Communication Mapping and Change in Development of Good Government Governance in the Police of the Republic of Indonesia

Elly Yuliawati*, Henni Gusfa, Riki Arswendi, Kurniawan Prasetyo

Fakultas Ilmu Komunikasi Universitas Mercu Buana, Jakarta, Indonesia

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*Corresponding author: Elly Yuliawati

Abstract

Government institutions such as the National Police of the Republic of Indonesia have given attention to the process of implementing public information disclosure by issuing several regulations. Regulations concerning public information services were issued by the agency since 2010, which were later renewed in the regulation of the Head of the National Police of the Republic of Indonesia number 24 of 2011. Changes to the new regulation are the result of revision of regulation number 16 of 2010 concerning the public information service in the police force of the Republic of Indonesia. Public perceptions related to the quality of service of government institutions that are considered complicated, slow and too many procedures are a challenge for the Indonesian Police Agency. The process of achieving good performance as an indication of the success in the implementation of good governance. According to a survey conducted by the Partnership Governance Index (PGI) regarding the quality of the principles of good governance in Indonesia, data were obtained that based on the dimensions of the principle of good governance related to the level of government information disclosure, showed a tendency towards poor assessment on aspects of transparency. It is an indication that the public considers the level of transparency of the government and Indonesian bureaucracy needs to be improved and improved. Through the qualitative analysis method, this research is expected to produce a mapping of communication and changes in the development of good governance in the Indonesian National Police. Communication and changes in realizing good governance at the police institution are carried out through POLRI Bureaucratic Reform (RBP) as stated in Map the third wave of the National Police Bureaucracy Reform 2016-2019, which is nothing but the actualization of 8 areas of change in the Apparatus, Supervision, Accountability, Mental fields. Institutional, Management, Human Resources Apparatus, Legislation and Public Services, which confirms the importance of implementing clean government and good governance that are universally believed to be the principal needed to provide excellent service to the community, with the main program being carried out by the government to build state apparatus through the application of bureaucratic reform.

Key words: Constitutive Communication, Change Management, Good Governance, Bureaucratic Reform, Police, and Reputation.

INTRODUCTION

Satisfying public services or known as excellent service is one of the priorities of government work. This has an impact on the demand for government institutions to organize services to the community. Good quality service will enable it to occur if there is effective communication between government institutions and the community. In this case, government institutions act as communicators and the community as communicants. But in other contexts, government institutions can also act as communicants with the community as communicators.

The process of administering good service to the public by state apparatus has an important role in implementing government work. Moreover, the government has imposed a regulation by issuing a public information disclosure law. One of the government institutions that attracted attention in this research was the Indonesian National Police (POLRI) institution.

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improved [12].

In line with aspects that are contained in the
principles of good governance, the Indonesian
Republic's police continue to improve in efforts to
improve service quality. The basic considerations of the
Indonesian National Police are as follows: 1) That in
the reform era, every citizen has the right to seek,
obtain, use and disseminate accurate information easily
and quickly, so that it requires readiness from the
Indonesian National Police to provide services public
information; 2) That in the framework of providing
public information services, the National Police of the
Republic of Indonesia through the public relations
function, requires management standards/procedures to
ensure transparent and accountable public information
services.

**Constitutive Communication**

According to Robert D. McPhee and Pamela
Zaug [1] Communication of Constitutional
Organizations or Communication Constitutes
Organization (CCO) have four types of communicative
flow that produce social structures through interaction.
Although different, but can influence each other in the
model and lead to conversations multi-way or texts that
usually involve reproduction and rejection of rules and
organizational resources.

**1. Structuring Organizational.** Structure
Reflective self-regulation separates
organizations from other groups such as
crowds or masses. The process of self-
regulation is intentionally carried out through
communication between role holders and
groups. Communication about self-regulation
is recursive and dialogical. This involves
control, design, and documentation of
relations, norms, processes, and organizational
entities. Formal communication structures
determine work routines rather than allowing
them to emerge and control the collaboration
process and the process of membership
negotiation. Examples of physical
organizational self-organization include
charter, organizational chart, and policy
manuals. Organizational self-organization is a
subjective and political process that can be
influenced by systems, individuals, interests,
and traditions where it occurs. This does not
have to be free of errors or ambiguity. To form
an organization, communication must imply
the formation and governance of a whole that
is different from the cycle and mechanism of
its own reflexive response.

