
BUREAUCRACY ANALYSIS OF LOCAL GOVERNMENT AND PARTICIPATORY DEVELOPMENT PARADIGMS

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ABSTRACT

In interpreting the participatory development paradigm, the purpose of this research is to explain, describe, reveal and analyze the bureaucracy of local authorities. This style of study is concise and uses qualitative approaches, given that it is easier to deal with complex social phenomena through qualitative approach. The venue for the study is in Wajo Regency, Province of South Sulawesi, Indonesia. The Tudang Sipulung model is a group involvement model that only exists in agriculture, while the Need Assesman framework looks at the Usaid mentoring model. These two models are very popular with the community but in the final decision-making process this model is no longer visible, so it can be seen that the participatory development process is only at the lowest level, namely the sub-district village. The results show that Tudang Sipulung, a method of participation that looks horizontal and collective, only acts as a mediator by the government.

Key Words: Bureaucracy, Participatory Development, Tudang Sipulung, Assistance Institutions.

1. INTRODUCTION

The bureaucracy 's position in democracy is as an institution for implementing policies that is expected to have a balance, in the sense that it does not occupy a weak position or is strong [1]. According to Weber, the bureaucracy must at least be neutral, loyal and able to develop a bureaucratic system that is legal, rational. Implicitly, it can be understood that in the governing process, the bureaucracy must collaborate with the people, namely by making programs according to the people's wishes and needs, so as to create social harmony[3]. In Indonesia's pre-reform era, the bureaucracy was a more pro-decentralized platform, and far from the democratic system that was the Indonesian state 's goal as a Republic [4]. The bureaucracy of the democratic government seems inseparable from discussing issues relating to governance and political activities. Through the development of democracy all democratic processes go hand in hand. With a philosophy of openness, government bureaucracy 's transparent practice of public oversight and accountability will become a democratic philosophy [5]. The position of the people can be done freely to ensure a trustworthy culture of government bureaucracy, both by representative bodies and through the people. The role of the bureaucracy is an significant indicator in the rate of growth and development of an region. Bureaucratic reform is in line with bureaucratic conditions that require change and the solution, therefore the objectives of

bureaucratic reform in the regions must be in line with the objectives and objectives of bureaucratic reform. [6]. Targets for bureaucratic reform were formulated to achieve this goal, namely: clean and accountable bureaucracy, effective and efficient bureaucracy, bureaucracy that has quality public services. The bureaucratic reform strategy outlined in the roadmap for the bureaucratic reform will serve as a reference for national level bureaucratic reform managers and government agencies to take practical measures to improve the efficiency of government bureaucracy [7].

To achieve that goal, bureaucratic organizational cooperation is required in accordance with the Road Map. Bureaucracy is a practice that is performed in compliance with relevant laws and is undertaken by all government officials in order to accomplish organizational goals with the intention of routinely coordinating the work that other people will do. [8]. The bureaucracy carries out regular activities necessary to attain organizational goals, is distributed in some ways and is considered official duties. We may also use bureaucracy as a method of change. This would happen if the organization's goals are not oriented towards a restructuring and growth plan [9]. To realize the socio-economic development goals, the government must have the institutions that are easy to embrace new technologies that support growth. Inevitably, in the modern administrative system, bureaucracy is the principal supporting tool. Knowledge, rationality and technology are the foundations of legitimacy in government structures [10]. Aside from this, the only tool that is more responsive to technology is bureaucracy. When we oppose the bureaucracy and try to replace it with another system, that means a step backwards which will inevitably be detrimental [11].

The last decade of the 20th century witnessed global socio-political reforms, as well as the best opportunity to cause the bureaucracy to show the distressed nature in democracy, through the principle of good governance, an universal term relating to the formation of a government that involves the citizens both in the writing of laws and regulations and in the preparation, execution, oversight and monitoring of the system[12]. *Good governance is then called a paradigm which places greater emphasis on the involvement of people. This paradigm is interesting, since there is a shift from rule to good governance*[13]. This suggests that the policy management mechanism is no longer focused exclusively on administrative and statutory dimensions but stresses the involvement of all facets of society. [14].

