

# Implementation of Public Service Quality Improvement Policies in the Framework of the Bureaucratic Reform Program within the Indonesian National Armed Forces (TNI)

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## Abstract

Indonesian Armed Forces or TNI is military organization that has main task and function to conduct national defence to grant sense of security to people. Beside that, as government institution TNI to be charged to implement government policy of enhancement of public service quality. Enhancement of public service quality is part of bureaucracy reform or administration reform agenda through Eight Area Reform Program. The aim of the study is to analyze how TNI interpret this policy by using the variable implementation of contents and context policy theory. The method of this research is qualitative with a post-positivist approach. Collecting data was conducted by in-depth interview, study document and literature review. The site of research is in Indonesian Army or TNI AD which is the biggest part of Indonesian Armed Forces. Analyzing data was done by reduction, presentation, conclusion and verification. The research showed that the enhancement of public service quality in context of TNI is not significantly developed. The actors of implementation in TNI facing obstacle to understand and to interpret language, narration and terminology of this policy which is formulated tend to civil organization. They experienced difficulty to find out the equivalent terminology in TNI operational unit.

**Keywords:** *Policy Implementation, Public Service, Military Organization, Administrative Reform.*

## A. INTRODUCTION

Bureaucratic reform is the government's agenda to realize the ideals of reform, namely a clean government, free from KKN, effective and efficient. To realize this agenda, the government has issued presidential regulation No. 81 of 2010 concerning the Grand Design of Bureaucratic Reform 2010-2025. Following up on the presidential regulation, the Minister of State Apparatus Empowerment and Bureaucratic Reform established a Road Map for Bureaucratic Reform 2010-2014,

2015-2019 and 2020-2025, which includes the Eight Areas of Change program, one of which is an important component of leveraging the improvement of the quality of public services.

In improving the quality of public services, the Kemenpan RB has issued a ministerial regulation number 15 of 2014 concerning Service Standard Guidelines which refers to Law no. 25 of 2009 concerning public services. In the regulation it is stated that "Public Service is an activity or series of activities in the context of fulfilling service needs in accordance with laws and regulations for every citizen and resident of goods, services, and/or administrative services provided by public service providers. While the essence of service is the public is customer or public satisfaction". The Ministry of Administrative and Bureaucratic Reform implements policies to improve the quality of public services uniformly for all state institutions including the TNI without considering the organizational characteristics of these institutions.

The Indonesian National Army or TNI consists of the Indonesian Army, Air Force and Navy. The main task of the TNI is "to uphold the sovereignty of the state, to defend the territorial integrity of the Unitary State of the Republic of Indonesia based on Pancasila and the 1945 Constitution of the Republic of Indonesia, and to protect the entire nation and the entire homeland of Indonesia from threats and disturbances to the integrity of the nation and state" through Military Operations War or OMP and Military Operations Apart from war or OMSP (UU No 34 of 2004). TNI as a military organization has characteristics and cultures that are different from civil organizations of ministries and other government agencies. Military organizations have been known as bureaucratic and hierarchical organizations (Alvinus 2013:11). In addition, the TNI works based on military doctrine. Military doctrine is an action guide that contains basic principles that require judgment in its application, Hoiback (2013) in Nisser (2021:306). Furthermore, it is said that doctrine is a tool to command military power, educate military power and as a tool to change military power.

To measure the success of the implementation of improving the quality of public services, the Ministry of Administrative and Bureaucratic Reform issued a Guide to Evaluation of Bureaucratic Reform of Government Agencies called the Evaluation Worksheet which contains indicators of the success of state institutions in public services. First, the Service Standards with the parameters of the existence of a service standard policy, the service standard has been declared, the SOP for implementing service standards, the existence of reviews and improvements to service standards and SOPs. Second, the Excellent Service Culture which includes socialization and training, information about services that are easily accessible through various media, a system of sanctions and rewards for service implementers as well as providing compensation to service recipients if the service is not up to standard, there are integrated and integrated service facilities, service innovation. Third, the Service

Satisfaction Assessment includes a survey of community satisfaction with services, the results of the community satisfaction survey can be accessed openly, and there is a follow-up to the results of the community satisfaction survey.

