

# Strengthening Ethics In Public Bureaucracy Reform Towards Good Local Governance At Regional Development Planning Board Of Langkat Regency, North Sumatra Province

Faisal Eriza<sup>1</sup>, Beti Nasution<sup>2</sup>, Muhammad Arifin Nasution<sup>3</sup>, Nurman Achmad<sup>4</sup>

<sup>1,2,,3,4</sup> Universitas Sumatera Utara, Medan, Indonesia.

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**Abstract.** This study aims to analyze how to strengthen ethics in public bureaucratic reform towards good local governance. The method used in this study is descriptive with a qualitative approach. Primary data collection using in-depth interviews and observation with tape recorder tools and using a structured list of questions. Secondary data collection by studying books, related literature and documents. The analytical method used is qualitative analysis with the Miles & Huberman model. The results in bureaucratic reform, the bureaucratic apparatus must behave as follows: 1) Prioritizing community rights. 2) The work of the bureaucratic apparatus should not be viewed as a technical problem, but must be viewed as a moral problem. 3) Professional. 4) Accountable. Strengthening bureaucratic reform ethics towards good local governance through: 1) Commitment of leaders. 2) Legal Regulations. 3) Code of Conduct and Socialization. 4) Accountability mechanism. 5) The existence of the HR Department. 6) Community Participation.

**Keywords:** Ethics, Public bureaucracy Reform and Good Local Governance.

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## 1. INTRODUCTION

Good governance aims to achieve a just and prosperous community welfare. Good governance will be realized if every local government embodies good local governance (good local governance). Good governance and Good local governance are necessity that cannot but be realized (Evionita and Yusmuliando, 2020). However, good local governance is still difficult to realize, even though decentralization has been implemented for a long time (2001), and the reforms of the birology that have been implemented since 1973, and were encouraged again in 1998). In fact, the implementation of governance is still often encountered practices of bad governance, such as non-transparent governance, low responsiveness to community needs, low public participation, and discrimination against stakeholders. Assessment of the realization of good governance and good local governance is closely related to assessing the implementation of government and local governance whether it meets ethical elements, such as services that are not convoluted, not slow, services that do not have to pay bribes, and are transparent. attitude that is respectful and not arrogant and not rude to the people it serves, there is no Corruption, Colution and Nepotism in local government administration.

The public should be served with good treatment (excellent service), with respect, kindness, not being rude, not complicated, and there is no need to pay bribes (bribes), because actually sovereignty is in the hands of the people (Elias, 2022). The public have given up part of their authority to be managed by public officials they directly elect. The public also contribute in the form of money to the development process through taxes set by the government to achieve public's welfare (Berry et al., 2022). Therefore, the aim of good

governance should be to fulfill the needs and interests of the community ethically, politely, without being twisted and accountable to the people/public.

The government has tried to improve the mindset and behavior patterns of bureaucracy that are not yet good (not in accordance with ethical values), and not in accordance with the good order of society through bureaucratic reform efforts. History shows that reforms to improve the mindset and behavior patterns of the bureaucratic apparatus have been carried out since 1973 (Thoha, 2003), which then after the collapse of the New Order regime in 1998, bureaucratic reform was encouraged. The idea of bureaucratic reform is further disseminated to all government agencies which is strengthened by Presidential Regulation No. 81/2010 concerning the Grand Design of Bureaucratic Reforms 2010-2025, as well as the Grand Design and Road Map of Bureaucratic Reform 2015-2019. The Grand Design is a follow-up and is a national strategy for apparatus development to support the success of bureaucratic reform in order to achieve an independent, advanced, just and prosperous Indonesia - which can be achieved by realizing both good governance and good local governance.

