



Implementation of Public Information Disclosure Policy in Gorontalo Province

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Abstract

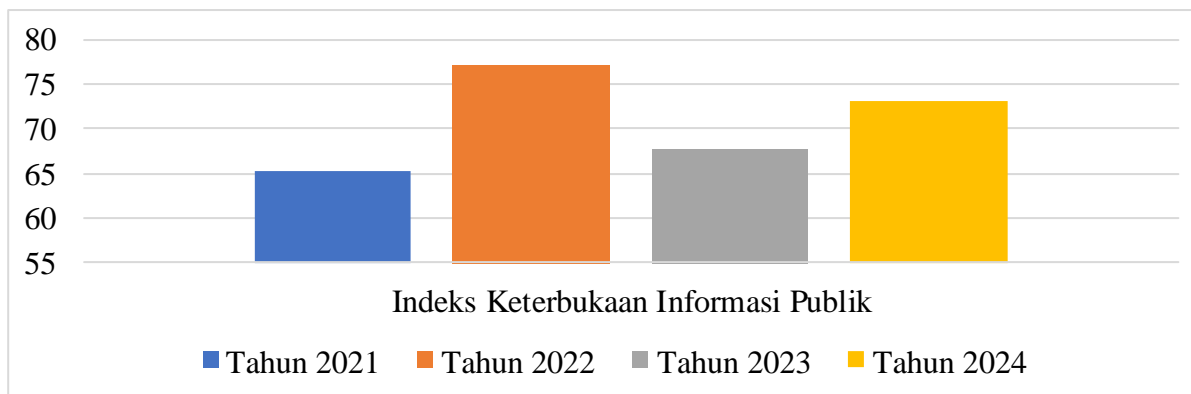
This study aims to analyze the effectiveness of the implementation of the Public Information Disclosure Policy (KIP) in Gorontalo Province based on the perspective of Van Meter and Van Horn's implementation theory. The research approach uses a qualitative method with data collection techniques through in-depth interviews, document studies, and observation. The results show that the implementation of KIP has not been effective because there is still a gap between the normative objectives of Law No. 14/2008 and the performance of information services in the field. The main obstacles include low understanding of information rights among officials and the public, limited competence and number of PPID human resources, minimal budget support, and suboptimal utilization of digital infrastructure. Coordination between implementing organizations is also still weak, resulting in unresponsive services. Socio-political conditions and bureaucratic culture also contribute to the low level of commitment to information disclosure. This study recommends strengthening human resource capacity, accelerating digital governance, improving coordination, and providing consistent political support to realize transparent, accountable, and participatory public information disclosure services.

Keywords: *Public Information Disclosure; Policy Implementation; Van Meter and Van Horn; Public Services; Government Transparency*

Introduction

Public information disclosure is one of the fundamental principles in the administration of a democratic, transparent, and accountable government (Androniceanu, 2021). In Indonesia, this spirit is accommodated through Law Number 14 of 2008 concerning Public Information Disclosure (KIP Law), which gives every citizen the right to obtain information from public agencies. The implementation of this policy is expected to strengthen public oversight, encourage community participation, and minimize the abuse of authority in the bureaucracy (Speer, 2012).

The province of Gorontalo is one of the regions that shows interesting dynamics in terms of information disclosure. The following is data on the public information disclosure index:



Source: 2024 Public Information Openness Agency Report

Based on data from the Information Commission, in 2021, the IKIP for Gorontalo Province was recorded at 65.22, which was the lowest figure in the four-year period. However, this achievement experienced a significant jump in 2022, to 77.24, reflecting strong efforts by public agencies in Gorontalo to improve transparency and access to information. However, this trend was not consistent. In 2023, the index declined to 67.65, indicating challenges in maintaining information disclosure achievements, both in terms of technical implementation and the commitment and readiness of relevant institutions. Nevertheless, in 2024, the index rose again to 73.22, indicating efforts to improve and recover from the previous conditions.

