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*Juridical Analysis of the WBK / WBBM Predicate at the UPBU Class III Office in  
Terms of Public Service Law*

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**ABSTRACT**

The intensive efforts by Government Agencies in Indonesia to develop Integrity Zones (ZI) towards Corruption-Free Areas (WBK) and Clean Serving Bureaucratic Areas (WBBM) reflect their commitment to enhancing the performance of Bureaucratic Reform. One critical area of improvement is public service delivery, which must be aligned with these initiatives. In the context of air transportation services, Class III UPBU offices require targeted support to actively contribute to the implementation of ZI development towards WBK/WBBM. This study adopts a normative legal research approach, focusing on an analysis of applicable laws, regulations, and principles related to the duties and functions of UPBU offices, ZI development guidelines, and public service law. The findings reveal that Class III UPBU offices, despite their smaller classification, share comparable objectives and responsibilities with other UPBU classes (Class I Main UPBU Offices, Class I UPBU Offices, and Class II UPBU Offices). These offices serve as government agencies providing essential public services, directly interacting with airport service users and adhering to the mandates of public service law. A unique contribution of this study is its identification of the need for specialized socialization and assistance for Class III UPBU offices to strengthen their capacity in aligning with ZI initiatives. This highlights the importance of tailoring ZI development efforts to address specific challenges faced by these offices, ultimately enhancing their role in delivering excellent public services and supporting national goals of integrity and anti-corruption.

**Keywords: Public Service, WBK/WBBM Predicate, Integrity Zone, Class III UPBU Office**

**INTRODUCTION**

Achieving excellent public service quality is a fundamental outcome of the successful establishment of an Integrity Zone towards a Corruption-Free Area and a Clean Serving Bureaucratic Area (Kapti et al., 2019). Numerous central and regional government agencies strive to build and declare Integrity Zones to earn these prestigious titles. Public service quality improvement is a critical factor among the six assessment components for Integrity Zone Development. This improvement acts both as a key parameter and the ultimate goal of bureaucratic reform, necessitating significant changes in public service delivery to meet evolving standards. Consequently, enhancing public services in government agencies, including Class III UPBU, is a vital consideration in pursuing Bureaucratic Reform through Integrity Zone development (Setiaji et al., 2018).

Since the government initiated Integrity Zone development through the Ministry of Administrative Reform and Bureaucratic Reform from 2014 to 2023, progress has been notable but uneven. According to data shared during the "Technical Socialization of Integrity Zone Proposals Towards WBK/WBBM 2024" broadcasted by KemenPANRB on July 15, 2024, 3,053 government agencies have achieved the WBK title, and 585 agencies have earned the WBBM title. However, none of the 121 Class III UPBU offices under the Directorate General of Civil Aviation have attained WBK or WBBM status as of 2024. This highlights significant challenges in public service delivery at Class III UPBU offices, which must meet and exceed standards for excellent public services to qualify for these titles (Sitohang et al., 2019).

Class III UPBU offices, as defined in the Minister of Transportation Regulation Number PM 40 of 2014 (amended by PM 26 of 2024), are responsible for providing airport services, security, safety, and operational order at non-commercially operated airports. These responsibilities align with the principles of public services stipulated in Law Number 25 of 2009 concerning Public Services and its derivative regulations, such as Government Regulation Number 96 of 2012 and Ministerial regulations on service standards. Despite this regulatory framework, Class III UPBU offices face unique challenges, such as limited resources, inadequate infrastructure, and gaps in implementing service standards, which hinder their ability to achieve WBK/WBBM status.

This study aims to conduct a juridical analysis of the WBK/WBBM predicate at Class III UPBU offices, focusing on public service law and the optimization of duties and functions to meet assessment criteria. The research is particularly relevant for decision-makers in Class III UPBU offices, providing insights into the standards and parameters essential for organizing high-quality public services.

Kusumawati & Najamudin emphasize the importance of creating comfortable conditions for passengers through quality services. Similarly, Klau et al., and Daulay identify infrastructure as a critical factor for organizational success in public service delivery. However, existing studies primarily focus on general public service contexts and do not specifically address the unique challenges faced by Class III UPBU offices, such as operating within a non-commercial framework and limited autonomy. This research fills the gap by examining the relationship between service delivery in Class III UPBU offices and the parameters for improving service quality in Integrity Zone development, ensuring alignment with public service laws and standards.

