



INFORMATION AND TECHNOLOGY-BASED POLICY STRATEGY FOR MONITORING AND EVALUATION OF GOVERNMENT AGENCIES WITH CORRUPTION-FREE ZONE/ SERVING AND CLEAN BUREAUCRACY ZONE STATUS

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ABSTRACT

The Integrity Zone Development is the government's attempt to reform its bureaucracy. It is considered successful when the work unit within the Ministry/Agency can achieve the status of Corruption Free Zone (WBK)/ Serving and Clean Bureaucracy Zone (WBBM). In order to maintain this status, the work units entitled as WBK/ WBM must maintain their quality by doing regular monitoring and evaluation. However, the monitoring and evaluation related to WBK/ WBM status in the Ministry of Law and Human Rights have not been performed optimally. Therefore, an attempt and strategy are needed to optimize the implementation of the monitoring and evaluation. This paper aims to determine the implementation and challenges of the work unit monitoring and evaluation with WBK/ WBM status within the Ministry of Law and Human Rights. The primary data were collected through interviews and library research. The result of this study shows that the monitoring and evaluation at the Ministry of Law and Human Rights has not been fully implemented. It can be optimized by considering the challenges faced by Internal Assessment Team. It is suggested to revise and prepare a regulation related to technical instruction for Integrity Zone Development at the Ministry of Law and Human Rights.

Keywords: monitoring and evaluation; integrity zone development; information technology

INTRODUCTION

Background

Bureaucratic Reform is the government's big agenda focusing on the implementation of clean and good governance. Its targets are to create clean and accountable, effective and efficient bureaucracy, as well as good quality public service.¹ In addition, it has to be able

to perform an expected public service for citizens.² Ayodha Pramudita states that with the ease of bureaucratic work, public services will be more accessible and this accessibility will lead to a highly competitive nation.³

¹ Humas Sekretariat Kabinet Republik Indonesia, "Peran APIP (Aparat Pengawas Internal Pemerintah) Dalam Mendukung Penilaian Mandiri Pelaksanaan Reformasi Birokrasi (PMPRB) Demi Terwujudnya Inovasi Birokrasi Pada Sektor

Publik," *Humas Sekretariat Kabinet Republik Indonesia*.

² Supriati, Yuni Ariani, and Sarifudin, "Implementasi Akuntabilitas Kinerja Dalam Reformasi Birokrasi Di Kementerian Keuangan Republik Indonesia," *Jurnal Administrasi Publik* Vol. 10, no. 1 (2019): 32-52.

³ Ayodha Pramudita and dkk, *Inovasi Birokrasi: Membuat Kerja Birokrat Lebih Bermakna* (Jakarta: Gramedia, 2020).

Therefore, bureaucratic reform aims to fix and create good governance.⁴ The ability of public service system in responding to the society dynamic is important in bureaucracy.⁵

Three main objectives of bureaucratic reform are improving organization capacity and accountability, creating free and clean governance from corruption, collusion, and nepotism, and improving public service.⁶ In order to actualize these objectives, government institutions create bureaucratic pilot units to implement Integrity Zone. Beginning from Island of integrity, Integrity Zone is usually used by government or NGO (Non-Governmental Organization) to demonstrate the enthusiasm in eradicating and preventing corruption. In Indonesia, there is an accusation that public service bureaucracy is complicated and prone to corruption practice. The corrupt public service makes people get used to tolerating corruption practice.⁷

Integrity Zone Development is a big agenda set by the government for implementing bureaucratic reform. In order to appreciate the committed top management in supporting Bureaucratic Reform through Integrity Zone, Ministry of State Apparatus Empowerment and Bureaucratic Reform (MenPANRB) issue MenPANRB regulations (PerMenPANRB) which have undergone several changes. The most recently issued

regulation is PerMenPANRB Number 10 of 2019 Alteration of PerMenPANRB No 52 of 2014 about Integrity Zone Development towards Corruption-Free Zone (WBK)/Serving and Clean Bureaucracy Zone (WBBM) in government institutions. The regulation serves as a general guideline, a reference for officials within the Ministries/Agencies and Local Governments (Ministries/Institutions/Local Governments) in Integrity Zone Development towards Corruption Free Zone. Ministries/Institutions/Local Government dedicate themselves to be Ministries/Institutions/Local Government with ZI status. They show their commitment through the implementation of corruption prevention activities in a more tangible and integrated form and adapted according to their needs.⁸ Ministries/Institutions/Local Government's Pilot Project serve to accelerate a well-directed, organized, measurable, sustainable and coordinated plan.⁹

PerMenPANRB Number 10 of 2019 has a juridical basis in its formation. The basis for its formation one of which is Regulation Number 28 of 1999 about Clean and Corruption, Collusion and Nepotism-free Governance (State Gazette of the Republic of Indonesia of 1999 Number 75, Supplement to State Gazette Republic of Indonesia Number 3851) and Regulation Number 31 Year 1999 about Corruption Eradication (State Gazette of the Republic of Indonesia of 1999 Number 140, Supplement to State Gazette Republic

4 Julia Hapsari, Hartuti Purnaweni, and Budi Puspo Priyadi, "Implementasi Pembangunan Zona Integritas Menuju Wilayah Bebas Dari Korupsi Dan Wilayah Birokrasi Bersih Dan Melayani Di Bbws Pemali Juana Semarang," *Jurnal Ilmu Administrasi Publik* 1, no. 1 (June 2019): 25–42.

5 Agus Dwiyanto et al., *Reformasi Birokrasi Publik Di Indonesia* (Sleman: Gajah Mada University Press, 2021), 4.

6 President Regulation Number 81 Year 2010 about Grand Design Bureaucratic Policy 2010-2015

7 Julia Hapsari, Hartuti Purnaweni, and Budi Puspo Priyadi, "Implementasi Pembangunan Zona Integritas Menuju Wilayah Bebas Dari Korupsi Dan Wilayah Birokrasi Bersih Dan Melayani Di Bbws Pemali Juana Semarang," *Jurnal Ilmu Administrasi Publik* 1, no. 1 (June 2019): 25–42."