These fluctuations reflect that public information disclosure in Gorontalo Province is still in the process of being strengthened. Policy consistency, supervision, and institutional capacity building are needed to maintain and improve IKIP achievements in a more stable and progressive direction. On the one hand, with the enactment of Gorontalo Governor Regulation No. 48 of 2021 concerning guidelines for information and documentation service management, it is necessary to conduct further research to identify the factors causing these fluctuations, both in terms of policy, institutions, human resources (Nggilu et al., 2025), and community participation.

In the implementation of public information disclosure policies in Gorontalo Province, various structural and technical issues remain major obstacles for public agencies (BP) in achieving optimal transparency. In terms of public information disclosure, many BP have not presented mandatory information in a complete, accurate, and timely manner, such as financial reports and work plans, which are often outdated. The publication of information in emergency situations is also still constrained by the lack of clear systems and procedures. In addition, the Public Information List (DIP), which should be the main guide for the public, is often not available online, or if it is available, it is not well designed, making it difficult to search for information. On the other hand, responsive public information services are also still problematic. Many BP in Gorontalo face difficulties in processing information requests due to complicated procedures, lack of capacity and responsiveness of PPID officers, and public ignorance of digital channels for online information requests. It is not uncommon for information requests to go unanswered or exceed the time limit specified by the KIP Law. From a governance perspective, the structure and function of PPIDs are often merely formalities, without the support of competent human resources, adequate digital facilities, or sufficient authority. This problem is exacerbated by the low commitment of BP leaders, as reflected in the minimal budget allocation, weak internal policies, and low appreciation for information disclosure performance. In resolving information disputes, the internal

objection mechanism often does not work effectively, forcing applicants to complain to the Information Commission.

Various studies on public information disclosure have been conducted at the global and national levels. In the United Kingdom, Hazell and Worthy (2010) assessed the effectiveness of the *Freedom of Information Act* and found that bureaucracies tend to be resistant to requests for sensitive information, despite an increase in accountability (Hazell et al., 2010). In Sweden, Bauhr and Grimes (2014) showed that access to public information correlates positively with a decrease in perceptions of corruption (Bauhr & Grimes, 2014). Fox (2007) in his research in Mexico highlighted that the success of information disclosure is highly dependent on local political power and institutional capacity (Fox, 2007). Meanwhile, Kim and Lee (2019) in South Korea emphasized the importance of digital literacy and data quality in supporting technology-based openness (Kim & Lee, 2019). Cuillier and Piotrowski (2009) in the United States found that organizational culture and technological capacity influence variations in transparency in local government (Cuillier & Piotrowski, 2009).

However, there is a research gap. First, most studies in Indonesia still focus on urban areas in Java, while areas in Eastern Indonesia, such as Gorontalo Province, have not been explored much. Second, the approach used is still predominantly descriptive-normative, without a systematic policy implementation analysis framework. This study fills this gap by using the Van Meter and Van Horn model, which analyzes six key variables in policy implementation. Third, the lack of studies that specifically highlight the role and capacity of the Information and Documentation Management Officer (PPID) as the main implementer of the Public Information Disclosure Law is an important reason to explore this institutional aspect. Finally, previous studies have not linked empirical findings on fluctuations in the Gorontalo Province Public Information Disclosure Index (IKIP) over the past three years, which show instability indicating that the foundations of public information governance in the region are not yet strong, to a more in-depth and contextual evaluation of the challenges of implementing information disclosure.

To fill the existing research gap and to make a real contribution to promoting more open, professional, and service-oriented public information governance and contribute to improving the assessment of public information disclosure, and taking into account the opinions of (Van Meter & Van Horn, 1975).

Research Method

This research was conducted at the Gorontalo Province Communication and Information Agency, focusing on the implementation of public information disclosure policies. The main objectives of the research included aspects of policy scope and objectives, resource availability, communication between implementing organizations, characteristics of implementing agencies, the disposition of implementers, and economic, social, and political (Kamuli & Hamim, 2025) conditions that influence the implementation of the Public Information Disclosure Law in the region. The urgency of this research stems from the lack of studies highlighting the capacity of Information and Documentation Management Officers (PPID) and the fluctuations in the Gorontalo Province Public Information Disclosure Index (IKIP) over the past three years, which indicate that the foundations of public information governance are not yet stable. The research was conducted over a period of six months, from field observations to the preparation of reports in June–October 2025.

