



## Toilet Sanitation Management in Supporting the Implementation of Public Services

Novie R. A. Palar<sup>1</sup>, Florence D. J. Lengkong<sup>1</sup>, Femmy M.G. Tulusan<sup>1</sup>,  
Helly F. Kolondam<sup>1</sup>

<sup>1</sup>Faculty of Social and Political Sciences, Sam Ratulangi University, Manado, Indonesia

Corresponding Author: Novie R. A. Palar

Email: [noviepalar@unsrat.ac.id](mailto:noviepalar@unsrat.ac.id)



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### Abstract

Good toilet sanitation management will not only provide added value in service satisfaction but is also a reflection of personal and environmental hygiene. However, toilet sanitation is one of the problems that people often complain about when they are in government offices. The availability of good toilet sanitation facilities has not been a concern of the government until now. This research was conducted using a qualitative design, collecting data directly or using google form and making direct observations of the condition of the toilet and its management. Data collection was also carried out using researchgate, google scholars and google scholars. By using systematic literature review technique data analysis and the use of primary data, it was found that the management of toilet sanitation in government offices was not good as seen from the quality of cleanliness and availability of facilities. There is no work unit available and responsible for toilet sanitation hygiene. The government can fix this by collaborating with third parties with a cleaning service workforce outsourcing system.

## Introduction

Sanitation in its management may be underestimated by some people. However, in fact poor sanitation management will be a big problem in terms of public health. Even the United Nations has made sanitation an important problem to be solved by the government. The United Nations reminds the people of the world to participate in improving the quality of sanitation in various places that are still a concern (Ronaully, 2016).

Basic Health Research, (2013) shows that Indonesia is one of the countries whose sanitation quality still needs attention. This is due to the prevalence period or the proportion of the population suffering from diarrhea in a period of two weeks in Indonesia in 2013 reaching seven percent. This figure is not a small number. Therefore, this issue needs to be a concern for the government and the people of Indonesia. The government has a responsibility not only to serve the community in the implementation of public services. However, the government should be a good example for the people in every way. One of them is in maintaining cleanliness in government offices, especially those related to toilet sanitation.

Research conducted by Ronaully (2016) has four major categories that are of concern to the public in Indonesia for public toilets, namely dirty, inadequate facilities, maintenance, and bad smell. People expect clean public toilets, have adequate facilities, have maintenance, and have a good smell. In the current situation of the Covid-19 pandemic, it is very necessary to maintain personal and workplace hygiene. A clean toilet may reflect a bureaucracy that provides good service. On the other hand, a dirty and smelly toilet is very likely a sign of a bureaucracy that does not provide good service. Because one measure in assessing the quality of public services

is in terms of the availability of service support facilities / facilities in the office as stated in Law Number 25 Year 2009 (Bella, et al 2019) which also includes toilet facilities.

In its development, the toilet is not only a place to dispose of feces (Widyanti, 2020). However, it has also become a place to tidy up clothes and is often used as a place to cool off in a short time. So that clean toilets are a must to exist, including in government offices. Because toilets will not only be needed and intended for people who come to that place. But it is needed and used by everyone who is active in the office every day.

The government in providing services to the community as well as in daily office activities will require a toilet. In reality, it appears that the management of public toilet sanitation in government offices needs to be a concern. Even though the toilets in government offices are different, some are very clean and smell good, some are ordinary but relatively clean, some are not clean, some are even dirty, dim and smelly. When there is a need in the toilet (chapters, tubs or just about to wash their hands), employees or the general public if they find something dirty and smelly, they will definitely try to stop them from using the toilet. Unless it's an emergency because it can no longer be detained. If you can still hold it, it's probably better to find another, cleaner toilet. Instead of using a dirty and smelly toilet, it has the potential to become a place for disease transmission.

The problem that occurs is that many dirty toilets (dirty) are found in government offices. Actually, the duties and responsibilities of work have been attached to a legally formal structure in government organizations. Each government agency gets an allocation of funds for office maintenance, one of which is for toilets. There is also an allocation of funds to pay for cleaning services (cleaning services) who can be assigned to clean toilets regularly/periodically every day. It's very rare for me to meet in government offices, there are janitors who specialize in cleaning toilets every time. Stay near the toilet and ensure the cleanliness of the toilet every time someone has finished using it. As is often found in hotels or airports. However, it shows that there is no concern for cleanliness so that the office management does not consider the cleanliness of the toilets important. Likewise, the dirty behavior of employees or toilet users in government offices who do not pay attention to cleanliness when using the toilet. Therefore, these public facilities must be managed as well as possible by paying attention to aspects that can save, nourish, secure, comfort, facilitate, and comfort both users and managers (Darwis et al., 2016).