Inspired by the question, "How do services provided by Class III UPBU offices align with the parameters for improving service quality in Integrity Zone development, and how does this alignment reflect Public Service Law?" this study aims to explore duties, functions, and assessment criteria comprehensively. The findings will contribute to a better understanding of how Class III UPBU offices can address their challenges and achieve WBK/WBBM status.

## **RESEARCH METHODS**

This research employs normative legal research, which involves studying and analyzing legal issues based on applicable laws, regulations, policy documents, and legal doctrines. Researchers using this approach begin by identifying a legal event or issue and then examine relevant normative sources, such as statutory laws, regulations, principles, and doctrines as articulated by legal scholars. The aim is to construct a coherent legal analysis and establish legal relationships. Normative legal research focuses on a system of norms that dictates how humans should behave, emphasizing compliance with hierarchical legal frameworks to offer prescriptive legal opinions and justifications for the identified legal events.

In this study, the analysis draws on a range of regulatory lists, policy documents, and legal doctrines to construct the legal framework. Key sources include the 1945 Constitution of the Republic of Indonesia (Nurwahyu, 2022), Law No. 1 of 2009 on Aviation, Law No. 25 of 2009 on Public Services, Government Regulation No. 96 of 2012 on the Implementation of Law No. 25 of 2009 on Public Services, Minister of Transportation Regulation No. 40 of 2014 on the Organization and Work Procedures of the Airport Operator Unit Office, Minister of Administrative Reform and Bureaucratic Reform Regulation No. 15 of 2014 on Guidelines for Service Standards, and Minister of Transportation Regulation No. 41 of 2023 on Airport Services at Airports.

To ensure the accuracy and validity of the legal analysis, the results are compared with other practices, legal doctrines, and policy documents. This comparative process provides a mechanism for verification, enabling the analysis to align with broader legal practices and existing legal frameworks (McIntosh et al., 2024).

## **RESULTS AND DISCUSSION**

### **Duties and Functions of UPBU Class III Office**

The UPBU office looks at the Minister of Transportation Regulation Number 40 of 2014 concerning the Organization and Work Procedures of the Airport Operator Office, an extension, which is under and responsible to the Director General of Civil Aviation, tasked with carrying out airport services and airport-related services, security activities, safety and order of flights at airports that have not been commercially operated.

Furthermore, the functions of the UPBU Office are descriptively stated in Article 3 of the Regulation, namely the implementation of the preparation of plans and programs; implementation of the operation of safety facilities, air side, land side, and major airport equipment and supporting facilities; implementation of maintenance and repair of safety facilities, air side, land side, and major airport equipment and supporting facilities; preparation of the implementation of aircraft movement arrangement services (Apron Movement Control / AMC) and preparation of flight schedules (slot time); implementation of security services for the transportation of passengers, crew, goods, luggage, post and cargo as well as dangerous goods and weapons; implementation of supervision, control of security and order in the work environment as well as operation, maintenance and repair of aviation security facilities and airport emergency services;

implementation of cooperation and business development of airport services and airport-related services; implementation of operation and service of passenger, cargo and supporting terminal facilities as well as management and control of hygiene and sanitation; implementation of coordination with agencies/institutions related to airport operations; implementation of financial affairs, staffing, administration, housekeeping, law, and public relations; and implementation of evaluation and reporting.

In principle, the intended implementation is as an operator, in the form of preparation for the implementation and implementation of the duties of the UPBU Office function, providing a basic description of the ultimate goal is to operate, or at least be ready to operate, which thus when operating means that there are service results that will be provided to the community as stakeholders and / or the community as users of airport services. That in the implementation, the UPBU Office is divided into 4 classifications, with differentiating factors contained in the organizational structure, the number of human resources in relation to workload analysis, implementation capacity (technical and non-technical). The classifications are the Main Class I UPBU Office, Class I UPBU Office, Class II UPBU Office, and Class III UPBU Office.