[https://www.bpkp.go.id/%20/jateng/konten/1909/Zona-Integritas-Menuju-WBK-atau-WBK-Menuju-Zona-Integritas.bpkp#:~:text=Zona%20Integritas%20Zona%20Integritas%20\(ZI,dan%20peningkatan%20kualitas%20pelayanan%20publik, diakses pada 30 Desember 2021, pukul 15:24.](https://www.bpkp.go.id/%20/jateng/konten/1909/Zona-Integritas-Menuju-WBK-atau-WBK-Menuju-Zona-Integritas.bpkp#:~:text=Zona%20Integritas%20Zona%20Integritas%20(ZI,dan%20peningkatan%20kualitas%20pelayanan%20publik, diakses pada 30 Desember 2021, pukul 15:24.)

9 Imam Lukito and Edward James Sinaga, "Analisa Pembentukan Organisasi Pengelola Nusakambangan Sebagai Pilot Project Revitalisasi Pemasarakatan," *Jurnal Ilmiah Kebijakan Hukum* 15, no. 1 (March 26, 2021): 49, accessed February 2, 2022, <https://ejournal.balibangham.go.id/index.php/kebijakan/article/view/1626>.

of Indonesia Number 3874)

Based on Ministry of State Apparatus Empowerment and Bureaucratic Reform Regulation about Integrity Zone Development towards WBK/WBBM guidelines in government institutions, Integrity Zone means a status given to a government institution which its head and officials have committed to implementing WBK/WBBM through bureaucratic reform, corruption prevention and improved public service quality in particular.¹⁰

Achieving Corruption-Free Zone (WBK)/ Serving and Clean Bureaucracy Zone (WBBM) status is not the final goal, it is a process, a way to make Island of Integrity or Integrity Zone in Ministries/Institutions/ Local Government. Work unit with WBK and WBBM status, have to be a pilot project and benchmark for others.¹¹ Ministry of Law and Human Rights is one of Ministers committed to support the Integrity Zone Development. As a prove, 83 work units in Ministry of Law and Human Rights have achieved the WBK and WBBM status in 2020.

Furthermore, the real challenge is how to maintain the WBK/ WBBM status by maintaining service quality and performance in a sustainable manner.¹² These efforts

include continuing to monitor and evaluate as a quality assurance and control measure. An approach and different type of treatment are compulsory in monitoring and evaluating each pilot work unit. In addition, the pilot work units must accommodate a clearer and distinguished standard than the work units without WBK/ WBBM status. The implementation of monitoring and evaluation as a quality control measure depends on the important role of the Government Internal Supervisory Apparatus (APIP). Effectively, its role is based on Government Regulation Number 60 Year 2008 about Government Internal Supervisory System:

1. Provide adequate confidence in obedience, economy, efficiency, and effectiveness in achieving the objectives of implementing the duties and functions of government agencies
2. Provide early warning and improve the effectiveness of risk management in the implementation of duties and functions of government agencies; and
3. Maintain and improve the quality of governance in implementation of its duties and functions.

With its jobs and functions, APIP is expected to ensure the government administration to be orderly, efficiently, and effectively performed in accordance with the plans and provisions of laws and regulations. APIP is also expected to encourage the actualization of good, clean and authoritative government, free from irregularities and abuse of power such as corruption, collusion and nepotism practices (KKN) for the concept of good governance and clean government.¹³

Government Internal Supervisory Apparatus (APIP) has an internal supervision

¹⁰ Julia Hapsari, Hartuti Purnaweni, and Budi Puspo Priyadi, "Implementasi Pembangunan Zona Integritas Menuju Wilayah Bebas Dari Korupsi Dan Wilayah Birokrasi Bersih Dan Melayani Di Bbws Pemali Juana Semarang," *Jurnal Ilmu Administrasi Publik* 1, no. 1 (June 2019): 25–42."

¹¹ KPKNL Pamekasan, "Zona Integritas Menuju Wilayah Bebas Dari Korupsi (WBK) Dan Wilayah Birokrasi Dan Bersih Melayani (WBBM) Di KPKNL Pamekasan," *Kementerian Keuangan Republik Indonesia*, last modified February 18, 2020, accessed October 21, 2021, <https://www.djkn.kemenkeu.go.id/artikel/baca/12980/Zona-Integritas-menuju-Wilayah-Bebas-dari-Korupsi-WBK-dan-Wilayah-Birokrasi-dan-Bersih-Melayani-WBBM-di-KPKNL-Pamekasan.html>.

¹² Ahmad Jazuli, "Komitmen Agen Perubahan Kementerian Hukum Dan Hak Asasi Manusia Dalam Pembangunan Zona Integritas Berkelanjutan," *Jurnal Ilmiah Kebijakan Hukum* 15, no. 3 (November 16, 2021): 415–430, accessed

February 2, 2022, <https://ejournal.balitbangham.go.id/index.php/kebijakan/article/view/1835>.

¹³ Elieser Yohanes, "Peran Aparat Pengawas Intern Pemerintah (Apip) Dalam Penyelenggaraan Pemerintahan Daerah Di Kabupaten Bulungan," *Jurnal Paradigma* 7, no. 2 (2018): 55–64.

role to facilitate the complete government system construction. Internal supervisors are expected to have a solid and systematic foundation and able to immediately identify allegations of corruption and abuse of authority within the institution. Therefore, APIP has important and strategic roles.¹⁴ Its strategic role is to act as Internal Assessment Team (TPI) in Integrity Zone Development which one of whose duties is to monitor and evaluate the work unit with WBK/ WBBM status.¹⁵

This role does not exist freely from challenges. Outside the Integrity Zone Development context, APIP has some obstacles to overcome. Some of those are:¹⁶ Government Internal Supervisory Apparatus (APIP) current institutional structure does not reflect independence. It is because APIP's level in several ministries is at echelon II and have lost their independence;

1. Government Internal Supervisory Apparatus (APIP) skill level is low and uneven. Most of them have skill levels only at level 2, and in few ministries, APIP has reached level 3;
2. Government lacks of management commitment towards the importance of government internal control. Currently, Head of government organization tend to pay more attention to fulfilling paperwork rather than substantially improving APIP's function.

In acting its role, APIP needs value internalization, such as Pancasila, as its

foundation.¹⁷ APIP Auditor's independency faces several challenges, such as no work area rotation, which can reduce auditor independence and affect audit quality.¹⁸ Several challenges face by APIP in Ministry of Law and Human Right, as discussed by Oki Wahyu Budijanto¹⁹, which are aligned with problem supervision implementation, namely:

1. Division of task and function is institutionally territory based;
2. Not optimal performance due to minimum effort in coordination, evaluation and control;
3. Limited number and capacity of HR (Auditor);
4. Limited infrastructure, minimum use of information and technology;
5. APIP perceives that the duties and functions of internal assessment are additional tasks.

