



Implementation of Integrity Zones towards Clean Bureaucracy in the Lamandau State

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ABSTRACT

Developing an Integrity Zone as an effort towards a clean and serving bureaucratic area or an area free from corruption faces several challenges. Work units or units such as Corruption Free Areas or Clean and Serving Bureaucratic Areas are intended to become pilot areas for implementing Bureaucratic Reform. Integrity Zones were created to prevent, reduce and eradicate corruption at the central and regional levels. Implementing the Integrity Zone instrument is regulated in the Minister of State Apparatus Empowerment and Bureaucratic Reform Regulation Number 90 of 2021. The Lamandau District Prosecutor's Office, located in Lamandau Regency, Central Kalimantan Province, has implemented the Integrity Zone, especially regarding public services. One is extraordinary online service and no illegal fees in the administration process. This research aims to describe and analyze the implementation of the integrity zone towards a corruption-free area and a clean bureaucratic area serving the Lamandau District Prosecutor's Office. This research uses a qualitative approach with research procedures that produce descriptive data. The research location is at the Lamandau District Prosecutor's Office, Central Kalimantan Province, Indonesia. Data sources include primary and secondary data. The data collection techniques used were observation, interviews and documentation; a technique model from Miles, Huberman, and Saldana (2014) was used for qualitative data analysis. The research for data analysis techniques in this research results of the research show that all prosecutorial institutions in the Republic of Indonesia, including the Lamandau District Prosecutor's Office, must implement and implement an Integrity Zone towards a Corruption Free Area (WBK) and a clean bureaucratic area serving as guided by the Regulation of the Minister for Empowerment of State Apparatus and Bureaucratic Reform No. 90 of 2021. Human Resources (HR) aspects at the Lamandau District Prosecutor's Office have foreman resource needs, but there are challenges related to multiple positions and a shortage of experts in the field of Information Technology (IT). The facilities used for operations at the Lamandau District Prosecutor's Office, including buildings, land and other facilities, are considered sufficient even though they are simple. The concrete steps taken by the Lamandau District Prosecutor's Office in implementing the Integrity Zone, namely through the sign of an in rite pact by all employees led directly by the Head of the Lamandau District Prosecutor's Office.

Keywords: Clean Bureaucracy, Corruption, Integrity zone.

1. INTRODUCTION

After twenty-two years of Reformation in Indonesia, many people continue to demand reform, whether verbally, in speeches, demonstrations, or in writing in print, electronic and social media. This shows that many reforms have yet to be realized, especially regarding law enforcement, human rights, eradicating corruption, collusion and nepotism. According to Fathuri (2018), bureaucracy is an idea about how the government is organized. The government is responsible for implementing public service policies and making government programs successful in achieving state policy goals. Bureaucratic reform aims to improve the thousands of overlapping processes between government functions, which require large budgets and involve millions of employees. In the Prosecutor's Office of the Republic of Indonesia, bureaucratic reform supports the government's initiative to create an effective, efficient and sound organizational system. The aim is for the Prosecutor's Office to be able to provide services to the public quickly, precisely and professionally, to form an apparatus that is clean and free from corruption, collusion and nepotism, to improve excellent service, and to increase capacity and accountability for performance in order to realize good governance and good governance. Clean (Attorney General of the Republic of Indonesia, 2021).

Developing an Integrity Zone as an effort towards a clean and serving bureaucratic area or an area free from corruption faces several challenges. Work units designated as Corruption Free Areas or Clean and Serving Bureaucratic Areas are intended to become pilot areas for implementing Bureaucratic Reform. Integrity Zones were created to prevent, reduce and eradicate corruption at the central and regional levels. The implementation of the Integrity Zone instrument is regulated in the Regulation of the Minister for Empowerment of State Apparatus and Bureaucratic Reform Number 90 of 2021 concerning the Development and Evaluation of Integrity Zones towards Areas Free from Corruption and Clean and Serving Bureaucratic Areas in Government Agencies. The six changes included in the regulation are change management, structuring management, structuring the human resource management system, strengthening performance accountability, strengthening supervision, and improving the quality of public services.