Good Governance recognized as an attractive paradigm, because it involves the community in the governing process [15]. This paradigm is very important in the context of democracy, even as Smith (1985) has recognized that realizing local government is bringing the government closer to its people, and not distancing it through a centralized system of government. (*state government/central government*) [16]. Smith is also specifically confident that city governance is the perfect option to implement collective will. The desires of local residents should be reflected throughout the policy-making cycle. Public engagement demanded by the concept of good governance can only be accomplished if the policy is taken closer to those who are governed[17].

Although various international institutions have their own definitions of good governance, efforts to deepen thinking about the basic principles of good governance are continuously being made, especially so that this idea can be adapted to local conditions and

avoid the risk of difficulties in carrying out reforms towards good governance. too complex [18]. Currently, informal agreements have begun to be built on the essential elements of good governance, namely: There is a capacity in the government to make appropriate policies and an efficient and accountable public administration to carry them out, democratization and participatory development by encouraging greater involvement of all stake holders, respect for human rights and law enforcement [19]. Those components have been the basis for numerous initiatives aimed at promoting sustainable economic and social growth and that includes rising suffering in developed countries, like Indonesia.

UNDP is the UN's global network for growth, an organization that campaigns for progress and ties countries to information, expertise and tools to help citizens create a better life. UNDP is based in 166 nations, to support and offer approaches to the problems of national and global growth [20]. UNDP is dedicated to the UN reform agenda, working with all UN agencies to promote the Millennium Declaration of the United Nations and to achieve the Millennium Development Goals, the first common agenda in the world is for human development. In Indonesia, UNDP aims to advance economic growth, counter hunger and injustice, strengthen democratic government, foster conflict reduction and recovery at the national and local levels, and foster smart environmental progress. [21]. Indonesia, UNDP has many focus fields to operate in: 1. Reducing deprivation, and the Millennium Development Goals. UNDP is collaborating to assist Indonesia in addressing violence, fostering balanced economic development, and raising differences between communities and regions. 2. Democratic governance, UNDP funding for consolidating democracy in Indonesia through policy guidance and technical assistance, improving institutional capability, fostering and brokering dialog and participating in networks of expertise and exchange of common practices; [22]. Three priority sectors: a. Promoting democracy deepening through elections, and strengthening parliamentary support. a. Promoting decentralization and changing municipal government, and c. Promoting human rights-based access to reform of the law and justice sector, with a view to improving justice for the poor and vulnerable. 3. Environment and Sustainable Development, UNDP is involved in a series of projects to ensure significant steps are taken to ensure that natural resources are effectively managed to support sound economic growth and sustainable development. [23].

The United Nation Development Program states that the features or principles that have to be adhered to and developed in good governance practice include: 1. Each society, men and women have equal voting rights in a decision making process, either directly or through representative institutions, depending on their respective needs and potentials. 2. The rule of law, the legislative system and the rules must be equal, enforced and strictly obeyed, in particular the civil rights laws. 3. Transparency (transparency), and accessibility can be developed within the context of knowledge flow independence. 4. Responsiveness, the operation of increasing government agency must be oriented toward delivering resources to different stakeholders (stakeholders) who have interests. 5. Agreement focus, effective government should take the lead as an agent with various groups, in order to find consensus that is better for every party's interests. 5. Justice (Equality), effective governance would provide men and women with decent prospects through their attempts to develop and sustain a quality of life. 7. Effectiveness and productivity, each phase of policy action is targeted at creating something efficiently and

effectively due to requirements and capacity through the best possible utilization of different sources available. [24].

Participation is one of the most important items in United Nations Development Program (UNDP) Good Governance. Participation means that every citizen has a voice in decision-making, either directly or through the intermediation of legitimate institutions that represent their interests, built on the basis of the freedom to socialize, speak and participate constructively (UNDP 1997)[25].

