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The Implementation of Clean Water Service Provider PERUMDAM Tirta Kencana Jombang Regency

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ABSTRACT

Water resources are part of limited natural resources both in terms of quality and quantity in meeting human needs. The existence of Regional Drinking Water Company (PERUMDAM) has a strategic role in ensuring the distribution of clean water evenly, considering its urgency for various sectors of life. PERUMDAM Jombang Regency, as one of the Regional Owned Enterprises (BUMD) in Indonesia, seeks to carry out this function. However, the services provided still face obstacles, especially for people who rely heavily on the provision of drinking water, so the implementation is not fully optimal. Like the number of customer reports received by Tirta Kencana Regional People's Representative Council. This study used a qualitative approach using descriptive methods, referring to George C. Edward III's theory of policy implementation, which includes four main variables: communication, resources, disposition, and bureaucratic structure as major references in identifying the results of this study. Data collection techniques include interviews, observations, and documentation. Research results show that clean water services are running quite successfully, as shown by the availability of clear SOPs and the good attitude of employees. However, there are still obstacles in terms of information clarity and limitations in maintaining the water distribution network. This finding emphasizes the need to improve communication and optimize infrastructure to improve the quality of clean water services for the community.

INTRODUCTION

Clean water is a basic necessity for humans and other living creatures, including animals and plants, due to its crucial role in sustaining life. One of the main roles of water is as a source of raw water and drinking water (Afifa & Dkk, 2025). The amount of water on the Earth's surface is relatively constant because it undergoes a hydrological cycle. Water has various important functions in human life, such as for household needs (cooking, drinking, washing, and bathing), transportation, hydroelectric power plants (PLTA), and supporting economic activities such as agricultural irrigation and aquaculture. Beck (2000) states that water is the largest component in the human body, accounting for about 60-70% of body weight, so its availability is very important for body balance and metabolism. (Yuliani, R., & Imaningsih, 2020).

Based on Law No. 17 of 2019, water resources include surface water, groundwater, and wastewater. This law establishes basic principles for managing water resources, such as integration, sustainability, fairness, community participation, and efficiency (Nuradji & Pengabdian, 2025). In its implementation, the government divides authority between the central and regional governments in managing water resources. The institutions responsible for this management are given the authority to carry out their duties. In line with this definition, the term “water enterprise” was introduced in water resource management, which is then guaranteed through the granting of water use rights (Putri et al., 2021)

In Indonesia, water resource management faces complex challenges, given that water has various economic, cultural, social, and environmental functions that are sometimes conflicting. Population growth, lifestyle changes, declining ecosystem services, and climate change have impacted access to quality and sufficient water, while increasing water-related extreme events (Wahyu Diana et al., 2020). The island of Java holds only about 4.5% of the total national freshwater reserves, but must meet the needs of 60% of Indonesia's population, support nearly 70% of irrigated land, and meet about 70% of the water needs for the industrial sector. This challenge is compounded by a 3% decline in rainfall in the region. In addition, the conversion of water catchment areas into residential and industrial areas threatens the sustainability of water sources. This condition is exacerbated by damage to a number of river basins in Java, which has caused high erosion and sedimentation in several major reservoirs, such as those on the Citarum, Brantas, Serayu-Bogowonto, and Bengawan Solo rivers (Arruzzi, 2021).

Excessive groundwater extraction in major cities on the island of Java, such as Jakarta, Semarang, and Surabaya, has triggered land subsidence and the intrusion of seawater into the groundwater layer. In addition, the lack of adequate

industrial waste treatment and sanitation systems has exacerbated groundwater and river pollution, especially during the dry season due to domestic and industrial waste. Meanwhile, during the rainy season, flooding is a frequent problem due to the decreasing amount of absorption land, the declining capacity of rivers, and damage to drainage infrastructure (Arruzzi, 2021). Therefore, in the water distribution network, good coordination between all relevant parties, including policy makers and water sector actors, is essential to ensure sufficient water availability. (Langitan, 2019)

The local government established a business entity known as a regional company, also referred to as a BUMD, to achieve fiscal independence in a region. Regional companies, which are a source of local revenue, now need to be seen as an important element in their contribution to regional income. The establishment of PERUMDAM Tirta Kencana is based on Regional Regulation No. 11 of 2019 with the aim of supporting comprehensive regional development, providing drinking water services to the community, increasing regional income, and creating jobs in Jombang Regency. The regional company referred to here is a type of company managed by the regional government as a manifestation of regional autonomy. The goal is to manage the resources available in the region so as to increase regional revenue (Farhani & Adnan, 2021).