As explained earlier, until the Sixth Amendment to the Minister of Transportation Regulation Number 26 of 2024 concerning the Sixth Amendment to the Minister of Transportation Regulation Number 40 of 2014 concerning Organization and Work Procedures of the Airport Operator Unit Office, it is known that the total number of UPBU Offices is 158 UPBU Offices with the number of Class III UPBU Offices totaling 121 Work Units;

### **Parameters for Improving the Quality of Public Services in the Assessment of WBK / WBBM Government Agencies**

Based on the Regulation of the Minister of Administrative Reform and Bureaucratic Reform (PermenPANRB) Number 90 of 2021 concerning the Development and Evaluation of Integrity Zones Towards Corruption-Free Areas and Clean and Serving Bureaucratic Areas in Government Agencies (Ayugo & Septiana, 2023), Improving the Quality of Public Services is one of the six areas of change, which is built consistently and continuously to realize better changes in the quality of governance so that stakeholders can feel the quality of services that are increasingly excellent and free from corruption.

That Improving the Quality of Public Services is defined as an effort to improve the quality and innovation of public services in each government agency periodically according to the needs and expectations of the community (Nyaboke, 2018), building public trust in public service providers in the context of improving the welfare of the community by making public complaints as a means of improving public services.

The development of the area of improving the quality of public services is carried out by taking into account aspects of fulfillment and reform in the development of integrity zones (Khoeroni et al., 2022), where the targets to be achieved are increasing the quality of public services (faster, cheaper, safer, and more accessible) in government agencies; increasing the number of service units that obtain national and / or international service standardization in

government agencies; and increasing the index of public satisfaction with the implementation of public services by each government agency.

Thus, in achieving these targets, there are several indicators that become parameters to be carried out in improving the quality of public services, including:

#### 1) Fulfillment Aspect

Service Standards, with reference to the conditions of existence that must be met, include:

- a) There is a service standard policy;
- b) There is a service edict;
- c) There is a review and improvement of service standards and SOPs;
- d) There is publication of service standards and service edicts.

Excellent Service Culture with reference to the conditions of existence that must be met, among others:

- a) Have made various efforts to improve skills and/or competencies regarding the implementation of a culture of excellent service;
- b) Information about services is easily accessible through various media;
- c) There is a reward and punishment system for service implementers;
- d) Compensation is provided to service recipients when services are not up to standard;
- e) There is an integrated service facility; and
- f) There is service innovation.

#### Complaint Management

- a) There is a service complaint and consultation media integrated with SP4N-Lapor!
- b) There is a unit/responsible person that manages complaints and consultation services
- c) An evaluation of the handling of complaints/suggestions and consultations has been conducted.

Assessment of Satisfaction with Services with reference to the conditions of existence that must be met, among others:

- a) Implementation of community satisfaction surveys on services;
- b) The results of the community satisfaction survey can be accessed openly by various parties; and
- c) Follow-up on the results of the public satisfaction survey.

#### Information Technology Upgrade

- a) Application of information technology in providing services;
- b) Development of an integrated database;
- c) Continuous improvement in the use of information technology in service delivery.

#### 2) Reform Aspect

Efforts and/or innovations have driven improvements in public services related aspects:

- a) Conformance Requirements;
- b) Ease of System, Mechanism, and Procedure;
- c) Speed of Completion Time;

- d) Clarity of Fees/Tariffs, Free;
- e) Product Quality Service Type Specifications;
- f) Implementer Competency/Web;
- g) Executor Behavior/Web;
- h) Quality of Facilities and infrastructureaa;
- i) Handling of Complaints, Suggestions and Feedback.

Efforts and/or innovations in licensing/services have been facilitated by:

- a) Time is faster;
- b) Integrated public services;
- c) Shorter/shorter flow;
- d) Integrated with the app.

Handling Service Complaints, which measures the level of resolution of service complaints received through consultation media provided on various channels / media in a responsive and responsible manner.

### **Principles of Public Service Delivery and Components of Service Standards**

Istiqomah et al. in his book *Menjadi Pelayan Publik Terbaik*, provides an overview of public service as a series of activities carried out to meet the needs of many people. Definitively in the Public Service Law, Public Service is defined as an activity or series of activities in order to fulfill service needs in accordance with statutory regulations for every citizen and resident of goods, services, and / or administrative services provided by public service providers.

A series of activities, can be understood as a set of activities carried out continuously, from the beginning of the process to the end, where the form of the activity in question tends to vary from one to another, between one activity and the next, but complement each other in one concept of a process journey towards the final result.