These problems have more or less impacts on Integrity Zone Development, particularly on monitoring and evaluation stage, with the increase of work units attain the WBK/ WBBM status. Up to 2021, 137 work units²⁰ within the Ministry of Law and Human Rights have attained the status. For

¹⁴ Ayodha Pramudita and dkk, *Inovasi Birokrasi: Membuat Kerja Birokrat Lebih Bermakna* (Jakarta: Gramedia, 2020), 25.

¹⁵ [https://www.bpkp.go.id/%20jateng/konten/1909/Zona-Integritas-Menuju-WBK-atau-WBK-Menuju-Zona-Integritas.bpkp#:~:text=Zona%20Integritas%20Zona%20Integritas%20\(ZI,dan%20peningkatan%20kualitas%20pelayanan%20publik, diakses pada 30 Desember 2021, pukul 15:24.](https://www.bpkp.go.id/%20jateng/konten/1909/Zona-Integritas-Menuju-WBK-atau-WBK-Menuju-Zona-Integritas.bpkp#:~:text=Zona%20Integritas%20Zona%20Integritas%20(ZI,dan%20peningkatan%20kualitas%20pelayanan%20publik, diakses pada 30 Desember 2021, pukul 15:24.)

¹⁶ Pramudita and dkk, *Inovasi Birokrasi: Membuat Kerja Birokrat Lebih Bermakna*, 25.

¹⁷ Pramella Yunidar Pasaribu, "Internalisasi Nilai-Nilai Pancasila Dalam Penyusunan Kode Etik Aparatur Pengawas Internal Pemerintah (APIP)," *Jurnal Ilmiah Kebijakan Hukum* 13, no. 2 (July 23, 2019): 245–264, accessed February 2, 2022, <https://ejournal.balitbangham.go.id/index.php/kebijakan/article/view/578>.

¹⁸ Josephin Mareta, "Pola Penempatan Auditor Di Kantor Wilayah Kementerian Hukum Dan Hak Asasi Manusia RI," *Jurnal Ilmiah Kebijakan Hukum* 14, no. 1 (March 27, 2020): 91, accessed February 2, 2022, <https://ejournal.balitbangham.go.id/index.php/kebijakan/article/view/769>.

¹⁹ Oki Wahyu Budijanto, "Mekanisme Pengawasan Intern Kementerian Hukum Dan Hak Asasi Manusia," *Jurnal Ilmiah Kebijakan Hukum* 14, no. 2 (July 2020): 313–338.

²⁰ Maddalena Saragi et al., *Modul Best Practice Pembangunan Zona Integritas Menuju Satuan Kerja Berpredikat Wilayah Bebas Dari Korupsi (Wbk) Dan Wilayah Birokrasi Bersih Dan Melayani (Wbbm) Teknis Substantif Bidang Inspektorat Wilayah* (Depok: BPSDM KUMHAM Press, 2020), 86.

example, in Regional IV Inspectorate Ministry of Law and Human Rights, even though some units have achieved the status, monitoring and evaluation has never been conducted. Even one of which should have been performed regularly after attaining the status also has not been taken place. It happens due to the limited number of human resource and IT-utilization. Nevertheless, independent evaluation is conducted at least twice based on PerMenPANRB Number 10 of 2019 while the monitoring is conducted periodically.

Regarding the issue of Human Resource and Information and Technology importance, Ayodha Pramudita, et al²¹ believe that the utilization of Science and Technology and Human Resource is certainly important to speed up bureaucracy and to promote innovation in public sector. Additionally, Science and Technology or digital utilization is considered to affect employee performance and optimize service.²² For example, through the digitalization practice in education, science and technology transformation used for supervision simultaneously increase standardization and interoperability.²³ Therefore, education curriculum and training are needed with the consideration of task and function progress.²⁴

21 Pramudita and dkk, *Inovasi Birokrasi: Membuat Kerja Birokrat Lebih Bermakna*, 26.

22 Anita Ilyas and Bahagia Bahagia, "Pengaruh Digitalisasi Pelayanan Publik Terhadap Kinerja Pegawai Pada Masa Pandemi Di Lembaga Pendidikan Dan Pelatihan," *EDUKATIF : JURNAL ILMU PENDIDIKAN* 3, no. 6 (November 18, 2021): 5231–5239, accessed January 7, 2022, <https://edukatif.org/index.php/edukatif/article/view/1173>.

23 Sigrid Hartong, "The Transformation of State Monitoring Systems in Germany and the US: Relating the Datafication and Digitalization of Education to the Global Education Industry," *Researching the Global Education Industry* (2019): 157–180, accessed January 7, 2022, https://link.springer.com/chapter/10.1007/978-3-030-04236-3_8.

24 Taufik H Simatupang, "Pengembangan Kmpetensi Jabatan Fungsional Di Kementerian Hukum Dan Hak Asasi Manusia Republik Indonesia," *Jurnal Ilmiah Kebijakan Hukum* 15, no. 3 (November 16, 2021): 431–446, accessed February 2, 2022,

Digitalization practice is not only important to be applied on the audit process but also on the entire process of monitoring and evaluation in the scope of APIP supervision and control. It is because digitalization solves the budget constraint problem with non-face-to-face communication and integrated information technology.²⁵

Based on the explanation above, it is important to conduct a study about how monitoring and evaluation are carried out in work units with WBK/ WBBM status. It is done to ensure the quality of those work units are eligible and to encourage the digitalization of work unit monitoring and evaluation system with WBK/ WBBM status in Ministry of Law and Human Rights.

Research Questions

Based on the background study above, this paper intends to explore:

1. How quality control through monitoring and evaluation is conducted on work unit with WBK/ WBBM status within the Ministry of Law and Human Rights? What are the constraints in implementing the mechanism?
2. How are the business process concept and the indicators that have information technology basis applied in monitoring and evaluation on the work unit with WBK/ WBBM status within the Ministry of Law and Human Rights?

Purposes

This study aims to:

1. Thoroughly describe monitoring and evaluation quality control mechanism and its constraints on work unit with

<https://ejournal.balitbangham.go.id/index.php/kebijakan/article/view/2029>.