Implementing good governance aims to make government development and administration efficient, effective, clean and accountable and free from a culture of corruption, collusion and nepotism[26]. The concept of good governance is gradually suggested by the State in line with the reforms supporting regional autonomy [27]. This can be seen from many concepts of good governance used by different policy agencies that the values guiding good governance differ broadly and are adapted to the institutional circumstances. Despite the various adoptions, however, there are at least a variety of values decided upon by organizations and accepted as features of good governance, including openness and disclosure standards. Such two concepts cannot be separate, because there is a very close partnership and reciprocal control [28]. The implementation of good governance in Indonesia has the importance of Indonesia's dream for the future, namely establishing good governance, namely upholding people's sovereignty, namely defending the whole Indonesian population and all Indonesian blood, promoting public health, educating the nation's culture, and introducing an equal, everlasting peace-based, world order. So does social rights. This, of course, is contained in every development formula that is to be implemented in the Republic of Indonesia as a manifestation of its participatory development actualization. [29].

Community participation is a person's involvement or participation in the process of social interaction, identifying problems and potentials that exist in the community in certain situations, both in decision-making (solutions) in problem-solving, in efforts to solve problems, and in the process of community involvement in assessing changes that occur. The society is a person's presence or engagement in the mechanism of social contact, recognizing the challenges and opportunities that arise in the group in other cases, including in decision-making (solutions) in problem-solving, in attempts to solve issues and in the context of collective activity in the appraisal of improvements that occur. [30].

Participatory engagement offers space for expectations, discussion and policy deliberation in the preparation and execution of growth programmers[31]. This is a form of communication in development, the aspect of communication is believed to be one of the important factors for successful development, in particular in empowerment of the community. Communication in development must be people-oriented or humanistic, requiring dialog between parties that have ideas for development and subjects of development, namely the people and the government. [27]. Development is a process of conscious and planned change in order to achieve a better and more meaningful condition, in which the government seeks to accommodate all the needs and interests of the community, which are very large in number and variety, taking into account the priorities and interests of the community which must precede them. As well as

paying priority to the services necessary for the Group to succeed [32]. Development is a process which becomes the state's duty to its citizens, who have different needs and interests. Society's myriad needs and desires render construction a multidimensional operation.

Participatory may be translated from the participating word, which implies movement towards participation. The gesture negates that it is being guided by certain devices. There is no participatory development if there is no driving force and this driving force usually lies with the government, according to Bryant and White (1982) calling it vertical participation, which is a form of society-to-government involvement. Whereas, resident involvement is called horizontal involvement [33]. This can be interpreted as vertical involvement and is of a mutual nature in the sense of involvement in creation. Collective implies involvement and involves as a unit neighborhood groups. Human involvement, however, includes only people within the community. Nevertheless, this model or formation of participation has a logical consequence, that is, if participation is carried out from the form of an idea to the form of its construction, the evaluation of participation is referred to as professional participation, whereas if it is only involved in certain phases it is referred to as part participation[34].

Participation influences good governance too. Participation is the community's participation in decision-making, either consciously or implicitly, by a democratic body which can channel its ambitions (UNDP). Participation plays an important role in developing good governance in line with Indonesia's era of regional autonomy, which allows regions greater freedom to plan regional growth. The government's authority can bring benefits to the community if the government is able to build democracy at the local level by increasing public participation through community involvement [35].

The value of participation seems to be largely determined by the process of activities carried out, even if it is associated with awareness of responsibility for development results, it can lead to several hypotheses, namely the more professional community participation, the greater the sense of community responsibility towards development, and vice versa. [36]. Participation is not only an output but an origin as well. As data, it can work in six stages of the development process, namely: (1) the information receipt period, (2) the information response phase, (3) the development planning phase, (4) the application implementation phase, (5) the development re-acceptance phase, and (6) the development evaluation phase. It is about cultivating the will of the population to evolve individually, while the result is that engagement can be organized and built [37].