Considering the situation and conditions of developing the integrity zone towards a clean and serving bureaucratic area or an area free from corruption within the Indonesian Prosecutor's Office, and based on the evaluation carried out on the integrity zone development work unit, several activities must be a top priority. These activities include improving or optimizing the progress of integrity zone development. The Lamandau District Prosecutor's Office, located in Lamandau Regency, Central Kalimantan Province, has implemented an Integrity Zone, especially regarding public services. One is extraordinary online service and no illegal fees in the administration process. To realize the vision of the President and Vice President of the Republic of Indonesia: an advanced Indonesia that is sovereign, independent, and has a personality based on cooperation, the construction of an Integrity Zone must be seen as a tool to realize the vision of the Prosecutor's Office of the Republic of Indonesia which is reliable, professional, innovative, and has integrity. To improve public services and increase public trust, work unit innovation and work units must focus on the duties, functions and authority of the Prosecutor's Office from a government and state perspective. Guidelines for Building Integrity Zones towards Corruption-Free Areas / Clean and Serving Bureaucratic Areas require the Lamandau District Prosecutor's Office to develop integrity zones. To accelerate the achievement of these targets, work units must be proposed. Another challenge to implementing development using the integrity zone model is the need for more skilled workers in information technology. In the Lamandau District Prosecutor's Office, only one employee is an expert in this field, so the work cannot be done well. As a result, shortcomings still prevent what has been planned from being appropriately implemented.

This research aims to describe and analyze the implementation of the integrity zone towards a corruption-free area and a clean bureaucratic area serving the Lamandau District Prosecutor's Office. The benefit of this research is that, theoretically, this research is helpful as a reference in similar research and is also useful for scientific development in the field of public administration, especially regarding public services to realize the integrity zone model towards a corruption-free area and a clean bureaucratic area serving. Meanwhile, it is practically helpful for the government as study material in issuing policies that have a broad impact on society, especially regarding public services, to create an integrity zone leading to a corruption-free area and a clean bureaucratic service area for the prosecutor's office, as a guiding tool for conducting evaluations in improving the quality of public services, and for the public, as a guide in receiving excellent public services by the prosecutor's office, in creating an integrity zone towards a corruption-free area.

2. THEORETICAL BASIS

2.1 Public Policy Concept

Policy is an abbreviation of wisdom, which means wisdom. While policy includes existing rules, discretion requires further consideration (Islamy, 2000). According to Solichin Abdul Wahab, policy terms are still the subject of disagreement and debate among experts. According to Thomas R. Dye in Irfan Islamy (2000), public policy is "whatever the government chooses to do or not to do". According to this definition, public policy is about taking "action" rather than saying what the government or public officials want to do. Apart from that, the government's decision to do or not do something is also public policy because it has the same effect as the government's decision to do something. David Easton defines public policy as "allocating the value of authority to society as a whole" in Agustino (2008). According to this definition, only people with authority in a political system, namely the government, legally have the authority to act over their society. The government's decision about what to do results from allocating values. This is because the government is included as "authorities in the political system", which

means the rulers in the political system who are involved in the day-to-day affairs of the political system and are responsible for a particular issue that can bind most members of society for a certain period of time.

Policies can be thought of as processes or systems. Nugroho said that David Easton's theory is the most classic about the policy process. Nugroho (2003) said that policy processes and biological systems can be analogous because both are interactions between living things and their environment that result in relatively stable survival. In this way, Easton links it to the operation of the political system. According to the public policy system model, policy is the result or output of the (political) system. According to Nugroho (2003), input, throughput, and output are from the political system.

Public policy implementation is the next stage of public policy. In the public policy process, a critical stage is policy implementation. To achieve the desired goal or impact, policies must be implemented. The success of public policy depends on policy implementation. Nugroho (2015) stated that the percentage of implementation accounts for 60% of the success of public policy. Public policy targets can be known, recognized, understood and implemented by them. Some implementation methods are top-down processes, emphasizing how to implement policies effectively from policymakers to targets. The second approach is the bottom-up approach, which looks at policy implementation from the perspective of policy targets. Some processes and mechanisms must be followed to implement public policy in the field.

Policy implementation, according to Lester and Stewart (in Winarno, 2012: 101-102), is a legal administration tool in which various actors, organizations, procedures and techniques work together to implement policies with the desired goals. So, the government does implementation to achieve the goals set in a policy decision. However, to ensure that a policy does not conflict with society, let alone cause harm, the government must also consider whether the policy could negatively impact society. The policy implementation process can be challenging. Many variables can influence the success of policy implementation. Policy implementation models are used to explain essential variables or components that influence the implementation of public policies and simplify understanding. According to experts, there are many implementation models; these include George Edward III's (1980) model and the public policy implementation model by Van Metter and Van Horn (1975). According to Van Metter and Van Horn (1975) in Abdul Wahab (2017), implementation theory assumes that policy implementation runs linearly from political decisions, implementers and public policy performance. This model explains that policy performance is influenced by several variables that are interconnected with each other.

