The officials’ efforts to set up a good government

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Abstract. This study investigates the Government of Bogor City's efforts in disseminating the values of good governance to its bureaucracy. This is based on the fact that the enforcement of good governance is a challenge and an opportunity to be concerned because there are many who do not know the impact of it. Internal impacts would be felt in the employment sector competition while the external impact would be related to the competition in terms of the governance qualities from another region examined by the internal affair officials. With descriptive and qualitative approaches, this study finds that many officials of the local government of Bogor City are still not ready to face the culture of good governance. Such unpreparedness results from the fact that an understanding of good governance is not evenly spread among the officials. It is because that the government itself has not put this good governance issue as a top priority. Finally, there is the absence of a comprehensive evaluation process of good government socialization activities.

1. Introduction
In the era of democratization, reform and globalization nowadays, there has been some quick changes in responding the relation between government and society. People's demand to get primary service does not only become an issue, but also a demonstrative action. People's awareness in evaluating bureaucracy's performance has to be responded through the effort of understanding on people's need, by focusing on results-oriented activity and centralizing the operation on primary service.

Numerous efforts need to be done to generate good governance in order to overcome state’s problems such unequal society well being, dissatisfying public service, the high number of corruptive state workers, the low index of corruption perception, the un-optimal performances of ministries, institutions, and local government.

Environmental change has increased the public demand for the performance results of government agencies. These environmental changes include: 1) technology advances which exceed man’s imagination; 2) the scarcity of resources which is growing higher; 3) public demand towards an effective and efficient government institution operation; 4) the dominance of people’ critical attitude compared to the obedient ones; and 5) the growing of result-oriented trend [1].

The change and the environmental demand above drives governmental institutions to be able to create: 1) the balance between the limited regulation and the effectivity in risk management; 2) achieve institution’s vision and mission in the condition of human resource scarcity; 3) the presence of tool that is able to respond challenge in the future when creating more positive culture [1].

One of the pillar in establishing good governance is the presence of accountability, especially the accountability in local budgeting governance. News reports that in July into December 2012, local government became a governmental institution that had the biggest corruption case. According to the
same media, on 1st of June 2013, it is mentioned that the evaluative result of the Ministry of Interior Affairs since 2005 to the date of May 2013, there are 294 local leaders who were involved in corruption, and this amount will be predicted to increase up to 300 cases at the end of the year. Besides, the result of Integrity Survey of Public Sector in 2013 conducted by Indonesian Commission on Corruption Eradication shows that the average of integrity index in local public institution reaches 6.82. This figure is still under central institution which is 7.37. The result shows that the local public sector's seriousness in fighting against corruption is not optimal yet. Some of such conditions show the weakness of local Indonesian government on accountability, especially finance accountability [2].

One of the main cause in creating Indonesia's sovereignty, independence, and character based on cooperation to create good governance which is supported by the high performance of government, especially local government, in organizing government and development is the ineffectiveness the application of Governmental Internal Control System including not optimal function on internal governmental monitoring.

The strengthen in the effectivity on Governmental Internal Control System, and monitoring function is one of effort which is needed to be done in order to encourage improvement in government's performance, transparency, and accountability through management in organizing government that is oriented on sensitivity on all of the possibilities (risk) which can hamper the resulting achievement, can be seen as capital in overcoming nation's problems [3].

2. Theoretical Framework
The 'governance' term has been known in administration's and political science's literature in 120 years since Woodrow Wilson introduced the discipline in approximately 125 years ago. However, during that period, governance is only used in the context of company's organizational management and higher educational institution. The issue of governance that newly appears around years ago, especially after some funding institutions condition good governance in their aid program. The term of good governance is interpreted by some theorists and practitioners in Indonesian state administration as the organization on trustworthy state, good management, responsible government, and, a few of them, clean government [4].