Although bureaucratic reform has been rolling for a long time, it turns out that bad, dishonest and unfair governance practices are still found. The administration of government and development is always covered by corruption, collusion and nepotism, and the bureaucratic apparatus cannot yet be held accountable to the people. In fact, corruption is carried out in groups, not by individuals, so that the amount or amount of money corrupted is very large which affects the implementation of development. Indonesian Corruption Watch 2016 found 482 corruption cases with 1,101 suspects and around 47% of corrupt actors determined to be civil servants. Then found buying and selling practices as a new mode of corruption with the most phenomenal case example was the arrest of the Regent of Klaten (Sri Hartini) who was suspected of receiving bribes related to buying and selling positions in the Klaten Government (in Aryani, 2017; 2-3). The case of the Medan Mayor's hand-arrest operation (caught in the act) on October 16, 2019, related to the alleged bribery case for projects and positions in the Medan city government (Tempo.com, 17 October 2019). Cases of unfair hospital services, such as happened in a hospital in Tangerang on August 23, 2019, a father carried his son who had died from the hospital to his house. This happened because the man borrowed an ambulance but was not allowed because it was not in accordance with the procedure (SOP) (Tribun News August 25, 2019). These cases are cases of ethical violations and injustice. The bureaucratic apparatus should be able to think critically and rationally in dealing with any problems at work, and work not only to comply with SOPs.

The case of violations of bad governance as above according to Marliani (2017) in the results of his study found that it is necessary to apply ethical values for state officials in carrying out their duties and functions as a service so that community service is good and not reprehensible. The implementation of bureaucratic reform thus requires strengthening the ethical dimension, so that the bureaucratic apparatus can carry out their duties, functions and responsibilities properly, not violating ethical and moral values. Wiranta in his study (2017) explains that in order to improve the performance of the bureaucratic apparatus, efforts are needed to touch changes in the mental model of the bureaucracy through strengthening ethics and integrity. Violations in government administration as well as in local governance such as corruption and bribery, sale and purchase of positions, convoluted affairs, have resulted in inadequate public services which as a result are alleged to be the cause of unsuccessful efforts to improve people's welfare. The poverty rate in Indonesia is currently 25.14 million or around 9.82% of the total population of Indonesia, while the unemployment rate has increased by 50 thousand people as of August 2019, bringing the number of unemployed to 7.05 million people. (BPS 2019). Likewise in Langkat Regency there is still a poverty rate of 103,080 people or 9.91%. (Statistic Board of Langkat Regency, 2020), unemployment 4.73% (Statistic Board of Langkat Regency 2020) and Human Development Index of Langkat Regency is 70.76

Based on the description above, the authors are interested in conducting a study on the need to strengthen ethicabirocracy in the bureaucratic reform process towards good local governance in Langkat Regency. This study was conducted because the implementation of bureaucratic reform at Regional Development Planning Board of Langkat Regency has not been implemented optimally. Bureaucratic reforms such as structural adjustments at Regional Development Planning Board of Langkat Regency, however, have not yet been able to achieve optimal performance. Human resource development that has not been effective, and the incentive system that is not fair and the policy of the incentive system is not yet transparent, causing jealousy among the bureaucratic apparatus at Regional Development Planning Board of Langkat Regency. Besides that, it was also found that the leadership commitment was still weak and the community participation was low in the process of preparing the 2014-2019 Middle Term Development Plan. This causes regional development planning to be not in accordance with the needs of the community and results in the realization of community welfare in Langkat Regency. The problem raised in this study is how to strengthen ethics in bureaucratic reform at Regional Development Planning Board (BAPPEDA) Langkat Regency towards good local governance?

## **2. RESEARCH METHOD**

This study uses a descriptive method with a qualitative approach. Primary data collection using structured in-depth interviews and observation with tape recorder tools, and using a list of questions. Secondary data collection by studying books, related literature and documents. The analysis method used is qualitative analysis with the Miles & Huberman model.

## **3. RESULT AND DISCUSSION**

### **3.1. Implementation of Bureaucratic Reform at Regional Development Planning Board of Langkat Regency**

Bureaucratic reform at Regional Development Planning Board (BAPPEDA) Langkat Regency was carried out through restructuring (structural improvement), human resource development for bureaucratic apparatus, and provision of an incentive system. However, the implementation has not yet realized good public services towards good local governance.