25 Imam Lukito and Haryono Haryono, "Optimalisasi Pendidikan Dan Pelatihan Metode E-Learning Di Lingkungan Kementerian Hukum Dan HAM," *Jurnal Ilmiah Kebijakan Hukum* 14, no. 2 (July 24, 2020): 339, accessed February 2, 2022, <https://ejournal.balitbangham.go.id/index.php/kebijakan/article/view/1122>.

WBK/ WBBM status within the Ministry of Law and Human Rights.

2. Develop business process and indicators concept from the monitoring and evaluation implementation on work unit with WBK/ WBBM status within the Ministry of Law and Human Rights

Methodology

1. Approach

Empirical juridical approach was used in this study by studying primary and secondary data. The approach was applied to answer the questions and showed that the study was based on reality in society. Legal material and field primary data were used to address the issue. They were used because even though there is instrument for Integrity Zone Development, it still needs to be implemented optimally and in need of policy strategy.²⁶

2. Data Collection Methods

Primary and secondary data are collected using the following techniques:

a. Primary Data Collection

Primary data were obtained through selected interviews based on purposive sampling with consideration that both central and regional agencies have utilized information technology supports in Integrity Zone (ZI) development, namely:

1. Members of Assessment Team, Ministry of Law and Human Rights (Inspectorate General of the Ministry of Law and Human Rights);
2. Auditors and Officials at the Inspectorate General of the Ministry of Finance Republic of Indonesia;
3. Officials within Secretariat General c.q. Bureau of Organization and Management;
4. Officials within Inspectorate General of the Ministry of Marine Affairs and

Fisheries Republic of Indonesia;

5. Associate Planners of the Directorate of System and Procedure of Monitoring, Controlling, and Development Evaluation;
6. Officials within Inspectorate Regional of Lamongan Regency, East Java Province;
7. Work Units with the status of Corruption-Free Area (WBK)/ Serving and Clean Bureaucracy Zone (WBBM).

- b. Secondary Data Collection
Secondary data were collected through literature studies, including literature, legislation, results of previous researches, etc. related to Government Internal Control and Integrity Zone Development.

3. Data Analysis Technique

A descriptive-qualitative technique was used to analyse the previously collected data presented not by numbers, but words. This technique simplified the data to make them easier to read and interpret.²⁷

DISCUSSION

Quality Control Mechanisms through Monitoring and Evaluation towards Work Units within the Ministry of Law and Human Rights of the Republic of Indonesia with the Status of Corruption-Free Zone/ Serving and Clean Bureaucracy Zone and Challenges in Its Implementation.

According to Regulation of the Minister of Law and Human Rights (PerMenKumHAM) Number 6 of 2020 on Amendment to Regulation of the Minister of Law and Human Rights Number 29 of 2019 regarding Integrity Zone Development Towards Corruption-Free Zone and Serving and Clean Bureaucracy Zone within the Minister of Law and Human Rights,

²⁶ Nasution, *Metode Penelitian Naturalistik Kualitatif* (Bandung: Tarsito, 1996), 9.

²⁷ Winarno Surachmad, *Afetodologi Reserch* (Yogyakarta: Andi Offset, 1994), 97.

work units with the status of Corruption-Free Area (WBK)/ Serving and Clear Bureaucracy Zone (WBBM) become a national pilot project of Integrity Zone development. In order to maintain this status for the related work units, it is important to maintain their integrity or service quality, ensuring no decrease in quality, and anticipate every possible deviation. Therefore, monitoring actions done by Internal Assessment Team (TPI) are mandatory. These actions are stated as follows:²⁸

1. Provide consistent assistance to units that have received the status of Corruption Free-Area (WBK) and also supervise development progress towards Service and Clean Bureaucracy Zone (WBBM);
2. Conduct internal surveys to understand and maintain integrity and service quality. Survey is conducted by following an established methodology conducted by the National Assessment Team (TPN); (If there are not any internal surveys, TPI could use the results from Community Satisfaction Survey (SKM) to grasp integrity and service quality).
3. Conduct internal assessments and report the progress of Integrity Zone development in units with the status of Towards Corruption-Free Zone. The internal assessment and report are conducted through Self-Assessment on Integrity Zone Development (PMPZI) at least every two years if during that period of time, the unit is not submitted for review for the status of Towards Serving and Clean Bureaucracy Zone;
4. Conduct internal assessments and report the condition or progress of Integrity Zone development in units with the status of Towards Serving and Clean Bureaucracy Zone through PMPZI every

two years;

5. Identify and clarify if there are maladministration complaints related to Corruption Free Zone /Serving and Clean Bureaucracy units, then encourage and monitor the settlement of mentioned complaints.

In case of TPI and TPN find evidence of maladministration in work units with WBK/ WBBM status, TPN will write a recommendation for Minister of Administrative and Bureaucratic Reform of Republic of Indonesia (PANRB) to revoke the title from the related work units. Furthermore, the revoked work units cannot be resubmitted for review within the next two years after the issue of revocation.²⁹

In 2020, TPI had evaluated 4 (four) work units in the Ministry of Law and Human Rights that achieved WBBM status of 2019, namely Special Class I Immigration Office – Medan, Class I Immigration Office – Cirebon, Class I Immigration Office – Blitar, and Women Correctional Institution Class IIA – Malang. The evaluation showed that the aforementioned work units entitled WBBM status still maintained good public services, upheld satisfactory integrity, and there were also no deviations in their public services. On the other hand, between 43 Corruption-Free Zone work units, there were 42 qualified units recommended to TPN for WBBM title and 1 (one) work unit (Correctional Institution Class IIA – Sragen) that didn't meet the qualifications.

Monitoring and evaluation towards those 4 (four) WBK work units is in accordance to clauses in PerMenKumHAM Number 6 of 2020 which oblige for evaluation of Corruption-Free Zone/Serving and Clean Bureaucracy Zone at least two years after the entitlement and the related work units are not proposed to get status of Serving and Clean

²⁸ *Peraturan Menteri Pendayagunaan Aparatur Negara Dan Reformasi Birokrasi Nomor 10 Tahun 2019*, n.d.

²⁹ *Ibid.*

Bureaucracy Zone. This means that those four work units had achieved the status of Corruption-Free Zone (WBK) for two years and did not propose for status of Serving and Clean Bureaucracy Zone (WBBM). Whereas, the other 43 work units also had achieved the status of Corruption-Free Zone and did not get evaluated because they were submitted for the status of Serving and Clean Bureaucracy Zone.