2.2 Integrity Zone Concept

The Integrity Zone is a government organization that commits to implementing planning, development, proposals, assessments and determinations regulated in Permenpan RB Number 52 of 2014, as amended by Minister of Administrative and Bureaucratic Reform Regulation Number 90 of 2021. Development is the primary goal of the Integrity Zone. Building means building integrity in government agency units through planned, massive, comprehensive and systematic changes and improvements. Building systems, people, and culture also means building systems. A system also means building various instruments, standard operating procedures (SOP) and regulations to prevent corruption and other disgraceful acts. Some examples are gratification control systems, Whistleblowing Systems (WISE), and internal control systems. The Integrity Zone exemplifies bureaucratic reform to uphold integrity and high-quality services. Therefore, establishing an Integrity Zone is essential in preventing government corruption. The integrity island concept is the origin of the integrity zone concept. Integrity Island, also called Integrity Island, is a term often used by governments and non-governmental organizations (NGOs) to demonstrate their commitment to fighting and preventing criminal acts of corruption. Integrity and integrity are two keywords used in the Integrity Zone. They also include islands, zones, or islands. Integrity, also known as integrity, is an attitude or culture that shows consistency between words and actions and an attitude to reject all actions that can harm oneself and one's institution. Zones or islands are depicted with government organizations that instil the principle of integrity within them.

The Integrity Zone development stages require attention from agencies and work units before an internal assessment and a proposal are made to the National Assessment Team. The first stage of developing the integrity zone is declaring the integrity zone carried out by government agencies/work units whose leaders and all or most of their employees have signed the Integrity Pact Document. The second stage is determining work units or follow-up to the declaration that the heads of government agencies have carried out. The third stage is the construction of work units, and the final stage is monitoring the construction of integrity zones in each respective internal area. Integrity

Zone development includes two components, namely leverage and results. The leverage component is an aspect of the work unit's internal governance (governance). The results component is how stakeholders feel the impact/results of changes made in the leverage area. Below is a picture showing the relationship between each component and the component-building indicators. The focus of the Integrity Zone development process in the leverage area is six change areas, which are part of the bureaucratic reform change area. These change areas include implementing Change Management, Management Arrangement, HR Management Arrangement, Strengthening Supervision, Increasing Performance Accountability, and Increasing Qualifications.

2.3 The concept of a Corruption Free Area and a Clean Bureaucratic Area

Corruption comes from Latin, where the word *corrupter* means rotten, damaged, shaken, turned around, or bribed. Transparency International states that the behaviour of public officials—whether politicians, politicians or civil servants—is abusing public power by enriching themselves or people close to them illegally and unreasonably (Shoim, 2009). David H. Bayley describes corruption as "an inducement (of a government official) based on bad faith (such as, for example, bribery) to cause him to violate his obligations". Furthermore, bribery, or gifts, are defined as "gifts, awards, favours, or privileges that are bestowed or promised, to corrupt the judgment or behaviour, especially of someone in a position of trust (as a government official). Action and prevention must be taken to eradicate corruption. The synergy of these two efforts will produce a deterrence effect and an enormous/long-term impact. On the other hand, action produces a deterrence effect but with a small and short-term impact.

According to Lord Acton, power tends to corrupt. Absolute power inevitably corrupts (Ermansjah Djaja, 2010: 17). This expression is further strengthened by the four types of corruption proposed by Piers Beirne and James Messerschmidt, where the four types or types of corruption are very closely related to power, namely political bribery, political kickbacks, election fraud, and corrupt campaign practices. Explanation of the four types of corruption namely the first Political bribery is power in the legislative sector as a law-forming body, which is politically controlled by an interest because the funds spent during the general election are often related to the activities of certain companies as funders, entrepreneurs hope the laws and regulations they make benefit their businesses and businesses. Second, political kickbacks are corrupt activities related to the contract work contract system between implementing officials or related officials and entrepreneurs, which provide opportunities or opportunities to earn money for both parties. Third, election fraud is corruption directly related to fraud in the implementation of general elections, whether carried out by candidates for power/members of parliament or by-election implementing institutions, and fourth, Corrupt Campaign Practices are corruption related to campaign activities using facilities. State and the use of state money by prospective rulers who held power at that time (Dani Krisnawati et al., 2006, pp. 31-32).

Bureaucracy is built to serve society as a whole, not just individuals. As part of its obligations to society, bureaucrats must not ignore the more significant functions of the state. The government has two leading roles: primary and secondary. One of the main functions of the state is the service function, which is responsible for providing public services that are not privatized, such as defence services, security, civil services, and bureaucratic services. On the other hand, the empowerment function, which is responsible for meeting the needs and demands ordered regarding goods and services, includes providing facilities and infrastructure (Ndraha, 2003, pp. 75-76). Service, empowerment and development are the three main functions of government, according to Rasyid (1997: 48). service will create justice for society, empowerment will help people become independent, and development will produce prosperity and prosperity for all Indonesians.

