

UDC 332

**VILLAGE GOVERNMENT ACCOUNTABILITY IN UTILIZING AND MAINTAINING
DEVELOPMENT OUTCOME: A CASE STUDY OF DRINKING-WATER
IN DULOLONG BARAT VILLAGE**

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ABSTRACT

This research aimed to describe and analyze: (1) the accountability of the village government in utilizing and maintaining drinking water facilities and (2) factors supporting the accountability of the village government and community in utilizing and maintaining drinking water and environmental sanitation facilities. It was a case study using a qualitative approach. We conducted this study in Dulolong Barat Village, Alor Regency, East Nusa Tenggara Province, Indonesia. The village received PIDRA, Pamsimas, and the drill well program from the Ministry of Social Affairs in 2001 – 2013. However, the programs failed to meet the needs of the village community sustainably. Therefore, this study focused on the availability of drinking water; community's responsibility in using drinking water; community and village government's responsibility to maintain drinking water; supervision of drinking water utilization and maintenance; and public awareness on utilization and maintenance of drinking water facilities. Data were collected through observations, interviews, and document study. Data analysis was done by conducting data reduction, data presentation, drawing conclusions or verification, and validation using triangulation. The research result showed the village government was not accountable for utilizing and maintaining drinking water and environmental sanitation facilities. Drinking water was available to the community. However, the community and village government did not manage drinking water facilities properly. The community took advantage of the facilities without maintaining the facilities. The village government used the condition as an opportunity to propose a rehabilitation program for drinking water facilities. The community considered the drinking water facilities as the property of the program implementer, so they showed a low level of ownership as they considered themselves as program beneficiaries. There is a low supervision level of the regency government, causing low public awareness to perform horizontal and vertical supervision.

KEY WORDS

Accountability, village government, utilization, maintenance, development results.

As stated in the Preamble of the 1945 Constitution, the government aims to improve community welfare—the government shall promote public welfare and improve the nation's life. Therefore, the government conducts continuous development to improve community welfare. It is also necessary to educate the community to maintain and take advantage of existing development outcomes.

The village head, as one element of government, is elected once every six years. During the period, the village government performs development to meet the community's needs. Drinking water is one of the basic needs of the community. The community in Dulolong Barat Village uses the well water along the coast available during high tide. However, the well is dry during low tide. The village community uses five public wells. The community in Dulolong Barat Village received funds through *Participatory Integrated Development in Rainfed Area* (PIDRA). The Government built rainwater collection tanks in two phases: the first phase was from 2001 to 2004, and the second phase was from 2005 to 2008. The Government performed a program *Penyediaan Air Minum dan Sanitasi Berbasis*

Masyarakat (Pansimas)¹ in 2011. In addition, the government built drinking water pipes using the water springs in Gapura IV Hamlet, Dulolong Village. The Ministry of Social Affairs also provided drilled well assistance in 2013.

However, the programs for rural communities did not provide easy access to sustainable drinking water and sanitation facilities. In addition, the program failed to stop people from *Buang Air Besar Sembarangan* (BABS)² and encourage them to do Cuci Tangan Pakai Sabun (CTPS)³. Village communities have access to drinking water from the PIDRA, Pamsimas, and drill wells programs. However, access to drinking water was only temporary or not sustainable. As a result, the community continues to practice BABS. The regency government did not allocate special funds within Anggaran Pendapatan dan Belanja Daerah (APBD)⁴ to maintain and expand drinking water and sanitation facilities to achieve 2019 Universal Access targets. However, to receive the Pansimas program, the regency or city government needs to allocate APBD to maintain and expand drinking water and sanitation facilities.

The government and society are responsible for maintaining water pipelines. The government may demonstrate program accountability by supervising village government officials. The community is responsible for maintaining drinking water facilities built through PIDRA and Pamsimas and by the Ministry of Social Affairs. Despite having water pipelines installed, however, the water hardly flows.

Based on the background, this research aimed to describe and analyze: (1) the accountability of the government and village community in utilizing and maintaining drinking water and sanitation facilities, and (2) factors supporting the accountability of the government and village community in utilizing and maintaining drinking water and sanitation facilities.

LITERATURE REVIEW

Village Development

Development is a form of service duties carried out by the government to meet the needs of the general public (Riyadi & Supriady, 2003). Development is the implementation of service tasks. In this regard, meeting the community's needs is a major concern in carrying out development activities. One of the primary indicators to measure the success or failure of a development process is fulfilling community needs directly or indirectly. Fulfilling community needs will increase community satisfaction. In addition, service quality influences community satisfaction. Therefore, the development concept needs to build service centers fairly to increase community satisfaction.

