

## **The Leadership Selection and Bureaucracy Reformation to Improve the Public Service at the Regional Water Supply Company (PDAM) of Makassar**

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**Abstract:** This study aimed to explain the key issues to be discussed include the leadership selection and bureaucracy reformation to improve the public service in the Regional Water Supply Company (PDAM), particularly the bureaucracy system that emphasized the ethics of public service. In other words, this study aimed to develop a reform-minded leadership model with the bureaucracy reformation principles in an effort to realize the forming purposes of the Regional Water Supply Company (PDAM). The method used in this study was qualitative descriptive which applied the phenomenology approach and case study on the availability and need for clean water by the Regional Water Supply Company (PDAM) of Makassar. The data analysis was based on goals and objectives of the study that had been determined, i.e., to describes the leadership reformation associated with the realization of the bureaucracy that emphasize the public service ethics in the Regional Water Supply Company (PDAM) of Makassar. The results of this study revealed that the leadership reformation, particularly the candidate selection of the president director in the Regional Water Supply Company (PDAM) of Makassar through a lengthy and winding process. In the life of the nations and states in various parts of the world, growing bureaucracy is the main vehicle for the implementation of the country in various fields of national life and in relations between nations. Besides managing the service, the bureaucracy is also in charge to transform various political decisions into various public policies for performing the implementation management of these policies operationally. Therefore, it is realized that the bureaucracy is a critical success factor for overall government agendas including in realizing the good governance which is free from corruption (clean government) in the surrounding scenarios embodiment of good governance. However, the nation and others nation's experiences show that bureaucracy is not always able to organize their tasks and functions automatically and independently as well as generating significant performance.

**Key words:** Leadership selection, reformation, bureaucracy and public service, realizing, PDAM, clean government

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### **INTRODUCTION**

The bureaucracy leadership or more precisely of leadership in the government institutions should be a major concern of state institutions after the post-reform era. For the bureaucratic leadership model in Indonesia which was instituted at times led the efforts to build a communications network power of government officials and to control the people socially, economically and politically. Consequently, the bureaucracy reformation was like walking on the spot which did not move forward and improve the service to the public. Therefore, the behavior of such politicization of bureaucracy should be discontinued. But the problem is although the reformation had rolled more than a decade but the snare historical characteristics and communication model within the government bureaucracy has not faded.

According to Joostensz *et al.* (2015), reformation is an effort to make changes in order to achieve objective both in general and in more specific term. Generally, the objectives of reformation are to increase the administrative performance of government bureaucracy (Caiden, 1970) or in the terminology of the reformation objective is to increase order, make perfect the methods and increase the performance (Soesilo, 1996). In more specific term, the objective of reformation is to make perfect the methods and increase performance or in order to cure the administrative flaw or in terminology of Caiden is called 'public mal administration' which consists of bureaucracy pathology and corruption in government (Caiden, 1982).

The reformation process which should be conducted by bureaucracy seems not an easy process because it has to reformat with the full of critiques and the structure

corrective actions and the configuration bureaucracy from sacred paced feudal to completely rational and professional. The reformation process of thinking versatile shades gentry (*ambtenaar*) towards bureaucracy with the rational authority configuration (Moelyono, 2008) which is the empirical level of culture for asking to be served into a culture of serving as public servant (public service). One characteristic of Weberian bureaucracy is that power is in any hierarchy of positions. It means that if the higher is hierarchy then the higher is its power. Conversely, if the lower is its hierarchy, so the lower is its power. Societies are at the lowest hierarchy so that they do not have any power.

The bureaucracy discipline of Weber's Model states that the hierarchy should not be courageous or should not be against the power of the highest hierarchy (Thoha, 2003) so if the Weberian's Model is applied to the bureaucracy in Indonesia there is as what was found by the Central for Population and Policy Studies, the university of Gadjah Mada Yogyakarta that 55% of bureaucracy apparatus conducted the nullifying actions to the public complaints so, it seems to give a bad image to the public organizations.