A change in the government paradigm, which initially focuses on development, is necessary to ensure that the community receives adequate public services. According to the new government paradigm initiated by Osborne and Gaebler (1993: 25), the government is now starting to shift from a direct role as a service provider (rowing) in operational, technical activities for public needs to a directing (steering) role. To achieve this goal, the government bureaucracy must empower the community by encouraging community participation in the provision of public services. Therefore, the main goal of government bureaucracy is to provide the best service to the community. Apart from that, the role of the community is vital in encouraging the performance of state apparatus. Public organizations can provide good services so that the community feels satisfied (Thoha, 1995: 4). According to Article 1 number 3 Permenpan-RB No. 90 of 2021, Working Units that fulfil most of the Change Management programs, including, but not limited to, Management Arrangement, HR Management System Arrangement, Strengthening Supervision, Strengthening Performance Accountability, and Strengthening Public Service Quality, are awarded the title of Clean and Serving Bureaucratic Area.

3. RESEARCH METHOD

3. 1 Research design

The research approach used in this research is qualitative. Martono (2016) states that qualitative research aims to analyze social life by describing situations from a pandanal perspective or individual interpretation, using theory as a tool to analyze existing phenomena.

3. 2 Research sites

The research location is the place determined by the researcher to collect data in research so that the data can be used to complete a study. The location of this research is the Lamandau District Prosecutor's Office, Central Kalimantan Province. The researcher's consideration in choosing this location was because the background of the problems at that location was related to the theme to be researched, namely regarding Policy Implementation Based on the Regulation of the Minister for Empowerment of State Apparatus and Bureaucratic Reform Number 90 of 2021 at the Lamandau District Prosecutor's Office regarding WBK and WBBM.

3. 3 Data Types and Sources

The types of data in this research are grouped into two types, namely primary data and secondary data. Primary data consists of direct interviews with the Lamandau District Prosecutor's Office officials and staff to find out thoroughly about this research problem. Researchers collected primary data through interviews with officials and staff of the Lamandau District Prosecutor's Office. Using purposive sampling techniques, researchers selected informants based on predetermined standards to achieve research objectives. The residents of Lamandau Regency are the main subjects of this research. Secondary data is taken from existing documents, so researchers only need to quote and analyze them. Secondary data is obtained from documents, archive programs and policies relevant to the research topic.

3. 4 Data collection technique

In this research, the data collection technique is through three methods, namely interviews, observing the subject's behaviour, their interactions with the researcher, and other relevant aspects, and documentation studies to support the data that the researcher obtained from the interview and observation process and to strengthen the accuracy of the data, which the researcher obtained from the interview and observation process.

3. 5 Data Analysis Techniques

Sugiono (2008) states that data analysis is the process of systematically searching and compiling data obtained from field notes, interview results, and other sources to make the results easy to understand. The data analysis technique used in this research uses the interactive model from Miles, Huberman and Saldana (2014). It includes data collection and condensation by changing all the data they obtain without reducing or sorting the data presentation and drawing conclusions.

Six areas of integrity zone change are the main focus in efforts to realize good governance and optimal public services. The six areas of change in the Integrity Zone include the first regarding change management by highlighting the need for effective change management in implementing new policies and practices that support the integrity zone. The steps taken include identifying change goals, socializing, forming a change team, monitoring progress, and adjusting strategies based on evaluation. Second, structure governance by explaining steps to reorganize the organizational structure and work functions and update policies and procedures to support integrity. The steps include evaluating the organizational structure, restructuring work functions, and implementing SOP and policies supporting the integrity zone.

4. RESULTS AND DISCUSSION

Based on the results of the interview, it was found that all prosecutorial institutions in the Republic of Indonesia, including the Lamandau District Prosecutor's Office, must implement and implement an Integrity Zone towards a Corruption Free Area (WBK) and a clean bureaucratic area serving as guided by the Regulation of the

Minister for Empowerment of State Apparatus and Bureaucratic Reform (Permenpan RB) No. 90 of 2021. Implementing the WBK and WBBM Integrity Zones is important for prosecutorial institutions, especially the Lamandau District Prosecutor's Office. Focus on achieving bureaucratic cleanliness, eradicating corruption, and improving services to the community. This must be implemented for operational efficiency by involving improving governance and bureaucratic management, encouraging the adoption of ethics and high standards of behaviour at all levels of the prosecutor's office, encouraging transparency and accountability in the delivery of public services, and inviting active public participation in monitoring and evaluating performance.