The clear difference between the concept of government and governance is the way to how political authority organization, economy, and administration in a state organization. The concept of government connotatively means that government's role is more dominant in the state organization. Meanwhile, governance means the way on how a state distributes its power to govern and organize its resource and some problems had by the people. In other words, in the concept governance consists democratic element, justice, transparency, the rule of law, participation, and partnership [4].

Then, implicitly, the word of good in good governance itself consists two meanings: first, value that honor people’s will and value that improves people’s ability in achieving their objectives and social justice; second, functional aspect of an effective and efficient government in executing its task in order to gain the aim [5].

The concept of good governance becomes very popular and is now acknowledged as a new political manifesto. World Bank's analysis emphasizes the importance of government program that covers the need for the rule of law, freedom of the press, respect for human right, and support on citizen's involvement in development. Governance program focuses its attention on the reduction of the bureaucratic organization in government, privatization body owned by the government, and the improvement finance administration.

World Bank gives the limitation on good governance as efficient public service, good judiciary, responsible government to the public, plausible policy on social economy, democratic decision-making process, transparent government and sufficient financial report, creating friendly environment to market in development, step in fighting against corruption, appreciation on rule, appreciation to human right, freedom of press and expression [6].

United Nation Development Program (UNDP) formulates governance as the use of political economic authority and administration in governmental affairs at all level. The governance covers all mechanism, process, and institutions where citizen and social groups articulate their interest, use legal right, fulfill their obligation, and bridge the difference among them. Moreover, it is mentioned that in
the context of development, the definition of governance is a mechanism in social and economic resource management and in the development, so good governance is managerial mechanism in social and economic resource organizing that its substance is to support a stable development with efficiency and distributive as the preconditions [7].

The definition of governance is introduced by UNDP is supported by three pillars, which are politics, economy, and administration. The first pillar, which is the organization in the political sector, is meant as processes in decision making and public policy formulation, either done by bureaucracy itself or by politicians. The second pillar, which is the organization in the economic sector, covers decision-making process to facilitate economic activity in domestic and interaction among economic stakeholders. While the third pillar which is the organization in administrative sector consists of process implementation and policy that has been decided by the political institution [8].

Meanwhile, State Administrative Institution (LAN) defines governance as a process of state authority organization in providing public good and service. LAN asserts that seen in functional aspect, governance can be assessed from whether the government has effectively and efficiently functioned in the effort of achieving the objective that has been decided or vice versa [8].

Good in good governance according to LAN consists of two meanings: first, the values that uphold the expectation or desires of the people, and the values that can improve the ability of people achieving the goal (National) independence of sustainable development and social justice. Second, effective and efficient functional aspects in performing the assigned task to achieve the goals. According to this definition, LAN then proposes that good governance orient on two things, first state ideal orientation which directed to achieve national goals and second is effective and efficient functional aspects in performing the assigned task to achieve the goals. Accordingly, LAN concludes that good governance is the solid, responsible, efficient implementation which maintains synergic interaction among the domains of state, private, and society [8].

The concept of good governance can be found in Government Regulation No. 101 the year 2000 about Civil Service Education and Training. In article 2 it defines that good governance develops and applies the principle of professionalism, accountability, transparency, prime service, democratic, efficiency, effectivity, law supremacy, and is acceptable for all society.

Governance assumes that many involved actors where there are no too dominant ones who can prescribe other's movement. The first message from this term debates the formal understanding about the performance of state’ institutions. Governance admits that in society there are many decision makers in different levels. According to UNDP, governance encompasses three domains: 1) state; 2) private sector; 3) society (Government Regulation No 101 the year 2000 about Civil Service Education and Training).

These three domains in Governance lie in the life of the nation, state, and society. State sector plays more role in making policy, controlling, and supervising. The private sector plays in triggering economic activity. As for social sector, it plays as subject and object from the first two sectors. This is because in society the interaction between politics, economy, or social culture take place [9].

The concept of good governance is an ideal type of governance which formulated by many expertizes for the sake of practicality which aims to develop a good relationship between state-society-market. Some arguments were against this concept because it is seen to be too ideological-content.