Community-oriented development indicates that the development outcome is beneficial for the local community. In addition, the community bears the development risk and cost. Therefore, in addition to program benefits, the community needs to understand development program planning and costs. The community may participate in the development planning; however, community participation depends on social, cultural, economic, and education levels (Riyadi & Supriady, 2003). In the social context, empowerment aims to improve the community in each region. The empowerment program allows the community to participate in regional development and display their respective potentials and abilities. The government's role is crucial to realize community participation (Riyadi & Supriady, 2004).

The village community empowerment aims to increase community welfare or living standards. The community welfare and living standards have physical, economic, mental, and social dimensions. Increasing welfare and living standards require fulfilling community needs (Soetomo, 2013). Usman (2003) stated that integrated development programs aimed to increase rural population productivity, improve quality of life, and strengthen self-sufficiency. Waterston (in Usman, 2003) stated six basic elements of village community development: (a) developing agriculture using labor-intensive work, (b) expanding

¹ *Community-based Project for Drinking Water and Sanitation Improvement*

² *Open defecation free*

³ *Handwashing with soap*

⁴ *Local Budget*

employment opportunities, (c) intensifying small-scale labor by developing small industries in rural areas, (d) promoting self-sufficiency and increasing participation in decision-making processes, (e) developing urban areas capable of supporting rural development, and (f) building institutions capable of coordinating multisectoral projects.

Village Government Accountability

Accountability refers to a relationship in which an individual or institution is obliged to account for its delegated task performance. The accountability mechanism is a tool to determine whether the delegated tasks are carried out satisfactorily (Romzek and Dubnick, 2000). According to Caiden (in Haryatmoko. 2011), accountability is defined as fulfilling the responsibility to report, explain, give reasons, answer, carry out obligations, record and submit reports, and be accountable to external parties especially the community. Bovens (2005) explained the accounted party might be an individual, institution, or accountability forums, such as the general public. In addition, accountability forums may be virtual—for instance, individual awareness or truth values. Gay Peters (in Haryatmoko, 2011) defined accountability as the ability to respond to public needs or respond quickly to public issues. Therefore, accountability relates to what is accounted for, the accountability targets, and what guarantees the quality of accountability.

Accountability refers to plan an action using public resources. The plan and action are submitted to internal or external parties. Internal parties refer to hierarchy and legal laws. External parties refer to responsiveness to the public interest and take the community’s side (Kingsley,1944; Krislov & Rosembloom, 1981).

Bevir (2007) stated three tendencies supporting accountability:(1) transparency and the right to obtain information; (2) direct control or citizen input through *Ombudsman* (public service supervisor), public officials, referendums, surveys, focus group discussions, and other forms of opinion polls; and (3) regulation of private interests in public relations by introducing standards of practice and establishing a requisite list. Barbara Romzek S. and Patricia Ingraham (in Denhardt and Denhard, 2003) explain that control is a guaranteeing factor of accountability. There are several sources of accountability, namely: (1) hierarchical accountability through supervision of superiors to subordinates; (2) legal accountability through supervision of compliance with specified mandates, for instance, legislative and constitutional structures; (3) professional accountability through institutionalized practice norms; and (4) political accountability through responses to key external stakeholders, such as elected officials, customer groups, the general public, etc. Romzek & Dubnick (2000) explain that accountability is guaranteed through supervision (internal and external) within some levels (high or low) on public agents as shown in the following model:

| | | Control Source | |
|---------------|---------------|-----------------|-----------------|
| | | <i>Internal</i> | <i>External</i> |
| Control Level | <i>Top</i> | Hierarchy | Law |
| | <i>Bottom</i> | Professional | Politic |

Figure 1 – Types of Accountability Relationships in a Democratic System

The source of control is then added with the public control source (Djaha, 2012); the public control source was an expansion of Peters’s idea (2001) regarding external control and Judit & Widodo’s (2001) regarding democratic control. The addition of public control to control source, in addition to hierarchical, professional, legal, and political control source, as a separate dimension, is a novel idea. The new control source requires further assessment to measure the level of control. Therefore, the control cell may synergize and create accountable bureaucracy.