**2. Membership Negotiations.** Organizational
certainly consist of, but differ from, individual
members. Because humans are not inherently
members of organizations, negotiating
communication must be done to combine
them. Membership negotiations connect an
organization with its members by building and
maintaining relationships. Practices in
membership negotiations include job
recruitment and socialization. In recruitment,
prospective members are evaluated, both
parties must agree on a relationship, and
members must be included in the organizational structure. The negotiation process can be influenced by strengths including the existence and supervision beforehand, and all parties involved can redefine themselves to meet expectations. Among members of higher status, the power of claim and spokesperson are examples of negotiation processes to obtain the resources of an organization.

3. Activity Coordination. Coordination is the result of the fact that organizations inherently have at least one goal that contributes to the activities of members. Often the organization's self-regulation defines the division of labor, the sequence of workflows, policies, etc. that govern the course for coordinating activities. The structure changes reflexively and may be incomplete, relevant, fully understood, or free from problems. Therefore, communication between members is needed to change and adjust the work process. Coordination of activities can include adjusting work processes and solving immediate or unexpected practical problems. Coordination of activities runs on the assumption that members work in social units that are interdependent outside the work task itself. It combines each process and attitude and therefore includes coordination for members not to complete work or to seek power from one another. The work of Dr. Henry Mintzberg exemplifies the coordination of activities in a joint adjustment mechanism in his theory of organizational form. In this example, coworkers informally coordinate the work around for work problems.

4. Institutional Position. Positions connect organizations with environments outside the organization at the macro level. Examples of entities outside the organization include suppliers, customers, and competitors. Communication outside the organization negotiates the terms of the recognition of the existence and the organization in what is called the "negotiation of identity" or "positioning". Often communicator of the message is the individual who negotiated their relationship by itself, but the message can be derived from a larger organization as a whole. The organization must establish and maintain presence, image, status and two-way communication channels with partners. Objects such as organizational charts can emphasize certain images and show legitimacy. Organizations that are marginalized because of their lack of institutional positions include companies startup and illegal groups such as mafia, generally, more secure an organization, the stronger the relationship and control over the uncertainty and resources it has in its environment. The pre-existing institutions (companies, institutions), political, legal, cultural, and so on structures make it possible for constitutions to be easier for organizations that are makes.

Change Management

Change management is a series of processes used to ensure that significant strategic changes in the organization are carried out in a controlled and systematic manner, to overcome resistance to change in order to increase the involvement and achievement of organizational goals for effective transformation. The achievement of sustainable change begins with a clear understanding of the current state of the organization, followed by the implementation of appropriate and targeted strategies [2].

Organizational change is the act of switching an organization from the prevailing conditions to a future condition comes according to what you want to increase its effectiveness [3]. Organizational change is an act of rearranging organizational components to improve organizational efficiency and effectiveness. Given the importance of change in a fast-moving environment, it is time for organizations not to postpone change, delay means that they will confront the organization in the process of decline [4].

The desired depth of change refers to the scope and intensity of organizational development efforts. That is, the depth of the desired change is aimed at the extent to which management must enter into organizations that are experiencing problems. There are three views about the concept of the first organizational change; in essence the target of management of organizational change is the management of bureaucracy, which is used as an administrative tool and as an instrument of power. Second, management of organizational change implemented in the development of organizations can be through democracy and liberalization. Third, organizational management and change management can recognize the gap between the existing situations and the expected based on the size of a certain size that is commonly used, namely: effectiveness, efficiency, and satisfaction of organizational members [5].

In addition to these three views there are a number of approaches that can be used to understand management of organizational change. These approaches are first, approaches that emphasize the relationships between structure, technology and people. Of the three elements will be determined about what will be changed and how to change it. Second, from where the idea of the concept of the approach originated. Here are two concepts, namely Leavitt’s analysis and Greiner analysis. Leavitt tends to answer what problems can be changed for organizational development. Whereas Greiner tends to answer how
changes are made or implemented for organizational development [6].

