

Make A Good Governance And Clean Government In The Implementation Of Regional Autonomy

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Abstract: The ability and capacity of the Regional Government of Barru Regency in realizing a good governance and clean government is still influenced by several factors, including, the Regional Government has not been able to do justice (Equity) well and maximally, the Regional Government has not been able to uphold the State of Law (Rule of Law), Regional Governments have not been able to work effectively and efficient (Effectivity), the Regional Government has not been able to be responsible for the policy (Accountability), and the Regional Government has not been able to formulate and implement the Strategic Vision.

Keywords: Capacity Building, Regional Government, Good Governance and Clean Government, and Regional Autonomy.

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I. INTRODUCTION

The task of the Government of Indonesia is to protect the entire Indonesian nation and all of Indonesia's bloodshed to advance the general welfare and educate the life of the nation and participate in carrying out world order based on independence, lasting peace and social justice.

The granting of autonomy to the regions cannot be separated from the above objectives and directed at several things, including: 1) accelerating the realization of people's welfare through improved services, empowerment, and community participation; 2) in the strategic environment of globalization, regions are expected to be able to increase competitiveness by taking into account the principles of democracy, equity, justice, privileges and specificities as well as the potential and diversity of regions in the Unitary State system. Republic of Indonesia; 3) based on the principle of the unitary state, sovereignty exists only in the state or national government so that no matter how much autonomy is given to the region, the last responsibility is in the hands of the Government and the Regional Government is an integral part of the Unitary State of the Republic of Indonesia; 4) as a legal community unit, the principle of autonomy has the authority to regulate and manage its territory in accordance with the aspirations and interests of its people, as long as it does not conflict with national law and the public interest; 5) create a balance between national and regional interests that pay attention to the conditions, peculiarities and local wisdom in the implementation of good governance and clean government in the implementation of Regional Autonomy as a whole.

A good governance and clean government is a government guided by the 1945 Constitution of the Republic of Indonesia states and the values of Pancasila and applicable law. This can be realized by presenting a transparent and responsible government so that people participate in providing feedback. In the legal context, the basics of the general government are good if they become a bridge between legal norms and ethical norms.

However, the current state of the government is far from good governance and clean government. Implementation of Regional Autonomy still presents abuse of authority carried out by local government officials. The emergence of Corruption, Collusion, and Nepotism as examples of abuse of authority.

II. FORMULATION OF THE PROBLEM

Based on the background of the problems and symptoms and the phenomenon above, then to avoid confusion in the discussion in this paper, the authors limit the formulation of the problem as follows, "How does the Regional Government of Barru Regency to realizing good governance and clean government in the implementation of Regional Autonomy?"

III. BASIC CONCEPTS AND THEORETICAL FRAMEWORK

Definition of Capacity Building

Based on the large dictionary, capacity can mean:

1. Available space; capacity; (*nominal*)
2. Absorption (heat, electricity, etc); (*nominal*)
3. Maximum output; ability to produce; (*nominal*)
4. Capacitor's ability to collect electrical charges (*measured in farad units*), (*nominal*).¹

In this paper, capacity discussions will focus on humans and the systems around them. Some scientists argue that *capacity development or increasing capacity or capacity strengthening* is due to existing capabilities. While others say that *constructing capacity* is a creative process of invisible capacity.

Meanwhile, according to Edralin, (Suradinata) that the United Nations Development focuses on three dimensions, namely;

1. Labor (human resources dimension), namely the quality of human resources and the way in which HR is utilized.
2. Capital (physical dimension), concerning the means of material, equipment, materials needed and space / building,
3. Technology, namely organization and management style, functions of planning, policy determination, control and evaluation, communication, and management information systems.²

Researchers are not inclined to one side, because both have the same characteristics, namely capacity analysis as an initiative to improve local government performance.