The results of the evaluation of the implementation of Public Service Improvement for Bureaucratic Reform in the TNI in 2014-2019 are as shown in Table 1:

**Table 1. Value of Components of Strengthening the Quality of Public Service**

Years	Weight	2014	2015	2016	2017	2018	2019
Leverage component (Process)	6,00	2,99	3,79	2,54	2,87	2,96	3,03
Yield component (Public Service External Survey)	10,00	6,66	7,55	8,38	8,38	8,72	9,13

Source: Headquarters and Personal Improve

Table 1 above shows that there are two different things. In the aspect of leveraging or process the value of the component of Public Service Improvement is unstable and tends to be slow from 2014 to 2019, and the value is still far from weighty. Meanwhile, in the aspect of results in the form of an external survey of public services conducted by the Ministry of Administrative and Bureaucratic Reform, the perception of public satisfaction with the quality of TNI public services increased sharply from 6.66 in 2014 to 9.13 in 2019.

The data above shows that there are problems in the implementation process of improving service quality. public whose format uses a civic organization frame. Implementers in the TNI work units are not familiar with the language and narratives and terminology contained in the evaluation guidelines. Implementers also find it difficult to interpret the language and narratives and terminology in the context of the TNI, because so far they have not carried out public services as referred to in the service standards in the evaluation guidelines.

Public services carried out by the TNI so far are how to create a sense of security among the community by organizing national defense through assignments such as border security, helping to cope with the consequences of natural disasters and so on. The data above also shows that the community is very satisfied with the public services carried out by the TNI through national defense so far. This condition raises the question of how the process of implementing public services should be in the context of the TNI as a military organization.

## **B. LITERATURE REVIEW**

### **Policy Implementation**

Thomas R. Dye (2013: 3) explains that whatever the government does or does not do is considered a public policy. Policy implementation is the process by which policy programs are carried out and translate action plans into actual practice.

Merilee S. Grindle (2017: 11-14) said that policy implementation includes two variables, namely the content of a policy or the content of a policy and the context of implementation or the implementation environment in which a policy is implemented. The content or content of the policy includes; Interest Affected, every determination of public policy will always cause a reaction from the interest groups affected by this policy and will create resistance. Type of Benefit, the implementation of a program of activities that are collectively beneficial will be more easily accepted by the implementing actors and vice versa if the type of benefits obtained will only benefit some of the implementing actors, it will be difficult to obtain support. Extent of Change Envisioned, the degree of change is related to changes in the behavior of policy actors, programs designed to fundamentally change implementing actors in the long term will be more difficult to implement compared to programs that only expect slight changes.

Site of Decision Making; policy is always related to decision makers, every decision taken at every level of the organization will affect the implementation of the implementation, the wider the spread of the position of policy implementation both organizationally and in location, the more difficult the implementation will be. Program Implementors; is who will carry out the implementation program both geographically and organizationally, so that it can be determined from the start the different roles in each bureaucratic unit and the required implementor capacity.

Resources Committed; Adequate resources are very much needed in the implementation of policy implementation, differences in the success of policy implementation may occur as a result of differences in human resource capacity, technology and budget. In addition to policy content or content, policy implementation is also greatly influenced by the context or policy environment which includes; Powers, Interests and Strategies of Actors Involved, the policy implementation program involves many actors who have different and conflicting interests, who gets what will be determined in the strategy, resources and positions of the actors.

Institution and Regime Characteristics, the characteristics of institutions implementing policy implementation programs greatly affect the success of implementation, institutions that handle health of course have different characteristics from institutions that handle education.

Compliance and Responsiveness; that obedience and responsiveness are how the implementers respond and comply with the established program, this response and compliance can be realized when the implementers understand well the aims and objectives of the implementation program.

Edward III as quoted by Haidar Akib (2010: 6) argues that there are four influential variables, namely: communication, resources, attitude of the implementor and organizational structure.

Communication, which requires the delivery of information must be clear and consistent so that implementers know what to do so that there are no distortions in implementation. Resources include competent staff or implementers, information needed for decision-making considerations, adequate authorization or authority to carry out their duties and functions.