Public control refers to public pressure and publicity of public complaints. Public control is dependent on community participation to carry out intended control (control through participation). Public control is determined by government transparency, which in turn

provides public access to information. Despite easy access to information, there is a lack of public willingness to access the information. Therefore, the public willingness and ability to access information is crucial. The three components will increase public control. The government may be able to disseminate programs and projects effectively. Effective socialization requires actors' discipline. The actors' discipline requires an integrity factor. This research presents various cases that built a logical relationship construction.

METHODS OF RESEARCH

This research used a qualitative approach and case study. We conducted the study in Dulolong Barat Village. The village received three drinking water programs from 2001 to 2013. However, the drinking water facility utilization and maintenance did not meet the needs of the village community. Therefore, this research focused on: (1) the availability of drinking water; (2) village community utilization of drinking water facilities; (3) village government and community maintenance of drinking water facilities; and (4) government and community supervision. Data collection employed observations, interviews, and document study. The data were analyzed using Miles and Huberman's (2007) cross-site analysis techniques involving data reduction, data presentation, and conclusion drawing or verification. In addition, we used the triangulation technique to validate the research result.

RESULTS AND DISCUSSION

Dulolong Village has received various clean water programs since the 1990s, for example, *Program Nasional Pemberdayaan Masyarakat (PNPM)*⁵, PIDRA, Pamsimas, and Drill Well Assistance from the Ministry of Social Affairs. Therefore, this research focused on PIDRA,

The Pamsimas program aims to create a clean and healthy environment by providing community-based drinking water and sanitation services. It is in line with the commitment of the Indonesian Government to achieve 100% public access to safe drinking water and proper sanitation in a sustainable manner by 2019. The program is known as Universal Access 2019.

The community-based approach places the community as the main and decisive actor in all stages—from preparation, planning, implementation to maintenance. Pamsimas includes community empowerment activities and local institutional development, improves clean and healthy living behavior, builds drinking water and public sanitation facilities, and provides training and technical guidance. Dulolong Barat Village received the Pamsimas program in 2011. The program installed a water pipe network that provided clean drinking water. In addition, Pamsimas provided supporting facilities such as reservoirs, pipes, and faucets at the local people's houses.

The community collected IDR 11,000,000.00 as a prerequisite of Pamsimas program implementation and submitted the funds to the regency government through the Public Works Department. Afterward, the Alor Regency Government disbursed IDR 250,000,000.00 program funds. The regency government handed the fund to *Satuan Pelaksana (Satlak)*⁶. Satlak procured pipes, materials for faucets, and water reservoirs. Satlak worked for two years (from 2010 to 2011), installed 3000 meters of water pipes, constructed two new reservoirs sized 2x2x2 meters, renovated one PIDRA reservoir, and installed 24 water faucets. Satlak handed the development outcome to Badan Pengelola Sistem Penyediaan Air Minum dan Sanitasi of Dulolong Barat Village (BPSPAMS)⁷.

Availability of Drinking Water

The Pamsimas program took water from the spring in Gapura Hamlet, Dulolong Village. The Gapura Hamlet is approximately four kilometers to the east of Dulolong Barat

⁵ Rural Community Independent Empowerment Program

⁶ The implementing unit

⁷ Water Supply and Sanitation Management Agency

Village. The spring is the source of water for the Gapura River. The spring flows throughout the year to provide clean water to Dulolong Village and Dulolong Barat Village. The water flowed into the three reservoirs, and the pipeline from the spring was connected to 24 water faucets in Tamedor, Folobo, and Aboit. The community was able to enjoy clean drinking water. In the first year (2011), the water flowed continuously and fulfilled the community's need for drinking water. Afterward, the community built a sanitation system. The community opted to obtain clean water from the tap instead of wells on the shores. In addition, the community stopped doing *Buang Air Besar Sembarangan* (BAB) at several points of Folbo and Aboit beach. The community opted for toilets built in their houses.

However, the program benefit did not last long. In 2012, a new village head was appointed. The village head replaced BPSPAMS management with new management without a legal basis, such as the Village Head Decree regarding dismissal and appointment of BPSPAMS management. The drinking water facilities were neglected due to management conflicts. The village government considered the old management to be no longer functioning. On the other hand, the new management had no legal basis. The drinking water facility started to malfunction. In addition, irresponsible villagers stole the pipelines. The community knew who stole the pipes but chose to turn a blind eye. The condition continued for five years (from 2013 to 2018). Therefore, the community returned to using water from wells on the beach.

