional governance as regulated in Government Regulation No. 28 of 2018 and Minister of Home Affairs Regulation No. 22 of 2020. Provincial governments act as facilitators that coordinate, guide, and supervise the implementation of cooperation between districts/cities and with

third parties. According to the Ministry of Home Affairs (2020), facilitation includes the planning process, document discussion, implementation, and evaluation of cooperation results. The effectiveness of this facilitation is greatly influenced by bureaucratic behavior, especially in terms of coordination, communication, and compliance with procedures. Thus, regional cooperation is not only an administrative policy, but also a reflection of the professionalism and behavior of the bureaucracy at the regional level.

Tabel 3. Relevant research results

No	Name, Year, Source, & Title	Research result	Similarities and Comparisons
1	Dwiyanto (2012) – Bureaucratic Reform and Public Service Performance	Shows that the behavior of the apparatus has a direct influence on the quality of public services.	Both highlight the importance of responsive and accountable bureaucratic behavior in realizing good governance.
2	Tangkilisan (2007) – Public Management	Explains the importance of coordination and inter-institutional relations in the effectiveness of regional bureaucracy.	Relevant to this research which discusses coordination in facilitating regional cooperation.
3	Pasolong (2008) – Public Administration Theory	Emphasizing professionalism and bureaucratic ethics as the key to successful public service.	Having a common focus on the aspects of responsibility and commitment of the apparatus.
4	Thoha (2017) – Organizational Behavior: Basic Concepts and Applications	Describes individual behavior in organizations and the influence of structure on work effectiveness.	To be the theoretical basis for understanding bureaucratic behavior in this study.
5	Robbins (2008) – Organizational Behavior	Explaining motivational and work environment factors on organizational behavior.	Supports analysis of internal and external factors that influence bureaucratic behavior.

This research framework illustrates the relationship between bureaucratic behavior and the effectiveness of regional cooperation facilitation in West Kalimantan Province. The bureaucracy, as the primary implementer of public policy, has a significant responsibility in ensuring that the cooperation process runs according to regulations. The effectiveness of facilitation is greatly influenced by bureaucratic behavior, particularly in terms of responsibility, responsiveness, commitment, and consistency. Positive bureaucratic behavior leads to smooth interregional coordination, accurate reporting, and improved cooperation outcomes. Conversely, undisciplined bureaucratic behavior leads to delays, conflicts of authority, and reduced accountability for regional cooperation. Thus, bureaucratic behavior is a key variable in the success of regional cooperation facilitation.

METHOD

This study uses a descriptive qualitative approach to deeply understand bureaucratic behavior in facilitating regional cooperation in West Kalimantan Province. The research location was determined at the Government Bureau of the Regional Secretariat of West Kalimantan Province, which plays a strategic role as a facilitator of interregional cooperation. Primary data were obtained through in-depth interviews with Government Bureau officials, members of the Regional Cooperation Coordination Team (RCCT), and related regional apparatus, while secondary data came from documents, reports, and laws and regulations. Informants were selected using purposive sampling to ensure the data's relevance to the research focus. Data collection techniques included interviews, observations, and documentation studies, while data analysis was conducted interactively with stages of reduction, presentation, and drawing conclusions according to the Miles and Huberman model. Triangulation of sources and methods was applied to ensure validity and strengthen the findings regarding bureaucratic behavior in the implementation of regional cooperation facilitation.

RESULTS AND DISCUSSION

West Kalimantan Province is a vast province comprising 14 districts/cities with diverse geographic characteristics and development potential. Its strategic location, directly bordering Malaysia, provides the province with significant opportunities for developing interregional cooperation, both nationally and internationally. The West Kalimantan Provincial Government, through the Regional Secretariat's Government Bureau, plays a key role in coordinating general government affairs, regional autonomy, and facilitating interregional cooperation. This bureau is led by a Head of Bureau who oversees several sections, one of which is the Regional Cooperation Section, which serves as the primary executor of coordination, guidance, and supervision of the implementation of cooperation in accordance with statutory provisions. The implementation of regional cooperation facilitation in West Kalimantan Province refers to Government Regulation Number 28 of 2018 and Minister of Home Affairs Regulation Number 22 of 2020, which regulates the stages from planning, review, signing, to evaluation of cooperation results. In its implementation, the Government Bureau acts as a liaison between the provincial government, districts/cities, and partners from other sectors. Based on data from the Government Bureau for the 2020–2024 period, the number of regional cooperation agreements continues to increase annually, including regional cooperation with other regions, regional cooperation with third parties, and central-regional synergy. However, there are still several regional agencies that carry out cooperation without going through official facilitation mechanisms, indicating the need for increased bureaucratic discipline and inter-institutional coordination so that each agreement can run according to the expected provisions and objectives.