Based on those data, monitoring and evaluation process particularly on work units with WBK/ WBBM status can be optimized by implementing monitoring and evaluation every two years. The phrase “at least” in the PerMenKumHAM refers to a minimum period of time. It will be even better if monitoring and evaluation can be conducted regularly considering its importance—maintaining quality and anticipating decreases in performance of WBK/ WBBM work units. This non-optimal implementation is definitely inseparable from problems or challenges faced by the Government Internal Supervisory Apparatus (APIP). The challenges faced by APIP are both happened from their function as APIP in general and their function as Ministry Assessment Team or Internal Assessment Team. Just like the challenges stated by previous studies and also in the background study of this research, such challenges faced by APIP still exist up to now. Three basic, yet major challenges for APIP are as follows: human resources, perspective on APIP’s duties and functions as TPI, and the lack of information technology utilization during monitoring process of WBK/ WBBM work units. This information is obtained from discussions and interviews with Auditors of Inspectorate General of the Ministry of Law and Human Rights.

Firstly, on human resources, it is believed that the number of auditors is inadequate considering APIP’s workload on both their role as APIP in general and their

responsibility as Internal Assessment Team of Integrity Zone development. Even more, year by year, the number of work units submitted for evaluation and then recommended to TPN keeps increasing.

Secondly, in relation to the perception of APIP’s duties and functions as TPI, it becomes a psychological obstacle due APIP’s duties as TPI cannot be separated from APIP’s main duties and functions in internal control. This is because the duties and functions of TPI in Integrity Zone Development are tasks that essentially fall within the domain of internal control. Six Areas of Changes in lever component and two indicators in outcome component are matters that are included in the government’s internal control domain. Thus, it is necessary to understand that the duties and functions of APIP as TPI are an integral unit and all assigned tasks attached to TPI are neither additional nor mandatory.

Thirdly, the implementation process lacks of information and technology utilization. This is not only a challenge to APIP in the Ministry of Law and Human Rights, but also to other governmental agencies, especially in the context of monitoring and evaluation of WBK/ WBBM work units in their respective regions. According to collected on-field data from several government agencies by a comparative study, not even a single agency shows concern about monitoring and evaluation process. They focus more on preparing their work unit to achieve the WBK/ WBBM status. Information technology is indeed utilized. However, this utilization is limited on initial assessment process when the work units are about to be submitted for WBK/ WBBM status.

Table 1. Rationalisation of Informants Selection and Research Locations.

No.	Agency	Description
1	Ministry of Administrative and Bureaucratic Reform	National Assessment Team of Integrity Zone Development
2	Inspectorate General of the Ministry of Finance	Integrity Zone Development with IT implementation by DIA application (Digital Integrity Assessment)
3	Inspectorate General of the Ministry of Marine Affairs and Fisheries	Integrity Zone Development with IT application, e-ZI (e-Zona Integritas)
4	Directorate of System and Procedure of Monitoring, Controlling, and Development Evaluation (Bappenas)	Developed an application as monitoring and evaluation standard in Ministries/ Agencies, e-Monev
5	Lamongan Regency Government, East Java Province	One of the most sophisticated regional governments with almost all of public services implement IT, thus facilitates in Integrity Zone Development

Source: The results of the writer's work, Year 2021.

From the discussion with Auditors of Inspectorate Regional IV from the Inspectorate General of the Ministry of Law and Human Rights, benchmarking is conducted towards several government agencies. It is done in order to see the practice of Integrity Zone Development towards Corruption-Free Zone (WBK)/ Serving and Clean Bureaucracy Zone (WBBM) based on technology and information. The results are stated as follows:

1. Ministry of Administrative and Bureaucratic Reform

In implementation of monitoring and evaluation, it is necessary to set an indicator that is different from the one in Evaluation Worksheet (LKE). Since monitoring is aimed at work units with the status of WBK/ WBBM, the designed indicators need to be able to highlight significant changes or represent

developments of the work units after achieving the status. Thus, indicators should revolve around the milestones achieved on every step during Integrity Zone Development. Furthermore, these indicators must be oriented to society as the key stakeholder.

By achieving WBK/ WBBM status, the related work units are expected to have greater values than before. These improvements must be obvious enough for society to experience. In this context, being highly graded and awarded with a title due to achievements is not the main goal. The main goal is to make society experience the benefits of WBK/ WBBM work unit entitlement. There are three indicators that can be further advanced into sub-indicators and become the bridge between organization achievements and results which can be accepted and experienced by society. Those are indicators for managerial supervision, functional supervision, and indicators for community perception of public service quality.

2. Inspectorate General and Secretariat General of the Ministry of Finance

Duties and functions of Internal Assessment Team of the Ministry of Finance is specifically coordinated by Inspector V. Monitoring and evaluation of work units carried out at least once in two years are conducted by:

- a. Inspectorate General for the status of Corruption-Free Zone/ Serving and Clean Bureaucracy Zone;
- b. Inspectorate General with Echelon I Units for the status of Corruption-Free Area; and
- c. Inspectorate General with Bureau of Organization and Management of the Secretariat General for the status of Serving and Clean Bureaucracy Zone.

Regarding Integrity Zone Development, the Ministry of Finance possesses an application called DIA (Digital Integrity Assessment) which in general has the following features:

- a. Evaluation Worksheet (LKE);
- b. Supporting document storage;
- c. Gradual assessment (includes revision and correction);
- d. Record of Assessment;
- e. Summary of Assessment Results; and
- f. Synchronization with PMPZI application from the Ministry of Administrative and Bureaucratic Reform.

Digital Integrity Assessment app has been effectively applied in the assessment process of Integrity Zone Development. In developing such program, the first thing to do is determining user requirements. The existing features are good enough in helping Internal Assessment Team (TPI) during the process of Integrity Zone Development, but there are not any specific features for monitoring and evaluation.

The indicators used in the monitoring and evaluation process at the Ministry of Finance are listed in the Decree of the Minister of Finance Number 370 regarding Guidelines for Integrity Zone Development Towards Corruption-Free Zone/Serving and Clean Bureaucracy Zone within the Ministry of Finance. In the same decree. These indicators are listed in the appendix regarding things considered as objects in monitoring and evaluation process accompanied by Monitoring and Evaluation Worksheet sample.