In 2024, PERUMDAM Tirta Kencana Jombang Regency won the prestigious TOP BUMD Awards 2024 with a 5-star (Excellent) rating. Additionally, Director Khoirul Hasyim was also awarded the TOP CEO BUMD 2024 title in recognition of his significant contributions that have initiated the advancement of the company.

As a drinking water service provider, PERUMDAM Tirta Kencana plays an important role for the local community, especially in Jombang Regency. However, in practice, the services provided by PERUMDAM to the community, especially those who are highly dependent on these services for their drinking water needs, are still not fully optimal. The performance of public bureaucracy is directed at creating and providing quality services that meet community expectations. Community satisfaction is the main benchmark in assessing the success of public bureaucracy performance (Agus Pariono dkk, 2020). The community affected by unequal access feels that the services are not yet optimal. This can be proven by the fact that 13 sub-districts have access to services and 8 sub-districts do not yet have access to services from PERUMDAM Jombang Regency.

From the data, it can be seen that the limited access to services has resulted in suboptimal performance provided to the public, leading to complaints from the Jombang Regency Water Supply Company (PERUMDAM). This is intended to encourage PERUMDAM to provide maximum service access to all residents of Jombang Regency.

In its management, PERUMDAM Tirta Kencana, Jombang Regency has two main Air Processing Installations (IPA), namely Plani IPA and Jatigedong IPA, each of which has different air processing characteristics.

Tabel 1. Tirta Kencana Water Management Installation

No	Installation	Source	Capacity (liters/sec)
1.	IPA Plandi	Sumur Bor	42,80
2.	IPA Jatigedong	Sungai Brantas	40,00

Source: PERUMDAM Tirta Kencana Jombang Regency, 2025

Even though it already has two IPAs, namely IPA Plani and IPA Kudu, the clean water production capacity of PERUMDAM Tirta Kencana is still unable to fully meet the needs of customers, especially in areas with high residential growth. This condition encourages some people to look for alternatives to fulfill clean water independently, such as by drilling wells or utilizing groundwater sources in some areas whose water quality is still classified as good and suitable for consumption. The availability of decent and sustainable clean water not only affects the health aspects of the community, but also reflects the quality of governance at the local level. Therefore, the agency providing clean water service of PERUMDAM has an important role in ensuring the people's right to water as a basic daily need.

However, in the performance of PERUMDAM, there are still many obstacles faced, while the obstacles that occur in the community demand PERUMDAM of Jombang Regency to provide excellent service performance with the set service standards. Less optimal service can cause obstacles in the community such as, leaking pipes, dead water, murky water, damaged crane stops, damaged meter, and water use. The following is comprehensive evidence of people filing complaints.

Tabel 2. Customer Complaint Report of the Jombang Regency Water Company

No	Types of Complaints	2021	2022	2023	2024
1.	A leaky pipe	1077	1185	1482	1138
2.	Dead water/small water	605	905	791	456
3.	murky water	146	153	239	469
4.	Stop broken faucet	253	534	599	146
5.	The meter is broken	265	185	426	565
6.	Water use	335	519	474	322
7.	Conceal oneself	201	371	1019	2096
Number		**2882**	**3852**	**5030**	**5192**

Source: PERUMDAM Tirta Kencana Jombang Regency, 2025

Based on the above data, there are still many complaints reported by the community to PERUMDAM Jombang Regency. From this data, it can be seen that PERUMDAM Jombang Regency continues to receive complaints every year. These complaints have prompted PERUMDAM Kabupaten Jombang to review its service guidelines in accordance with established service standards. PERUMDAM Kabupaten Jombang has service standards that must be implemented so that the community does not experience obstacles in the use of clean water.