The communication which is coercive and packed in the formalistic frame affects the relationship between bureaucracy and or government with the society which is more influenced by the different needs that have an impact on the lack of meaning of jointly agreed by both parties. On the other hands, there is a chronic power distance in the relationship between government as the policy holder and the public in a position as the message receiver. Observing these conditions and grounded to the democratization in communication and intention to provide better service to the public, the bureaucracy reformation, especially the leadership of the Regional Water Supply Company (PDAM) of Makassar must be supported by the leader elements of government organizations that are able to create integrated communication with the society as an entity that must be served.

In this context, it should be understood that the government should be able to act as a facilitator actor of public policy; therefore, it is hopefully that with this paradigms changing is begun and occurred. If this is enabled then the top down will be followed by other elements, especially they who carry out social functions in society such as prosecutors, judges, polices, lecturers, teachers, doctors or even the village/sub-district apparatus. The structural stagnancy that is for decades has caused distortions and anomalies system of public administration which is far from the context of the public interest. An idea that would like to offer in this

study is how the regional government of Makassar as policy actors has to make changes and improvements on the orientation of the bureaucracy that should have been constructed.

**Literature review:** The bureaucracy reformation is a significant changing of the bureaucracy elements such as institutional, human resources (personnel), management, accountability, oversights and public service which are conducted consciously to position themselves again, in order to adjust to the dynamics of dynamic environments. The changes are made to carry out the roles and functions of the bureaucracy precisely, quickly and consistently in order to produce the corresponding benefits that are mandated by the constitution. The changes towards a better are the reflection of all needs starting of the facts of the role of bureaucracy today which is still far from the expectations.

The bureaucracy reformation aims to: improve the bureaucracy performance to make it more effective and efficient; the creation of a professional, neutral, open, democratic, independent bureaucracies and have the integrity and competence in carrying out their duties and responsibilities as the public servant and the state's servant the clean government; free of corruption and improve the quality of public service. Hence, the bureaucracy reformation should start from the institutional arrangement and the human resources personnel.

The demands came in view of the bureaucracy public which is being confronted with changes in the political economy, the strengthening of civil society, good governance and the urgent needs of the public. A solution that can be offered in the understanding of this issue is how the government, especially Makassar City to be aware of the position and role as a public servant. It can be begin with the realization of capacity and lack of expertise in the provision of public services. Therefore, establishing a partnership with the private sector, creating a policy model for public participation through contract services to the public (citizen charter), creating a Regional Regulation on Public Service are the strategic steps for government to change the paradigm of public service which is still perceived not siding with the public.

The bureaucracy leadership or more precisely the leadership in government institutions should be a major concern of the state institutions after the post-reformation era. For the bureaucratic leadership model in Indonesia which was instituted at times led the efforts to build a communications network power of government officials and to control the people socially, economically and politically. Hence, the bureaucracy reformation was like

walking on the spot which did not move forward and improve the service to the public. Therefore, the behavior of such politicization of bureaucracy should be discontinued. But the problem is although the reformation had rolled more than a decade but the snare historical characteristics and communication model within the government bureaucracy has not faded. Some state institutions are still trapped in the institutionalization of the power of the government apparatus in order to deal with the public in general.

The community development increasingly dynamic, with the life level is getting better has raised awareness of the rights and obligations as citizens in the nation, country and society life. Society is increasingly critical and courageous to propose desires, demands, aspirations and control the government's performance. The society is increasingly courageous to demand the bureaucracy public to change positions and roles (revitalization) in providing public services. This is due to more than a decade, there is still prohibitive of bureaucracy reformation, i.e., the government bureaucracy characteristic that still feel as a dominant class in society.

The bureaucracy reformation is a significant changing of the bureaucracy elements such as institutional, human resources (personnel), management, accountability, oversights and public service which are conducted consciously to position themselves again, in order to adjust to the dynamics of dynamic environments. The changes are conducted to carry out the roles and functions of the bureaucracy precisely, quickly and consistently, in order to produce the corresponding benefits that are mandated by the constitution. The changes towards a better are the reflection of all needs starting of the facts of the role of bureaucracy today which is still far from the expectations. This reality actually shows the awareness that there is a gap between what is expected with the real situation on the role of the bureaucracy today (Dwiyanto, 2006).

