

Community-Driven Development (CDD) in the Governance of the Urban Village Fund in Benowo Urban Village, Surabaya City

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ABSTRACT

This study analyzes the implementation of the Community-Driven Development (CDD) approach in the governance of the Urban Village Fund (Dana Kelurahan) in Benowo Urban Village, Surabaya City, and identifies its supporting and inhibiting factors. The study employs a qualitative descriptive method with data collection through observation, documentation, and interviews with key informants. The results indicate that the CDD-based governance is highly successful, achieving a 100% physical absorption rate through Type IV Self-Management (Swakelola Tipe IV). The five CDD principles from Kilby (2011) are comprehensively implemented: (1) A focus on the community is realized through the inclusive absorption of aspirations; (2) Participatory planning runs democratically and is secured by the e-Musbangkel system; (3) Control over resources is delegated autonomously to Community Groups (Pokmas), supported by cashless transaction innovations; (4) Community involvement in implementation has a massive impact on labor-intensive economic empowerment; (5) Community-based monitoring utilizes a hybrid system involving residents, the Community Empowerment Institution (LPMK), and urban village technicians. The primary supporting factors are the alignment of programs with aspirations, dedicated bureaucratic mentoring, the regulatory umbrella, high social capital, and the digital literacy of the youth. The inhibiting factors include the pragmatism of commuter residents, the generation gap, and the complexity of reporting administration. In conclusion, governance in Benowo Urban Village has successfully fostered citizen independence, although the digitalization of reporting administration is urgently needed.

INTRODUCTION

National development in Indonesia has experienced a paradigm shift from a rigid instructional approach (top-down) to decentralization that prioritizes inclusive citizen involvement (bottom-up). In urban areas, the tangible manifestation of fiscal decentralization is realized through the Urban Village Fund (Dana Kelurahan) policy. This funding instrument is designed to ensure equitable infrastructure distribution and local community empowerment. Surabaya City is one of the metropolitan cities that is highly progressive in accommodating participatory development. The Surabaya City Government allocates a massive Urban Village Fund by mandating the Type IV Self-Management (Swakelola Tipe IV) mechanism following the Surabaya Mayor Regulation Number 28 of 2023. This regulation ensures that infrastructure projects are carried out communally by the citizen groups themselves, combining local wisdom with the availability of materials in the immediate environment.

Table 1. Details of Self-Management-Based Physical Works in Benowo Urban Village (Year 2025)

Name of Physical Work Package	Implementation Method	Budget Ceiling Value (Rp)	Realization (%)
Construction of U-Ditch Channel (Jl. Benowo Krajan Gg. 1)	Type IV Self-Management	272,277,826	100%
Construction of New Paving Road (Jl. Benowo Tegal)	Type IV Self-Management	485,363,792	100%
Construction of New Paving Road (Jl. Benowo Gg. V)	Type IV Self-Management	551,054,112	100%

Based on Table 1, the concentration of billions of rupiah is managed entirely at the Citizens' Association (RW) level through Community Groups (Pokmas). Although this physical achievement is impeccable, it does not necessarily guarantee that the participatory governance process runs smoothly without cultural or bureaucratic obstacles. This is where the empirical gap lies; previous studies have predominantly highlighted citizen participation merely as a formal routine or have been set in homogeneous rural areas. There are not many studies that capture the blend of the pure Community-Driven Development (CDD) concept with the execution of Type IV Self-Management worth billions of rupiah in a heterogeneous metropolitan urban village area. There is also a theoretical gap where traditional CDD theory is easier to test in villages, whereas its application to pragmatic peri-urban (commuter) communities has not been fully unraveled (Mansuri & Rao, 2013).

The urgency of this research is highly significant in providing a comprehensive evaluation model for the Surabaya City Government regarding the strengths and weaknesses of Type IV Self-Management governance to prevent public budget leakage in the future. Based on this urgency, this study has two main objectives: (1) To analyze the implementation of the Community-Driven Development (CDD) approach in the governance of the Urban Village Fund in Benowo Urban Village, and (2) To identify the supporting and inhibiting factors of its implementation in the field.

THEORETICAL REVIEW

Good Governance

The concept of Good Governance is a paradigm for conducting solid, responsible, transparent, and efficient development management. According to Sedarmayanti (2009), state administration cannot be separated from the managerial aspect that prevents the misallocation of funds and corruption. Syafiie (2006) adds that good governance is synonymous with democratic government that involves community participation in the formulation of public policy. Meanwhile, Dwiyanto (2005) positions good governance as the foundation of interactive collaboration between the government and citizens oriented toward increasing the equity of high-quality and efficient basic services.