Definition of Regional Government

The 4th (fourth) Amendment to the 1945 Constitution of the Republic of Indonesia states clearly the form and composition of regional government within the framework of the Republic of Indonesia. Article 18 paragraph (1) reads: "The Republic of Indonesia Unitary State is divided into provincial and provincial regions divided into regencies and cities, which each province, district, and the city has a regional government regulated by the Law"

Whereas Article 18 paragraph (5) of the 1945 Constitution states that, "Regional governments are autonomous regions that can carry out governmental affairs as widely as possible and have the right to regulate governmental authority except governmental affairs which are determined by the central government affairs".

Whereas the definition of the Regional Government in Law No. 23 of 2014 concerning Regional Government article 1 paragraph 2, is, "Regional Government is the administration of government affairs by the regional government and the Regional People's Legislative Assembly (*DPRD*) in accordance with the principle of autonomy and assistance tasks with the principle the widest possible autonomy in the system and principles of the Unitary Republic of Indonesia as referred to in the 1945 Constitution of the Republic of Indonesia states.

Looking at the definition of local government as mentioned above, what is meant by local government here is the implementation of autonomous regions by the regional government and *DPRD* in accordance with the principle of decentralization in which the regional government is the Governor, Regent or Mayor, and regional apparatus.

The function of the regional government can be interpreted as the regional apparatus that runs, regulates, and organizes the course of government. The functions of local governments according to Law No. 23 of 2014 are:

- a. Organize and manage government affairs on their own according to the principle of autonomy and co-administration.
- b. Carry out autonomy as widely as possible, except for government affairs with the aim of improving community welfare, public services, and regional competitiveness.
- c. Have a relationship between the central government and the regional government. These relationships include financial authority, public services, the utilization of natural resources, and other resources.

In the administration of government affairs, especially local government, it is closely related to several principles in the governance of a country, namely as follows:

- a. Centralization principle

The principle of centralization is a system of government in which all power is concentrated in the central government.

- b. Decentralization principle

¹ Kamus Besar Bahasa Indonesia, Edisi ke 3. Hak Cipta Pusat Bahasa, Jakarta.

²Suradinata, *Pemimpin dan Kepemimpinan Pemerintahan*, PT. Gramedia Pustaka Utama, Jakarta, 1997.

The principle of decentralization is the submission of authority from the government to the regional government to be autonomous in regulating and managing affairs in the system of the Unitary State of the Republic of Indonesia.

c. Deconcentration principle

The deconcentration principle is the delegation of authority from the government by the government to the governor as a government representative to vertical agencies in certain regions.

d. Co-administration principle

The principle of co-administration is an assignment from the government to the regional and/or village government; from the provincial government to the district/city and/or village government; and from the district/city government to the village for certain tasks.

Thus, decentralization is defined as the principle of handing over a large number of government affairs from the central government or regional government to the lower regional governments so that all initiatives, authority, and responsibilities regarding affairs are left entirely to the regions.

Based on the discussion above, the objective that will be realized with the adoption of the concept of decentralization is that there is no *concentration of power* on one side, namely the Central Government. decentralization is expected to bring about the *distribution of power* and *transfer of power*, and the creation of effective, efficient and economical *public services* and the realization of *democratic government* as a model of modern governance and avoid the birth of government centralistic which is actually not popular.

Definition of Good Governance and Clean Government

According to H. A. MuinFahmal, explained that, “a clean Government, the indicator is Norm, while a good Government is a Government that does planning consisting of three elements, namely the Public as a Connoisseur, Self-Employed as an aspirator and the Government as a facilitator, by emphasizing the principles of governance that are transparent, participatory, responsible, effective and fair”.³

The most basic difference between the concept of “government” and “governance” is the point of government pressure on the political, economic and administrative authority in managing the affairs of a nation. While in governance means the way a nation distributes power and manages resources and various problems faced by society.

a. Good Governance

According to Effendi, the concept of governance is, “contains elements of democratic, fair, transparent, rule of law, participatory and partnership,” as for the definition formulated by IIAS, namely, “the process whereby elements in society wield power and authority, and influence and enact policies and decisions concerning public life, economic and social development.”⁴ Whereas according to Tangkilisan, the concept of governance is, “the government is only one of the actors and not always the most decisive actor. The role of the government as a service provider and then infrastructure has shifted into a driving force for the creation of an environment that is able to facilitate other stakeholders to be active in policy.”⁵