This also shows that there are still challenges in the quality of public services, both in terms of clean water distribution, water quality, and the speed of handling technical problems in the field. Thus, the increasing trend in the number of customer complaints in the 2021–2024 period not only illustrates problems in service but also shows the dynamic interaction between the company and the community. This emphasizes the importance of strengthening public service management that is oriented towards transparency, community participation, and accountability in every service delivery. Therefore, the objective of this study is to describe the implementation of clean water services by PERUMDAM Tirta Kencana in Jombang Regency.

RESEARCH METHOD

Referring to the issues to be studied, this research uses a descriptive qualitative method with a case study approach to understand and provide an in-depth and comprehensive description of the research topic, namely the Implementation of Clean Water Services by the Regional Water Company (PERUMDAM) Tirta Kencana in Jombang Regency. In

(Sugiyono, 2024) the cases studied can be events, processes, activities, programs, individuals, or groups, which aim to find out the reality of the events being studied so that it is easier to obtain data in order to know and understand the implementation of clean water services by PERUMDAM in Jombang Regency. The location of this study is the Tirta Kencana Regional Water Company in Jombang Regency. The primary data used in this study came from the Customer Relations Division, Marketing and Services Division, and Transmission and Distribution Division. Meanwhile, the secondary data came from supporting documents obtained by the researcher. In this study, purposive and snowball sampling techniques were used to select appropriate informants, including several employees working in clean water services at PERUMDAM Jombang Regency. In the research process, the data collection techniques used included interviews with informants, direct observation in the field, and documentation. Data related to PERUMDAM's clean water services, both primary and secondary data, which were then analyzed, will be described in detail so that they are easy for readers to understand and can answer the research questions.

RESULT AND DISCUSSION

The results of this study are compiled based on empirical data obtained directly from the field through three main methods, namely interviews, observation, and documentation. They are analyzed using Edward III (1980), which consists of four indicators, namely communication, resources, disposition, and bureaucratic structure. From the data on the number of subscribers of PERUMDAM Tirta Kencana in the last four years, there is a fairly consistent growth in the number of subscribers, even though the rate of increase varies every year. In 2021 the number of subscribers was recorded as 20,627 connections, then in 2022 it increased to 21,803 connections. Furthermore, in 2023 the number of subscribers increased again to 22,268 connections, and in 2024 it reached 22,445 connections. The increase in subscribers in the 2021–2022 period reached 1,176 connections, while in the 2022–2023 period it was only 465 connections, and in the 2023–2024 period the growth slowed to 177 connections. This shows that although the company is still able to attract new customers, the potential for customer growth is starting to experience limitations. The factors that cause this slowdown can be attributed to field conditions, such as the limitations of new network development areas, the level of market saturation in urban areas, and the need to increase infrastructure capacity to reach more distant areas.

Although the growth trend that remains positive shows the continuity of service expansion, the success of marketing programs, and the public's awareness of the importance of clean water access. Nevertheless, the decline in the percentage of annual growth can be a starting indicator for the management of PERUMDAM to evaluate network and service development strategies, in order to prevent stagnation in the coming years.

1. Communication

Communication is one of the key indicators that determine the success or failure of a policy. Communication serves as a bridge between policy makers, field implementers, and the community as service recipients. Communication not only emphasizes the importance of information delivery, but also covers three important aspects, namely transmission, clarity, and consistency. These three aspects are interrelated and form the main basis for ensuring that policies can be implemented effectively. (Herawati et al., 2025)