The change management approach to developing organizations can be pursued in a number of steps, namely: change at the individual level, change at the group level, and change at the organizational level. First, change at the individual level is a change in the assignment of work, the transfer of the employee concerned to a certain place, or a change in the condition of maturity of the individual, concerned, which occurs over time. Second, change at the group level is caused by the fact that most activities within the organizations are group based. The group in question is in the form of departments, project teams, functional units within departments, or informal working groups. Third, changes that occur at the organizational level are generally stated by people as organizational development [3].

The best step into change is creating change, not waiting to be changed by another party. That is, the organization takes a strategic step to make improvements and at the same time to make changes or organizational development. There are several advantages in creating change for organizational development: first, organizations can determine patterns of organizational development that are in accordance with the competencies and capabilities of the organization. HR can carry out not all models of organizational development, because their competencies and capabilities are indeed inadequate for that purpose, as a result of the action of the changes failing. Second, the pattern of development of the organization based on the changes that will be run more anticipatory, rather than reactive, so that a pattern change can be planned by using the method of forecasting the sustainability or steps futuristic. Third, development planning and implementation of strategic steps are more adaptive to environmental changes, namely an ability to be able to adjust changes in internal and external environment [5].

Good Governance

World Bank provides a definition of governance as “the way state power is used in managing economic and social resources for development of society”. While the United Nation Development Program (UNDP) defines governance as "the exercise of political, economic and administrative authority to manage a nation's affair at all levels". Departing from the above understanding it can be concluded that the institutions of governance include three domains, namely: state, private sector and society that interact and carry out their respective functions. UNDP defines good governance as a synergic and constructive relationship between the state and the private sector and society. Based on this, UNDP then set the characteristics of a good government [7], which included:

- **Participation.** Every citizen has a voice in making decisions, both directly and through the intermediation of legitimate institutions that represent their interests.
- **Rule of Law.** The legal framework must be fair and carried out indiscriminately, especially the law for human rights.
- **Transparency.** Transparency is built on the basis of freedom of information flow. Those can directly receive processes, institutions and information in need.
- **Responsiveness.** Institutions and processes must try to serve stakeholders.
- **Consensus Orientation.** Good governance is the intermediary of different interests to get the best choice for broader interests both in terms of policies and procedures.
- **Equity.** All citizens, both men and women, have the opportunity to improve or maintain their welfare.
- **Effectiveness and Efficiency.** Processes and institutions produce according to what has been outlined by using the best available resources.
- **Accountability.** Decision makers in government, the private sector and the community are accountable to the public and stakeholder institutions.

**RESEARCH METHODS**

Type of research is descriptive. Descriptive research not only describes (analytical) but also combines (synthesis). In descriptive research a data obtained is not in the form of numbers but in the form of sentence words, statements and concepts. According
to Rachmat in Hamid & Mulyana [8] descriptive research is only describing situations, not looking for or explaining relationships, not testing hypotheses or making predictions. In this study the researcher will describe descriptively the research findings regarding communication and change in the POLRI institution in the development of good government governance.

The research method used by researchers in the discussion of this study is a qualitative analysis method, which is a method of collecting and presenting data obtained to analyze the actual situation and subsequently carried out rational analysis based on juridical references through library research and field research [9]. Literature study is to find and use sources from primary data in the form of scientific journals, legislation, books, internet, articles, lectures and other writings that have to do with communication materials and changes in the development of good governance. Field studies are observing institutions that are the object of research, namely POLRI. After the data is collected, the data is processed and analyzed qualitatively so that the results are in accordance with the research objectives.

In the principle, the qualitative data analysis was carried out together with the data collection process. The techniques of data analysis according to Miles and Huberman include three concurrent activities: 1) Data reduction. The field data obtained through observation and interview in the form of field notes and recordings are quite a lot and difficult for the researcher to understand, then the data reduction is carried out, 2) Data Display. To facilitate reading the data obtained, the data that has been reduced is then presented (displayed) in the form of a thorough description of every aspect studied by being equipped with tables / charts, the relationships between categories and its kind, 3) Verification is interpreting the data that has been compiled. Based on these interpretations, the researcher can arrange into a conclusion, where this conclusion is the result of research that can answer the research questions that have been formulated previously [10].