Disposition is the attitude of the implementor that has characters such as commitment, honesty and democracy. Organizational structure is very influential in policy implementation. This organizational structure includes standard operating procedures that regulate the flow of work management. A long organizational structure will lead to weaknesses in supervision and the bureaucracy becomes more complicated which in the end the organization becomes inflexible.

### **Bureaucratic Reform or Administrative Reform**

Caiden (1969: 263) says that administrative reform is "The artificial inducement of administrative transformation against resistance". This implies that administrative reform is a process of fundamental change to fight resistance. Reforms aim to change culture in some way and the more dramatic the change it seeks to achieve, the more problematic its chances of success are (Caiden, 1999: 828-829).

Meanwhile, Han Been Lee (Zauhar, 2002) explains that the objectives of bureaucratic reform are: Imported Order, perfecting the order or order in the organization, or often referred to as procedural reform, Improved Method, meaning improving techniques and methods to improve the implementation of activities so that the objectives of the activities will be achieved as expected. Improved Performance, improving performance by focusing on substance rather than the form of program activities and bureaucratic skills.

In public service, customer satisfaction is the main thing. Zeithaml et. al. (1990: 26) mentions five elements in public services, namely; Tangibles; that the public can see directly physically and feel the benefits received from public services, this must be understood by every public service provider. Assurance; that the attitudes and behavior of employees are able to convince and give a sense of trust and security to the public towards public service providers, every public service actor must be able to explain this.

Empathy; that the implementers of public service providers have attitudes and behaviors that prioritize care and concern and understanding of the things that are needed by the recipients of public services. Reliability, that the provision of appropriate and reliable services in accordance with what was pledged based on service standards, implementers of public service delivery must understand this dimension well so that recipients of public services feel satisfied. Responsive; that response and alertness in service are important dimensions in service, public service actors must have a high response and alertness to serve recipients of public services.

Military Organization. A military organization is a unitary group of people with military backgrounds who interact with each other according to a structured pattern in a certain way. Soeters (2020: 1), Military organizations can be considered unique because a number of combinations of specific features make them different from organizations in general. Military organizations are not just highly specialized bureaucratic organizations. but they have some constitutive traits derived from their unique task of carrying out large-scale violence as the ultimate tool of the state, (Hasselbladh & Ydén, 2020: 479) According to Arita Holmberg & Aida Alvinus (2019), military organizations in characterize it as a hierarchical, meritocratic, narcissistic and job-hungry organization.

### **C. METHOD**

This study uses a qualitative approach with a post-positivist paradigm. Post-positivist research starts with theory, collecting data that supports or disproves the theory to identify and assess the causes that influence outcomes (Creswell & Creswell, 2018: 41-45). The use of post-positivists is used to uncover and understand what is hidden behind the implementation problems of improving the quality of public services within the TNI. In a qualitative approach, the research process involves questions and procedures, and the researcher interprets the data obtained from the informants (Creswell & Creswell, 2018: 41-45).

The author uses descriptive research to describe the characteristics of an ongoing situation when the research is carried out and find out the factors causing it. with the aim of describing something through the use of words or numbers and to present a profile, type classification, or outline of steps to answer a research question. Descriptive research presents a specific and detailed description of a situation, social setting, or relationship (Neuman, 2014: 38). The author applies the in-depth interview technique to obtain primary data, and studies the literature review and examines documents on the implementation of administrative reform in the TNI AD.

The data obtained were analyzed using interactive data model analysis techniques through data reduction, presentation, conclusion drawing and verification (Miles & Huberman, 1994: 10-11). Then the data were compared with documents from

secondary data. The interviews were conducted involving the Head of the Ministry of Administrative and Bureaucratic Reform, the Head of the Public Service Quality Improvement Division of the Indonesian Army Bureaucratic Reform Team and the Planning Staff Officers in nine Indonesian Army Work Units who won the WBK title.