3. Inspectorate General of the Ministry of Marine Affairs and Fisheries

Integrity Zone Development at the Ministry of Marine Affairs and Fisheries is conducted and coordinated specifically by Inspectorate V. The Integrity Zone

Development in this inspectorate general is already based on the technology and information utilization. The Ministry of Marine Affairs and Fisheries has an application called e-ZI (e-Zona Integritas). The application has a set of features stated as follows:

- a. Electronic LKE;
- b. Summary of assessment results;
- c. Information display of work unit's Integrity Zone Development status (with colour indicators e.g., red for fail and green for pass);
- d. Information display of required supporting documents;
- e. Live chat feature to communicate with admins; as well as
- f. Monitoring and evaluation feature to assess work units with the status Towards a Corruption-Free Area/ Serving and Clean Bureaucracy Zone.

Indicators for monitoring and evaluation process have not been specifically made. In general, these indicators still refer to Evaluation Worksheet, public complaints, and matters that are taken into account and considered lacking during the initial assessment process before being designated as a work unit with WBK/WBBM status.

4. Directorate of Systems and Procedures, Monitoring, Evaluation and Development Control (Bappenas).

Creating a system starts from considering the needs of the related parties. One thing which is needed to be understood before creating a system is the process business from the system itself. Moreover, in creating a system, making the ideas framework is essential. The mistakes of creating unapplicable system lay on the lack of understanding about the purpose and concept of why the system is developed. In addition, constraints of the unapplicable system are about the

weak of thinking system which refers to a system that must be developed as outcome oriented. Furthermore, thinking system is translated into the business process which is being developed or will be developed.

Comprehending the business process flow is the main requirement which determines whether a system can be applied and useful for its user or not. After comprehending the business process, the next stage is comprehending the thinking system and the last is applying it into the application system. In developing a system which has a business core in monitoring field, there are several factors needed to be considered, namely:

- a) What objects that are needed to be monitored, the monitoring objects are what become the business process. The activities done in the business process are what become the monitoring object.
- b) Monitoring thinking is a must (in general context it is usually called objective thinking). Monitoring thinking itself refers to the understanding on how to do the monitoring.
- c) Creating system is a stage which can be done after the two stages above can be really well understood.

In developing a system, it is necessary to decide the purpose and the scope of the system itself. It is impossible to create a system without the purpose and the limitation. To make limitations in a system means understanding the scope of the system itself.

5. Lamongan Regency Government, East Java Province

Lamongan Regency Government has principle that transparency is the most important aspect in government administration especially in public service. All public service systems, online

or face to face service, must prioritize transparency aspect. Transparency itself does not have any exceptions for matters related to legal products in Lamongan Regency. Legal products are made and presented by emphasizing transparency principle so that each of the government administration process can be monitored by public. Thus, whether directly or indirectly, it must have an impact to the development of Integrity Zone which may happen in the current stage.

The duties and functions as the Internal Assessment Team in the Lamongan Regency Government are carried out by the Lamongan Regency Regional Inspectorate. Up to now, ten Integrated Service Units (UPT) have obtained the Status of Corruption-Free Zone (WBK)/ Serving and Clean Bureaucracy Zone (WBBM). The ten UPT are Public Health Center, Hospital and sub-district office. In 2021, there were 56 UPT/ work units recorded in Lamongan Regency that were proposed to get the Corruption-Free Zone (WBK) /Serving and Clean Bureaucracy Zone (WBBM) status. The 10 work units were proposed for Serving and Clean Bureaucracy Zone. Meanwhile, the other 46 UTP were proposed for Corruption-Free Zone status. The Monitoring and Evaluation process in the work unit with WBK/ WBBM status is conducted annually. The indicators used in this process refer to the Evaluation Worksheet. In other word, the elements and the components in Evaluation Worksheet are then re-monitored and re-evaluated annually after the related work unit has obtained WBK/ WBBM predicate. A work unit or Integrated Service Unit (UPT) which has obtained the WBK/ WBBM status is a work unit that has innovation in providing electronic-based public service that is actually useful and can be utilized effectively.

The electronic or IT-based public service in Lamongan Regency can be regarded as having long background story. It has started since the first time of Electronic-Based Government System initiated. Until now, there are 44 applications owned by Regional Organizations in Lamongan Regency Government which previously reached 80 applications. Later, they were evaluated and finally 25 applications were declared effective. Almost the entire business process in public service are provided online. Until now, it is a fact that there hasn't been any application that specifically monitor and evaluate the work unit which already has WBK/ WBBM predicate. However, that process is still supported and utilized using application technology (app) which is already available at the moment, such as Google Drive. Currently, Lamongan Regency Government through the Communication and Information Service is developing an app under the name SILALA. This app is able to integrate all the dashboards and the data on every existing applications, both regional or central government app. In the future, those applications will be one of the main references for the Regional Government Leader which is Lamongan Regent to create policy. In general, Lamongan District, in terms of Electronic-Based Government System, has been considered quite good proved by its rank for taking 12th position at the national level.

The Monitoring and Evaluation Objects and the Monitoring and Evaluation of Business Process Implementation on the Corruption-Free Zone/ Serving and Clean Bureaucracy Zone with IT-based Work Unit.

1. The Monitoring and Evaluation Objects

In the monitoring process, the work unit which has gained the Corruption-Free Zone

(WBK)/ Serving and Clean Bureaucracy Zone (WBBM) status definitely must have the clear objects. The monitoring objects then can be defined as the monitoring indicators. The indicators developed are adjusted with various references, inputs, discussion results, and also the comparative study results with some Ministries/Institutions that are previously presented in this paper. The most important thing in determining the indicators of monitoring and evaluation process is how far the work unit/ UPT perform and give service after entitled as Corruption-Free Zone/ Serving and Clean Bureaucracy Zone. The developed or arranged indicators are no longer descriptive things but the real condition in the field that is not just for administration fulfillment. The developed indicators must prove that what become the objects of monitoring and evaluation are the things that can bridge between the community's feeling as the public service recipient and performance quality of government organization. Indicators which can be used in the monitoring process that later can be functioned as monitoring objects are:

- a) Functional Monitoring
 - 1) Employee Integrity Survey
 - 2) Follow-up on the Examination Results
- b) Managerial Supervision
 - 1) Fulfillment of LHKSN (State Civil Apparatus Wealth Report),
 - 2) Fulfillment of LHKPN (State Official Wealth Report)
 - 3) Organizational Integrity Survey,
 - 4) Achievement on budget realization target
- c) Public Service
 - 1) Community Satisfaction Index Survey (IKM)
 - 2) Corruption Perception Index Survey (IPK)
 - 3) Complaints Follow-Up

Furthermore, after the monitoring has been conducted, the result will be used as the basis of evaluation at the end of the on-going year. This result is followed by the result from the e-form completion of Monitoring and Evaluation Sheet which components and indicators are the same as what exist on Evaluation Worksheet (LKE). The LKE passing grade itself is designated for the requirement of Serving and Clean Bureaucracy Zone status.