The research approach used is qualitative, based on the thinking of Creswell, and several other experts who emphasize that qualitative research focuses on understanding the meaning of a phenomenon in its natural context (Creswell & Poth, 2016). In this context, qualitative research is considered most appropriate because it is able to explore the reality of policy implementation in depth. The type of research is descriptive case study as emphasized by Yin, because it focuses on specific phenomena in one location that cannot be generalized. The research procedure was carried out in three stages: pre-fieldwork,

fieldwork, and data analysis and report preparation. The researcher was directly present as the main instrument in observation, interviews, and document collection, with the position as an observer known to the informants.

The research subjects included key parties involved in public information disclosure, such as the Head of the Communication and Information Technology Agency, structural and functional officials, the Provincial Information Commission, OPD PPIDs, members of the public requesting information, and local media. Data collection was conducted through non-participatory observation, structured and unstructured interviews, and document studies sourced from government agencies, media reports, and other public reports.

The data were analyzed using Miles & Huberman's interactive model through the stages of data reduction, data presentation, and verification and conclusion drawing, which took place continuously throughout the research. To ensure data validity, various techniques were used, such as triangulation of sources, methods, and theories, continuous observation, member checking with informants, and adequate referential support. Through these steps, this study is expected to provide a valid, comprehensive, and in-depth description of how public information disclosure policies are implemented in Gorontalo Province and the factors that determine their success.

Results and Discussion

The implementation of the Public Information Disclosure Policy in Gorontalo Province refers to six important points, namely scope and objectives, resources, communication between implementing organizations and activities, characteristics of implementing agencies, disposition or attitude of implementers, and economic, social, and political conditions.

Scope and Objectives

Research findings in Gorontalo Province show that understanding of Law No. 14 of 2008 on Public Information Disclosure (KIP) and its objectives is still limited, both at the bureaucratic and community levels. Although all OPDs have formed PPIDs, only about 65% are actively providing information services. In terms of bureaucratic capacity, interviews show that only $\pm 30\text{--}40\%$ of OPD employees have a deep understanding of the substance of the KIP Law, while the rest only have a normative understanding. At the community level, public participation is also low, with only $\pm 20\%$ of respondents knowing the mechanism for requesting public information. This condition shows a gap between the normative objectives of the KIP Law, which emphasizes transparency, accountability, and public participation, and the reality of understanding and practice in the field.

The concept of public information disclosure as regulated in the Public Information Disclosure Law is based on the principle that every citizen has the right to obtain information as part of democratization and public oversight. Asserts that public information is a prerequisite for public participation in policy, while Thomas Blanton (2002) refers to access to information as the "oxygen of accountability" (Blanton, 2002). Furthermore, Emphasizes that transparency can prevent abuse of power, and points out that successful openness requires not only regulation, but also bureaucratic capacity and active public participation. These views reinforce the findings of research in Gorontalo that public information disclosure is still hampered by a lack of understanding among the bureaucracy and the public.

Research findings show that public information disclosure in Gorontalo Province still faces a significant gap between normative targets and actual implementation. The provincial government has actually established a Public Information List (DIP) through a 2018 Governor's Decree, but it has not been updated since 2025, meaning that some of the information listed is no longer relevant to the needs of the community. Additionally, the Ointha application-based information service system, which was expected to be the main instrument for public services, has been out of operation since 2024 due to budget

constraints. This contrasts with the 2024 KIP indicator intervention budget at the Communication and Information Agency, which is only Rp 4,855,742,500, or 29.3% of the total Communication and Information Agency budget (Rp 16,610,608,464), which is far from sufficient. The PPID website is available, but information updates only occur every 6–12 months, with some OPDs not updating for over a year.