The Government Bureau of the West Kalimantan Provincial Secretariat plays a central role in facilitating regional cooperation. Interviews revealed that bureau staff understand their duties and functions as stipulated in Government Regulation Number 28 of 2018 and Minister of Home Affairs Regulation Number 22 of 2020, which emphasize the importance of administrative procedures and coordination with the Regional Cooperation Coordination Team (RCCT). Staff demonstrate a sense of responsibility in preparing agreement documents, facilitating meetings, and overseeing cooperation implementation. However, some regional officials still lack a full understanding of facilitation procedures and implement cooperation without formal coordination. These obstacles are caused by limited human resources, high workloads, and a lack of administrative discipline. In terms of responsiveness, the research results indicate that Government Bureau employees are quite responsive to requests for cooperation between regions and with third parties. This is demonstrated by the increasing number of collaborations facilitated from 2020 to 2024. A rapid response was also demonstrated in the preparation of recommendations and the delivery of facilitation results. However, obstacles remain, including slow cross-sector coordination and lengthy administrative bureaucracy, particularly when involving external agencies. The Government Bureau is working to address these obstacles by improving communication, utilizing information technology, and simplifying documentation processes to make facilitation services more efficient and adaptive.

Employees demonstrated strong commitment to their duties, demonstrated by efforts to maintain strategic partnerships and improve reporting quality. Some employees also demonstrated an awareness of the importance of attendance, punctuality, and discipline. However, consistency in carrying out responsibilities was not uniform across all areas. Some regional agencies still did not routinely report on the results of their partnerships, and some activities were not well documented. Nevertheless, the direction of collaboration facilitation implementation has shown significant progress compared to the previous period, with internal coaching and increased commitment from bureau leaders to employee performance accountability. The research results show that bureaucratic behavior in facilitating regional cooperation in West Kalimantan Province is not yet entirely ideal, despite showing progress from year to year. Based on Weber's theory (in Thoha, 2017), an ideal bureaucracy should operate rationally, efficiently, and be rule-oriented. However, in practice, as stated by Dwiyanto (2012), bureaucratic behavior in Indonesia is often characterized by weak administrative discipline and inter-agency coordination. This is evident in several regional apparatuses that still operate sectorally and do not fully understand the role of the Government Bureau as the primary facilitator.

Increased employee responsiveness indicates a growing spirit of bureaucratic reform, consistent with Tangkilisan's (2007) view that the effectiveness of public organizations depends on their ability to respond to the needs of the work environment. However, the main challenge remains the consistency and commitment of officials in implementing rules and procedures sustainably. From an organizational behavior perspective, Robbins (2008) emphasizes the importance of motivation and an adaptive work culture to create proactive and results-oriented bureaucratic behavior. Based on these theories, this study demonstrates that the success of facilitating regional cooperation is significantly influenced by disciplined, accountable, and cooperative bureaucratic behavior. Human resource capacity building, strengthened coordination across regional agencies, and the implementation of a digital

administrative system are needed to ensure bureaucratic behavior is more responsive to regional development needs and in line with the principles of good governance.

CONCLUSION

Bureaucratic behavior in facilitating regional cooperation in West Kalimantan Province has shown positive progress, although it has not yet reached ideal conditions. Government Bureau officials have carried out their responsibilities in accordance with regulations, demonstrated responsiveness to cooperation requests, and demonstrated commitment and consistency in carrying out their duties. However, weaknesses remain in cross-sectoral coordination, reporting of cooperation results, and administrative discipline in several regional agencies. Therefore, it is necessary to strengthen the capacity of apparatus resources, improve understanding of regulations, and optimize the role of the Government Bureau as the primary facilitator through the implementation of digitalization systems and ongoing development. With these steps, it is hoped that bureaucratic behavior will become more effective, responsive, and consistent in supporting the realization of good and competitive regional cooperation governance.

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