Osborne and Gaebler (1992) admitted that in changing society, the state apparatuses need to change their behavior to be more conducive in line with society development. It means that government either institutionally and apparatuses as personal are expected to be able to adopt by leaning of structure, flexibility, responsiveness and the ability to cooperate with all parties.

Globalization which is marked by the information and communication revolution impacts on the lifestyles and needs (demand) of community. In turn, the society's demands for quantity and quality have also increased. In the context of society as citizens they are increasingly dynamic and critical to demand the system that is democratic, transparent, accountable and quality of public

services which are cheap, fast and precise. Faced with a situation like that, it takes a political decision on the part of state/government to be seriously and consistently to reform organizing model of public service.

The next step is to create the mechanism, arrangements, systems and procedures that are simple and not complicated, enforce accountability apparatus, improve and create a comprehensive oversight and improve the quality of public services towards the public services which have a certain quality and excellence. Bureaucracy reformation needs to be prioritized in the work units of public services such as immigration, customs, tax, land, police, judiciary and local government and the institutions or government agencies which are prone to corruption such as the central/local government, police, judiciary, legislative, judicial and departments including the regional water supply company that is raised in this study.

Based on the discussion above, in the context of public service, the key word is the ability of government to regulate the provision of various public services that are responsive, competitive and qualified to the society (Wahab, 1998). The provision of public services which are getting better in most of society is one of the benchmarks for the credibility and legitimacy of the political capacity of the government anywhere (Kartiwa, 2005). So far, the political demands often can not be realized by the state, through the government bureaucracy.

## **MATERIALS AND METHODS**

This study took place at the Regional Water Supply Company (PDAM) of Makassar City with the study object of the bureaucracy reformation and leadership selection which were related to the management and provision of facilities and infrastructure (plumbing facilities) in order to fulfill the life of many people. In this case, a company or institution both public and private was required to maximize their performance in various ways, especially regarding to the good leadership and management to achieve the maximum goal. The method used was qualitative research and utilized data and information that included writings, documents, articles, journals, discussion, observation and in-depth interviews with management as well as society as a customer. The data analysis included the steps of data reduction, data display and verification. The conclusion was drawn after there was not found information about the focus of the investigation. In the analysis of these data, the researchers used a qualitative descriptive analysis to comprehensively explain the empirical conditions selected, based on data and facts gathered during the study.

## **RESULTS**

The Regional Water Supply Company (PDAM) is one of the business units belonging to the regional area which is engaged in the distribution of clean water to the general public. PDAM is found in each province, district and municipalities across Indonesia. PDAM is a local company as a means of water providers which are supervised and monitored by the officers of executive and legislative area. The water company which was managed in a modern state has been existed since the Dutch Colonial era in the 1920's under the name of Waterleiding while the Japanese occupation of the water company named Suido Syo.

The results of this study found that, the leadership selection and bureaucracy reformation in the sphere of the Regional Water Supply Company (PDAM) of Makassar can be divided into several stages such as: mobilize the energy and commitment of the organization's members through the determination of goals, challenges and solutions by all members of the organization. At this stage, every line in a government agency should know what was aspired by the institute, what they are facing and how to deal with or solve the problem together. So that they are moved to run the solution together they need to be involved in discussions and decision-making; develop a shared vision, how to manage and organize themselves and organizations in order to achieve what is aspired; determine the leadership in the government institution, the leadership was usually held by the echelon officials. In fact, the leadership must exist at all levels in order to control the change. The supreme leader must ensure that people who are competent and honest so that they can act as the leaders at the below levels; focus on the work this step is done to make the assessment mechanism to measure the impact of each employee or each team was given a specific task; begin to change the small units in institutions and encourage for the changes to spread to other units in all institutions of PDAM Makassar; create formal rules, systems and structures to confirm the change including ways to measure changes that occur and monitor and adjust strategies for responding to problems that arise during the process of change taking place.