This research is aimed at answering this question by providing a clear picture of the real action of the local bureaucracy in participatory development, and it is hoped that this research will find several models and forms of participation that exist from the village level to the highest level of regional decision making.

2. METHOD

The data collection technique is done by means of observation (observation), interview (interview), and documentation. Data analysis with a systematic data collection process to make it easier for researchers to obtain conclusions. Data analysis according to the process of searching for and systematically compiling data obtained from interviews, field notes, and other materials so that they can be easily understood and the findings can be shared with others. Data analysis consists of three activities that occur simultaneously, namely: data reduction, data presentation, drawing conclusions / verification

3. RESULTS AND DISCUSSIONS

3.1. Tudang Sipulung

Tudang Sipulung, is a participatory society tool previously established and adopted by the group in Wajo. Until the Participatory Local Regulation No 11 of 2004 (as a reaction to the Post-Reform Policy in Indonesia) came into existence. A popular word is Tudang Sipulung (sitting together to address specific issues linked to shared interests). As a type of semi-formal collaborative decision-making process this word is quite common. Tudang Sipulung is often referred to as Tudang Sipatangngareng (Sitting together with an opinion), Tudang Sipulung Pulung (sitting together), Manre Sipulung (eating together) while talking about a number of common interests related matters. Yet it is best recognised the word TudangSipulung. The existence of the Provincial Participatory Regulation in Wajo has rendered the Sipulung Tudang much better, as the group has independence of speech and can be kept legally accountable.

The findings revealed that the word Tudang Sipulung was not found and its root was not known, however it was discovered implicitly by Lontara Sukkuna Wajo (LSW) by deliberation with the citizens in the decision taking of a monarch. The verdict was an incredibly important and legal one. The King has the ability to make choices of his own without going through a joint deliberation process. They interpret this joint consultation to be deliberation and consensus. This practice was handed on from generation to generation and was continued by the Agriculture and Horticulture Service, also as a legitimate custom of law. Sadly, the word Tudang Sipulung is not used in many offices, but the study findings indicate that the group is very pleased as the Tudang Sipulung concept is a traditional term that must be maintained by the government and very well enjoyed by the society, as there are very influential principles, including the ideals of kinship and shared cooperation. That densifies. Found in several villages, though only on farming. The subjects addressed include those relevant to agricultural concerns, such as planting practices, water allocation, market trends and other agriculture related issues.

There were no reports of tudang sipulung by the government bureaucracy that addressed other concerns such as schooling, the problem of the silk weaving sector, which is a national icon as a silk weaving manufacturer, as well as fisheries / fishermen problems as national icons that have freshwater fish-producing lakes. It can be known as Tudang Sipulung has been an oral practice dedicated to agricultural societies since ancient times, based on the results from numerous interviews with local leaders. Since their predecessors were still more involved in the agriculture field. Tudang Sipulung was found to be the easiest and most appropriate model of a democratic platform, but it is considered to be quite beneficial to the government bureaucracy in

participatory village-level decision-making, unfortunately the semi-formal activities carried out with the government are not common among people outside of agriculture, especially among farming. Sipulung is considered very good, because it is very effective as a medium for channeling aspirations and intelligence as well as empowerment of the community.

Tudang Sipulung's action shows that the village head and the section head of agriculture have very significant positions as Mediators. Teachers who are welcomed and identified as civic members often serve as mediators for individuals who are unwilling to communicate their desires in professionally structured language while being granted the ability to talk as they are, such as local languages according to their skills. In table 1 you will see Tudang Sipulung as one of the grass roots democracy platforms as follows.

Table 1. Analysis of the 'Tudang Sipulung' Model as a Democratization Forum in Wajo Regency.