From research conducted by Sawitri (2017), Sunarsa & Darmawijaya, (2014), Fanggidae & Bere (2020), Lalolorang et al. (2021) show that the management of toilet sanitation and the availability of good facilities have an impact on community satisfaction in services and health. So it is a must for the government to be able to carry out the function of public services by paying attention to the management of public toilet sanitation in every office. Even though until now, scientific studies are still lacking in relation to the availability and management of public toilet sanitation in government agencies. However, this problem always exists and is found in almost all government agencies, including those in the city of Manado.

There have been many studies related to public services, such as those conducted by Sasauw, et al (2019); Papatungan et al (2020); Tulusan, et al (2021); Palar, et al (2021); Lalolorang et al (2021). This previous research provides an explanation that to be able to realize quality public services, readiness from the government is needed to fulfill work facilities and office facilities. Provision of adequate office facilities will facilitate the service process and satisfy the community. Likewise, during the current Covid-19 pandemic, cleanliness of workplaces/offices and places of service needs to be the attention of the government and public service providers in realizing a healthy society. One of the office facilities that need attention

is the toilet. Toilet sanitation cannot be separated from the activities of employees and the public who come to government offices. In daily work, employees will definitely use the toilet for defecation and urination needs. So that the employee's activities will directly intersect with the use of the toilet.

The concept of public toilet sanitation management as proposed by Sunarsa & Darmawijaya (2014), Darwis et al. (2016), Widyanti et al. (2020) are related to the concept of developing the capacity of public organizations in serving the community. Organizational capacity development in the study of public administration shows the abilities, skills, resources, and conditions that enable each individual, organization, network/sector, and wider system to carry out their functions and achieve the goals that have been set. from time to time (Milen, 2006). In local governments, organizational capacity development includes the development of physical resources, development of operational processes and development of human resources (Prawitno & Alam, 2015). Toilet facilities in government offices are part of one of the infrastructures which Taufik & Warsono (2020) explained that changes in the bureaucracy in relation to the implementation of public services during the Covid-19 pandemic and in the implementation of the new normal are strongly influenced by the support of human resources and infrastructure.

## **Methods**

The research location that will be used as a place for direct data collection in the form of observations and interviews is in offices or agencies that are within the scope of work of the Manado City Government such as the City Secretariat, Office/Agency, Camat Office and Village Office. The research design that will be used is a qualitative design. Determination of this design in an effort to achieve the research objectives, namely in identifying and analyzing the management of public toilet sanitation in supporting the implementation of public services in Manado City Government agencies. Because by using a qualitative design in exploring data and theory, it will make it easier for researchers to set research goals and output targets. The informants interviewed in this study were the head of the agency, the person in charge of toilet cleanliness and toilet users. Data collection was carried out through direct interviews or by distributing question guides using the google form. Observations were also made by observing directly the condition of the toilets in every Manado City Government agency, the process of managing cleanliness and its use. To support the observation, a list was made containing the quality standards of cleanliness, facilities and designs of toilets in Manado City Government agencies. Researchers also collected secondary data using researchgate, google scholars and google scholars. The stages of data analysis were carried out since the research process took place starting from the background in the field until the collection of all required data such as interviews, observations and secondary documents. In conducting data analysis, the researcher used a systematic literature review technique, where the researcher carried out the process of identifying, assessing, and interpreting a number of data related to the research theme that had been previously determined in order to fulfill the research objectives (Kitchenham & Charters, 2007). This research will also conduct focus group discussion activities to strengthen data analysis.

## **Results and Discussion**

Public services that pay attention to health aspects including the management of public toilet sanitation in government offices are also part of the implementation of Law Number 17 of 2007 concerning the National Long-Term Development Plan of 2005-2025, especially in health development, namely all components of the Indonesian nation to improve health. awareness, willingness, and ability to live a healthy life in order to realize the highest degree of public

health, as an investment for the development of socially and economically productive human resources.

The development of the health sector as stated in the National Long-Term Development Plan for 2005-2025, it is stated that health development is essentially an effort carried out by all components of the Indonesian nation which aims to increase awareness, willingness and ability to live healthy for everyone in order to realize the highest degree of public health. high, as an investment for the development of socially and economically productive human resources. So that the success of health development is largely determined by the continuity between program and sector efforts as well as continuity with the efforts that have been implemented in the previous period (Law Number 17 of 2007). The meaning contained in the mandate of this policy is that the development of the health sector is not only the responsibility of the health agency. However, the continuity between program and sector efforts, including in the public service sector, is carried out by the central and regional governments as mandated by Law No. 25 of 2009.