To ensure that the research data is valid, the process of checking the validity of the data is carried out. For this reason, Miles and Huberman explain that the technique of checking data validity includes three concurrent activities: data reduction, data display, and conclusion (verification). Then to determine the data validity, the researcher conducted a triangulation technique. According to Moleong the researcher compares and checks the degree of trust of information obtained by: (1) comparing the observational data with interview data (2) comparing the consistency of the answers of the interviewees, namely by comparing what the speakers said in front general for example, with what is said personally (3) comparing a person’s perspective, with other people in his work team [11].

RESULTS AND DISCUSSION

In carrying out change management, the National Police has launched a bureaucratic reform program to realize the hopes of the community to be “trusted police, who provide excellent service, at least zero complaints, make the National Police superior and professional based on mental revolution” in the field of Human Resources, administration, Operations and services that are fast, precise, accurate, transparent, accountable, informative and easily accessible. This is in line with the National Bureaucratic Reform program in realizing good governance and clean government. From 2004 to 2010 the National Police carried out the first wave of the Bureaucratic Reform program with five areas of change in institutional, organizational culture, management, regulation-deregulation and HR, followed by the second wave of Bureaucratic Reform 2011-2014 with eight areas of change in the Organization, Governance, Legislation, Apparatus HR, Supervision, Accountability, Public Service, and Mind Set & Culture Set Apparatus in realizing clean and free police apparatus of the National Police, improving police service excellence, and increasing capacity and performance accountability.

In order to realize the expectations of the community and stakeholders in realizing “trusted police, who provide excellent service, at least zero complaints, make the National Police superior and professional based on a mental revolution” both internally and externally within the community and stakeholders, the National Police prepares the Road Map for Bureaucratic Reform POLRI Wave III Year 2016-2019 which contains 9 programs, 37 activities, 94 action plans and 15 quick wins which are none other than the actualization of 8 areas of change in the Apparatus, Monitoring, Accountability, Institutional, Management, Human Resources Apparatus, Laws and Regulations, Invitation and public services. So that indicators that have not yet been achieved in the implementation of the Second Phase of National Police Bureaucratic Reform in 2011-2015 will be a priority for the implementation of Wave III Police Bureaucratic Reform for 2016-2019. As a tangible manifestation of the POLRI Bureaucratic Reform process, it is described in Road Map the 2016-2019 National Police Bureaucracy Reform, as follows:

1. Apparatus Mental Revolution Program. This program aims to establish an effective system of values and integrity of the bureaucracy. The goal to be achieved through this program is to increase public / public satisfaction with the services of the National Police.

2. Supervision System Strengthening Program. This program aims to increase the capacity and role of the APIP in promoting the administration of integrity and high performance governance.
3. Performance Accountability Strengthening Program. This program aims to improve the quality of the implementation of the organization's performance management system. The target to be achieved through this program is to increase the performance of government agencies with a measure of the success of increasing the value of Government Performance Accountability (AKIP).

4. Institutional Strengthening Program. This program aims to form a government organization that is structurally appropriate, effective, efficient and high performing. The targets to be achieved through this program are the realization of the Polri organization that is right in its size, function, does not overlap and synergize between agencies, so that it can encourage efforts to realize good police governance.

5. Governance Strengthening Program. This program aims to establish a simple, transparent, effective and efficient ICT-based bureaucratic management process. The goals to be achieved through this program are 2 points, namely (1) the realization of effective and efficient management in order to encourage efforts to realize good police governance, and (2) the realization of comprehensive and integrated electronic-based management.

6. Human Resource Management System Strengthening Program. This program aims to improve the professionalism of members of the National Police. The target to be achieved through this program is the increasing professionalism of members of the National Police.

7. Program for Strengthening Legislation Regulations. This program aims to improve the quality of public needs-based public policies. The target to be achieved through this program is to improve the quality of legislation, with a measure of the success of achieving legislation that is harmonious, synchronous and its implementation is effective and efficient.