Information Transmission, The information delivery strategy implemented by PERUMDAM Tirta Kencana in Jombang Regency to support the implementation of clean water services has been designed using a comprehensive approach, covering both direct and digital methods. This approach is intended to ensure that all levels of society, both in urban and rural areas, can receive information that is accurate, clear, and tailored to their needs. This is also in line with what Berliana:2018 said in (Herawati et al., 2025) that good communication must reach all levels of society. Directly, PERUMDAM conducts socialization through face-to-face meetings at the village, sub-district, and neighborhood (RT/RW) levels. This direct interaction is considered important because it not only functions as a one-way medium of information, but also as a forum for dialogue to absorb aspirations, criticism, and suggestions from the community directly. Meanwhile, on the digital side, PERUMDAM utilizes various social media platforms, including *Instagram, YouTube, TikTok, and Facebook,* as media for disseminating information that is fast, massive, and flexible. The use of social media is considered highly relevant to current trends in community communication, especially for reaching productive age groups who are more active digitally.

Clarity of Information, PERUMDAM has established various communication channels aimed at ensuring that all information related to services, whether it be repairs, disruptions, or other announcements, can be conveyed quickly and easily understood by the community. One concrete example of these efforts is the establishment of online customer communication groups in each service area, which serve as a forum for conveying information and as a medium for dialogue between customers and the company. In addition, the existence of a 24-hour Customer Service (CS) is another indicator that PERUMDAM is committed to providing open and responsive access to information to meet the needs of the community. CS not only receives complaints, but also provides clarification and further information regarding the status of ongoing services. This is also in line with what Agustino said in (Adibowo et al., 2025) that the information received by policy implementers must be clear and not confusing or ambiguous. In addition, the use of digital media such as WhatsApp broadcasts and Instagram is also considered quite effective in reaching a wider range of customers, especially in conveying urgent information such as water distribution disruptions, network repairs, or service rescheduling. However, there are still obstacles, especially for community groups that are not yet optimally reached by digital media.

Consistency of Information**,** The socialization activities carried out by PERUMDAM Tirta Kencana Jombang Regency to the community can be said to not yet take place regularly and on a scheduled basis. Direct or face-to-face socialization is generally only carried out at certain strategic moments, for example, as a follow-up to formal cooperation between PERUMDAM and the village government through the signing of a Memorandum of Understanding (MoU), or when developing clean water service networks in areas that do not yet have access to piped connections. The limitations of direct outreach are likely influenced by factors such as resources, time efficiency, and the vast coverage area served by PERUMDAM. As an alternative, PERUMDAM tends to optimize the use of digital communication media to convey information to the community. Although this digital-based communication pattern is quite effective in accelerating the dissemination of information, there are potential weaknesses that need to be

considered. The lack of face-to-face outreach risks reducing direct interaction between the company and the community. In fact, direct interaction plays an important role in building trust, strengthening understanding, and providing a means for the community to express their aspirations or complaints more openly.

This is not in line with what Agustino said in (Adibowo et al., 2025) that the instructions given in the implementation of communication must be consistent and clear to be established or carried out. Thus, the communication strategy implemented by PERUMDAM Tirta Kencana can be said to be inconsistent, as it still needs to be balanced with a more consistent face-to-face socialization mechanism. The combination of these two approaches is expected to expand the reach of information while maintaining the quality of interaction with the community, so that the implementation of clean water services can be more inclusive and sustainable.

Figure 1. Forms of Communication Used by PERUMDAM

2. Resources

The resources referred to include staff, budget, authority, facilities, and infrastructure. Without sufficient support from these various aspects, including competent personnel, proportional budget allocation, supporting infrastructure, and available time, a policy, even if it has been ideally designed, will face serious difficulties in being optimally implemented. (Yusnalia et al., 2025)