Meutia Ganie-Rachman mentioned that good governance as a mechanism of economic and social resource management involves the influence of state and non-state sectors in a collective effort [10]. This definition assumes that many involved actors but there is none to be too dominant to determine other's movement. The first message from this term debates the formal understanding about the performance of state’ institutions. Governance admits that in society there are many decision-makers in different levels.

Purwo Santoso [11] argued that the concept of good governance is more ideally called as democratic governance in which the governance came from society (participation), managed by people (legitimate, accountable, and transparent democratic institution), and is utilized for the sake of society (responsive). In essence, this concept is not much different from the concept of good governance just excluding the market.
The key to understand good governance is to understand the principals in it and starting from these principles will get a benchmark performance of a government to realize good governance. Evaluation on governance can be done when it intersects with the principles of good governance. Indonesia Transparent Society [12] argued that the principals of good governance are as follows:

- **People participation.** All people have the rights to speak in decision making both directly or through the representative body. The comprehensive participation based on the freedom of associating and to speak the ideas and the capacity to participate constructively;
- **An upright law supremacy.** The legal framework must hold the justice and is enacted without discrimination. It also includes the human rights-concerned law;
- **Transparency.** It is built on free information flow. All process of governance, institution, and information can be accessed by the concerned parties. The provided information must be adequate to understand and to supervise;
- **Care.** Stakeholders, institutions, and all governance process must try to service all concerned parties;
- **It is oriented to consensus, good governance to bridge different interest.** This is to develop a comprehensive consensus and is best for community groups in terms of policy and procedure;
- **Equality.** All people have the opportunity to improve and maintain their well being;
- **Effectivity and efficiency.** The process of governance and institution perform as expected;
- **Accountability.** All decision maker in government, the private sector, and social organization are must take responsibility to society or the concerned institution. The form of liability depends on the type of the organization;
- **Strategic vision.** Leaders and society have a wide perspective and far ahead about good governance and human development and sensitivity to manifest, possess understanding and complexity of history, culture, and social which play by the perspective.

It is clear that good governance is about balancing between state, market, and society. To date, some good characteristics of a particular governance much involved in government performance. The government has a duty to invest in promoting long terms economic goals such as education, health, and infrastructure. However, to balance the state, a competitive society is needed through the application of democratic system, the rule of law, human rights, and pluralism

To build a good governance is to change the way the state works, to make an accountable government, and to build non-state actors capable of playing a role in making a fruitful system for all. In this context, there is no single development goal can be realized by simply changing the characteristics and workings of state and government institutions [7].

As mentioned above, essentially the strong concept of governance lays on the liveliness of state, society, and market to interact. Thus, good governance, as a social project must notice the conditions of non-state actors so each sector can build interconnectivity.

Based on the demands of political reformation, it is expected to bring up good corporate governance. Reflexively state financial reformation is also expected. The demands include:

- **Discretion Reform.** These reforms include the discretion in the management of state finances, especially for the government. Along with the discretion, there was a change of supervision which was originally done vertically and characterized as centralized and hierarchical changed into horizontal control where supervision was done horizontally by DPR, assisted by BPK and BPKP;
- **Budget Reform.** Budgetary reforms that separate the regular budget and the development budget will also shift to the budgeting according to the organization, type of expenditure and function. Consequently, if there is a budget shift, it requires DPR approval. Similarly, from the results of work performance, the implementation of the budget should be measured to how far the government service to its people. Therefore performance measurement indicators must be created to measure the performance of the government;
• **Strategic Cost Reform.** The balance of central and regional finances, but also through local revenue. Local government is also possible to obtain loans either from within the country or from abroad. On the other hand, the central government is also possible to obtain loans from local governments when the local government gets a surplus;  

• **Deficit/surplus Spending Reform.** As for the treatment of accounting towards budget deficit is already more objective. Before the reformation, the budget deficit was never known as the revenue of the loan was recorded as state revenue. It caused APBN did not recognize the budget deficit, so was the budget surplus. Every year the central government and local governments must calculate the actual budget deficit/surplus. If there is a deficit, next is to find a solution to solve the problem, whereas if there is a surplus, then it should be allocated for the actual welfare of the community or even pay off foreign debt and specially oriented for prospective regeneration so that later there will be no burden for the next generation.