The development of human resources for the Regional Development Planning Board (BAPPEDA) bureaucratic apparatus in the reform process has not been implemented to improve the quality of the bureaucratic apparatus. The quality of human resources of the Regional Development Planning Board (BAPPEDA) Langkat bureaucratic apparatus is one aspect that must be updated to improve the professionalism of the officials, as well as attitudes and behavior in order to improve the quality of public services. Human resource development of the bureaucratic apparatus should be carried out through careful planning, by first carrying out a need's analysis, and for all existing bureaucratic apparatus. This education and training needs analysis is very important to find out what education and training is needed in order to reduce the gap between education and training with the required abilities/skills, as well as needs analysis is useful to find out the causes of the decline in performance, whether the decline is due to lack of education and training or because caused by something else.

The remuneration (compensation) or remuneration at Regional Development Planning Board (BAPPEDA) Kabupaten Langkat follows the rules of the national payroll system. The remuneration in the work environment of Regional Development Planning Board (BAPPEDA) of Langkat Regency, therefore, is not different from the same work units in other regions. However, as an autonomous region, the provision of

incentives in addition to rewards / salaries is adjusted to the capacity of each region. Rewards on direct salaries are given based on considerations of class / room rank and position (echelons owned by a staff). The remuneration in the form of this salary has not been based on an assessment of the work performance of each staff, so all staff who have the same rank room get the same salary even though their work performance is different. In addition to this fixed salary, there is an incentive provided to increase income called a Income Improvement Allowance (TPP), the amount of which is given based on the structural position. The basis for providing incentives is the number of attendances at morning briefing, if the staff does not meet the morning apple schedule according to the provisions, the incentive will be deducted.

The provision of TPP as an incentive, the amount is given based on the structural position, can be said to be fair internally, because it has paid attention to one's position. However, the implementation of the TPP incentives cannot be said to be correct. The implementation of the TPP incentive is only based on the number of attendance following the morning roll call, and if the staff does not meet the morning apple schedule according to the provisions, the incentive will be deducted. Providing incentives as a way to motivate employees must be based on performance, not based on being on time for the morning apple. It could be that an employee, wanting to pursue additional incentives, comes quickly to meet the morning apple and after that he goes out for an indefinite amount of time, which of course he has neglected his job.

This study also obtained the following findings;

Commitment of leaders is still weak, both from leaders in Regional Development Planning Board (BAPPEDA) and leaders / heads of agencies in Langkat Regency. This weak Komintem is also due to the weak commitment of the regional leaders (Bupa / Regional Head of Langkat Regency). This was found in the process of planning and determining the budget for development programs in Langkat Regency, which has not yet given full authority to the leadership of Regional Development Planning Board (BAPPEDA). The pattern of decision making and also the determination of the development program budget awaits the regional head's hammering. Ideally, the development program and the determination of the development budget must be in accordance with the needs of the community and involve the community in the whole process, starting from identifying problems, suggesting alternatives, solving problems, analyzing alternatives in order to find development policies / programs and determining the stipulated program budget.

2. This study also found weak public participation in the formulation of development policies / programs (RPJM 2014-2019). The community is indeed involved in the Village Musrenbang, the Subdistrict Musrenbang and the Regency Musrenbang. However, community involvement is only limited to providing or raising problems and also the needs of the development program. Meanwhile, decision-making concerning the interests of the community is only carried out by the leader / head of Regional Development Planning Board (BAPPEDA) and the head of the agency as well as the regional head (regent). In addition, there is no coordination between related agencies in the formulation of development policies / programs so that policies are inefficient. As a result of this pattern of taking, community development policies or programs are not in accordance with the needs of the community and development programs are in vain, resulting in poor community welfare.

### **3.2. Strengthening Ethics in the Process of Bureaucratic Reform Towards Good Local Governance at Regional Development Planning Board (BAPPEDA) Langkat Regency**

The word reform actually already implies change towards improvement or thinking and acting well; both in service, both in formulating development plans and programs towards good governance, good local governance to meet the needs and welfare of the community. Bureaucratic reform towards good local governance thus requires strengthening ethics. The bureaucratic apparatus must be able to think critically

and rationally, so that they are able to make policy choices and actions or behaviors that really prioritize the interests of the community in excellent service such as; service that is polite, respectful, friendly, not complicated and does not have to be bribes, responsible. For this reason, in implementing reform, the bureaucratic apparatus must be able to act as follows:

1) Prioritizing Public Rights. The bureaucratic apparatus in carrying out its main tasks, functions and responsibilities must prioritize rights or provide fulfillment of citizens / public rights. The paradigm of fulfilling this right needs attention, because so far the bureaucratic apparatus has only emphasized obligations in implementing the main tasks and responsibilities of public services. The fulfillment of this obligation is in accordance with the deontological ethical theory - which states that the obligation of the bureaucratic apparatus to carry out Tupoksiwab is under pressure, meaning that the bureaucratic apparatus in carrying out Tupoksiwab must prioritize its obligations in public services. This paradigm needs to be changed. Fulfillment of citizens' rights at this time must be emphasized more (receive attention or is an important matter) than the fulfillment of the obligations of the bureaucratic apparatus in carrying out the main tasks and functions. The tendency to fulfill the rights of citizens / communities needs attention, because so far in its implementation, the bureaucratic apparatus in implementing Tupoksiwab has often misused authority, convoluted services, denied their obligations as public servants who should provide excellent service to citizens / communities. The paradigm shift from the implementation of obligations to prioritizing the fulfillment of citizens' rights is the right of citizens / communities (Rights Theory). This can be traced, namely; First, the state was originally established with the aim of protecting the rights of its citizens, namely the right to life, to freedom and rights to property (Locke, 1632) in (Keraf, 2013). Therefore, it is appropriate for the work of the bureaucratic apparatus to prioritize the fulfillment of the rights of citizens / citizens. Second, rights are based on human dignity and all human beings. All human beings whether rich, poor, kings, presidents, ministers, ordinary people have the same dignity, as a result, all human beings whether they are rich, poor, kings, presidents, ministers, ordinary people, should not be treated differently.

This theory of rights is very compatible with democratic thinking. Rights are based on human dignity and all human beings. All human beings have the same rights and dignity that must be fulfilled by the bureaucratic apparatus, and this results in the treatment of humans well and there should be no differences, even if there are differences, prioritizing the poor who are most in need. Therefore, any individual human, he should never be sacrificed for the achievement of some other goal. In accordance with Immanuel Kant's opinion, that man is an end in himself (an end in itself). Therefore, man must always be respected as an end in itself and never be treated solely as a means for the attainment of some other goal. Substantively, citizens have the right to be served because they have handed over part of their authority to elected officials (direct election). People in this case have the right to get excellent service to meet their daily needs.

2) Moral Issues. The work of the bureaucratic apparatus should not be viewed as a technical problem, but must be viewed as a moral problem. Therefore, the implementation of the tupoksiwab of the bureaucratic apparatus must be carried out critically and rationally. Keraf (1995) states that ethics is a critical and rational reflection on moral values and norms that determine and the realization of good human attitudes and behavior patterns, both individually and in groups. Based on Keraf's opinion, bureaucratic work must be in accordance with ethics, meaning that a bureaucratic apparatus must have the ability to analyze, criticize with high rationality in public services and also in formulating public policy. The bureaucratic apparatus must be able to criticize which actions are good and avoid bad actions and all their actions are not only adhering to standard operating procedures (SOPs) as a code of conduct, and even dare to violate SOPs, and dare to take risks in their actions because they understand why they must do like that. Facing this, a leader should not immediately punish (fire, etc.). A leader must have the courage

to act using discretionary power because he as a leader with this authority must also be able to criticize with high rationality in solving public problems.

Actions with critical and rational thinking of a bureaucratic apparatus supported by their leaders are things that must be done so that services that violate moral values and norms do not occur, such as the case of a father carrying his child from the hospital because the apparatus was afraid of violating procedures. Rationality is one of the characteristics of an ideal organization put forward by Weber, that in carrying out the duties and responsibilities of the bureaucracy, the bureaucracy must position itself as an institution that fights for public interests above personal interests. If critical and rational thinking is used by bureaucratic apparatus in public services, it is hoped that public services will not be detrimental to society.