According to MuinFahmal, the concept of good governance is, “has a good principle, which basically rests on two main foundations, namely: State Law and Administrative Law, or the State of Law and Democratic State.”⁶

The European Community formulates good governance as a reasonable management of socioeconomic policies, democratic decision making, transparency of government and adequate financial accountability, creation of a market-friendly environment for development, measures to combat corruption, respect for the rule of law, respect for Human rights, freedom of the press and expression. Strictly speaking, UNDP identified 6 characteristics of good governance, namely:

- 1) Participatory;
- 2) Transparent and responsible;
- 3) Effective and fair;
- 4) Promote the rule of law;
- 5) Ensure that social, economic and political priorities are based on consensus in society; and
- 6) Ensure that the voices of the poor and vulnerable are heard in the decision making process.⁷

³MuinFahmal (Konsultasi 14 Agustus 2017)

⁴OnongUchjanaEffendy, *Ilmu Komunikasi Teori dan Praktek*, Remaja Rosda Karya, Bandung, 2005.

⁵Tangkilisan, *Manajemen Publik*, Grasindo, Jakarta, 2005.

⁶MuinFahmal, *Peran Asas-asas Umum Pemerintahan yang Layak dalam Mewujudkan Pemerintahan yang Bersih*, UII Press, Yogyakarta, 2006.

⁷UNDP, *Pembangunan dan pemberdayaan Masyarakat*, Pustaka Pelajar, Jakarta, 1998.

b. Clean Government

The term clean government basically shows the government administrators who get the mandate and joint responsibility of the relevant elements to formulate policies and take actions or ways to direct, control and resolve the problems of the people in a country.

Article 1 paragraph (1) and Article 2 of the Law No. 28 of 1999 concerning state administrators that are clean and free from corruption, collusion and nepotism. With regard to clean government, it is stated that state administrators are:

1. State officials who carry out executive functions
2. State officials who carry out legislative functions
3. State officials who carry out judicial functions
4. Other officials whose main functions and duties are related to the administration of the state in accordance with the provisions of the prevailing laws and regulations.
5. Other officials who have strategic functions in relation to the administration of the state in accordance with the provisions of the prevailing laws and regulations.

According to MuinFahmal, the concept of clean government in Administrative Law is, "it is not formulated in a positive legal norm but can be equated with a government where Administrative Law is part of the Constitutional Law."⁸

As for the general principles of the implementation of clean government, namely:

1. The principle of legal certainty;
2. The principle of orderly state administration;
3. The principle of public interest;
4. The principle of openness;
5. The principle of proportionality;
6. The principle of professionalism;
7. The principle of accountability.

Definition of Regional Autonomy

Discussion of Regional Autonomy cannot be separated from Decentralization. The terms regional autonomy and decentralization in the discussion of governance systems are often used in a mixed manner. Both of these terms can be distinguished academically, but practically in governance cannot be separated, so it is impossible to discuss the issue of regional autonomy without looking at the concept of decentralization.

According to Bryant, the concept of decentralization is, "emphasizing one way to develop local capacity." This explanation can be applied in order to develop the implementation of regional autonomy in Indonesia. In line with Bryant's opinion, according to Rondinelli, the broader concept of decentralization can be divided into four forms, namely: "Deconcentration, Delegation to semi outonomous and prasstatalagancies, Devolution to local government, and non-government institutions"⁹

According to Gerald S. Maryanov (in BintoroTjokroamidjojo), the relationship between regional autonomy and decentralization is, "are two sides of one coin. Regional Government Perspective, the government activities that occur are Regional Autonomy. Central government perspective, the activities carried out by the government are Decentralization."¹⁰

So the realization of decentralization at the regional level is "Regional Autonomy". The system of a country or nation adheres to decentralization and centralization is not contradictory and not dichotomous, but is a sub-system in the framework of state organizations, so that a country or nation is a system, while centralization, decentralization, deconcentration and co-administration are sub-systems. The problem is, how to find balance between the sub-systems.