Research findings show that the implementation of public information disclosure policies in Gorontalo Province still faces problems in terms of the gap between normative targets and actual realization. This is evident from the fluctuating Public Information Disclosure Index (IKIP) scores: in 2022, the score was 80.02 (informative), which dropped dramatically in 2023 to 56.37 (not informative), then rose again in 2024 to 68.41 (moving towards informative). Meanwhile, the 2025 target is to return to the informative level with a score of ≥ 80 . On the other hand, the 2024 Community Satisfaction Survey (SKM) showed a score of 72.10, which is still below the target of ≥ 80 . The performance of information services is also still weak, as evidenced by the fact that out of 18 official information requests (2023–2025), only 14 (77.7%) were responded to in a timely manner. The low number of information disputes escalated (only 1 case in 5 years) is not a reflection of good service, but rather due to low public participation in exercising their rights. Meanwhile, the capacity of PPID human resources is also limited, with only 40% of personnel having participated in KIP training. As a result, only half of the target for socialization activities has been realized. Furthermore, public information services tend to be reactive rather than proactive, as mandated by Law No. 14 of 2008, articles 9–11, which requires the provision of information on a regular basis, immediately, and at all times.

When linked to the concept of public information disclosure, the findings in Gorontalo clearly show a discrepancy between the normative objectives of the Public Information Disclosure Law and the achievements in the field. The main objective of the Public Information Disclosure Law is to guarantee the public's right to obtain accurate, timely, and simple information. However, the reality shows that the targets set by the government (IKIP ≥ 80 , SKM ≥ 80 , 100% timely service, proactive service) have not been achieved. Thus, there is a significant gap between policy targets and implementation, reflecting the weak effectiveness of implementation.

Resources in the Public Information Disclosure Policy in Gorontalo Province include: Human resources and competencies, Budget, Infrastructure and technology

Research findings show that human resources (HR) is one of the main challenges in implementing Law No. 14 of 2008 on Public Information Disclosure in Gorontalo Province. Institutionally, the local government has established Information and Documentation Management Officers (PPID) in each Regional Apparatus Organization (OPD) in accordance with regulatory mandates. However, even though there are 37 civil servants in the Communication and Information Agency (LAKIP 2024), only a small number of them focus on handling PPID. High employee turnover and limited staff numbers have worsened the situation, resulting in uneven substantive competence in public information management. Since 2021, there has been a regular training program, but it has only been able to reach some of the staff. As a result, the quality of PPID services between OPDs is inconsistent: the Communication and Information Agency is relatively responsive, while technical OPDs tend to be slow in responding to requests for information.

When linked to the concept of public information disclosure, these findings indicate a serious gap between the normative mandate of the KIP Law and its actual implementation. The KIP Law explicitly mandates that public agencies must provide information quickly, in a timely manner, and accurately. However, limited human resource capacity makes it difficult to meet these service standards. In other words, the poor quality of human resources is a factor that hinders the realization of public information services that are proactive, transparent, and responsive to the needs of the community (Aneta et al., 2020).

Research findings show that in 2024, the Gorontalo Provincial Government allocated a budget of Rp 4.85 billion with a realization rate of 99.47%. From an administrative perspective, this achievement can be viewed positively as it indicates a commitment to ensuring the continuity of public information disclosure programs. However, the budget was mostly absorbed by routine administrative needs rather than supporting strategic aspects. Support for digital innovation development, technical capacity building, and expert staffing is still very limited. In fact, digital applications such as Ointha cannot function optimally due to a lack of maintenance budget. Thus, high budget realization is not entirely proportional to improvements in the quality of public information services (Tahir & Darman, 2023).

When linked to the concept of public information disclosure (KIP), this condition shows an imbalance between the government's obligation to guarantee access to public information and the availability of strategic resource support. KIP basically requires fast, accurate, transparent, and technology-based information services. However, the tendency to use the budget for administrative purposes actually slows down the achievement of KIP objectives, as it does not support innovation and capacity building within the bureaucracy, which is the main provider of information services.

Research findings show that the infrastructure supporting public information disclosure in Gorontalo Province is actually available through the official PPID, E-PPID, and E-Data Sector websites. However, the management of these three digital instruments is still not optimal. The PPID website is often not updated regularly, the inter-OPD system is not yet integrated, and its use is still administrative in nature, rather than based on user needs. In addition, low digital literacy among the public and limited internet access in some areas have prevented the existing infrastructure from being used to its full potential. In other words, the existence of digital tools has not been fully able to strengthen the principle of public information disclosure as mandated by Law No. 14 of 2008.

Communication between implementing organizations and activities in the Public Information Disclosure Policy in Gorontalo Province, including: Internal coordination and coordination with the Information Commission/external agencies.