Third, structuring the HR management system emphasizes the importance of developing and managing quality human resources as a critical factor in realizing an integrity zone. Based on the interview results, highlight the human resources (HR) aspect at the Lamandau District Prosecutor's Office, which fulfils human resource needs. However, there are challenges related to multiple positions and a need for more experts in Information Technology (IT). Steps include developing training programs, improving selection and recruitment, implementing a performance evaluation system, and increasing employee motivation and satisfaction. Fourth, strengthening performance accountability by providing an overview of the efforts needed to strengthen the prosecutor's performance measurement and accountability system. The steps include establishing measurable performance indicators, preparing periodic performance reports, implementing a reward and sanction system based on achievement, and preparing improvement plans. Fifth. They are strengthening supervision by discussing concrete steps to strengthen internal and external monitoring mechanisms to prevent and detect violations of ethics and integrity. The steps include establishing an internal monitoring unit, involving external parties such as independent auditors, and implementing a whistleblowing reporting system. The last or sixth is improving the quality of public services by highlighting the importance of providing quality public services through innovation, efficiency, and community participation. Steps taken include implementing an electronic-based service system, increasing information transparency, involving the community in the decision-making process, and implementing innovation to increase service efficiency.

The facilities used for operations at the Lamandau District Prosecutor's Office, including buildings, land and other facilities, are considered sufficient even though they are simple. There is an emphasis on compacting the use of facilities, where some empty or non-functioning places are used to build integrity zones. The facilities used are relatively simple but considered sufficient for the Lamandau District Prosecutor's Office operations. This can include office buildings, land used, and other supporting facilities. Furthermore, it is also necessary to emphasize the continued use of facilities optimized for the integrity zone. This may include maintenance, repair or further development strategies to ensure the continued functioning of the integrity zone into the future.

The concrete steps taken by the Lamandau District Prosecutor's Office in implementing the Integrity Zone, namely through signing an integrity pact by all employees led directly by the Head of the Lamandau District Prosecutor's Office. The signing of the integrity pact is an important and symbolic step to show the commitment of all Lamandau District Attorney employees to implementing the integrity zone. Signing an integrity pact is not just a formality but also a concrete manifestation of the willingness and determination of all employees to maintain integrity and support the development of an integrity zone. The role of the head of the Lamandau District Prosecutor's Office is very much needed to lead and inspire all levels of employees to commit jointly to the values of integrity and anti-corruption.

Budget is the inhibiting factor in implementing the construction of an integrity zone. Despite this, the Lamandau District Prosecutor's Office remains committed to continuing the construction of the integrity zone by the available budget. In identifying budget constraints, the Lamandau District Prosecutor's Office can detail the constraints faced. This may include minimal budget allocations, resource uncertainty, or the inability to obtain additional funding from other sources. Highlighting the impact of budget constraints as a limiting factor could include project delays, limitations in hiring additional human resources, or even the risk of not achieving integrity zone targets on the desired schedule. Highlight how the Lamandau District Attorney's Office prioritizes and optimizes the available budget, which can include emphasizing critical programs, avoiding waste, and finding efficient ways of implementation. Adjustments to the Development Plan are carried out by reviewing realistic targets or adjusting priorities to suit the available budget.

5. CONCLUSIONS AND RECOMMENDATIONS

5.1 Conclusion

Based on the results of the interview, it was found that all prosecutorial institutions in the Republic of Indonesia, including the Lamandau District Prosecutor's Office, must implement and implement an Integrity Zone towards a Corruption Free Area (WBK) and a clean bureaucratic area serving as guided by the Regulation of the Minister for Empowerment of State Apparatus and Bureaucratic Reform (Permenpan RB) No. 90 of 2021. Implementing the WBK and WBBM Integrity Zones is important for prosecutorial institutions, especially the Lamandau District Prosecutor's Office. Focus on achieving bureaucratic cleanliness, eradicating corruption, and improving services to the community. This must be implemented for operational efficiency by involving improving governance and bureaucratic management, encouraging the adoption of ethics and high standards of behavior at all levels of the prosecutor's office, encouraging transparency and accountability in the delivery of public services, and inviting active public participation in monitoring and evaluating performance.

5.2 Suggestions

Based on the conclusions from the research results stated above, suggestions can be given, including optimizing resources by implementing policies that support workload balance and overcoming the problem of multiple positions, increasing transparency and accessibility of information to the public related to policies, programs, and institutional performance, and Develop long-term plans to ensure the continued functioning of the integrity zone with a focus on facility maintenance.

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