Drinking-Water Utilization

According to observations, four water fauces, one reservoir, and 1500 meters of water pipe still functioned well. From the gate of Dulolong Village to Tamedor (Dulolong Barat Village), the water pipe main network was in good condition. However, 1500 meter pipes, four water faucets, and two reservoirs were damaged around 2013 to 2015. The village government did not repair the damages because the village could not fund the repairs.

In 2015, the community returned to its previous lifestyle due to unmaintained drinking water facilities. Similar problems occurred to other government programs. Problems started to appear after the program ended. The management did not function properly due to a lack of utilization and maintenance rules. The village government charged a monthly fee of IDR 5,000.00 per family for maintaining the drinking water facilities. The village head admitted that the monthly fee had no legal basis or written regulation. Therefore, the village government did not regulate the rights and regulations of water users, organizational management structure, management rights and obligations, village government rights and obligations, and the accountability mechanism of the management.

The community used the drinking water, yet they did not pay the monthly fee; some admitted that they could not afford to pay the monthly fee. Some others claimed to have no problem with the monthly fee. However, they found it difficult to pay regularly. Furthermore, after delaying payment for several months, the amount they had to pay increased. Therefore, the poor could not pay the monthly fee. In general, community members were regularly paying monthly fees—yet, some were unable to pay monthly fees regularly. There were no sanctions given to community members who did not pay the monthly fee—it caused jealousy among those who paid regularly. Several factors were found to cause the community to be irresponsible in utilizing and maintaining drinking water facilities: economic, public awareness, transparency and accountability of public fund management, and unfair managerial treatment.

Drinking-Water Maintenance Responsibilities

Satlak was responsible for installing water pipes and had to hand the development result to BPSPAMS after program completion. The village head formed BPSPAMS as the water and sanitation management organization. BPSPAMS manager was responsible to the village head. The village head was responsible for the establishment, development, and supervision of BPSPAMS.

However, issues regarding the use of clean water and sanitation started to appear. BPSPAMS did not function optimally due to weak legitimacy. There were conflicts between

old management and new management as the new management did not understand BPSPAMS functions properly. The village government neither supervised nor guided BPSPAMS. The regency government did not guide BPSPAMS and village government, nor they provide incentives for agency managers.

Supervision and Development of the Water and Sanitation Management

Several parties should supervise the management and utilization of drinking water and sanitation facilities to ensure the accountability of the utilization and maintenance. The village government supervises BPSPAMS, *Kelompok Keswadayaan Masyarakat (KKM)*⁸, and *Air Minum dan Penyehatan Lingkungan (AMPL)*⁹ cadres. BPSPAMS and KKM supervise community behavior in using water and sanitation facilities. Based on the research result, the community no longer used drinking water from the Pamsinas program; instead, they used well water on the beach, far from the residential area. The village head turned a blind eye to the fact that the community lacked basic needs for years. BPSPAMS did not repair the water pipelines and left the facilities broken. Furthermore, the village government neither form KKM nor guide AMPL cadres. No agencies were supporting the utilization and maintenance of clean water and sanitation facilities. Based on the research result, there was a very low level of village head supervision and guidance.

The regency government guidance is necessary to improve drinking water and sanitation facility management quality in the village. Empowerment is necessary to improve crucial sectors—for instance, the management of *Dana Bantuan Langsung Masyarakat (BLM)*¹⁰. The regency government needs to foster BPSPAMS regarding the use of funds, bookkeeping, and fund accountability. In addition, the regency government needs to conduct training for agency managers. The training refers to program implementation, drinking water and sanitation facilities maintenance in public places (schools, households, mosques, churches, and so on.), improve *Perilaku Hidup Bersih dan Sehat (PHBS)*¹¹, and facility management and maintenance. However, there is a lack of regency government empowerment and training programs to improve drinking water and sanitation facility management. As a result, there was a lack of financial management on government BLM and community monthly fees. Furthermore, village government bookkeeping was not well organized, and it caused low accountability.

BPSPAMS carried out drinking water and sanitation facility maintenance. The community supported the facility maintenance. However, after the drinking water and sanitation facilities were broken, the level of community participation decreased. Therefore, there was a lack of sustainability of Pamsinas community service program.