Staff, In the specific context of clean water services, the availability of adequate, competent, and evenly distributed staff is a key factor that determines the sustainability and effectiveness of services to the community. Based on field research, data and information show that the number of employees currently employed by PERUMDAM Tirta Kencana in Jombang Regency has been adjusted proportionally to the number of customers served. The ratio applied, which is around 5 employees for every 1,000 customers, is an indicator that the company has planned its human resources by realistically considering the existing workload. This finding shows that PERUMDAM's organizational structure and internal work system have been designed based on the principles of efficiency and functionality. The division of tasks between units, particularly in the technical, customer complaints, and distribution departments, appears to be structured and balanced, and employees also have tasks that match their qualifications. This implementation not only reflects the quantitative adequacy of the number of employees but also demonstrates the existence of organizational management that is capable of distributing labor according to operational needs in the field. This is also in line with what Agustino said in (Adibowo et al., 2025) that an important resource in policy implementation is staff or human resources. One of the causes of policy implementation failure is insufficient or inadequate staff, and even staff who are not competent in their fields. Thus, the existence of proportional human resources is an important pillar in supporting smooth service delivery, while ensuring that the community has access to clean water in a sustainable and high-quality manner.

Budget, the availability of funds allocated to support policy implementation. Based on field research, operational budget management has been quite effective in supporting clean water services to the community. This is reflected in the budget allocation strategy that prioritizes basic service needs, especially in handling technical problems such as pipe leaks, damage to distribution networks, and periodic maintenance of existing infrastructure.

Table 3. PERUMDAM Budget for 2024

1.	Total Budget	Rp. 21.070.326.671
2.	Profit/loss	Rp. 1.304.692.004
3.	Budget to PAD	Rp. 326.173.001

Source: PERUMDAM Tirta Kencana Kab. Jombang, 2025

Judging from the budget data above, the relatively large total budget is basically allocated for company operational financing, network and infrastructure maintenance, clean water distribution, and the implementation of various other public service support activities. This shows that budget management is not only focused on achieving profit, but also directed at ensuring the sustainability of services and improving the quality of clean water services to the community. Thus, the profits earned and contributions to the PAD are proof that PERUMDAM Tirta Kencana not only acts as a service provider, but also as a strategic partner of the local government in supporting community welfare through accountable and transparent financial management. Thus, it can be concluded that the management of PERUMDAM Tirta Kencana Kabupaten Jombang's operational budget has been effective in supporting basic services. However, to meet long-term development needs, the company needs to innovate in budget planning so that it can respond to the evolving needs of the community in a more adaptive and sustainable manner.

Authority, Authority in the implementation of clean water services is distributed functionally into several divisions that are integrated and support each other, in order to ensure the continuity and effectiveness of services to customers. The Customer Relations Division is one of the units that has a strategic role, especially in terms of external communication and managing relations between the company and the community. This division has full authority to handle customer complaints, convey information related to service schedules, network repairs, and emergency conditions through various communication channels, both directly through face-to-face meetings and digitally through the company's official social media such as Instagram, WhatsApp broadcast, and website. The Technical Division has broad authority in technical operational aspects, including pipeline maintenance, damage detection and handling, water distribution optimization, and long-term technical development planning. This authority enables the technical division to take quick and efficient action in maintaining the stability of clean water supply to customers.

This is also in line with what Agustino said in (Adibowo et al., 2025) Authority is the power or legitimacy for implementers to carry out policies that have been determined politically. Authority can also legitimize implementers to carry out

policies that have been made. Thus, these findings indicate that the operational authority management system at PERUMDAM Tirta Kencana in Jombang Regency has been functioning properly and in accordance with the principles of good governance. Each division has clear boundaries of authority and is able to carry out its duties effectively, as well as establish good coordination in dealing with various service conditions in the field.

Facilities and Infrastructure, The condition of infrastructure and facilities supporting clean water services at PERUMDAM Tirta Kencana in Jombang Regency is adequate and capable of supporting the smooth operation of the company. Based on data obtained from internal sources, it is known that around 80% of the total infrastructure and service facilities are in good condition and suitable for use. These facilities include piping networks, water treatment systems, reservoirs, and other supporting equipment spread across various service coverage areas. As part of its efforts to maintain service quality and sustainability, the company has also implemented a Drinking Water Security Plan (RPAM) as the main framework for maintenance and supervision of the clean water supply system. The RPAM serves as an important guideline for identifying potential risks, planning preventive measures, and ensuring that the infrastructure continues to operate in accordance with quality standards. Water resource management at PERUMDAM Tirta Kencana is a form of implementing public service policies oriented towards meeting the basic needs of the community. For groundwater sources, the management process is carried out through aeration by channeling water from wells into special tanks. This method serves to reduce gas content and eliminate unwanted odors before the water enters the reservoir.