The series of activities in realizing excellent public services to the recipient, which in this case is the wider community, has a unity of principles that guide implementation, where Article 4 of the Public Service Law, regulates the implementation of public services based on the principles of public interest; legal certainty; equal rights; balance of rights and obligations; professionalism; participatory; equality of treatment / non-discrimination; openness; accountability; facilities and special treatment for vulnerable groups; timeliness; and speed, convenience and affordability.

The principle of public interest has an understanding in its implementation, public services must prioritize the public interest and must not prioritize personal interests, so that the orientation of each public service delivery activity is for the public interest and not personal and / or group interests.

The principle of legal certainty means that in organizing public services, the implementation of the rights and obligations of each party is always guaranteed, protected by positive law in Indonesia (Fauzia et al., 2021). The principle of equal rights, provides awareness to all public service providers so that in the process they always do not differentiate between ethnicity, race, religion, class, gender, and economic status, although in social life there are various shades of

differences that exist, especially in Indonesia, however, public services should not make distinctions in providing services by looking at these differences.

The principle of balance of rights and obligations, ensuring the implementation of public services creates a condition of balance between the fulfillment of rights and obligations between providers and recipients of services, this also requires clarity of rights and obligations to be balanced (Hakim, 2021a), that the public as a taxpayer to the state, has the right to know their rights in obtaining public services.

The principle of professionalism, requires the implementation of public services to be able to ensure the reliability of the service provider (Hakim, 2021b), in the sense that the service provider must be competent in accordance with the required field of duty, so it is further understood that certainty of competence is certainly based on competency certification from competent institutions, training in line with the correct field of duty, as well as real experience in solving possible problems related to the implementation of service provider performance.

The participatory principle fosters and ensures increased community participation in service delivery by taking into account the aspirations (Marston et al., 2016a), needs and expectations of the community, as a completeness of real input to have an impact on maintaining and improving the quality of services according to the needs of the people served, where the principle of equality of treatment / non-discrimination relates to justice in the provision of services for all and every citizen, has the right to obtain fair service.

The principle of openness relates to the ease of gaining access and accessing information related to the desired service (Nurhalimah, 2023), while the principle of accountability, in line with the previously mentioned reliability, in this case focuses on the accountability of the service process in accordance with the provisions of laws and regulations, so that in its application it should not cause shifts, multiple interpretations and or other similar problems.

The principle of facilities and special treatment for vulnerable groups related to service delivery must pay attention to the convenience of vulnerable groups to ensure the implementation of justice in service (Organization, 2021), as well as the principle of timeliness, as the establishment of service standards that require timeliness, in order to become a parameter of the service delivery work process as it should be and the principle of speed, convenience, and affordability, ensuring that every type of service provided, can be organized as well as possible quickly, easily and affordably by service recipients.

Thus, one of them mentions compliance with established service standards, as in Article 21 of the Public Service Law there is a description of the components of service standards, including legal basis; requirements; systems, mechanisms, and procedures; completion period; fees/tariffs; service products; facilities, infrastructure, and / or facilities; competence of implementers; internal supervision, handling complaints, suggestions, and input; number of implementers; service guarantees that provide certainty that services are carried out in accordance with service standards; guarantee of security and safety of services in the form of a commitment to provide a sense of security, free from danger, and risk of doubt; as well as evaluating the performance of

implementers.

### **The Class III UPBU Office Needs to Make Efforts to Build an Integrity Zone Towards WBK / WBBM**

The existence of the UPBU Office at the Directorate General of Civil Aviation, Ministry of Transportation, looking at the initial description of its duties and functions (Zulkifli et al., 2024), is a Government Agency tasked with providing public services in air transportation services. More specifically, the Class III UPBU Office, similar to the Main Class I UPBU Office, Class I UPBU Office, and Class II UPBU Office, is an aviation operator that is required to apply the principles and principles of public service delivery and service standard components.

However, as described in the duties and functions of the UPBU Office, although there are differences in the classification of Work Units, all UPBU Offices have the ultimate goal of providing services, so that in principle, whether in the form of technical or non-technical work, the type of work carried out is to support, participate in the unity of public service outputs, which are bound to the principles and provisions related to public services.