Public services carried out by local governments must also pay attention to health aspects for and from recipients and service providers. The health aspect that needs to be considered in government agencies is the management of public toilet sanitation for the people it serves. The management of public toilet sanitation in government agencies that have been complained by the community needs to be resolved properly. Government agencies that have a clear planning, budget and formal division of labor will certainly not find it difficult to organize and manage office facilities including toilets. However, what happens is that public toilet sanitation in government offices is sometimes seen as less important. But actually it is closely related to the health of employees and the community who need toilet facilities while waiting for the time to be served.

Every day humans will use the toilet either to urinate, defecate or to dispose of other waste. Even the data in the toilet revolution shows that the average human uses the toilet 2,500 times or the same as three years of his life spent in the toilet (Sunarsa & Darmawijaya, 2014). Sunarsa and Darmawijaya (2014) provide an explanation that the toilet comes from the French "toilette" which means "dressing room" from the word "toile" which means "clothing". Another name for public toilets is "restroom". Lexically, restroom means a rest room, but this does not mean that people will rest in a room with a toilet. Other public toilet terms that have been and are being used are washroom, lavatory, ladies' room, gents' room, boys' room, girls' room, loo, water closet (WC), can, cabinet, comfort station, comfort room, necessary room, the facilities, outhouse, privy, and throne (Straightdope, 2010).

Sunarsa & Darmawijaya (2014) suggest that the design of public toilets must meet the requirements of (1) clean and dry, (2) adequate ventilation, (3) easy to clean, (4) floor plans that are suitable for traffic, and (5) pay attention to the needs of people. disabled. Meanwhile, the flow of public toilet cleaning is (1) complete all materials/expendable supplies, (2) collect garbage and sweep floors, (3) clean and sanitize toilets and urinals, (4) clean and sanitize washbasins, (5) clean mirrors and toilets. all bright works, (6) clean stains on walls, ledges, vents and partitions, (7) mop damp floors, and (7) inspect or double check work and correct errors. Public toilets can be assessed using a toilet assessment reference. Meanwhile Wong (2011) stated that the assessment criteria for public toilets include condition, maintenance system and comfort level, special facilities and ease of use. From the above opinion it is clear that the management of public toilet sanitation is related to the quality of cleanliness and toilet facilities, toilet design standards and the form of toilet management.

Public toilet sanitation management in relation to the existence of this facility is very important for the needs of visitors, therefore public toilets are public facilities that must be available and managed properly (Widyanti et al., 2020). Toilet management needs to pay attention to aspects that can save, nourish, secure, comfort, facilitate, and comfort both users and managers (Darwis et al., 2016). Therefore, in the management of toilet sanitation, it is necessary to pay attention to the status of management (whether it is managed directly by the government as the owner of the office or handed over to other parties), the work unit that manages and is responsible, the competence of management resources, the time set and carried out in cleaning, quality management and costs provided and used in management (Sunarsa & Darmawijaya, 2014).

The management of toilet sanitation in government offices is part of supporting public services. Manado City Government in the administration of government and services to the community has around 156 work units consisting of the City Secretariat, Service, Agency, Office, District, Kelurahan and UPT (<https://manadokota.go.id/>). With this work unit, of course, it has also been equipped with toilet facilities. Toilet facilities are one of the needs that must be met and are available in the workplace. Because with a working period of about eight hours a day, employees will use toilet facilities. Likewise, the people served will also use the toilets in government offices.

Taking into account the need for toilet facilities in government offices, it can be understood that there is a need for good and proper toilets that meet health standards. However, it must be admitted that good toilets, fit for use and meet health standards seem difficult to find in government offices. The government in an effort to realize the success of health development (Law Number 17 of 2007) needs to be supported by programs from the public service sector carried out by the central and regional governments (Law Number 25 of 2009). Thus, to realize good public service behavior in the bureaucratic process, it can be started from healthy living behavior in the workplace in support of the availability of clean toilets. So that through this action the government becomes an example of healthy living behavior to the community.

Good toilet management will be related to the health of users and the work environment. So it is necessary to manage toilets in government offices that have quality hygiene and are supported by adequate facilities. The toilet management must also have a design that is in accordance with the standards and be managed by a work unit that has been given the responsibility based on the existing rules. Dirty toilets look neglected, smell bad and are not supported by adequate facilities. Therefore, in order to keep the toilet in clean condition, in the management of toilet sanitation in government offices, improvements are made to the management status (whether managed directly by the government as the owner of the office or handed over to other parties), the work unit that manages and is responsible, the competence of management resources, time set and carried out in cleaning, quality of management and costs provided and used in management (Sunarsa & Darmawijaya, 2014).