Open Government

Open Government is the manifestation of transparent, participatory, and collaborative governance. Harrison et al. (2012) state that public information openness is the key to facilitating active community involvement and public oversight. This is reinforced by Meijer et al. (2012), who emphasize the importance of integrating digital technology that allows the public to continuously monitor and influence the budget policy formulation process interactively.

Community-Driven Development (CDD)

Community-Driven Development is an approach that reverses the centralistic logic by returning control over planning, decision-making, and resource investment directly to community groups. According to Dongier et al. (2003), the local community is no longer positioned as a target, but rather as an active partner and subject of development. To evaluate the effectiveness of CDD measurably, this study utilizes the 5 (five) CDD principles model from Kilby (2011), namely:

- a) Focus on the community: Programs must be purely responsive to the real problems and living priorities of local citizen groups, including marginalized groups, rather than being centrally directed templates.
- b) Participatory planning and design: All elements of society are involved from the initiation and design stages to prevent elite capture.
- c) Community control over resources: The delegation of financial authority to ensure transparency and freedom in budget management autonomously at the grassroots level.
- d) Community involvement in implementation: Community self-help contributions in terms of ideology, labor (labor-intensive), and logistical materials.
- e) Community-based monitoring & evaluation (M&E): A democratic space where the oversight function (functional and technical audit) is carried out independently by the local community itself.

METHODOLOGY

This study employs a qualitative approach with a descriptive research type. This approach was selected because the issue of community-based Urban Village Fund governance is a sociological phenomenon of bureaucracy filled with power relations, meanings, and interaction patterns that cannot be simply reduced to statistical numbers. The descriptive qualitative research type aims to provide a natural, holistic, and accurate picture of how empowerment principles and budget self-management are implemented in the daily lives of urban communities. The researcher acts as the key instrument to empirically explore the depth of the managerial process behind the 100% physical absorption achievement displayed in local government reports.

The research location is focused on Benowo Urban Village, Pakal Subdistrict, Surabaya City. This location is considered highly representative because it is densely populated and thoroughly absorbed a budget ceiling of billions of rupiah through Type IV Self-Management. Data sources consist of primary and secondary data. Primary data was obtained through in-depth semi-structured interviews with five key informants selected via purposive sampling: the Head of Benowo Urban Village (Lurah), the Section Head of Urban Village Development, the Head of the Community Empowerment Institution (LPMK), the Head of the Citizens' Association (RW), the Head of the Community Group (Pokmas), and a representative of the youth element (Karang Taruna). Secondary data is supported by the Budget Absorption Report, the Urban Village Work Plan (RKK), and physical accountability reports.

RESULTS

Community-Driven Development (CDD) Approach in Urban Village Fund Governance

The implementation of residential infrastructure development in Benowo Urban Village is no longer driven by the commands of superiors but is entirely controlled by the will of the people. This comprehensive evaluation is analyzed based on the five CDD principles formulated by Kilby (2011).

Focus on the community

The first dimension requires program interventions that originate from the real needs of the grassroots community. In Benowo Urban Village, this principle is realized through the highly inclusive institutionalization of aspirations. The urban village apparatus consciously limits its centralistic authority by making proposals from the Neighborhood Association (RT) and Citizens' Association (RW) forums the absolute foundation in structuring physical programs. Beyond merely formal hierarchical channels, the urban village bureaucracy takes a proactive approach to capture the grievances of vulnerable groups including women and underprivileged families through informal dialogue spaces such as Family Welfare Empowerment (PKK) meetings. This inclusivity has proven effective in breaking the deadlock of elite capture, a preventive strategy highly consistent with the view of Mansuri & Rao (2013) that empowering development must suppress the domination of local oligarchies.

Outside the absorption process, this dimension also demands bureaucratic wisdom when facing allocation constraints from the regional government. When there are budget cuts or rationalizations (refocusing) from the city level that force the postponement of physical work, the Section Head (Kasi) of Social Welfare of Benowo Urban Village prioritizes dialogical verification. They choose to go directly to the field to transparently convey the obstacles to the affected residents rather than unilaterally deciding on a postponement. Such assertive conflict management is essential to maintain communal trust in government institutions, proving that the primary focus of governance is on respecting the existence and emotions of the community members.

Sensitivity to community needs is further sharpened by the inclusion of youth innovation elements. Members of the Youth Organization (Karang Taruna) no longer serve merely as field workers; they actively innovate by utilizing geospatial aids (digital satellite mapping) before submitting proposals for repairing drainage channel slopes. When faced with skeptical elderly groups or senior figures, these youths prioritize a casual coffee gathering (ngopi bareng) approach to find common ground humanistically without sharp debates. This brilliant synthesis between the spatial literacy of millennials and grassroots cultural communication ensures that the formulation of infrastructure priorities in Benowo Urban Village truly stems from the heartbeat of the citizens' objective needs.