In this study, the author uses the Content and Context variables from the Merile S. Grindle Policy Implementation Tori (2017: 10-14) to analyze the implementation of public service policies in the TNI. Each variable is derived in dimensions and then translated into several indicators as described in the table:

**Table 2. Conceptualization Operation**

No	Variable	Dimension	Indicator
1	Policy Content	Affected interests.	There is a positive impact on the interests of the TNI organization
		Types of benefits obtained	There are benefits received by the TNI organization
		Degree of change	There is a change in the behavior of the implementer
		Policy maker position	There is the same effect at every level of the work unit
		Program implementer	There is an expert program implementer
		Resources that deployed	Availability of adequate resources
2	Policy Context	Powers, interests and strategies of the actors involved	There is a command and control strategy for the policy implementation program
		Institution characteristics	The influence of the characteristics of military organizations on policy implementation
		Compliance and responsiveness	There is compliance and responsiveness

Source: Grindle (2017) and the Author's Improve (2022)

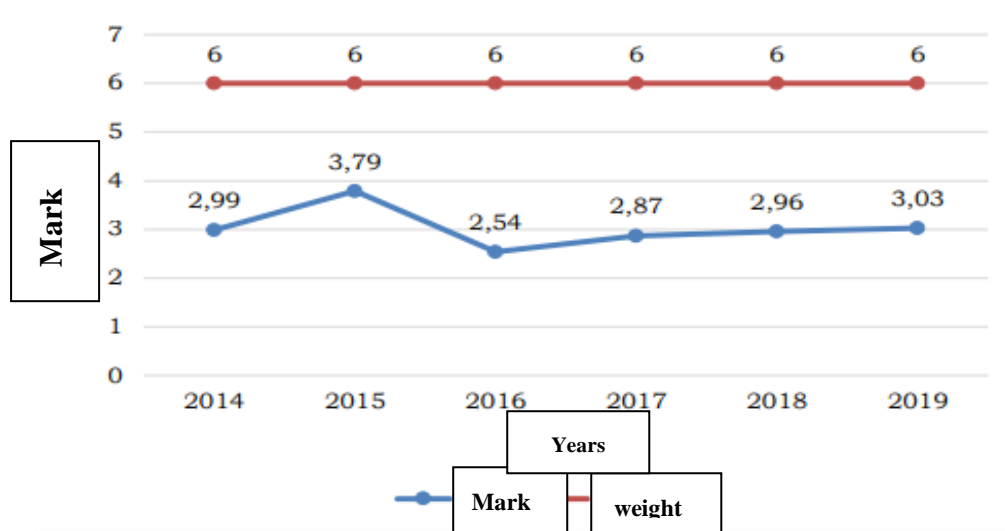
The use of Content and Context theory in this paper is to reveal how public service policies which are concepts for civilian organizations can be applied in military organizations.

## D. RESULTS AND DISCUSSION

### Policy Content

**Interst Affected.** In the preparation of public policies, the involvement of interested actors is very important to provide the information needed in the process of developing policy content (Anderson, 2006). Kamarudin, Asdep Rumjak Kemenpan RB said that in drafting the concept of bureaucratic reform, the TNI was not directly involved. Kamarudin also said that all forms of policy were framed in the perspective of civil organizations, so that matters relating to the interests of the TNI as a military organization were not adequately accommodated. The Kemenpan RB reference in improving the quality of public services is Law No. 25 of 2009 which states "Organizations for public service providers are work units for public service providers within the environment of state administrative institutions, corporations, independent institutions established by law for public service activities, and legal entities. others formed solely for public service activities". The explanation per article of the law does not mention the TNI as the organizer of public services. The TNI cannot provide the necessary information, especially regarding the TNI because it is not involved in policy making. As a result, many of the terms, languages, narratives and terminology contained in the document are rather difficult to translate and find equivalents within the TNI. An example is the term Fee or tariff as a component of Service Standards. This term certainly contradicts the duties and functions of the TNI as the organizer of national defense to create a sense of security. Seidman (2009) said that national defense by the military is a pure public good. The concept of public service standards is different and does not exist in the SOP or TNI doctrine.