8. Public Service Quality Improvement Program. This program aims to improve the quality of public services continuously. The targets to be achieved through this program are 2 points, namely (1) improving the quality of public services with a measure of the success of the results of the Community Satisfaction Survey (SKM) and (2) increasing management capacity for the delivery of public services with the success of service innovations. Public, Public Service Integrity Index score, compliance in the implementation of Law 25/2009 on Public Services, follow-up complaints of public services and the Public Service Index.

9. The Monitoring and Evaluation Program. This program aims to ensure that the implementation of Bureaucratic Reform is carried out in accordance with the stipulated provisions, activities, and targets. The results to be achieved through this program are to provide early warning about the risk of failure to achieve the set targets.

10. Quick Wins In addition to implementing the 9 programs, the National Police Bureaucratic Reform implemented the program Quick Wins that was a priority agenda in Wave III Police Bureaucratic Reform for 2016-2019 as an effort to increase public trust and satisfaction with the National Police service with a measure of success obtained from the Community Satisfaction Survey (SKM).

The implementation of the National Police's task in the 2015-2019 Strategic Plan was directed at achieving its objectives in order to realize the POLRI organization towards the National-Class Organization (NCO) to achieve the status of the World-Class Organization (WCO) by 2025; POLRI organization with Good and Clean Governance; change of mindset and culture set towards Democratic Policing; a sense of security and comfort in the community in carrying out daily life activities; POLRI is professional and competent, moral, modern, superior and trusted by the community; and transparent, accountable and law enforcement that is able to provide protection and protection for the community and fulfill the sense of justice of the community, which is nothing but the actualization of government policy in Nawacita towards change by presenting working countries, prosperous independence and mental revolution as stated in the RPJMN for 2015-2019.

However, there are still many symptoms in the community that indicate a low level of public trust in the National Police, although it should have gained public trust as a goal of the 2010 reform that must be achieved in line with the National Police's strategy to realize public trust. Indications of a lack of public trust in the National Police can also be seen from the trend of reports of high public complaints, the increasing number of violations of law, the use of slogans that cornered the National Police, the badness of the police both institutions and personnel often massively exposed to the image of the Indonesian Police.

In order to realize this goal, the National Police set the Vision for 2015-2019 Bureaucratic Reform namely "The realization of an increasingly professional, superior police and public trust in supporting the creation of an Indonesian that is independent, independent and based on mutual cooperation" and the 10 directions of POLRI policies and strategies, as follows:

1. POLRI policy direction in order to achieve the strategic objectives of fulfilling Alpakam /
Almatsus (special material tools) POLRI to support the strengthening of the National Police Autonomy, namely:

a. Build and developing technology and information-based infrastructure in order to spread the Kamtibmas (public order security) service and law enforcement.

b. Continuing the construction of Forensic Laboratories that are not yet available at the central level and the Regional Police and the renovation of the required branch buildings.

2. The policy direction of the National Police in achieving the strategic objectives of establishing a professional, moral, modern and superior POLRI Posture through changes in mindset and culture set, namely:

a. Recruitment National Police Department and civil servants by considering a policy of at least zero growth;

b. Accelerating the improvement of HR capacity and capability as well as modernizing police technology as part of the implementation of the National Police reform;

c. Improve the professionalism of members of the Indonesian National Police through education and training;

d. Build professional POLRI HR through working methods (off campus) in STIK-PTIK;

e. Certification of the police's professional technical capabilities;

f. Realizing clean, transparent and accountable POLRI organizational governance to increase public trust in the National Police;

g. Continuing the development of excellent service standards at the level of regional police; Polsek, Polres and Polda by completing the List of Personnel and Equipment (DSPP);

h. Establish police law at the central and regional levels as elements of national legislation program (Prolegnas) of the National Police and function as a police information center for police officers in the field as well as legal research centers in Indonesia and other countries in the world;

i. Improving the welfare of Indonesian Police personnel in order to increase professionalism;

j. Harmonize and effectively optimize supervision and handling by the Government's Internal Supervisory Apparatus (APIP) in order to create a professional and accountable POLRI apparatus and implement the Government's Internal Control System (SPIP) maximally to prevent corruption, collusion and nepotism (KKN).