Ethics is often seen as an element that is less related to the world of public service. In fact, in the literature on public services and public management, ethics is one of the elements that determine the satisfaction of the public being served and also the success of the public service organization itself. It was as described by the Director of Engineering and Finance of PDAM Makassar, Kartia Bado, in an interview on June 15th, 2016, said that the

elements that must be considered in every phase of public services ranging from the preparation of the ministry's policies, organization structure design services to the management of services for achieve the ultimate goal of such services.

The interview's results with several informants asserted that looking at the conditions of government bureaucracy and community characteristics that influence the behavior of the bureaucracy; it was no wonder that if the bureaucracy reformation was process slowly. It can be affirmed that, society inherent in bureaucracy resulted the communication patterns which were not build in democratic; it was more aligned to the elite of state power. In line with this, according to one former Supervisory Agency (Bawas) of PDAM Makassar, Bastian Lubis, said in an interview dated on May 22nd, 2015, explained that one of the elements in the bureaucracy reformation and leadership which needed to consider was that the cultural characteristics influence the communication patterns of a person in interaction and this would be more apparent when dealing with people from different cultures or groups. In this context, it was revealed that the bureaucratic leadership with the dominant class culture and society with various obligations to submit to the power of the state. The two parties had a differentiation that makes that it was difficult to carry out the bureaucracy reformation and leadership in government institutions.

In this context, the leadership reformation in PDAM should minimize the negative values of mechanistic society and generating apparatus and leaders in favor of the public interest. Looking for the ideal model of leadership in the government bureaucracy, it must go back to the meaning of Max Weber's ideal bureaucracy. Therefore, it is appropriate that emphasis on the reformation of personnel and leadership in local governance institutions (PDAM) to scrape off the shackles of bureaucratic as any deviation ideal implementation of government organizations. The problem is until more than a decade, still be prohibitive bureaucracy reformation and leadership which was characteristic of government bureaucracy that still felt as a dominant class in society.

In the management of PDAM, there were some things that need to be considered, namely transparency of financial management with IT systems, utilizing online media for each transaction between PDAM and customers. According to one informant (Ibrahim Saleh, who was the Regional Secretary of Makassar) in an interview on July 27th, 2015, requested that all employees of PDAM Makassar to improve their discipline and performance. This is emphasized in order to improve

employee discipline in the scope of PDAM Makassar. Discipline should be a whip to all government officials and employees of the PDAM in improving discipline and performance.

The bureaucracy reformation and leadership selection within the scope of PDAM Makassar, held at the beginning of the leadership of new Mayor and Deputy Mayor, Mohammed Ramdhan Pomanto and Syamsu Rizal, to improve discipline and performance in work and provide the best service to the community. According to Ibrahim, who served as the General Director of PDAM Makassar, he had instructed the General section and the section Staffing of PDAM, to perform evaluation and analysis of the workload and make the admonition to employees of PDAM who were undisciplined. If it turns out that there were already saturated work, we would find the successor and that process was already underway discovered that there were no discipline, maybe they would be stopped.

Related to this matter as was described by one informant who serves as Vice Chairman of Commission B of the Regional Representatives Council (DPRD) of Makassar, Hasanuddin Leo of the National Mandate Party (PAN) states that PDAM has still the principal debt to third parties amounted to IDR 5 billion as well as interest debt about IDR 1 billion in an interview on June 20th, 2015 was deeply regretted that the actions of designated directors of PDAM who did not complete the payment of the debt. While in the financial report for the first quarter (2015) had reported that PDAM's profit was IDR 21 billion from the target of IDR 12 billion. It was very unreasonable. When meeting of the monitoring and evaluation of the first quarter was held, PDAM reported that the generation profits increased under the leadership of the General Director of PDAM who is Ibrahim Saleh. But surprisingly, PDAM was evidently debt arrears for 2 months. Further, it was confirmed by Hasanuddin Leo that the General Director of PDAM which was appointed by mayor took the wrong policy, namely by making long-term cooperation contract for 25 years with a fine of 1% per day if it was over debt payments.