3) Professional. The work of the bureaucratic apparatus is seen as a professional, not as a technical problem. Professional is defined as someone who lives by practicing a certain skill in depth or is involved in a certain activity that requires expertise, and spends all his time for that job, lives from it and is proud of his job. Even the professionalism of the bureaucracy is seen as a noble profession. This means that the bureaucracy works by relying on its full-time competence and by prioritizing community service and service.

Professionalism of the bureaucracy is obtained through education and competency training. For this reason, a human resource unit is needed in each government agency and local government so that the bureaucratic apparatus is managed effectively and efficiently to produce a professional apparatus. The implementation of competency development for the bureaucratic apparatus requires a needs analysis first (Dessler, 2005). Besides that, to get a professional bureaucrat, the welfare of his and his family must also be considered. The bureaucratic apparatus in carrying out their tuposiwab needs a prosperous life and family life, in order to be truly professional in providing public services. The incentive system is formulated in a transparent manner by involving the bureaucracy so that the results are fair and rational (according to performance). A fair and rational incentive system for all bureaucratic apparatus in an institution, even for all bureaucratic apparatus, so as not to cause injustice and jealousy which is alleged to be one of the causes of bureaucracy in Indonesia to be apathetic, and to foster motivation, as well as a strong will (commitment) in carrying out its tupoksiwab to fulfill the rights of citizens or society, and the bureaucratic apparatus aims not only to seek rewards, but rewards only as a result of professional work.

4) Accountable. The bureaucratic apparatus must create accountability. Accountable means being able and willing to explain transparently all he has done, why he is doing work the way he does. Accountability is very important and absolutely must be done by the bureaucratic apparatus to prevent the abuse of authority that has been assigned to it (Fachrizu and Mukhra, 2020). With the transparency of the bureaucratic apparatus, the public will know what programs / activities the bureaucratic apparatus is carrying out, how much the costs are and whether it has been achieved as planned. Open explanation is very important in realizing good governance, so that there is no abuse of authority that has been delegated to the public bureaucracy. As stated by Jabra and Dwivedi (1989; 8) "accountability is the fundamental prerequisite for preventing the abuse of delegated power and the ensuring instead that power is directed toward the achievement of broadly accepted national goals with the greatest possible degree of efficiency, effectivity, probity, and productivity" (Widodo, 2005). Explanation in a transparent and open manner to the public so that the public knows the amount of budget used in an activity or program, and how the results have been achieved as planned or not.

Strengthening Bureaucratic Ethics towards good local governance based on the description above requires the following:

1. **Leadership Commitment.** Strengthening ethics in bureaucratic reform really requires the commitment of the leaders, both the leaders of the central government, to government leaders / regional heads, and also heads of agencies / agencies. Commitment is the existence of a strong and good will and desire (political will) from the leaders or regional heads as well as leaders from various agencies in a region so that they adhere to ethics in carrying out tupoksiwab for excellent public service the leader is an exemplary role model for all its members (bureaucratic apparatus), and as a motivator in applying bureaucratic ethics. What leaders do will be imitated by subordinates, therefore leadership plays an important role in upholding bureaucratic ethics, including in law enforcement, giving rewards and punishments according to the performance of each member (Sutrisno and Nasution, 2020). Leaders must also be able to exercise discretionary power so that all their policies actually solve public problems as humanitarian problems and for the public interest.
2. **Legal Regulations.** Legal regulations function as an effort to strengthen bureaucratic ethics by limiting clear behavior of what can and cannot be done and stated in the legal regulations made. Legal regulations are a set of laws and regulations in which there is a standard of behavior and also its application which functions as a control (controller) in the implementation of public services. This legal regulation contains ethics and integrity and contains legally the obligations that must be carried out as well as the consequences and sanctions clearly and fairly applied to all leaders / heads and civil servants.
3. **Code of Conduct and outreach.** The existence of a code of conduct is very important as a guideline for action for all bureaucratic apparatus and must be disseminated so that it is understood to be implemented. Indonesia already has a code of ethics starting from Law No. 8 of 1974, revised by Law No. 43 of 1999, then reaffirmed by the MPR Decree No. IV / MPR / 2001 and the last has been revised through Government Regulation (PP) number 42 of 2014 concerning Mental Development Corps and Code of Ethics for Civil Servants (PNS). This civil servant code of ethics is a guideline for the attitudes, behavior and actions of civil servants in carrying out their duties and daily life interactions regulated in articles 7 to 12 (PP 42/2014, which covers ethics in the state, in government administration, in organization, in in the community as well as to themselves and to fellow civil servants (Wiranta, 2015; 47). This code of conduct must be properly implemented so that bad services do not occur again and harm the public interest. The implementation of this code of conduct needs socialization first so that the application of the code of conduct is correct -really appropriate (not deviating). Socialization can be carried out through education and training as well as exemplary leadership of the organization (Kemaghan, 1973 and Langford 1990) in (Wiranta, 2015) Education and training on the socialization of code of ethics are provided to all leaders and also all civil servants when he was just accepted as a civil servant and when he just served as head of the agency from the leader p central government to regional leaders and heads of agencies/heads of agencies. Leaders in the HR section / unit are also given special training, because they are tasked with providing protection and promotion based on ethical values.
4. **Accountability mechanism.** Bureaucratic accountability in its implementation must have clear mechanisms or procedures that are not only legally passed through regulations but must be followed by policies, administrative procedures that function as controllers of the daily behavior of the bureaucratic apparatus. However, if the bureaucracy is faced with a critical and important problem, the bureaucratic apparatus is allowed to act in violation of procedures (such as the case of borrowing an ambulance