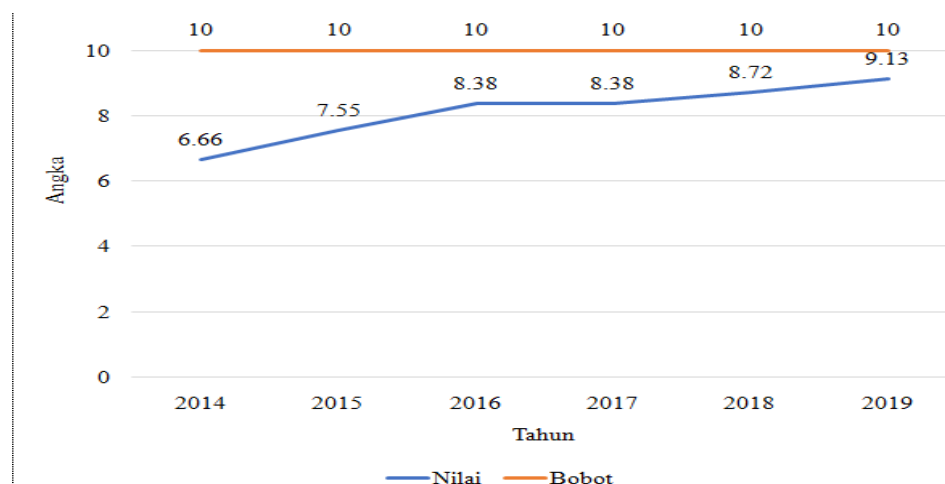
**Type of Benefit.** Programs that provide collective benefits will actually be easier to obtain a high level of compliance from the target group or community. Because the interests of the TNI in the policy document for improving the quality of public services have not been fully accommodated, the TNI has not been able to optimally receive the benefits of this policy. This can be seen from the achievements of the implementation of strengthening the quality of public services for the TNI in 2014-2019 as shown in Graph 1. The value of the Leverage component of Public Service Improvement.



**Graph 1. The value of the Leverage component of Public Service Improvement**  
Source: Headquarters

The value in Graph 1 shows that the process of improving the quality of public services is unstable, tends to stagnate and is still far from the weight value. Rizky, an officer who is a member of the Army Bureaucratic Reform Team in the field of Public Service Improvement, said that so far the implementers in the TNI understand the public term according to Law 25 2009 is the general public, while the TNI's work is more focused on serving its own members so that TNI members are ready to carry out their administrative duties. National Defense. That is why the achievement of the implementation of the policy to improve public services is slow. The content of the various policies also determines the location of implementation of Grindle (2017).

However, the public or the public have been able to feel the benefits of public services carried out by the TNI so far. This can be seen from the results of the External Survey of TNI Public Services by the Kemenpan RB. towards TNI public services as illustrated in Graph 2 below:



**Graph 2. External Survey of TNI Public Services**  
Source: Headquarters

From Graph 2. above, it can be seen that the value of Public Service Quality Improvement increased sharply from 6.66 in 2014 to 9.13 in 2019. This value implies that the level of public trust and satisfaction with the TNI is very high. This situation is also confirmed by the results of several surveys of national survey institutions. Poltracking Indonesia survey results, TNI occupies the highest place with 76 percent. (Tempo.co). The Indo Barometer survey in 2020 shows that the TNI has the highest level of public trust, namely 94 percent (<https://www.cnnindonesia.com>). The LSI survey on January 25-31 2021 stated that the TNI was the most trusted institution by the public with a score of 95 percent (Tempo.co). While the 2022 Indicator Survey shows the level of public trust in the TNI is 93 percent (Kompas.com).

Extension of Change Envisioned. The degree of change is the range of expected changes in a policy implementation. The implementation of policies to improve the quality of public services as part of the policy of bureaucratic reform has a very broad and long reach to all state institutions, both at the central and regional levels. In the attachment to the Grand Design for Bureaucratic Reform 2010-2025 it is stated that "Bureaucratic reform is related to thousands of overlapping processes between government functions, involving millions of employees, and requires a large budget" (Perpres 81, 2010). the quality of public services is applied top-down and uniformly applied to all ministries and institutions that have different characteristics. Werner Jann & Kai Wegrich in (2007: 52) say that the ideal policy implementation process will include one of the elements of the specification of program details including how and by the institution or organization where the program will be run and how the law or program should be interpreted. The TNI organization is a large, complex organization consisting of three dimensions and various functions and is widely held both organizationally and located throughout Indonesia. The size and complexity of the TNI's organization affects the results of policy implementation.