No.	Analysis	Description
1.	BackgroundConcept	The origin of the term is not found, but it is believed by the community as a forum for democracy that has existed since time immemorial. Often referred to in terms of manre sipulung (eating together), tudang sipatangngareng (sitting softly together).
2.	Values of Virtue	Deliberation to reach consensus, kinship, mutual cooperation, preventing conflict, maintaining consensus / social balance.
3.	The subject matter that takes precedence	Problems related to agriculture only. There is no Tudang Sipulung event to discuss other issues, so this concept is generally well known by the farming community.
4.	The main character	Farmer community groups.
5.	Co-actors, motivators	Government (Village Head, Hamlet Head) and related official officials.
6.	Public assessment in general	It is very good and very effective as a forum for channeling aspirations and community empowerment, although it is not popular in discussing problems outside of agriculture, so it needs to be popularized in other fields.
7.	Assessment of forum mechanisms	Very simple.
8.	The desired result	Increase agricultural income.

3.2. External Institution Assistance

External aid to the agency is found in the empowerment context. In practice, this support from an external organization offers incentives for the group to improve their awareness and expertise potential to recognize problems that occur within the group. Assistance to external organizations is seen as important in promoting group participation in development. Assistance to external institutions is known as CNA (Community Need Assessment) method. Since 2002 CNA has been known in district Wajo. The mentoring program is in partnership with foreign agencies USAID

(US International Development Agency), and the government of the Republic of Indonesia is recognized by the PDPP Quality (Program for Specific Participatory Growth). This project performance aid to five South Sulawesi districts including Wajo, while the other 4 were Maros, Sinjai, Pare-Pare and Pinrang.

The mentoring approach is extended to District / City Governments as well as to non-stakeholders (NGOs). At government level, assistance is carried out by attempting to elaborate and evaluate the digestive system underway and several agreements have been made, including efforts to compile a planning regulation based on the community. While, community-based assistance activities are conducted at Village / sub-district based by the CNA process, as well as collaborative communication with Community and City members to identify strategic concerns. The point is that, by implementing a bottom-up planning approach, CNA is a concept for Community development, which means placing the community as the subject of development, whereas participation is the key to its implementation. Participation is an practice and is part of the preparation phase. The participatory method is an strategy that encourages the group to discover their own abilities and discuss the actual challenges they face.

The mentoring model using this participatory approach method is an attempt to eliminate the top-down planning model that during the Indonesian government has colored the development of its society. Although it is based on the fact that this model is faster and relatively easy, it is often not in accordance with the proper conditions of the community, so that the community is more disadvantaged because it is not in accordance with their needs. The participatory method of mentoring model offered is, not making plans for the community, but making plans with the community. Meanwhile, the value to be achieved is to get a plan that really comes from the needs of the community. This method develops a stage of identification of needs, which is then called CNA (Community Need Assessment), in order to get a plan that really comes from the needs of the community. CNA is a collective discussion activity to explore community needs, carried out by the community and for the community and guided by the community itself or a facilitator, both at the level of RW and Village / Kelurahan. The outcome of the agreement in this discussion is a joint plan, which is discussed with the local government in order to answer the existing problems. The theory embedded in it is a guide to the community 's actual requirements, not a pure hypothesis or speculation. Along with the society, the government must agree what ought to be submitted through funding channels that are meant to come from the group itself, sponsors, and the legislature.

CNA 's development criteria are: (1) Respond to the community's desires and beliefs, (2) according to current skills and tools, (3) performance metrics and benchmarks are in effect, and (4) barriers remain to encourage job encouragement. The steps taken in this model are: (1) problem-setting and formulating, (2) need-setting and formulating, and (3) priority needs. The mentoring model was first established in Wajo District in order to devise the Village / Kelurahan Medium Term Development Plan (RPJMd / k) as a learning method on formulating strategic problems. This is a approach that the project perform has developed to improve group participation in the village / kelurahan growth planning phase. These models and methods aim to allow the community to conduct its own inventory of strategic issues and compile its own

RPJMd / k. It is also hoped that the compiled documents can be used as a reference to see the direction of development of the village / kelurahan over the next five years, compiled on the basis of community needs and by the community itself.