Participatory planning and design

The principle of fair communal planning is strictly facilitated in the arena of the Urban Village Development Planning Deliberation (Musbangkel). To ensure that no projects are hijacked by the interests of the local economic elite after the plenary deliberation concludes, all aggregated proposals are precisely locked into the e-Musbangkel and e-Devplan applications. The use of this electronic governance ecosystem manifests the spirit of open government, where the digital trail of proposals submitted by the RT heads is guaranteed for authenticity and protected from backroom bureaucratic hacking operations (Bovens, 2007). This systemic certainty makes the citizens' consensus an absolute legal decision that cannot be shaken.

To ensure the safety and structural strength aspects of the citizens' raw proposals, this participatory mechanism remains coupled with technical professionalism. Community proposals are translated into a Budget Plan (RAB) and engineering drawings by planning consultants. During this preparation and ratification process, the Benowo Community Empowerment Institution (LPMK) takes on a highly militant role. The LPMK positions itself as the people's attorney, never retreating from debates in cross-agency forums to ensure that feasibility data for urgent infrastructure in their villages is not easily threatened with deletion by planning authorities at City Hall.

At the field level, citizen autonomy is strongly reflected in the independent formation of the Community Group (Pokmas) structure. These implementation teams are born from deliberation by acclamation, without any unilateral appointment or entrustment from the urban village head or the

subdistrict head. Not only are they independent in formation, but the Pokmas in Benowo also conduct independent validation of the RAB prepared by the consultant. Armed with internet connectivity, Pokmas members double-check market material price fluctuations at any given time. The equal discourse space that stretches from the RW hall to this cross-checking of RAB documents establishes the planning stage in Benowo Urban Village as a highly mature miniature of participatory democracy.

Community control over resources

The real delegation of financial power in Benowo Urban Village reaches its peak through the transfer of control over hundreds of millions, even billions, of rupiah to local community organizations. An analysis of the movement of state cash flow in this area can be referenced empirically through Table 5.1 below:

Table 2 Report on Absorption and Physical Realization of Benowo Urban Village Fund (Year 2025)

Activity Code	Name of Work Package	Work Method	Budget Allocation (Rp)	Fund Utilization (Rp)	Physical (%)
7 01 03 2 02 0002	Development of Urban Village Facilities and Infrastructure	Total Program	2,130,051,849	2,130,051,849	100
25012419	Construction of U-Ditch Channel 30/40 (JL. REJOSARI INDAH GG. I RT 07 RW 03)	Type IV Self-Management	78,244,924	78,244,924	100
25012504	Construction of U-Ditch Channel 30/40 (JL. BENOWO KRAJAN GG. 1 RT 02 RW 01)	Type IV Self-Management	272,277,826	272,277,826	100
25012532	Construction of Paving Road & Channel 60/80 (JL. BENOWO TEGAL RT 06 RW 02)	Type IV Self-Management	485,363,792	485,363,792	100
25012565	Construction of Paving Road & Channel 30/40 (JL. REJOSARI GG. MANGGIS RT 02)	Type IV Self-Management	366,986,580	366,986,580	100
25012578	Construction of Paving Road & Channel 30/40 (JL. BENOWO GG. V RT 07 RW 02)	Type IV Self-Management	551,054,112	551,054,112	100
25032614	Construction of U-Ditch Channel 30/40 (JL. KAUMAN BARU GG. IV RT 06 RW 06 (DAU))	Type IV Self-Management	200,000,000	200,000,000	100
Others	Planning Costs, APAR Activities, Type I Self-Management Personnel, etc.	Varies	176,124,615	176,124,615	100

Source: Benowo Urban Village Documentation (2026)

Based on Table 2 above, the total accumulated ceiling for the Development of Urban Village Facilities and Infrastructure reached Rp 2,130,051,849 with an absolute absorption rate of 100%. The majority of physical works were fully dominated by the Type IV Self-Management model. Fantastic contract values flowing such as Rp 551 million for casting the Paving Road in Benowo Gang V and Rp 485 million for the U-Ditch in Benowo Tegal are managed directly and entirely in the hands of the citizens' association administrators. This numerical fact underscores the radical courage of the Budget User Authority (KPA) in the urban village to delegate gigantic financial authority to ignite communal independence comprehensively.