IV. DISCUSSION

The success of regional autonomy is highly dependent on the regional government, namely the *DPRD*, the head of the regional government and the apparatus of the regional government and the community to work hard, skillfully, discipline, and behave in accordance with the values, norms and morals, as well as the provisions of the prevailing laws and regulations. Regional autonomy policy, which since the beginning of 2001, can indeed be seen as part of a process of change. However, if the amendment process is based only on the policy of regional autonomy, specifically contained in Law No. 22 of 1999, it is revised by Law No. 32 of 2004, revised again by Law No. 1 of 2008, and revised again with Law No. 23 of 2014, democracy will never materialize.

⁸MuinFahmal, *Op.cit.*,

⁹ Bryant dan White, *Manajemen Pembangunan untuk Negara Berkembang* (terj. Rusyanto L. Simatupang), LP3ES, Jakarta, 1987.

¹⁰BintoroTjokroamidjojo, *Pengantar Administrasi Pembangunan*, LP3ES, Jakarta, 1984.

To achieve a democratic order, every policy-making process by the political elite must exclude interests that conflict with the interests of democracy and justice. Increasing community participation in every process of public policy making is important as a reflection of democratic principles in a country. This becomes very appropriate when community participation is then appointed as one of the principles that must be carried out by the government in an effort to achieve good governance.

Based on its development, the principle of participation will be in line with public services where the position of the community is not only as a customer but as a citizen who is an entity not separated from the state system. This will also provide opportunities for the wider community to find out various information about governance. So that the community can easily provide support if the government is more in favor of the public interest, and/or vice versa.

To find out the capabilities and capacities of the Regional Government of Barru Regency in realizing the implementation of Regional Autonomy, an assessment based on indicators of good governance and clean government will be carried out as follows:

1. Equity

In the framework of the implementation of a just regional government in accordance with the mandate of the 1945 Constitution of the Republic of Indonesia, the regional government that manages and regulates government affairs according to the principle of autonomy and co-administration, is directed to accelerate the realization of public welfare through improved service, empowerment and community participation, as well as enhancing regional competitiveness by taking into account the principles of democracy, equity, justice, privileges, and peculiarities of an area within the system of the Unitary State of the Republic of Indonesia. Departing from this understanding, the principle of Equity as a good governance and clean Government Accelerator for the Regional Government of Barru Regency can be seen from the statements of respondents through filling out questionnaires carried out to 90 (ninety) respondents from the Regional Government of Barru Regency, Sub-District and Village Heads within the scope of Barru Regency. The results based on the principle of Equity can be seen from table 1 below.

Table 1
Respondents' answer classification on the principle of equity as a good governance and clean government accelerator for the Regional Government of Barru Regency

No.	Description	Frequency	Presentase (%)
1.	a. Very effective	8	08,89
2.	b. Effective	28	31,11
3.	c. Less effective	43	47,78
4.	d. Ineffective	11	12,22
	total	90	100,00%

Source of Questionnaire Results Data in 2018

2. Rule of Law

Legitimate power in the implementation of a democratic government is a guarantee of the realization of a balanced legal relationship between the sovereignty of the people and the power of government, based on the principle of the rule of law (rechtsstaat). An important element in the rule of law (rechtsstaat), which characterizes the rule of law includes:

1. The guarantee that the government in exercising its power is always carried out on the basis of laws and regulations,
2. Guaranteed legal protection against fundamental rights,
3. The distribution of state power that is clear, fair and consistent, and
4. Legal protection of judicial bodies against government actions.

With this concept, government power not only implements bound authority, but also strength in exercising free authority. The power that relies on free authority basically consists of the authority to decide independently and the authority of the interpretation of the norm is disguised. Free power is still a force that is subject to the law, namely in the form of an unwritten law which is the principles of decent governance as the basis for implementing government norms.