The rules of state financial management based on a new paradigm in this reformation era is as follows:

• **Results-oriented accountability.** This reflects that performance-based budgeting emphasizes the implementation of planned and programmed budgeting systems, which prioritize the budget director. It was usually composed of institutions and revenue based now it is based budgets. It also means applying a budgeting system that emphasizes the relationship between the various outcomes of the programs and the inputs needed to produce something that is directly beneficial to the welfare of society. Thereby it is easier to analyze alternative plans for achieving a predetermined objective;  

• **Professionalism.** starting from the preparation of budget plans, management up to the responsibility stage. It is required to be carried out professionally, which is a collaboration between the correspondence of skills and capability. It also includes policy makers that focus on effective and efficient performance, both from the point of view and from the point of view Results, impacts and benefits;  

• **Proportionality.** a practical reflection of the proportional demand is the objective of the planned budget in which its management is expected to be appropriate and in line with the demands of the existing of Indonesian society and the nation at present. Let us say that now the employment is very low and unemployment is very large then a proportional budget will help to answer this problem;  

• **Openness in the management of state finance.** As one of the real efforts in realizing the reformation aim is to have accountable transparency from state financial managers. This means anyone at any time want to verify the state financial management for government officials, the system and its instruments have been prepared including the submission of government financial accountability report prepared in accordance with generally accepted government accounting standards;  

• **Financial auditing by independent and independent Audit Agency.** Based on Law No. 17 of 2003 on state finance article 30 it has been affirmed that central and local government will account for the implementation of APBN / APBD to DPR / DPRD after being examined by the State Audit Board. This budget realization report besides presenting the realization of revenues and expenditures also describing the performance of each ministry/institution and unit of regional apparatus.

Implementation of good governance in the government environment is inseparable from the implementation of governance management system which is a series of management functions (planning, organizing, actuating, and controlling) carried out professionally and consistently. Implementation of the management system can generate a positive partnership between government, private business world, and society. Thus, government agencies can provide excellent service to the community.
In the effort to realize good governance and good local governance, the government has set agenda of creating good governance in Indonesia, the agenda has at least 5 (five) goals, which are:

- The real reduced corruption and nepotism practices in the bureaucracy, starting from the top ranks of officials;
- The implementation of efficient and effective, transparent and accountable government institutions and management systems;
- The absence of regulations and practices that are discriminatory for citizens;
- Increased public participation in public policy making;
- The guaranteed consistency of all Central Government and Government regulations [13].

3. Research Method

Based on the objectives, this research belongs to the category of descriptive research which attempts to describe the specific details of situations, settings or social relations that take place within the scope of research subjects [14]. Therefore, this type of research is analytical descriptive. According to J. Vredenbregt [15], it seeks to describe complex social reality through simplification and clarification by utilizing concepts that can explain an analytical social phenomenon.

Data obtained by qualitative methods, such as interview data, library study data, and documentation of qualitative information are all processed into qualitative data [16]. The collected qualitative data were then selected and simplified and then analyzed to find the points, the subject matter, the focus of the problem and the patterns [17]. Furthermore, the qualitative data were analyzed and described using qualitative analysis techniques, so that it appears an author interpretation analysis.

In this study, the main subject of research is the Officials in Bogor City Government environment i.e. officials and individual staff of Public Relations Bureau Protocol and General Secretariat of the City of Bogor.