The success effort has encouraged and offered CNA support, beginning with the evaluation of applicants for village / sub-district officials, to be qualified to initiate village-level meetings, or to encourage the selection of a CNA with a variety of pre-determined qualifications to have the specific potential to promote group discussion. TOF CNA preparation / Preparation Of Facilitators Community Need Assessment is provided to the village cadres who have been appointed, and is expected after training, the cadres are supposed to be able to encourage the village / kelurahan group to compile a CNA. In Table 2 it can be seen the analysis of the CNA mentoring model as a community democratization forum in Wajo Regency.

Table 2. Analysis of Assistance Model through CNA (Community Need Assessment) Method as a Democratization Forum in Wajo District.

No.	Analysis	Description
1	BackgroundConcept	Known in Wajo District since 2002 and 2003. From Community development which was then developed through the needs identification stage (CNA / Community Need Assessment), which is a joint discussion activity for exploring community needs carried out by and for the community and guided by community or a facilitator, either at the RW or village level. The result of the agreement in the discussion is a joint plan, which is discussed together with the local government to address existing problems.
2	The value of virtue	Botton-up planning, partisipatif, menempatkan masyarakat sebagai subjek pembangunan, menggali potensi masyarakat bawah (grassroots), dan membuat rencana bersama masyarakat.
3	The subject matter that takes precedence	Raising purely strategic issues from below, from the people to the people.
4	The main character	Representatives of community groups as a whole / stakeholders
5	Co-actors, motivators	The USAID mentoring team, Village / Sub-district government (Village Head / Lurah), officials from the Wajo District Bappeda.
6	Public assessment in general	Very good and very effective as a forum for channeling aspirations and community empowerment, it is quite popular for exploring ideas from discussing development issues from all aspects, so it is very necessary in the process of empowering democratization at the local level.
7	Assessment of forum mechanisms	Formal and simple
8	The desired result is achieved	Prepare a Village Medium Term Plan (RPJMd / k)

This mentoring model was first developed in Wajo District, as a learning process on the preparation of strategic issues in the context of preparing a village Medium Term Development Plan (RPJMd / k). Is a methodology tested by the Perform Project to increase community participation in the development planning process at the Village level. These models and methods aim to enable the community to have the ability to carry out their own inventory of strategic issues and compile their own RPJMd / k. It is also hoped that the compiled documents can be used as a reference to see the direction of village development in the next five years, which is compiled based on community needs and by the community itself.

This Perform Project has facilitated and provided CNA assistance, starting with the exploration of candidates for village and sub-district cadres. This was done with the aim of being able to facilitate meetings at the Village level, or to facilitate the preparation of a CNA, with several predetermined criteria. At least prospective facilitators in the village have the basic skills to facilitate dialogue with the community. The village cadres who have been assigned are given TOF CNA training / Training of Facilitator Community Need Assessment which is expected after the training, the cadres are expected to be able to facilitate the village community to compile a CNA together.

4. CONCLUSIONS

Tudang Sipulung (Sitting together with opinions and discussing agricultural issues) was found to be the simplest and most natural model of a democratic forum, but it is considered very helpful to the government bureaucracy in participatory village-level decision-making, unfortunately this semi-formal activity with the government is not popular among people outside. Tudang Sipulung if adapted into English, it can be called a Focus Group Discussion (FGD). This term is very popular as a form of semi-formal joint decision-making method. Based on the findings from various interviews from traditional leaders, it is concluded that Tudang Sipulung has always been an ancestral tradition devoted to farming communities, because their ancestors were more engaged in agriculture.

Tudang Sipulung, shows the strength of the community represented by teachers and community leaders is more dominant, Government Bureaucracy and government apparatus such as village heads only become Mediators and Facilitators. Tudang Sipulung is very popular with the community, and must be preserved by the government, it is hoped that it will not only be farmed but throughout other Dinas because there are very prominent values, namely the values of kinship and mutual cooperation. The results showed that Tudang Sipulung, was a form of participation that looked horizontal and collective. The government is only a mediator

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