Community participation in the political process and formulation of public policy requires a system and rule of law. In this connection, in the process of realizing the hope of good governance, it must be balanced with a commitment to uphold the rule of law with characters including: rule of law, legal certainty, responsive law, consistent and non-discriminatory law enforcement, an independent judiciary, the legal framework must be fair and enforced indiscriminately, including laws relating to human rights.

Departing from this understanding, the principle of Rule of Law as a good governance and clean Government Accelerator for the Regional Government of Barru Regency can be seen from the statements of respondents through filling out questionnaires carried out to 90 (ninety) respondents from the Regional Government of Barru Regency, Sub-District and Village Heads within the scope of Barru Regency. The results based on the principle of Rule of Law can be seen from table 2 below.

Table 2
Respondents' answer classification on the principle of rule of law as a good governance and clean government accelerator for the Regional Government of Barru Regency

No.	Description	Frequency	Presentase (%)
1.	a. Very effective	16	17,78
2.	b. Effective	32	36,56
3.	c. Less effective	33	35,67
4.	d. Ineffective	9	10,00
	total	90	100,00%

Source of Questionnaire Results Data in 2018

3. Effectively and Efficient (Effectivity)

Good governance is the most prominent issue in the current era of regional autonomy. The request was very aggressive by the public to the government to implement good governance in line with the increasing level of public knowledge and education and the influence of globalization.

In connection with the implementation of regional governance based on the principles of good governance, decision making and policies by the local government bureaucracy must be in accordance with the functions of public services. On that basis, the public will pay attention to every implementation of public policy.

All citizens have a voice in decision making, both directly and through legitimate representative institutions that represent their interests. This comprehensive participation builds on the freedom to collect and express opinions, as well as the ability to participate constructively. This principle has not been fully felt by the public, especially in government program policy making where the public is limited to submission.

Departing from this understanding, the principle of Effectively and Efficient (Effectivity) as a good governance and clean Government Accelerator for the Regional Government of Barru Regency can be seen from the statements of respondents through filling out questionnaires carried out to 90 (ninety) respondents from the Regional Government of Barru Regency, Sub-District and Village Heads within the scope of Barru Regency. The results based on the principle of Effectively and Efficient (Effectivity) can be seen from table 3 below.

Table 3
Respondents' answer classification on the principle of effectively and efficient (effectivity) as a good governance and clean government accelerator for the Regional Government of Barru Regency

No.	Description	Frequency	Presentase (%)
1.	a. Very effective	18	20,00
2.	b. Effective	25	27,78
3.	c. Less effective	35	38,89
4.	d. Ineffective	12	13,33
	total	90	100,00%

Source of Questionnaire Results Data in 2018

4. Accountability

Accountability is a degree that shows the authority's responsibility for service policies and processes carried out by the government bureaucracy. The implementation of good governance is the main prerequisite for realizing the aspirations of the community in achieving the goals and ideals of the nation and state.

In this case, it is necessary to develop and implement a system of participation, transparency, and accountability that is appropriate, clear and real so that the implementation of Regional Government can take place efficiently, successfully, cleanly and responsibly. The extent to which good governance in the Regional Government depends on the extent to which the community participates.

Some pillars of good governance in interacting with each other are interrelated, namely: *Government*, *Citizen*, and *Business or State, Society, and Private Sector*. Basically, the pillar has the consequences of

accountability to the public or the community, especially the *stakeholders* which includes three pillars as “*How to govern*” actors for their activities.

Community participation that takes pride in development planning through "*bottom-up and top-down planning*" is in the Village-level Village Development Discussion Section by LKMD and is a pride in the form of community participation in the past, which is basically "*mobilization*" or at least whether participation in this type of "*statutory*", the participation of local democratization planned by the government in the end is also still "*under control*".

The next discussion was on managerial aspects through the concept of *New Government Management*, how local government must have the right organizational structure, desired by openness, and performance measurement related to the organizational structure. In addition, the agenda has been prepared by the central government, especially those related to the regions to carry out good governance.