The purchasing independence of the Pokmas is absolutely guaranteed by the urban village authority; citizens are given complete freedom to find building material suppliers in the free market as long as these materials meet the technical standards of the RAB. To protect funds from material middlemen's mark-up practices, the City Government issues a Unit Price Standard (SHS) that locks in the highest purchasing limit. The cash mitigation management policy is also formulated through phased disbursements with a 50%-30%-20% term scheme, securing state cash flows while maintaining the stability of the working community's operational circulation (Kurniawan et al., 2021).

At the operational transaction level, a revolutionary breakthrough was driven by youth elements who mandated that mutations in material and logistics payments be managed via inter-account bank transfers (cashless). The migration from cash methods eliminates the secret spaces usually used by unscrupulous individuals to siphon illegal deductions (extortion), while simultaneously making the financial track record of the Benowo Pokmas highly immune to the slander of skeptical citizens. The mandate to guard the traffic of state finances worth billions of rupiah has slowly mutated to mature the mentality of communal committees, shifting from initial euphoria to a high degree of caution regarding all legal consequences of state administrative law.

Community involvement in implementation

The implementation of the fourth CDD principle in Benowo directly transformed physical projects into a means of micro-poverty alleviation. This execution is guarded by Mayor Regulation Number 6 of 2025, which mandates Type IV Self-Management programs to prioritize the recruitment of local low-income natives. This labor-intensive development scheme extracts craftsmen and laborers from underprivileged communities, victims of layoffs (PHK), and the urban poor. As a result, the unemployment rate within the project corridor radius is instantly reduced, while the circulation of billions in state wage money rolls massively into neighboring food stalls and kiosks, creating a highly prosperous circular economic wheel effect (Subbarao, 2013).

Participation is not solely financial or physical but also reveals a hue of generosity within the framework of informal mutual cooperation (gotong royong). The social cohesion of the community is densely visible when residents

across groups voluntarily serve hot coffee and snacks to project laborers draining their energy under the scorching sun. The moral contribution and broad-mindedness of the residents are also evidenced by compliance with land sterilization, where residents work together to move ornamental plant pots, tents, and laundry lines to provide smooth access for heavy excavator equipment to level the sewer excavations without causing prolonged neighborhood traffic jams.

Managerial maturity at the communal level perfects the dimension of implementation involvement. The core Pokmas committee demonstrates corporate-level organizational skills through the separation of job responsibilities (span of control). The field foreman is fully focused on supervising the concrete casting, the treasurer chases expenditure mutations, while the secretariat compiles the progress of laborers' attendance. The most touching aspect of this empowerment is the specific initiative of the Pokmas administrators to recruit school dropout youths to divert their energy into rough road demolition activities. This social rehabilitation method through the labor-intensive route automatically saves groups of marginalized teenagers from the lurking threats of narcotics and street delinquency.

Community-based monitoring & evaluation (M&E)

The monitoring of infrastructure quality in Benowo utilizes a hybrid methodology that collaborates the spontaneous intuition of the public with the scientific knowledge of experts. The character of urban alley border residents who like to be outspoken (*blak-blakan*) gives rise to a verbal complaint mechanism at construction site points. Residents do not need to wait for next month's formal meeting to scold or reprimand the cement mixer if they notice an asymmetrical arrangement of paving blocks. The courage of these grassroots citizens acts as a highly responsive real-time oversight alarm, validating the concept of daily democracy inspired by citizen protest movements in the study of communal spaces articulated by Scott (2008).

The presence of a strong mediating institution is also played by the Benowo LPMK, which is uncompromising in disciplining executors if there is a degradation in factory quality specifications. Sudden unannounced inspections (*sidak*) by the LPMK often result in rejection coercion letters and orders to replace chipped U-Ditch concrete instantly before it is planted into the ground. If structured fatal deviations are allegedly discovered, the urban village apparatus has prepared Standard Operating Procedures (SOPs) with the imposition of civil fines (delay deviation addendums) against their own citizens' Pokmas, reflecting the enforcement of the supremacy of equal state audit law amidst the wrapper of brotherhood.

Responding to differences in views or empirical doubts from conservative elders, the Pokmas pioneered by the millennial generation takes the path of scientific literacy. The youth defuse the empty arguments of pessimistic residents by presenting documents of asphalt fabrication compressive strength tests (K-175 Concrete Certificate) and galleries of project visual records on their mobile screens, thus resolving disputes objectively without heated conflicts. The final and most terrifying challenge of this evaluation dimension lies in the necessity to

compile thick bundles of Accountability Reports (SPJ); assembling thousands of worn-out receipts often tears away the concentration and stamina of volunteer committees at the end of the year. However, it is precisely this rigid paper SPJ that ultimately becomes the perfect complementary validity of their popular governance accountability before the city-level agencies.