4. Findings and Discussion

In autonomy era, there is great opportunity to improve local governance in to be more qualified. This happens because the Regent / Mayor has full authority in determining the quality of government in accordance with the regional context. So in the era of autonomy, the quality of governance for the future depends more on the regional commitment to formulate the vision and mission in their respective regions. If the regions are visionary enough, the development of the government sector will have a great opportunity to meet the quality standards in line with the expectations of the stakeholders. When local governments have a strong political will and then supported by policies and planning systems that prioritize the importance of government as a human investment effort in the region, it is certain that the government in the region will have good praxis, and the quality of government will be enforceable.

Otherwise, when local governments view governance as unimportant so that the vision and mission of the government are not defined in a good planning system, it is unlikely that solid government praxis can be derived. If this happens, government praxis will run unprofessionally. Finally, every dialogue about vision and mission in the government unit turns into something that is considered too luxurious. Conditions like this will encourage government practitioners in the region to lose direction in carrying out their functions professionally. Therefore, in the era of government autonomy, it is a good moment to develop a governance culture in the region through the development of an effective government planning system, and good governance.

Within the period, the organization of government has not shown much influence in improving the quality of human resources because the government bureaucracy seems difficult to change. According to Irianto [18], in the structure of government bureaucracy, the central and provincial political elites still show a strong tendency and ego-centralistic behavior, both in applying the principle of decentralization which is carried out together with the deconcentration, as well as in the implementation of the assistive task. Such ego-centralistic attitude and behavior severely limit the discretion of decision-making for development managers in the regions. Thus, it is often mistaken in translating "national interests" with uniformity management.
The condition is, indeed, not separable from the circumstance of the government's human resources itself. To be honest, the professionalism of the workforce in the political office, in general, is still lower compared with the order of office in the executive. In the political position, the position is still not able to equally understand the main task inherent in the position and the insight into the field of development of government. Thus, any policy and programs of government development, between the executive and legislative parties have not come to an equal understanding.

Implementation of Good Governance (good governance) in the implementation of government is one effort to create a clean government and KKN-free. Based on Presidential Instruction Number 5 The year 2004 on Accelerating the Eradication of Corruption, the President of the Republic of Indonesia instructs all levels of Leadership Government Agencies to 1) reporting assets to state officials; 2) determine stratified performance; 3) improving the quality of public services; 4) prevent leakage and waste of procurement of goods and services; 5) provide maximum support to the efforts of corruption; 6) implement simplicity and savings.

Bogor City has started its e-Government since 2008-2009 and won numerous awards for its success in implementing e-Government, especially at district/city level. Various breakthroughs and innovations such as building intranet network infrastructure and internet SKPD and Kelurahan as Bogor City, implementing e-procurement Bogor City, integrating POS PBB (Payment Online System Land and Building Tax), integrating SIAK Online City Bogor to implement Kantaya application. The development of Internet network infrastructure Bogor city government has reached 40 Mbps and thus increase internet network speed in Bogor City Government. In addition, the maintenance and upgrading of 18 bases of BTS covering kelurahan and all SKPD in Bogor City with Fiber Optic Network (FO) in 20 points is an effort to improve the quality of internet and intranet connection in Bogor.

Besides infrastructure, the development of e-Government applications such as SIM Kantaya, Civil Service, Archives, Libraries, Letters, Regional Development and other applications have supported the government to achieve an effective and efficient bureaucracy. The accessible website and webmail www.kotabogor.ac.id allow people to access information on the Website online. This has been published in the news as many as 5915 titles with the 12 million visits by the end of 2016 (Office of Communications and Information Bogor City, 2016). In addition, the implementation of e-procurement for the procurement of goods and services, namely the process of tender or auction project through the internet system can reduce the process of corruption that often occurs in the process of tender.

E-government is useful in terms of budget efficiency, which is about 15% returns to the local treasury. The providers of goods and services can reduce transportation costs because they can register as a bidder without having to come directly to the local government office. Bogor City Government's flagship e-government program is Kantaya, a kind of e-office that will increase interaction between agencies quickly and accurately, and provide quality accountable and transparent public services. The importance of community participation is also considered important as seen with the formation of an online community based online network RT-RW.