Departing from this understanding, the principle of Accountability as a good governance and clean Government Accelerator for the Regional Government of Barru Regency can be seen from the statements of respondents through filling out questionnaires carried out to 90 (ninety) respondents from the Regional Government of Barru Regency, Sub-District and Village Heads within the scope of Barru Regency. The results based on the principle of Accountability can be seen from table 4 below.

Table 4
Respondents' answer classification on the principle of accountability as a good governance and clean government accelerator for the Regional Government of Barru Regency

No.	Description	Frequency	Presentase (%)
1.	a. Very effective	13	14,44
2.	b. Effective	27	30,00
3.	c. Less effective	34	50,67
4.	d. Ineffective	16	12,09
	total	90	100,00%

Source of Questionnaire Results Data in 2018

5. Strategic Vision

Strategic vision is a strategic view to face the future. Leaders and communities have broad perspectives on good governance, human development, and sensitivity to the need to realize this development. In addition, they must also have an understanding of the historical, cultural and social complexity which is the basis for the formation of this perspective.

According to the author, there are three reasons underlying the implementation of public services that can encourage good governance practices in Barru District, namely:

1. Improving the performance of public services is considered important by stakeholders, namely the government, citizens, and the business sector.
2. Public services are the third area of governance elements to conduct very intensive interactions.
3. Values that have the characteristics of good governance practices have been translated more easily and clearly through public services.

The phenomenon of public service by the government bureaucracy is full of problems, such as long-winded service procedures, time and price uncertainty that make services difficult to reach by the public. This causes distrust of service providers in this case the bureaucracy so that people look for alternative ways to get services through certain ways, namely by providing additional costs.

In the provision of public services, in addition to the above problems, it is also about how services are received by people who often insult their dignity as citizens. Communities are placed as clients who need the help of bureaucratic officials, so they must submit to bureaucratic provisions and their officials' willingness. This happens because the culture that develops in the bureaucracy so far is not a service culture, but rather leads to a culture of power.

Another argument that proves the importance of public services is their relationship to the level of people's welfare. This is evident because in the developing regions the awareness of bureaucrats to provide the best service to the community is still very low.

Departing from this understanding, the principle of Strategic Vision as a good governance and clean Government Accelerator for the Regional Government of Barru Regency can be seen from the statements of respondents through filling out questionnaires carried out to 90 (ninety) respondents from the Regional Government of Barru Regency, Sub-District and Village Heads within the scope of Barru Regency. The results based on the principle of Strategic Vision can be seen from table 5 below.

Table 5
Respondents' answer classification on the principle of strategic vision as a good governance and clean government accelerator for the Regional Government of Barru Regency

No.	Description	Frequency	Presentase (%)
1.	a. Very effective	7	07,78
2.	b. Effective	22	22,44
3.	c. Less effective	43	47,78
4.	d. Ineffective	18	20,00
	total	90	100,00%

Source of Questionnaire Results Data in 2018

V. CONCLUSION

The ability and capacity of the Regional Government of Barru Regency in realizing a good governance and clean government is still influenced by several factors, including, the Regional Government has not been able to do justice (Equity) well and maximally, the Regional Government has not been able to uphold the State of Law (Rule of Law), Regional Governments have not been able to work effectively and efficient (Effectivity), the Regional Government has not been able to be responsible for the policy (Accountability), and the Regional Government has not been able to formulate and implement the Strategic Vision.

In order for the Regional Government of Barru Regency to have the capacity to carry out good governance and clean government, the Regional Government of Barru Regency must do the following:

- a. The Regional Government must be able to do justice (equity) well and maximally to the community,
- b. The Regional Government must be able to enforce the rule of law,
- c. The Regional Government must be able to work effectively and efficiently,
- d. The Regional Government must be able to work accountably, together and
- e. The Regional Government must be able to formulate and implement strategic vision in accordance with regional potential.

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