2. The Business Process

a) The Needs Towards A System

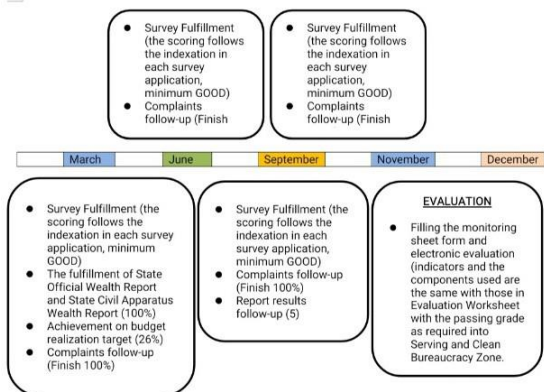
The interactions between the system and the actor as well as the surrounding factor can be described through illustrations and diagrams. In method of need analysis, the diagram is made based on the use case technique. Through the diagram, the implementation of the user's needs and hopes toward the building process of a system can be described clearly and understood well. Through the use case diagram, the user or the stakeholder's needs can be accommodated.

Generally, the user and stakeholder's needs related to monitoring and evaluation system of the WBK/ WBBM work unit are stated as follows:

- 1) The system displays the results of the survey that become the indicators in the monitoring process which can be automatically seen and recorded in the real time.
- 2) The system is automatically able to inform the decrease of the assessment results from each monitoring indicator.
- 3) The user is able to monitor the movement of the scores in each indicator that has been set for the monitoring process.
- 4) Automatic announcement or notification, related to the decrease value sent in tiered to the user's or administrator's account, depends on the amount of the decrease value.
- 5) The tiered notification system is based on the value quantity dynamic in accordance with value tolerance limit that has been set.
- 6) The actors or users involved in this system are The Chief of Integrated Service Unit, The Chief of Regional Office, The Chief of Echelon I Unit and The Internal Assessment Team, also the National Assessment Team if necessary.
- 7) The system is able to present the data from the available applications in which its scope becomes the indicators in monitoring process. These indicators are related to the data of LHKS (State Civil Apparatus Wealth Report), LHKPN (State Official Wealth Report), the budget absorption target, report application and other applications related to the complaint functions, and integrated with 3A survey application (It is intended to avoid the data input repetition which causes inefficiency in information and technology-based system. This inefficiency is counterproductive with the spirit and principles of the Government System Electronic-based or SPBE).
- 8) The system provides information related to the rank of work unit that is entitled as WBK/ WBBM based on the fulfillment of value indicators that have to be fulfilled for the sustainable monitoring function.
- 9) The system is able to save and display the supported data which are required in each indicator and every sub indicator.
- 10) The system automatically displays the latest history and activity of the work unit in a real time.

- 11) The system sends notification when there is a work unit that hasn't done the data update or data fulfillment in each indicator and sub indicator within the defined period range.
- 12) At the end of the year, the system presents the monitoring process story for one year as one of the bases and the evaluation form.
- 13) The system is able to display the information sorted in several categories, namely, the work unit name, the work unit status, monitoring and evaluation status, province, the work unit type, the date of data update and the activities, as well as the verification status of monitoring and evaluation.
- 14) The system presents the template of the supported data which have to be uploaded in each indicator.

b) Monitoring and Evaluation Timeline



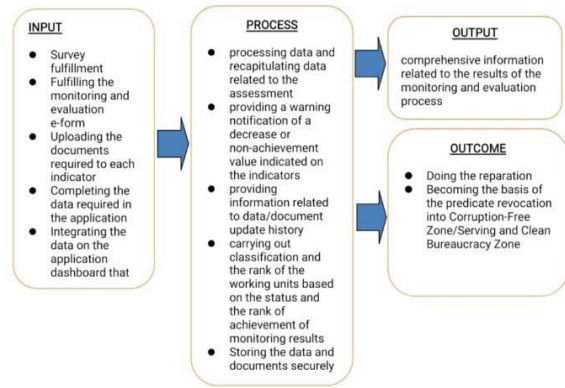
Graph 1

Source: The Results of The Writer's Work, Year: 2021.

Monitoring is conducted based on an adjusted timeline to each monitoring and evaluation object. The monitoring process will be done periodically within the span of the current year to ensure the monitoring process is conducted in a structured and measurable manner. Evaluation is done at the end of the

year and becomes the basis for reporting through PMPZI (Integrity Zone Development Self-Assessment).

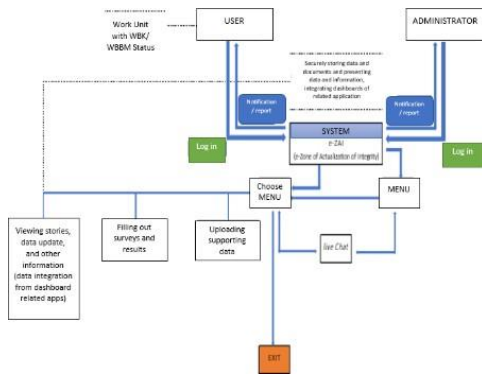
c) The Flow of the Business Process



Graph 2

Source: The Results of The Writer's Work , Year: 2021.

The flow of the business process from the picture above is the flow of monitoring and evaluation process towards the work unit with Corruption-Free Zone/Serving and Clean Bureaucracy Zone supported by information technology. The process has been adjusted with the business core of monitoring and evaluation in Integrity Zone development as regulated in PerMenPANRB No. 10 of 2019 and Ministry of Law and Human Right's Regulation Number 6 of 2020 which are also adjusted to the needs of the stakeholders.



Graph 3

Source: The Results of The Writer’s Work , Year: 2021.

Through the picture above, it shows how the system is interacted with the actor and vise versa. The picture above becomes a general picture on how business process is applied in a IT-based system.