Community Awareness on Utilizing and Maintaining Drinking Water and Sanitation Facilities

Community awareness refers to their awareness in utilizing and maintaining drinking water facilities, including faucets, reservoirs, and water pipes. The community maintained the pipeline to prevent leaking or damage. Maintenance referred to how the community maintained the Pamsinas drinking water facility and paid monthly fees. The community considered that the Pamsinas drinking water facility maintenance was inadequate. In May 2018, only four faucets remained functioning, or 83.33% of the faucets were damaged. Two out of three water reservoirs remained functioning (66.67%). About 1500 meters of pipelines remained functioning (50%). The village government set a monthly fee of IDR 5,000.00, and the community paid the monthly fee regularly during the first half of the year. However, the community failed to pay monthly fees regularly afterward.

There was a lack of drinking water facilities maintenance due to: (1) sufficient skill to repair damaged water facilities of the villagers and BPSPAMS, (2) no AMPL cadres in the village to support facilities maintenance; and (3) inadequate fund or maintenance since not

⁸ Community self-help group

⁹ Drinking Water and Environmental Sanitation

¹⁰ Direct community assistance on village funds

¹¹ Clean and healthy living behavior

all people paid monthly fees regularly. Due to the frequent delays, the fees multiplied. Therefore, the villagers could not afford to pay the fee.

Based on the research result of the utilization and maintenance of Pamsinas and PIDRA program facilities, the village government, BPSPAMS, KKM, and village communities were irresponsible. The drinking water facilities provided by the government and non-government organizations went into disrepair. The village government did not regulate the principles, scope, organization, authority, mechanism, transparency, and accountability of drinking water facilities utilization and maintenance. The village government could not make the required regulations. Furthermore, horizontal conflicts happened between the BPSPAMS management and the absence of KKM and *Kader Pemberdayaan Masyarakat Desa* (KPMD)¹². Conflicts occurred related to the transparency and accountability of resource management, such as drinking water monthly fees, BLM, and management incentives. The village government and *Badan Permusyawaratan Desa* (BPD)¹³ could not resolve the issue.

Furthermore, there was a lack of proper supervision from the authorities. BPSPAMS and KKM should supervise the utilization and maintenance of drinking water facilities. Furthermore, the village government should supervise BPSPAMS and KKM. In turn, District and Regency Government should supervise village government. The affected community should actively perform surveillance and report to the authority. For instance, the community was not satisfied with BPSPAMS performance. The community should report to the village government. Should the village government fail to do its duty, the community should report to the regency government through the district government. Collective negligence of community, KKM, BPSPAMS, village government, district government, and regency government caused unaccountable utilization and maintenance of drinking water facilities.

The unaccountable utilization and maintenance of drinking water facilities were categorized as collective or systemic negligence. Every element involved has exhibited negligence, causing a vicious cycle. Therefore, it is necessary to examine the source of the problem. The community, as the party of interest, may break the vicious cycle. The community should report to the village government when the drinking water facilities started to damage. If the village government fails to address the issue immediately, the community should report to the district government. If the district government does not follow up on the issue, the community should submit a report to Ombudsman, printed and electronic media as a form of public pressure. Public pressure may force the government bureaucracy to be responsive to community interest.

Public pressure through the function of public control makes the government bureaucracy more accountable. Djaha (2012) explained the control and accountability of the bureaucracy in Alor Regency public services. Public control is needed to ensure bureaucratic accountability when hierarchical control, professional control, legal control, and political control can no longer guarantee accountability.

Romzek and Dubnick explained that to ensure bureaucratic accountability, including accountability in utilizing and maintaining drinking water and environmental sanitation, hierarchical control and legal control should be of high intensity, while professional control and political control should be of low intensity. Based on the research result, the regency and district government had low hierarchical control over the Dulolong Barat Village government. Badan Pengawasan Keuangan dan Pembangunan (BPKP)¹⁴ or other competent institutions did not perform audits (legal control). The weak hierarchical control and legal control caused the village government unaccountable in utilizing and maintaining drinking water facilities.

In addition to Romzek and Dubnick's external control sources, the Pamsimas program recognized the existence of *Unit Pengaduan Masyarakat* (UPM)¹⁵ and *Pengelolaan Pengaduan Masyarakat* (PPM)¹⁶. Pamsimas program provided space for public control over the management of drinking water. However, the community was not aware of UPM. In

¹² Village community empowerment cadres

¹³ Village Consultative Body

¹⁴ Financial and Development Supervisory Agency

¹⁵ Public Complaint Unit

¹⁶ Community Complaint Management

addition, there is no UPM in BPSPAMS. As the community was not aware of UPM, they filed their complaint to the village government. At the time of the research, the public complaint remained in the village government. The village government did not forward the public complaint to the district or regency government.