Table 4. PERUMDAM Clean Water Sources

No	Raw Water Source	Debit (lt/sec)	Amount of Clean Water (m3/Year)	Percentage (%)
1.	Surface Water	40.00	850.449	13,7%
2.	Underground Water	217.30	5.359.114	86,3%
Number		**257,30**	**6.209.563**	**100%**

Source: PERUMDAM Tirta Kencana Kab. Jombang, 2025

Based on the data obtained above, it is known that the Regional Water Company (PERUMDAM) utilizes two main types of raw water sources in the provision of clean water, namely surface water (rivers) and groundwater (bore wells). From this comparison, it can be seen that the largest contribution to the availability of clean water comes from groundwater sources with a discharge more than twice that of surface water. However, surface water remains an important component because it can significantly increase the annual clean water production capacity. The combination of these two raw water sources is PERUMDAM's strategy to ensure the continuity of clean water services to the community, as well as an effort to anticipate limitations if one source experiences a decline in availability.

From these findings, it can be concluded that although PERUMDAM Tirta Kencana's facilities and operational resources are generally functioning well, there are still gaps in terms of technical response speed due to limited equipment in the field. Therefore, in the future, a more adaptive logistics management strategy is needed, including increasing stocks of important components and optimizing the technical equipment distribution system to speed up the repair process. This is important to ensure that technical disruptions do not have a prolonged impact on customer satisfaction and comfort.

Figure 2. Condition of Infrastructure Supporting Clean Water Services

3. Disposition

The disposition or attitude of policy implementers is one of the key factors in determining the success of policy implementation. For implementation to be effective, implementers are required to have not only technical skills but also an attitude that supports the policy. If implementers have a positive disposition, i.e., they accept and support the policy objectives, they are more likely to carry out their duties diligently in accordance with the expected direction. Conversely, if there are differences in attitude, views, or behavior between implementers and policy makers, implementation has the potential to encounter obstacles and not run according to the objectives set (Yusnalia et al., 2025).

Commitment, Field findings show that PERUMDAM Tirta Kencana in Jombang Regency has a high level of commitment to providing clean water services to the community, as reflected in the application of the One Day Service principle. The application of this principle is a form of the company's seriousness in ensuring responsiveness and speed of service, particularly in responding to customer needs or complaints in a timely manner. This principle is not just an administrative slogan, but has been implemented in various service operational procedures. This commitment covers several important aspects of clean water services, such as handling reports of technical problems such as network leaks, the process of installing new connections, and following up on other customer complaints. In its implementation, the company strives to ensure that every complaint received can be immediately verified, followed up, and resolved within a maximum of 24 hours in accordance with service standards. As a concrete form of this commitment, PERUMDAM has formed a special unit called the Rapid Response Team (Tim Gercep), which is tasked with responding to public reports immediately and efficiently. The existence of the Rapid Response Team is crucial, especially in emergency situations such as main pipe leaks, distribution pump damage, or flow disruptions in areas with a high concentration of customers. This team not only operates during regular working hours but is also on standby at night, on holidays, and on weekends to ensure the continuity of clean water services. This flexibility in working hours and readiness is a clear indicator of PERUMDAM's dedication to public satisfaction. This is also in line with Edward III's policy implementation theory, as stated by Winarno in (Adibowo et al., 2025) The disposition effect, or the attitude of the

implementers, will create real obstacles to policy implementation if the existing personnel do not carry out the policies desired by high-ranking officials.