*Site of Decision Making.* The position of decision makers in the implementation of public policy, which is widespread both geographically and organizationally, will make it difficult to implement implementation, because it will involve more decision-making institutions. The contents of various policies also determine the location of implementation (Grindle, 2017). Policies to strengthen the quality of public services are implemented by all ministry agencies spread throughout Indonesia. Within the TNI AD itself, there are 315 work units with different characteristics and core businesses implementing the implementation of improving public services. Of the 315 work units, 12 new work units have succeeded in obtaining the WBK predicate starting in 2019, as shown in Table 1

**Table 1. Working Unit for WBK Predicate Recipients**

No	Work Unit	Information
	Years 2019	
1	Army Central Hospital (RSPAD)	Hospital

2	Bratanata Hospital Kodam II/SWJ	Hospital
3	Army Command and Staff College (SESKOAD)	Educational institutions
4	Korem 082/CPYJ Kodam V/BRW	Territorial
	Years 2020	
5	Soedjono Hospital Kodam IV/DIP	Hospital
6	Dustira Kodam III/SLW. Hospital	Hospital
7	Ciremai Hospital Kodam III/SLW	Hospital
8	Group 1 Kopassus	Combat Unit
9	Group 2 Kopassus	Combat Unit
	Years 2021	
10	Pussenarhanud	Central Implementing Agency
11	Disjarahad	Central Implementing Agency
12	Pusdik Armed	Educational institutions

Source: Headquarters, reprocessed by the author

The data in the table above is the result of the Kemenpan RB assessment of the implementation of the Integrity Zone or ZI. This ZI assessment includes 6 components, one of which is the component of improving the quality of public services. The data above shows that of the 12 TNI AD satkers, 5 satkers are hospital units. This makes it clear that, in the TNI, the unit that is most likely to carry out public services in accordance with the Service Standards of the Kemenpan RB is a hospital unit that provides health services directly to the community. Dedy, Karumkit dr Sudjono said that the service standards assessment guidelines from the Kemenpan RB are in line with the accreditation process in hospitals that are routinely carried out.

Other work units translate the improvement of Public Service Quality according to the core business or scope of work of the unit. Puji Wardoyo, staff officer of the Medan Artillery Education Center, said that the work unit of educational institutions translates public services by serving students so they are comfortable in carrying out education.

For combat units, they carry out public services by emphasizing the services of members of the unit and providing community services around the unit by allowing the community to use the unit's facilities as an example of the sports facilities in the unit, as stated by Amry, the planning staff officer for Group 1 Kopassus.

For territorial units, translating public services by serving the surrounding community through territorial development activities by helping overcome the difficulties of the surrounding community, which is one of the Eight Mandatory items for the TNI. Dedi Indrawan, a planning staff officer for the 082/CPY Korem, said that the 082/CPY Korem succeeded in getting the WBK title because of the public service program in the form of managing the Trowulan cultural heritage for the benefit of the community, establishing an Integrated Agricultural Service Center

and an Organic Fertilizer Unit to help the surrounding community and establishing an orphanage. especially for children from orphaned warrior families.

**Program Implementors.** Organizations that have active, qualified, skilled, and highly dedicated program implementers in carrying out their duties strongly support the successful implementation of programs to improve the quality of public services. The program implementers within the TNI have a background in military education and training where the main curriculum is how to fight for national defense. To be able to change the mindset of implementing the policy program to improve the quality of public services, exemplary leaders at every level of office are needed. Leadership deals with efforts to deal with change (Covey, 2005). In addition to the leadership element, several individuals are needed to become the main driving element of change or change agents. Permenpan RB no 27 of 2014 states "Change agents are selected individuals/groups who are pioneers of change and at the same time can be examples and role models in behavior that reflect high integrity and performance in their organizational environment." Change agents are individuals or groups of individuals who have a vision, the same commitment, enthusiasm, and understanding to make changes, act as reformers and can bring the spirit of change, be an example, and invite others to participate in implementing changes (Prasojo, 2020:74). Referring to the Ministerial Regulation of RB No. 27 of 2014, every individual in the organization can be appointed as an agent of change as long as he has the capacity as stated in the Minister of Administrative and Bureaucratic Reform, regardless of rank and position. This is certainly an interesting discussion, because in a military organization with a strong hierarchy, the role of the leadership of work units in the TNI is very dominant, so it will be difficult to find subordinates who have the ability as agents of change to be able to play an optimal role without leadership intervention.