This study used a qualitative constructivist approach. Therefore, the finding and discussion were constructed into a theoretical framework. The framework is shown in the following figure.

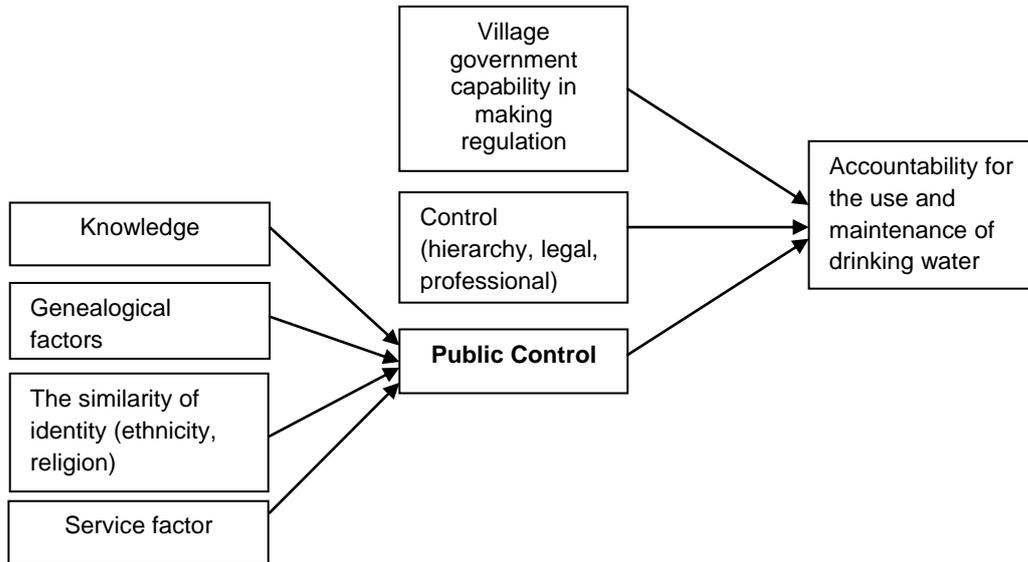


Figure 2 – Village government accountability model on the utilization and maintenance of development outcomes (a case study of drinking water facilities)

CONCLUSION

The government of Dulolong Barat Village was unaccountable regarding the utilization and maintenance of drinking water and environmental sanitation facilities. The village government was unable to guarantee the sustainability of PIDRA and Pamsimas drinking water facilities. The village community was unaccountable for the utilization and maintenance of drinking water facilities. There were low economic capacity and community awareness that weakened the public control over the village government’s accountability.

The village government was unable to maintain and utilize drinking water facilities. Several factors influenced the village government’s inability, such as the fact that the village government did not create management, utilization, and maintenance regulation of drinking water facilities. Furthermore, the village government could not control the utilization and maintenance of drinking water and sanitation facilities. Their inadequate knowledge of Pamsimas and PIDRA program, genealogical factors, the similarity of identity factors, and service factors caused weak public control. Weak public control has led to damages to the drinking water and sanitation facilities.

The community was irresponsible in regards to the utilization and maintenance of drinking water facilities. The community did not pay monthly fees regularly—there were community members who used water without paying. The community let the water faucets, reservoirs, and pipes into disrepair. The community had no sense of ownership over the drinking water facilities since they considered themselves program beneficiaries. However, they considered the program implementer and managers were the ones responsible for the maintenance.

Suggestions:

1. The village government needs to regulate principles, authorities, mechanisms, rights, obligations, and sanctions for facility managers, users, district and regency officials. For this reason, it is necessary to provide guidance to increase village government capacity. Empowerment may be done routinely through education and training.
2. As users of drinking water facilities, the village community needs to foster a sense of ownership of all the facilities. The sense of ownership will become the basis for the village community to pay the monthly fee, repair damaged facility (individually or as a group), and supervise other users, village government, and BPSPAMS. It is necessary to encourage the formation of KKM and KPMD.
3. The community, district government, and regency government need to carry out public control, hierarchical control, and professional control. It is necessary to improve public awareness of the programs to increase public control. In addition, it is necessary to suppress disrupting factors, such as the genealogical factor, the similarity of identity factor, and the service factor. District and regency government may improve supervisory function by performing budget control regularly.

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