## **DISCUSSION**

The efforts to realize national ideals require the willingness to establish democracy in the life of the nation. Meanwhile, for toward democracy is a long process (democratization), the seeds need to be sowing-seed, preserved, nurtured and developed, so that they can become mature and grow independently. Therefore, it is necessary to have awareness of the various components of the nation to always act and behave democratically.

Changed attitudes and behavior become a democrat is not easy as back your hand because there is one thing that is difficult to deny that man is basically conservative, so there is a tendency to retain everything that is usually done, even if it was a bad habit. The biggest challenge to be faced in the future is necessary to change behavior (shifting of behavior) that is in line and consistent with the reformation agenda and does not stuck to repeat the past mistakes.

Looking at the description above, it is to realize the democratic leadership in PDAM through Selection of Director of the Regional Water Supply Company (PDAM) of Makassar; it must pay attention to the following provisions: makassar PDAM Directors do not have an alliance with the Regional Head. On the appointment of the Board of PDAM's Directors, Article 4 Paragraph (1) letter (f) of the Regulation of the Minister of Home Affairs No. 2 of 2007 on Organ and Employment Regional Water Company (PDAM) states that the Board of PDAM's Directors should "not tied to family relationships with the Regional Head/Deputy Head regions or the Supervisory Board or the Board of Directors to the third degree vertically or laterally including the son and brother."

The directors of PDAM Makassar do not have another position as Government Officials, Article 6 Paragraph (1) of the Regulation of the Minister of Home Affairs No. 2 of 2007 on Organ and Employment Regional Water Supply Company (PDAM) mentioned the "Board of Directors are forbidden to hold another position as: (a) the structural or functional position in institutions/agencies of the Central Government and the Regions; (B) members of the Board of Directors in other state-owned enterprises (BUMD) and private enterprises (BUMN); Directors of PDAM Makassar have no Conflict of Interest. Article 6, Paragraph (1) regulation of the Minister of Home Affairs No. 2 of 2007 on Organ and Employment Regional Water Supply Company (PDAM) also prohibits the existence of conflicts of interest in the Board of PDAM's Directors.

Another reason that cooperation is harmful is that the rate Increasing after the cooperation. Previously, the cost for the production of clean water is only in the range of IDR 300 to IDR 400 for specific units. After it was included the third parties, it rose to IDR 1,300. It was the reason of PT. Traya then invested IDR 73 billion plus IDR 5 billion for the preoperative. Because there was costliness, so IDR 38.1 billion actually did not exist. That was considered as loss by BPK (Audit Board of the Republic of Indonesia). The losses total could escalate because the KPK (Corruption Eradication Commission) currently only calculated damages based on the investment's value. The interview results with the Coordinator of Legislative

Oversight Committee (Kopel) of Indonesia, Syamsuddin Alimsyah, on June 10th, 2016 that also reported the PDAM to the KPK (Corruption Eradication Commission), said that many irregularities of PDAM cooperation and PT. Traya. IPA Panaikang which was cooperated, did not bring profit. It only took care of and then sold back to the PDAM. Syamsuddin also asserted that before it was handled by BPK (Audit Board of the Republic of Indonesia) and KPK (Corruption Eradication Commission), the supervisor agency of PDAM had been reviewed and it was deemed unprofitable. The recommendations of the supervisor agency assessed that the mechanism was problematic. If the public services did not improve, then the bureaucracy reformation that also carries out the good governance was hard to be realized. Associated with civil society, shamsuddin emphasized that in an effort to improve public services and create the power of civil society it was necessary of bureaucratic leadership that was able to interact and communicate with all levels of society. Leadership in the perspective of communication is a communication activity to affect people in order to cooperate in achieving the desired objectives.