### **Resources Committed**

The availability of adequate resources will support the successful implementation of programs or public policies. The resources provided can include human resources, information technology resources and financial resources. Human resources have a very important role in the implementation of policy implementation. Managing human resources requires the right people, at the right place and time and with the right skills (OECD, 2016: 20). Until now, the capacity of available human resources to implement policies to improve the quality of public services has not been evenly distributed. This is possible because the background of the implementers is military education and there are frequent rotations/mutations within the TNI. This frequent rotation or mutation cannot be avoided, because it is for the benefit of the organization and also for the benefit of a career. To anticipate the lack of human resources who understand this implementation program, the TNI needs to increase the capacity of leaders at every level of office. Capacity is something that will direct

the organization to change for the better, capacity refers to the strength or ability to do certain things such as to achieve the goals of system reform (Floden et al., 2012).

To increase the capacity of human resources, financial resources are needed. Meanwhile, financial resources in the TNI are very limited to support capacity building programs. According to Ahmad Riyadi, Bureaucratic Reform officer in the Army Planning staff, the socialization program for bureaucratic reform, including the program to improve the quality of public services, is only 17 times and only for the Kotama level in one fiscal year. In addition, the socialization program is only aimed at units designated to take part in the Integration Zone assessment. Meanwhile, education is accommodated in the Strategic Planning Staff Course which is held once a year with a total of 25 course participants. Meanwhile, the Indonesian Army has 315 work units. Lack of leadership support, unavailability of technical and financial resources, poor to limited planning, and non-existent communication channels will exacerbate implementation (Natesan & Marathe, 2005).

### **Policy Context**

The content of programs and public policies are important factors in determining implementation outcomes but policies or programs are often critical factors because of the real impact they can have on social, political and economic conditions. Therefore, it is necessary to consider the context or environment of the administrative action being carried out (Grindle, 2017).

*Power, Interest and Strategies of Actors Involved.* The implementation of policy implementation needs to also consider the strength or power, interests and strategies used by the actors involved. Within the TNI, the actors holding power and strategy makers are at the policy and strategy level. Officials at the policy and strategy level are more focused on the main tasks and functions of the TNI as the organizer of national defense coupled with a limited understanding resulting in their lack of attention to bureaucratic reform. Leaders can influence followers and organizational performance indirectly through actions to create an atmosphere in which subordinates can work well, develop the right culture, build commitment to organizational goals, and develop strategies (Avery, 2004).

Lack of understanding of bureaucratic reform affects the strategy used. At the beginning of the implementation of bureaucratic reform there was no specific strategy to achieve the goals of bureaucratic reform in the TNI. This can be seen from the implementation of the Grand design and road map 2010-2014, the TNI has not followed up by issuing a Road Map for bureaucratic reform in the TNI and has not translated public service standards as guidelines for work units within the TNI. The attention of officials in the TNI to bureaucratic reform began to increase in the 2015-2019 road map by issuing TNI Decree No. 33 of 2018 concerning Bureaucratic Reform in the TNI. TNI AD itself has already responded by issuing Kasad Decree No. KEP/901/XI/2016 Date 2 Nov 2016 technical instructions on the implementation

of Bureaucratic Reform within the Indonesian Army. In the 2015-2019 period, both the TNI and the Indonesian Army have not been able to translate public service standards from the Ministry of Administrative and Bureaucratic Reform to be used as guidelines for work units in the TNI and TNI AD to carry out public services. It is only in the 2020-2025 period, although public service standards in the TNI have not yet been compiled, but there is already a picture of the concept of public service standards within the TNI. This can be seen at least from the 12 TNI AD work units that won the WBK predicate as listed in Table 1.