Through the research conducted, it was found that judging from the quality of cleanliness in the 50 (fifty) government toilets surveyed, only 2 toilets were found which were classified as quite good quality (not good) while 48 (forty eight) toilets were in the dirty and dirty category. unfit for use. The quality of the toilet cleanliness is not good, it can be seen that within 3 meters the smell of the toilet can be smelled. Likewise, most of the toilets are not equipped with facilities ranging from directional signs, separation between women's and men's toilets, availability of clean/flowing water, soap, tightly closed doors, toilet conditions, trash cans as well as air circulation and lighting/lights.

Poor toilet management as encountered in government offices is caused by work units and operational costs. The government apparently does not fully provide a work unit that is

specifically responsible for fully managing the cleanliness of toilets at all times. The officer who cleans the toilet is also concurrently with honorary staff or freelance daily workers who are in charge of cleaning the office but are also often functioned as an office boy. In such a situation, the officer performs the function as a cleaning service but also as an office boy. Even this officer is responsible for cleaning the toilets only before the office service starts and after the office service is finished. As a result, the quality of toilet cleanliness during office services is not considered and does not become the focus of the work concerned. The officer in this situation cannot be blamed because the person concerned is also temporarily carrying out his function as an office boy.

The situation faced in government offices related to the quality of cleanliness caused by work implementers is very different from what is done and occurs in private offices and in modern shopping centers such as malls and airports. When we visit a bank, for example, we will find janitors around the toilet area who are very ready to clean the toilet after being used by the customer. Likewise, there are toilet cleaners in malls and airports. Toilet cleaners equipped with work facilities are always available and ready to clean toilets at malls and airports. This shows that the presence of janitors who are specifically assigned to clean toilets at all times and are not given other responsibilities will provide clean and suitable toilets for use.

The government should be able to reflect on the toilet hygiene management model as it is done in private offices and in modern shopping centers such as malls and airports. The government can form a special work unit within the office whose only task is to clean toilets every day. The designated officer must be around the toilet at all times and clean the toilet. Another thing that can be done by the government is to use a third party, such as in the use of outsourcing employees for cleaning service workers through a work agreement system. Because private offices and the management of modern shopping centers such as malls and airports do not form work units in the office to clean toilets. However, they cooperate with third parties by outsourcing the cleaning service workforce in cleaning their toilets. Through such a system, it creates satisfaction with the quality of toilet cleanliness in the office (Masrurroh, 2014; Torianto, 2015; Damayanti & Purba, 2019).

Improvement of the public toilet sanitation management system in government offices will be able to provide good service quality through the availability of support for toilet facilities. The government only made improvements to two things, namely management policies and budget provision. The management policy was transferred from management by direct employees to third party management with an outsourcing system. The government only provides policy infrastructure that provides space to collaborate with third parties in relation to hygiene management, one of which is Law No. 13/2003 concerning Manpower and Government Regulation No. 49 of 2018. After that, make arrangements for budget planning to meet financing needs. implementation of the cooperation policy for the cleaning service workforce outsourcing system. Thus, the head of the office will not be charged directly with the responsibility for cleaning the office and toilets and problems for employees or casual daily workers as is the case with the existing staffing system.

The steps for solving toilet sanitation management problems can be seen from what was done by Malaysia through the toilet revolution program in 2006. Similarly, what was done by Singapore with the Happy Toilet program and what was carried out in South Korea with Mr. Toilet, Japan with toilet revolution since 90's. (Sunarsa & Darmawijaya, 2014). The programs carried out by several countries above show the importance of the government's role in creating a healthy society through toilet hygiene. Because it turns out that there are around 2.6 billion people on this earth who do not have access to a good toilet as data from the toilet revolution. And two million people die every year, one of which is caused by poor toilet facilities (Sunarsa

& Andian, 2019). Thus, it can be understood that toilet cleanliness is a must and the government has a responsibility to do so and set an example. So that the management of toilet sanitation hygiene in government offices is a necessity that cannot be postponed or avoided.

## Conclusion

The implementation of public services cannot be seen only from the service products provided. But also the availability of facilities that support the smooth work of each employee. Employees in government offices in carrying out office work need toilet facilities for defecation and urination needs. The same applies to people who visit government offices. So it is very necessary to have a clean and proper toilet. Until now, the management of toilet sanitation in government offices has not been good, which can be seen from the quality of cleanliness and availability of facilities. Most of the toilets in government offices are not suitable for use and are not in accordance with health standards. The management of toilet sanitation is not good because there is no work unit that is specifically given the responsibility for full time maintaining the quality of toilet hygiene. In order to be able to manage toilet sanitation in a government office properly, it is necessary to have a work unit specifically given this responsibility. In order to facilitate the formation of work units, the government can cooperate with third parties with a cleaning service workforce outsourcing system. Through this outsourcing system for cleaning service workers, the government will find it easier to provide good and proper toilet facilities and meet health standards in supporting public services.

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