Table 2
The Comparisons Between The Current Condition and the Solutions Offered

No.	The Current Condition	The Solutions Offered
1	Ministry of Law and Human Right’s Regulation Number 6 of 2020 about the Integrity Zone Development into Corruption-Free Zone/Serving and Clean Bureaucracy Zone in Ministry of Law and Human Right’s Environment as the legal basis of Integrity Zone Development. In the Ministry of Law, there has not been any detailed regulations related to the stage of monitoring and evaluation.	Revising by adding some provisions: a. Containing objects and indicators of monitoring and evaluation toward the work unit status Into Corruption-Free Zone/Serving and Clean Bureaucracy Zone; b. Containing timeline of monitoring and evaluation toward the work unit status Into Corruption-Free Zone/Serving and Clean Bureaucracy Zone based on its objects and indicators, c. Containing provision about the It-based monitoring and evaluation.

2	There have not been any applications which specifically support the Integrity Zone Development in the Ministry of Law and Human Rights especially in the stage of monitoring and evaluation.	Developing an app which is able to support the Integrity Zone Development. It is expected to have a feature that shows the stage of monitoring and evaluation
3	There have not been any technical guidances and standard operating procedurs of monitoring and evaluation for the work unit with Corruption-Free Zone/Serving and Clean Bureaucracy Zone status	Arranging the technical guidance in the form of Inspector General’s decree and prepare the Standard Operating Procedures for each stage in Integrity Zone development
4	There is still a misconception that the duties and the functions of Government Internal Surveillance Officer in Integrity Zone development is only an additional task.	Strengthening the comprehension and competence of the Auditor related to the duties and roles of Government Internal Surveillance Officer in Integrity Zone development

Source: The Results of The Writer’s Work , Year: 2021.

Based on the table above, it can be seen that the developing app design is very strategic for monitoring and evaluation system of Integrity Zone development especially toward the work unit with Corruption-Free Zone (WBK)/ Serving and Clean Bureaucracy Zone (WBBM) status. Additionally, the whole components in the app design, starting from the indicators, monitoring objects, timeline, until the needed features, can determine each of the offered solution. For example, it can resolve the problem related to the arrangement of technical guidance and standard operating procedures in each stage of Integrity Zone development.

CLOSING

Conclusion

Monitoring and evaluation towards WBK/ WBBM work unit in the Ministry of Law and Human Rights' environment is conducted based on the Ministry of Law and Human Rights' Regulation Number 6 of 2020. Monitoring and evaluation are conducted two years after receiving WBK status and the related work unit is not proposed into WBBM status. Since 2015 until 2020, Inspectorate General of the Ministry of Law and Human Rights has done the monitoring and evaluation to 4 work units with Corruption-Free Zone meanwhile the other 43 were proposed to be entitled as Serving and Clean Bureaucracy Zone. This monitoring and evaluation can still be optimized through the implementation of a periodic monitoring system every four months and evaluation at the end of the current year. However, it is still considered quite difficult considering that there are still many challenges being faced by Internal Assessment Team. The challenges are the limited human resources, the perceptions related to the duties and functions of Government Internal Surveillance Officer as Internal Assessment Team as only being an additional task. In addition to these challenges, there is no monitoring and evaluation system based on the use of technology and information. The objects of monitoring and evaluation toward WBK/ WBBM work unit emphasize on functional monitoring, managerial supervision and public service quality. These objects are considered able to bridge the achievement of organizational performance and the service value experienced by the community or stakeholders. The business process in monitoring and evaluation toward the WBK/ WBBM with IT-based work unit has some flows. They are stated as follows: 1) Input, integrating related application, uploading the supporting data, and survey filling; 2). Process, data recapitulation, processing

and presenting data and information on survey results recapitulation, presenting the data update history, data classification and categorization, data and document storage, and delivering the notification and report submission; 3). Output, overall information regarding the results of data entry and processing and also the recapitulation of the values; 4). Outcome, maintenance, revocation of WBK/ WBBM status and giving award based on the information obtained from the system. Innovation in the digital era is very effective for public service system. The use of this technology can simplify and create a maximum service experienced by the community.³⁰

In terms of monitoring and evaluation process toward the WBK/ WBBM with IT-based work unit, the input, process, output, and outcome will have impact on the effectiveness and efficiency for this process. However, if the use of information technology apply more than 1 (one) system, then it should be integrated in order to avoid problems in the following day.³¹ Furthermore, the security and privacy of user data are needed to be guaranteed, since they are absolutely protected in a service database.³²

³⁰ Wilonotomo, "Pelayanan Pembuatan Paspor Dalam Kajiannya Terhadap Teori Manfaat Teknologi Informasi," *Jurnal Ilmiah Kebijakan Hukum* 12, no. 2 (July 31, 2018): 163–178, accessed February 2, 2022, <https://ejournal.balitbangham.go.id/index.php/kebijakan/article/view/473>.

³¹ Nizar Apriansyah, "Penerapan Sistem Informasi Terintegrasi Dalam Upaya Penegakan Hukuman Disiplin Di Kementerian Hukum Dan Hak Asasi Manusia," *Jurnal Ilmiah Kebijakan Hukum* 15, no. 3 (November 16, 2021): 473–488, accessed February 2, 2022, <https://ejournal.balitbangham.go.id/index.php/kebijakan/article/view/1914>.

³² Trisapto Wahyudi Agung Nugroho and Imam Lukito, "Analisis Sistem Aplikasi Pendaftaran Antrian Paspor Online Pada Kantor Imigrasi," *Jurnal Ilmiah Kebijakan Hukum* 15, no. 3 (November 16, 2021): 347–360, accessed February 2, 2022, <https://ejournal.balitbangham.go.id/index.php/kebijakan/article/view/1896>.

Suggestions

Based on the challenges stated above, there are some suggestions from this research as follows:

The Ministry of Law and Human Right's Regulation Number 6 of 2020 about the Integrity Zone Development into becoming Corruption-Free Zone/Serving and Clean Bureaucracy Zone in the Ministry of Law and Human Right's environment needs to be revised. The revision can be done by adding some provisions, such as adding the objects and indicators of monitoring and evaluation toward WBK/ WBBM work unit; adding the timeline of monitoring and evaluation toward WBK/ WBBM work unit based on its objects and indicators, and adding the provision related to the implementation of IT-based monitoring and evaluation. Then, it is necessary to technically arrange the mechanisms and the steps of monitoring and evaluation toward WBK/ WBBM work unit. In addition, it is essential to develop an application that functions as monitoring and evaluation platform towards toward WBK/ WBBM work unit. All the efforts to improve monitoring and evaluation are accompanied by the strengthening of comprehension and competence of the auditors regarding the duties and roles of APIP in Integrity Zones Development.

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