*Institution and Regime Characteristics.* The success of a policy is not only determined by the content of the policy, but also depends on the environment in which the policy is implemented. The content of the various policies also determines the location of implementation. (Grindle, 2017) Grindle further said that programs that have been identified in the content can still be implemented differently if the environment in which the policies are implemented is substantially different. Anderson, (2003) in his article entitled Environment of public sector organizations said that environmental factors that affect public sector organizations can be a stimulus and can also be a challenge in determining policy. Antoni Verger & Marta Curran (2014) say that, a policy like other global policies, is not accepted and adopted uniformly in all places. The concept of public administration in developed countries when applied in developing countries does not work well, it turns out that it is not only the concept and the people but the administrative environment is also very influential (Riggs, 1961).

TNI is a military organization that has different characteristics from civilian organizations. The main task and function of the TNI is to organize national defense to provide a sense of security for the community, not a direct public service institution as referred to in Law No. 25 of 2009. National defense is a pure public good (Seidmen, 2009). Another characteristic of the TNI as a military organization is that they work based on the Tri Daya Eka Karma military doctrine. The doctrine does not mention the duties of public service. The low value of the component of strengthening the quality of public services in the TNI is due to the absence of clear guidelines regarding the implementation of public services in the TNI. The guidelines for public service duties within the TNI were only published in December 2020 through the Decree of the TNI Commander No. Kep/991/XII/2020 dated December 14, 2020 concerning the Doctrine of Bureaucratic Reform of the Indonesian National Armed Forces. The TNI is also characterized as an organization with a very strong hierarchy. A very strong hierarchy is actually very good for supporting the implementation of bureaucratic reform because TNI soldiers will carry out whatever orders from their superiors as long as there are clear guidelines on how to carry them out. However, because not all leaders at every level of office understand about bureaucratic reform, the implementation of public service programs in the TNI has tended to be slow.

Merrile S. Grindle (2017) says the content of various policies also determines the location of implementation. In its development, the TNI translates the public as members of the TNI, both soldiers and ASN, and even then it is not the same in every work unit, adjusting to their duties and functions. In TNI educational institutions, the public means students and members. As stated by Jonatan, Kabagjemenanev Seskoad that in Seskoad public services are more aimed at providing excellent service to students as well as the Armed Education Center implementing public services to serve the needs of students.

*Compliance and Responsiveness.* According to Grindle (2017) another important thing in the policy implementation process is the compliance and response of the implementers. Responsiveness, is an element to know about the readiness of employees to serve customers quickly, Zeithaml et. al. (1990: 26). At the beginning of the implementation of the policy to improve the quality of public services within the TNI, actors at the policy and strategy level did not understand how and what was meant by improving the quality of public services in the TNI, so they did not respond well and of course tended to be disobedient. The non-compliance and lack of response from these actors are because they are more focused on the main tasks and functions of the TNI as a national defense tool compared to programs to improve the quality of public services. This can be seen from the lack of regulations as a follow-up to improving the quality of public services as part of of bureaucratic reform policies.

## **E. CONCLUSION**

Based on the above discussion, it can be said that the implementation of the Public Service Quality Improvement policy as part of the Bureaucratic Reform program is applied uniformly across all ministries and government institutions, including within the TNI, regardless of organizational characteristics. The implementation of the Public Service Quality Improvement policy within the TNI has not run optimally as expected. The actors of the Public Service Quality Improvement policy initially did not fully understand and respond to translate this policy into action within the TNI. However, after entering the end of the 2014-2019 road map and the beginning of the 2020-2024 road map, there has been an increase in response and understanding in translating this policy by implementing policies to improve the quality of public services that are adjusted to the main tasks and functions of work units within the TNI.

The factors that influence the slow response and understanding of this policy are the content and context of the Public Service Quality Improvement policy whose formulation is more directed at civilian organizations but is implemented within the TNI as a military organization without any necessary explanation. Grindle (2017) said that policy implementation includes two variables, namely the content of a

policy or the content of a policy and the context of implementation or the implementation environment in which a policy is implemented. The success or failure of policy implementation is determined by the level of implementability of the policy.

As a suggestion, the Kemenpan RB as the person in charge of bureaucratic reform should cooperate with the TNI to reformulate the policy format for improving the quality of public services within the TNI. As for the TNI, it is recommended that more internalization of the policy of improving the quality of public services be carried out to members of the TNI through education and training as well as socialization.

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