That the attachment is set forth in Regulation of the Minister of Transportation Number 41 of 2023 concerning Airport Services at Airports, which is a derivative regulation and elaboration of Law Number 1 of 2009 concerning Aviation and mutatis mutandis applicability of Law Number 25 of 2009 concerning Public Services. Mutatis mutandis, according to Black's Law Dictionary Ninth Edition, is defined as "All necessary changes having been made; with the necessary changes", where I.P.M. Ranuhandoko, gives the meaning of mutatis mutandis as necessary changes. Thus, the regulatory principles described earlier are about services provided to the public, but with the necessary conformity in the field of air transportation (Marston et al., 2016b).

As a basic example is one of the functions of the existence of the UPBU Office regarding security and safety infrastructure, which of course uses state finances in its procurement, in this case, the end result of the existence of each facility and infrastructure is to support the implementation of an airport's operations so that when it is actually operational (there are flights served), the services provided can be maximized in accordance with the required standard provisions, to passengers, aircraft and / or cargo / post served therein.

In line with the principle of Government Agencies to organize public services, in the description of the assessment parameters for the development of the Integrity Zone towards a Region Free from Corruption (WBK) and a Clean and Serving Bureaucratic Region (WBBM) (Nila & Wahyudi, 2024), there is one of the six development areas assessed, namely Improving the Quality of Public Services, where explicitly, the fulfillment aspects and reform aspects refer to the principles of public services as contained in the Public Service Law, so that directly the existence of these assessment parameters is how the availability of public administration exists and is carried out by each Government Agency that organizes public services.

Satrio & Sulistio, in a study related to the relationship and how the implementation of the Integrity Zone development with public trust, with the findings that the Integrity Zone Development has a direct effect on public trust, where the relationship that occurs is in line side



by side, providing an overview of the Integrity Zone Development that takes place optimally in the assessment, it will increase the level of public trust simultaneously.

Furthermore, it is known that the Ministry of Transportation, through the Directorate General of Civil Aviation in the context of providing air transportation services is also committed to ensuring service quality, through legal instruments in public service delivery activities in the form of airport services within the scope of the Directorate General of Civil Aviation in Minister of Transportation Regulation Number 41 of 2023 concerning Airport Services at Airports, which regulates the obligation to fulfill safety and security provisions, as well as the provisions of airport services by each airport. Airport Services referred to include services for Aircraft, passengers, goods and posts. This shows that the Class III UPBU Office is not distinguished from other Class UPBU Offices, as a Government Agency that is directly in contact with the public as airport service users, is a form of public service with attachment to Public Service Law.

The State of Indonesia, based on the Preamble of the 1945 Constitution, has one of the objectives to promote general welfare, which in its broadest sense, the Class III UPBU Office, as one of the Technical Implementation Units of the Ministry of Transportation, is a Government Agency, the bearer of government duties and functions in its relationship has the burden and responsibility of the state to answer the question of how to strive for requirements, conditions of facilities and infrastructure that can support the realization of public welfare. This means that getting good and excellent public services is a constitutional right of the community, Indonesian citizens, from Sabang to Merauke (Shaturaev, 2021). The government has an obligation to provide public service facilities according to standards fairly and evenly throughout the archipelago.

## **CONCLUSION**

The Class III UPBU Office aligns its objectives and functions with those of the Main Class I UPBU Office, Class I UPBU Office, and Class II UPBU Office, as a government agency committed to delivering excellent public services to all Indonesian citizens without exception. In fulfilling its duties, the Class III UPBU Office prioritizes the development of an Integrity Zone towards a Corruption-Free Zone (WBK) and a Clean and Serving Bureaucratic Area (WBBM). This initiative is not merely a symbolic goal but serves as a critical element to ensure the consistent delivery of superior public services, adhering to security and safety standards, as well as compliance with statutory regulations.

The development of an Integrity Zone towards a WBK and WBBM represents a continuous improvement in public service processes. It is implemented in accordance with the principles and components of public service standards, ensuring systematic and measurable progress. Achieving the status of a Corruption-Free Zone (WBK) and/or a Clean and Serving Bureaucratic Area (WBBM) significantly enhances public trust. To further substantiate this commitment, references to best practices, regulatory frameworks, and success stories from similar government institutions could reinforce the argument and provide a stronger foundation for understanding the importance of these initiatives.

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