Figure 3. Employee commitment and loyalty

Incentives, the incentive system implemented by PERUMDAM Tirta Kencana has proven to be one of the driving factors behind the successful implementation of clean water service policies. This system includes two main forms, namely sanctions and rewards, both of which complement each other in shaping employee behavior. The application of sanctions is tiered, ranging from verbal warnings, written warnings, to administrative actions, which are not only intended to provide a deterrent effect, but also to instill discipline and a sense of responsibility for the tasks at hand. Meanwhile, the form of rewards given, such as accelerated employee promotion, serves as a positive stimulus that motivates employees to continue to improve their performance. The provision of these rewards is also a form of organizational appreciation for employee contributions, thereby encouraging loyalty and commitment to achieving service targets. This is also in line with Edward III's policy implementation theory, as stated by Winarno in (Adibowo et al., 2025) "Basically, people act based on their own interests, so the manipulation of incentives by policy makers influences the actions of policy implementers."

4. Organizational Structure

There are two main characteristics of bureaucracy that influence policy implementation, namely Standard Operational Procedure (SOP) and fragmentation. SOP serves as a written guideline that regulates technical steps, work mechanisms, and procedures that must be carried out by implementers. Meanwhile, fragmentation describes a condition where the tasks and responsibilities for policy implementation are spread across various units or institutions (Yusnalia et al., 2025).

SOP, Based on field findings, the application of Standard Operating Procedures (SOP) at PERUMDAM Tirta Kencana in Jombang Regency plays an important role in supporting the effective implementation of clean water service policies. These SOPs serve as work guidelines that must be followed by all employees, both those involved in technical activities in the field and those involved in administrative processes in the office. The existence of SOPs ensures that each work unit can carry out its duties systematically, uniformly, and in accordance with the standards set by the company. There are structured, cross-departmental customer complaint handling SOPs based on applicable SOPs. This flow shows good inter-departmental coordination, starting from the receipt of reports, technical checks, determination of responsibility for damage, to final reporting. This is in line with Edward III's policy implementation theory as stated by Agustino in (Adibowo et al., 2025) where clear procedures can improve the consistency, accountability, and responsiveness of public services.