Research findings show that coordination procedures between the main PPID and the implementing PPID of the OPD are actually available in accordance with the mandate of Law No. 14 of 2008 concerning Public Information Disclosure. However, its implementation has not been effective. This is evident from the delayed responses of technical OPDs, which often exceed the 14 working day deadline, differences in understanding of the coordination process between the main PPID and the implementing PPID, and limitations in human resources and facilities. In addition, the coordination process is still mired in layers of bureaucracy because officers must wait for approval from their superiors before responding to requests for information, resulting in inefficiency.

The findings of the study show that coordination with the Information Commission has indeed been carried out, both through mediation mechanisms and information dispute hearings. However, its implementation has been inconsistent and discontinuous. The dispute resolution process tends to be slow and bureaucratic, while the frequency of coordination has actually decreased since 2023 due to budget constraints. The intensity of PPID development forums and external assessments has also decreased. Data shows that from 2021 to 2025, there was only one official information dispute registered, as well as two mediation cases in the last two years (one has been decided, one is still awaiting resolution). The low level of public understanding of the function of the Information Commission has resulted in many people not using formal dispute resolution channels, but instead choosing to channel their complaints outside of official mechanisms.

The characteristics of the implementing agency in the Public Information Disclosure Policy in Gorontalo Province include: the structure of the PPID and its authority, as well as its work culture and procedures.

Research findings show that institutionally, the Gorontalo Province PPID has a strong legal basis through Governor Decree No. 70/17/II/2024 concerning the appointment of the Main PPID and the Implementing PPID. Almost all OPDs have also formed implementing PPIDs so that there are special units that handle information disclosure. This structure refers directly to Law No. 14 of 2008 concerning Public Information Disclosure and Information Commission Regulation (Perki) No. 1 of 2021 concerning Public Information Service Standards. The Communication and Information Agency, as the main PPID, has carried out its basic role in receiving, disposing of, and coordinating information requests. However, there are several fundamental weaknesses, such as limited authority because strategic decisions still await the disposition of OPD leaders, as well as inconsistencies in PPID personnel due to job rotations, which ultimately weaken coordination.

Research findings show that in terms of work culture and procedures (Isa et al., 2022), most OPDs in Gorontalo Province have developed SOPs for public information services and even published them on office banners and official websites. This indicates a shift in work culture towards the principle of transparency (Sahi et al., 2020). The commitment of leaders, particularly in the Communication and Information Agency, has encouraged work units to be more responsive in serving the community. However, the implementation of SOPs has not been consistent across all OPDs, and is still influenced by the old bureaucratic work culture of delaying information services until approval is obtained from superiors. Limited human resources and inadequate facilities also undermine the consistent implementation of SOPs in the field.

The disposition or attitude of implementers of the Public Information Disclosure Policy in Gorontalo Province includes: leadership commitment, staff motivation, and response to information requests.

Research findings show that there is formal policy support through Governor Regulation No. 46 of 2021 concerning Guidelines for Information and Documentation Management, as well as the integration of public information disclosure indicators in the 2024 LAKIP. Several OPD leaders provide a budget of Rp250-500 million per year and information technology facilities such as official websites. However, this commitment is still inconsistent because some OPD leaders only treat openness as a formality, not a strategic priority.

The findings show that some PPID officers are already aware that information disclosure is an obligation of public agencies and a right of the public as stipulated in Article 7 of the KIP Law, which requires public agencies to appoint PPIDs and respond to requests for information. A friendly and responsive attitude is particularly evident in the Communication and Information Agency. Although there are no financial incentives, the motivation of some officers is helped by moral support and civil servant evaluations. However, many officers still consider PPID duties to be an additional burden, without any special rewards, so their motivation is low.

According to Van Meter & Van Horn, this problem is related to the variables of resources and the disposition of implementers (Van Meter & Van Horn, 1975). Staff motivation reflects intervening variables in the form of implementer recruitment and the accuracy of resource allocation.