without having to pay first), and the leadership acts wisely in dealing with this. It is important to note that the bureaucratic apparatus in implementing main duties and functions does not only affect themselves but also affect the people they serve. So it must be noted that the bureaucratic apparatus works for the state which means for the people / society which is the mouth of public services.

5. The existence of Human Resource Management (HR). The existence of human resource management is absolutely necessary in strengthening the ethics of the bureaucracy towards good local governance (Alqudah et al., 2022). The bureaucratic apparatus is the main capital in the implementation of public services, therefore it needs to be managed professionally so that the bureaucratic apparatus really works optimally, such as in: 1) HR policies in determining recruitment, selection and placement, education and training, performance appraisal, development (promotion, transfer), imposing sanctions that have an impact in creating a strong organizational culture, the quality of public services. 2) Policies create a payroll system and career guarantees that can motivate and strengthen bureaucratic ethics. 3) HR policies in the field of protection of the rights and obligations of bureaucratic officials so as to foster motivation to perform well, be responsible and have the courage to report any irregularities (Lubis et al., 2021). However, irregularities reports must be properly reviewed so that the correctness of the irregularities report is known to be sanctioned according to legal regulations.

6. Public Participation. Public participation is needed to strengthen bureaucratic ethics. Frederickson (1997) in Wibowo, Tomo and Tangkilisan, (2004; 8) states that in the context of governance, from the formulation to the implementation of public policies, the existing stakeholders must be involved, because this is the manifestation of the network that will be run. Smith and Ingram (1993) state public participation in the policy-making process will also benefit the government (in Muhammadiyah, 2013). Even Spample (1993), Webler, Kastensho, Z, and Renn (1995) quoted by Muhammadiyah (2013) stated that public participation in the decision-making process will bring benefits, namely contributing to increasing the competence of decision makers through the development of policy making. quality, gives great legitimacy to decisions made because public participation can increase public accountability in decision-making processes, as well as provide a positive image as a democratic society. Public participation is also very much needed in assessing the performance of the bureaucratic apparatus. Performance appraisal not only assesses the suitability of work with what has been stated in the job analysis, it relates to bureaucratic officials working for prime public services, it also concerns how to meet community needs. Keban (2004) states that the assessment must be aimed not only at the methods adopted by a government institution, but also the achievement of the goals of government agencies based on the vision and mission and expectations of the community. In this context, the principle of good governance is the main requirement in assessing the performance of the bureaucracy. Therefore, the public participated in the process of appraising the performance of the bureaucratic apparatus and the assessment system was changed from a closed appraisal system to an open assessment system (the public was involved). This is because it is the people who experience public services and are the mouths of public services

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