3. The policy direction of the National Police in order to achieve the strategic objectives of the POLRI strength in the border region and inhabited outermost islands as well as the maritime axis in a sustainable manner, namely:

a. Revising the POLRI organizational structure by combining Water Police Directorate (ditpol) and Air Police Directorate into the corps of aquatic and air police;

b. Enhancing the ability of air and air polarity with the support of the addition of ships and aircraft that can reach the outermost islands and inhabited areas in order to support the shrine.

4. The policy direction of the National Police in order to achieve the strategic goals of building police technology and information systems in an integrated manner through research and scientific studies to support the optimal performance of the National Police, namely:

a. Strengthening research and development institutions in order to build police industry capabilities through the pilot covers all forms of the National Police Almatsus towards the minimum standards of POLRI services;

b. Establish an integrated information and communication technology system starting from the National Police Headquarters to the Regional Police.

5. The policy direction of the Indonesian National Police in order to achieve the strategic objective of improving service excellence in maintaining public order and security by promoting preemptive and preventive efforts supported by strict law enforcement, namely:

a. Optimizing excellent public services through technology-based deployment of police personnel and equipment;

b. Strengthening the public relations sector through the implementation of public information disclosure to realize community trust;

c. Optimize the management of internal security against all citizens and the creation of a sense of community security;

d. Prepare all regional units in order to safeguard the General Election throughout the year, the Legislative Election and the 2019 Presidential / Vice President Election.

6. The policy direction of the National Police in achieving the strategic objectives is increasing the role of intelligence in supporting community security and order, namely: Strengthening intelligence detection (detection early, early warning and early prevention) supported by adequate personnel, budget and intelligence technology in order to eliminate any potential interference and social upheaval.

7. The policy direction of the Indonesian National Police in the context of achieving the strategic objectives of establishing domestic and foreign cooperation in the context of policy synergy, namely:

a. Optimizing political synergy between ministries and institutions and cooperation with foreign countries;

b. Increasing the participation of the National Police in maintaining world peace.
8. POLRI policy direction in order to achieve the strategic objectives of the Bhayangkara Fostering Community Security and Order (Bhabinkamtibmas) in all villages in the context of implementing Community Policing and early detection of potential security disturbances and social symptoms, namely: Continuing strengthening community policing with Bhabinkamtibmas and community awareness groups about Kamtibmas.

9. The policy direction of the Indonesian National Police in order to achieve strategic objectives to strengthen traffic safety in the context of supporting the Decade of Action for Road Safety 2011-2020 program, namely:
   a. Increasing roles as the Center for Control, Coordination, Communication and Information (K3I);
   b. Improve the quality of safety and reduce the fatality rate of victims of traffic accidents and road transport;
   c. Build a culture of orderly traffic and road transport;
   d. Improve the quality of public services in the field of driver’s registration and motorized technology-based vehicles.

10. The policy direction of the Indonesian National Police in the context of achieving strategic targets is the completion and disclosure and security of four types of crimes (conventional crime, crime against state wealth, transnational crime and crime has contingent implications), namely:
   a. Strengthening the prevention and enforcement of four types of crimes including: conventional crime, transnational crime, crimes against state wealth, and crimes that have contingent implications accompanied by the procurement of facilities and infrastructure;
   b. Build capability backup operation the National Police Headquarters level in handling high-intensity security (disruptions Flash Point) directly and quickly, especially terrorism, separatism and social conflict;
   c. Building the capability of investigating scientific (Scientific Criminal Investigation - SCI) standards from the National Police Headquarters level to the level of the sector police.

CONCLUSION

The implementation of the National Police Bureaucratic Reform (RBP) is part of the management of changes made by the National Police in realizing good governance, as stated in the Road Map Phase III of the 2016 National Police Bureaucracy Reformation for 2016-2019, which is none other than the actualization of 8 areas of change in the Apparatus Mental, Monitoring, Accountability, Institutional, Management, Human Resources Apparatus, Legislation and Public Services, which emphasize the importance the implementation of clean government and good governance that is universally believed to be the principal needed to provide excellent service to the community, with the main program carried out by the government is to develop state apparatus through the implementation of bureaucratic reform.

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