The findings show that the PPID's response to information requests already has a clear procedural basis, in accordance with Articles 22–23 of Law No. 14 of 2008 and Gorontalo Governor Regulation No. 46 of 2021. Data from 2025 shows 54 information requesters, 788 available documents, and 109,414 downloads, indicating that some OPDs are already responsive. However, responses are still slow and

inconsistent in many OPDs, especially when technical dispositions must be awaited. Limited human resources and budgets further slow down services.

Economic, Social, and Political Conditions in Public Information Disclosure Policies in Gorontalo Province, Including: Economic and Technological Factors, Social Support and Public Literacy, and Political Support and Regulatory Stability

The findings of the study show that digital technology has begun to be utilized through the official PPID website and e-PPID channel as the main means of public information services. However, there are serious obstacles in the form of budget constraints and uneven internet access, so that digital services cannot be accessed optimally by the community in certain areas.

In Van Meter & Van Horn's perspective, this issue concerns the dimension of resources, which includes budget, infrastructure, and technical capacity as prerequisites for successful policy implementation (Van Meter & Van Horn, 1975). If resources are inadequate, the objectives of public information disclosure policies will be difficult to achieve.

The findings show that institutional support is already quite strong, as evidenced by the existence of derivative regulations and information service standards. However, public participation remains low, mainly due to uneven digital literacy. Many people are not accustomed to using online channels to access public information.

Within the framework of Van Meter & Van Horn, this factor is related to target group behavior, namely how community behavior and responses determine the success of policy implementation (Van Meter & Van Horn, 1975). If the community is unable to utilize information channels, then information disclosure will only be administrative in nature, rather than substantive.

The findings of the study show that there is a formal regulatory basis through Gorontalo Governor Regulation No. 46 of 2021, which is derived from the KIP Law. This reflects a normative political commitment. However, this support has not been fully accompanied by adequate budget allocation, so that its implementation has not been effective.

In Van Meter & Van Horn's theory, this condition is related to the dimensions of political condition and inter-organizational communication, where political support and bureaucratic coordination are crucial to the success of the policy.

In relation to the KIP Law, Article 7 states that public agencies are required to provide, deliver, and/or publish public information. However, without consistent budgetary support, this obligation remains only on paper, so that the public does not truly feel its benefits.

Conclusion

The implementation of the Public Information Disclosure Policy (KIP) in Gorontalo Province shows that information disclosure governance is still not fully effective. Based on six main aspects of policy implementation, a number of fundamental gaps were found. In terms of the scope and objectives of the policy, the understanding of the apparatus and the community regarding Law No. 14/2008 is still limited, so that the objectives of openness have not been internalized and tend to be carried out as a formality. In terms of resources, the availability of human resources, budget, and digital infrastructure is not yet optimally supportive, compounded by low public digital literacy. Coordination between the main PPID and the implementing PPID in OPDs is also not yet effective, as evidenced by inconsistent communication, lengthy bureaucracy, and poor coordination with the Information Commission.

In terms of the characteristics of the implementing agency, the PPID structure has been established but does not yet have strong authority, so its functions are still administrative and dependent on

instructions from superiors. The implementing agency is also not yet fully proactive in providing public information, as the perception of openness is still limited to the fulfillment of administrative obligations. In addition, external conditions such as political dynamics, low public participation, and an unadaptive bureaucratic culture are factors that limit the successful implementation of policies.

This study has academic and practical implications. Academically, the results enrich the application of Van Meter and Van Horn's policy implementation theory in the context of local government in Indonesia, particularly in terms of resource factors, inter-actor communication, and socio-political support. Practically, better implementation of KIP has the potential to increase transparency, accountability, quality of public services, and community participation in development oversight (Kamuli & Pomalingo, 2012).

Based on these findings, a number of recommendations need to be taken to strengthen the implementation of KIP in Gorontalo. The government needs to improve the understanding of officials and public education regarding information rights through regular training and socialization. PPID human resources need to be improved in terms of both quantity and competence, accompanied by budget allocations that favor digital innovation and information system maintenance. Internal coordination mechanisms and partnerships with the Information Commission must be clarified and accelerated. The authority of the PPID needs to be strengthened so that it can make decisions independently and responsively. In addition, political support and investment in digital infrastructure throughout the region must be a priority so that access to information is truly equitable and participatory.

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