Supporting and Inhibiting Factors in Implementing the Community-Driven Development Approach

The achievement of 100 percent physical absorption without any findings of construction failure is inseparable from the massive combination of several supporting factors. First, the alignment of real aspirations, meaning the proposals raised are indeed based on concrete historical suffering (flood inundation), so residents are highly motivated to complete physical work quickly. Second, Bureaucratic Capacity and Dedication, where bureaucratic officials (the Development Section Head and the Social Welfare Section Head) are willing to step into the arena to patiently teach lay groups how to arrange city-standard financial reports, which eliminates the fear of criminal law in the minds of citizens. Third, Juridical Guarantee, namely the technical mayoral regulation for Type IV self-management is very straightforward and not confusing. Fourth, Communal Social Capital, namely the solid familial bonds of native residents that encourage the willingness to help one another. Fifth, Digital Literacy Proficiency, driven by the Karang Taruna youth to execute photographic reporting via Google Drive as well as online price monitoring.

Nevertheless, the dynamics in Benowo are not free from several inhibiting factors. The first obstacle from the socio-cultural aspect is the phenomenon of pragmatic apathy shown by a handful of commuter groups (factory worker communities who leave at dawn and return late at night). This group has minimal interaction involvement in self-help voluntary work and tends to neglect the maintenance of facilities built by the residents. The second obstacle is the psychological friction of the generation gap, where youth figures are often underestimated in their agility by elderly figures who are slow to adapt to electronic bank transaction schemes. The third obstacle, which is also the most terrifying and exhausting barrier, is the structural constraint of state administration, namely the complexity of bookkeeping the Accountability Report (SPJ). The recording procedures of rigid accounting legacy demand the assembly of fragments of stamped paper receipts that are prone to getting lost blown by the wind at the project site, thereby causing sluggishness in the SPJ completion administrative input process at the end of the year (Weber, 2015).

CONCLUSIONS AND RECOMMENDATIONS

The implementation of the Community-Driven Development (CDD) approach in the governance of the Urban Village Fund in Benowo Urban Village, Surabaya City, was executed highly comprehensively and resulted in a budget ceiling absorption reaching an absolute precision of 100 percent. Implementatively, the five CDD measurement principles according to Kilby's theory (2011) proved to manifest exceptionally well. Planning is highly bottom-

up, incubated from the wombs of both formal institutions and marginalized communities. Sovereignty in managing the budget is distributed autonomously into the hands of citizens through Pokmas entities, fortified by price digitalization and cashless transaction reporting. The construction of drainage sewers and roads does not merely resolve infrastructure issues but explodes the multiplier effect of empowering the absorption of marginalized community labor. Furthermore, the citizen institution-based monitoring system successfully became the fiercest internal auditor, sterilizing the environment from cheap materials.

The brilliant success of participatory governance in Benowo Urban Village was massively driven by a balanced support between the high regional historical care of native residents, the militancy of intellectual reporting assistance from bureaucratic officials, the protection of Mayoral Regulations, and the agility of millennial youth in utilizing digital device literacy. However, this climate of communal participation is occasionally still hindered by several residual obstacles, including the pragmatism of factory worker commuters who lack social cohesion, egocentric intergenerational friction in determining design decisions, and the most emotionally and physically draining of all: the heavy burden of the demands of complex state paper receipt administrative bookkeeping (SPJ) which is considered too conservative and archaic amidst the whirlwind of the information modernization revolution civilization.

Based on the findings of paper-based administrative constraints that burden community volunteers, it is strongly recommended that the Surabaya City Government immediately design and apply an integrated accountability report platform, E-SPJ (Digitalization System of Proof of Payment), based on QR codes or direct scanning results so that Pokmas are freed from the obligation of filing piles of paper. In addition, the urban village government is also encouraged to legally institutionalize a youth quota into the Pokmas Decree, so that digital innovation can suppress generation gap constraints more institutionally.

FURTHER STUDY

Future research should conduct comparative studies across urban villages with diverse socio-economic demographics to broaden perspectives on the CDD approach and Type IV Self-Management. Additionally, longitudinal evaluations are needed to assess post-construction infrastructure sustainability, particularly in areas dominated by pragmatic commuter residents. Finally, subsequent studies must investigate the feasibility and community readiness of implementing digital accountability systems, such as the E-SPJ platform, at the grassroots level to evaluate how digital interventions can improve transparency and alleviate administrative burnout among local volunteers.

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