Based on the results of the performance of the management team, it can find reciprocation of the company, especially PDAM of Makassar. If the services to the public do not get better, then the bureaucracy reformation which also carries out the good governance is difficult to be realized. In a study of the United Nations Development Program (UNDP), good governance is an agreement on setting state created jointly by governments, civil society and the private sector for the realization of social welfare. Efforts to improve service to the public and create the power of civil society need the bureaucratic leadership that is able to interact and communicate with the entire community. Leadership in the perspective of communication is a communication activity to affect people in order to cooperate in achieving its intended purpose. Correspondingly, leadership is the ability to influence the process of interaction through talks or by the others behaviors.

Further, it was described by the former Managing Director of PDAM Makassar, Tajuddin Noor, said in an interview dated on May 25th, 2015 stated that the powerful parts were bureaucrats; investors may speak the language of rights and have all the rights they need to live while the weak parts are considered inappropriate to have or claim their rights. With such conditions, it is difficult for the bureaucracy's leadership to provide services to the public which are as better as expected by the society. Public services are typically involving identity services, health, education, economics and legal documents

concerning property rights or economic rights. Public services are arguably of all documents regarding property rights and economic rights (including service in PDAM).

Bureaucracy can change the structure of human personality in such a way that the organization becomes dull and gray. Communication patterns varied and tend to run no less varied linearly. Employees should be subject to a variety of organizational rules which are completely rigid and mandatory. As a further result, the interaction and service to the public was less attractive, monotonous, easily taking repressive measures. It also often felt always true and real progress was similar to the motion of a cycle that never developed progressively. The bureaucracy structure always refers to an ideal factor in conducting the organization as well as a reference to conduct the good government. However, the problem is that bureaucratic character is not separated from the nature of a paternalistic society which is bound by the collectivity value. As a result, the organic working system as was established by the bureaucracy becomes difficult to be implemented.

The clean water needs which are qualified in terms of both quality and quantity are a major requirement. For infrastructure development in the fields of clean water, especially clean water treatment system (SPAM) needs to be done in an effort to improve services to the public. The high demand for water services which is currently in Makassar City, does completely not handled optimally, both in terms of services that are currently available as well as the production capacity which is channeled to the consumer. The quantity of water which is delivered by the IPA Panaikang to Tamalanrea district still require additional clean water supply of about 30.01 L/sec. The problem that occurs is the availability of water in the River of Lelopanning which reduced in the dry season, i.e., from approximately 30.90-0.986 m<sup>3</sup>/sec. Similarly, the IPA Antang did not provide optimum service and uniformly to all customers. This is due to the form factor constraints of water loss rate is quite high, namely 57.68% and pipeline systems are already inadequate to the service area.

Recognizing this, then in order to provide an overview of the availability of water resources as a source of raw water in the Makassar City and how big the need for clean water in Makassar City, the results of this study may explain the availability of raw water which can be used as a source of raw water for water clean, PDAM infrastructure conditions and the extent of clean water needs today and in the future in Makassar City. Besides, the results of this study aimed to identify and analyze the availability of clean water of PDAM, identify and analyze

the condition of the existing infrastructure of water supply and identify and analyze the balance of the availability of raw water to the water needs of Makassar City residents now and in 2027.

### CONCLUSION

Based on the results of this study, it can be concluded that as follows: Bureaucracy reformation is one way to build public confidence, particularly in the area of PDAM. The bureaucracy reformation is a major effort to change in the system which aims to change the structure, behavior and the existence or habits that have been existed for long time. The scope of bureaucracy reformation is not only limited to the processes and procedures but also linked to changes in the level and structure of attitudes and behavior.

The leadership reformation in PDAM should minimize the negative values mechanistic society and generating apparatus (leaders) in favor of the public interest. Looking for the ideal model of leadership in the government bureaucracy, it must go back to the meaning of Max Weber's ideal bureaucracy. Therefore, it is appropriate that emphasis on the reformation of personnel and leadership in local governance institutions (PDAM) to scrape off the shackles of bureaucratic as any deviation ideal implementation of government organizations.

The leadership model in accordance with the principle of service professional bureaucracy within the scope of PDAM Makassar based on research and analysis of the facts shows that the Government and the House of Representatives (DPR) agreed to restructure the non-principal arrears of the five Regional Water Supply Companies (PDAM).

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