Bogor City Council collaborates with the Ministry of Communications and Informatics in implementing the migration and use of legal software or free open source software and data interoperability. Not only government agencies, the private like PT. Digital Wireless Indonesia (Diginet) is also a partner of Bogor City for the utilization of tower triangle owned by Bogor City Government. In the future, Bogor City Government wants to develop integrated e-Government based on national bureaucracy reform agenda. It also wants to develop Bogor City as Smart Governance where every SKPD has information system for public service, business world and internal service gradually based on the priority needs. In terms of infrastructure, the development of data center and data recovery is impressive to ensure the liability and improvement of information security.

In addition, there is also the development of private telecommunications Internet-based city administration (VoIP, Teleconference, etc.). Not to forget the increase of quantity, capacity and capabilities of human resources in ICT. It becomes the priority of e-Government development.

Government Regulation Number 52 the year 2003 regarding Regional Financial Information System Article 4 Paragraph (1) explains that Regional Financial Information submitted by the regions
to the government as referred to in Article 2 includes: 1) APBD and Realization of Provincial, District and Regency Budgets City; 2) Regional Balance Sheet; 3) Statement of Cash Flow; 4) Notes of Regional Financial Statements; 5) Deconcentration Fund and Helper Task Fund; 6. Regional Government Financial Statements; and 7) Data related to fiscal needs and fiscal capacity of the region.

Thus the government must immediately implement the process of transformation towards e-government. Through the transformation process, the government can optimize the use of information technology advancements to eliminate bureaucratic organizational barriers and establish a network of management systems and work processes that allow agencies in an integrated manner to simplify access to all information and public services that the government should provide.

Information technology helps to process, manage, channel, and thus the government must immediately implement the process of mass, and the government can optimize the use of information technology advancement bureaucracy organizations, and form a network of work processes that allow agencies to simplify access to all. E-government is also believed to expand public participation where the community in Bogor may be actively involved in decision and policy making, especially in improving the productivity and efficiency of bureaucracy including increasing economic growth.

Nevertheless, the implementation of e-government in Bogor City has not been optimal in accessing public involvement. The ease of e-government is only enjoyed by a small number of people who are familiar with information technology. The primary challenge of e-government development is not only the technological sophistication but also the ability and readiness of management and the doers. This is not just limited to society as the government also must provide reliable human resources and extensive service time for the implementation of good governance.

5. Conclusion

- Implementation of good governance in the city of Bogor is now linked to the implementation of e-Government. The concept of smart government is pioneered to support the good governance in Bogor City;
- Implementation of e-Government in Bogor City has been running well, but it is not enjoyed by the entire society. Only a few or certain parties have begun to be aware of the technological advances of using e-government. This means that the government's readiness is not in line with the readiness of its citizens in facing the progress and sophistication of information technology;
- Implementation of e-gov in Bogor City is still on halfway and still far below the ideal and desired standards. Ideal shortcomings are not only in the local context but also in a global context. The quantitative achievements show significant progress, but the quality is still inadequate due to shortcomings in human resources, infrastructure, and regulation. Therefore, it is necessary to refine the concept and strategy of e-gov implementation from all sides;
- The regulation and standard of e-gov development need to be made so that there will be no multi interpretation individually or by the organizer, in this case, is the local government. In terms of management, despite following the guidance parameters from the ministry of communications, the implementation of e-gov by the local government is still oriented to web presence only. The other two stages of transactions and transformations are still neglected to run where in this paper the city gets many honors both domestically and abroad. The E-Government is doing well where parts of the infrastructure, the development of e-Government applications such as SIM Kantaya, Personnel, Archives, Library, Letters, Regional Development and other applications supporting the government to achieve an effective and efficient bureaucracy in community service.

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