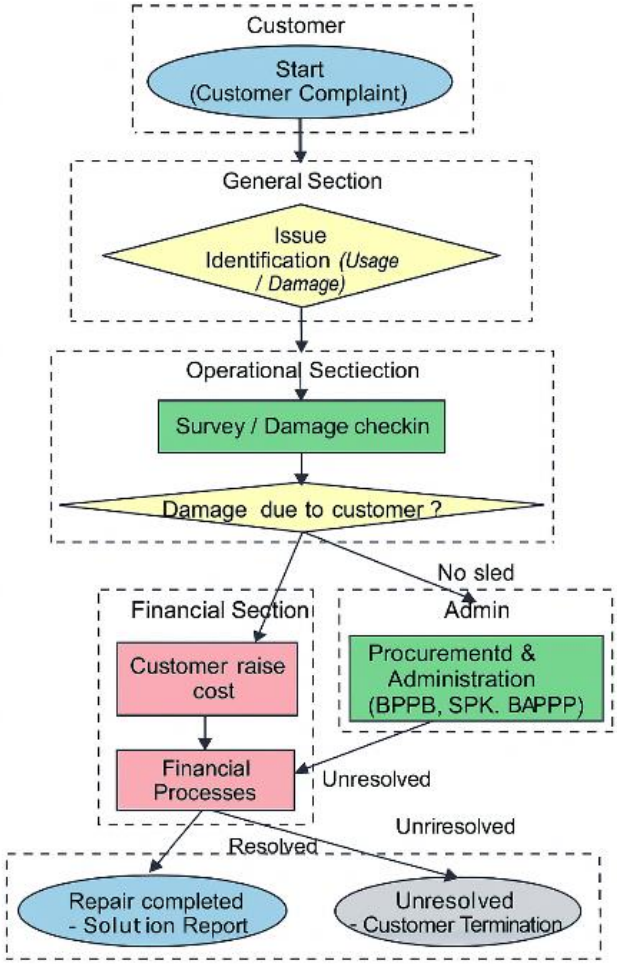

Figure 4. Complaint Resolution Procedure

Fragmentation, coordination in the implementation of clean water services at PERUMDAM Tirta Kencana in Jombang Regency show effective performance, both within the organization and in cooperation with external agencies. Internally, every complaint received from customers is handled through a clear coordination process. The handling process begins with the Customer Relations Division as the main entry point for complaint information, which is then systematically forwarded to the technical division or other relevant divisions, depending on the type and nature of the complaint. This mechanism ensures that every complaint receives appropriate follow-up in accordance with the relevant authority. Meanwhile, at the external level, coordination with agencies such as the Public Works and Spatial Planning Agency (PUPR) is also running well. This form of coordination is demonstrated by the flexibility of procedures, especially in emergency situations such as pipe leaks or clean water distribution disruptions. These findings are in line with the concept of fragmentation in Edward III's policy implementation theory, as stated by Agustino in (Adibowo et al., 2025). The purpose of implementing fragmentation is to distribute the responsibilities for activities, tasks, and programs to several work units in accordance with their respective fields. Therefore, PERUMDAM has established cooperation that emphasizes the importance of cross-unit and cross-agency coordination to avoid overlapping authorities and facilitate the implementation of policies. Despite maximum efforts to provide services, PERUMDAM Tirta Kencana still faces a number of technical obstacles in the field. One of the obstacles that often arises is the problem of pipe leaks that occur in

provincial roads. When such leaks occur, the company must coordinate with the provincial government to take action, for example, by installing road barriers to facilitate the repair process. However, the response from the provincial government often takes a long time, so the repair process cannot be carried out immediately.

CONCLUSION

PERUMDAM Tirta Kencana Jombang Regency's communication has been adaptive and quite effective by combining direct socialization at the village level down to the neighborhood association (RT/RW) level and the use of digital media such as WhatsApp, Instagram, and YouTube. The clarity of information is maintained through customer forums and responsive 24-hour customer service, thereby increasing public understanding and minimizing misunderstandings. However, the consistency of face-to-face outreach still needs to be strengthened so that all segments of society, including those with limited access to technology, can obtain information evenly. The resources for implementing clean water services at PERUMDAM Tirta Kencana in Jombang Regency include human resources, budget, authority, and facilities. In terms of human resources, the composition of employees is proportional to the number of customers and the division of tasks is effective, although periodic evaluations are still needed to anticipate customer growth. The operational budget is able to support basic services, but limited funds are still an obstacle to the development of new networks, so alternative financing strategies are needed. In terms of authority, the division of tasks between departments is well coordinated and supports rapid response, although strategic decisions remain centralized at the director level. Meanwhile, facilities and infrastructure are generally adequate with the support of RPAM, although some infrastructure requires improvement and the procurement of technical equipment needs to be accelerated. Overall, PERUMDAM's resource management shows fairly good effectiveness, but future service quality improvements will depend heavily on human resource adjustments, budget strengthening, consistent authority coordination, and logistics management optimization.

In terms of disposition, PERUMDAM shows a high level of commitment through the implementation of the One Day Service principle and the formation of a Rapid Response Team (Tim Gercep) that is on standby 24 hours a day with cross-division coordination, enabling it to handle disruptions within the standard time frame. In terms of incentives, the company implements a system of sanctions and rewards to foster discipline and encourage work motivation, such as tiered sanctions and rewards in the form of accelerated employee promotions. Overall, rapid operational commitment supported by targeted incentives is an important pillar in creating clean water services that are responsive and oriented towards public satisfaction. In terms of bureaucratic structure, PERUMDAM has clear and structured SOP sthat accelerate work handling, minimize errors, and maintain accountability. The customer complaint handling process runs according to standards, from report receipt to final reporting, demonstrating effective and transparent cross-departmental coordination. In terms of fragmentation, the division of tasks between departments and external cooperation, such as with the Public Works and Housing Agency (Dinas PUPR), is productive and flexible, accelerating the handling of disruptions, especially in emergency situations. Overall, the implementation of SOPs and good fragmentation management have created faster, more targeted, and accountable services, while ensuring that public complaints are handled in a timely manner.

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