

Promoting Public Accountability as Public Value Through Waste Management System

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Abstract

This research aims to explain how accountability as public value is promoted through waste management system. In terms of the research method, qualitative approach, specifically phenomenological research is utilized. Qualitative data collection techniques are conducted by in-depth interviews to head of Buduk Village Government, Head of Citizen Empowerment, the wife of village officials, waste bank management cadres, and waste collectors. Moreover, data is collected through observation surrounding the village and the waste storage area. Secondary data is collected through journal articles, government reports, and institution's report. Based on data analysis, Accountability as public value can be promoted by strengthen responsibility, responsiveness, and transparency in waste management system. Responsibility can be reinforced by obeying the regulation on the upper level of government and village government. Responsiveness of the village government can be strengthened through the roles of complain mechanism. Transparency can be improved by publishing the amount of saving each member to all waste bank member. Regarding manuscript value, this research describes the wicked problems in waste management not only in managing the waste bank, but also organic waste management to the final waste disposal site. This paper also provide the solution to strengthen accountability as public value.

Keywords:

accountability; good governance; public value; waste management

Introduction

In the perspective of new public governance, public governance should create public values to citizens. Public value is the end of public policy which benefits for the citizens and organization and this value lead organizations and citizens how they should be organized (Bojang, 2022; van de Sande et al., 2022). In governing public organizations, it is important to achieve efficiency, but it is not enough. There are many public values which need to be achieved (Bojang, 2022). For instance, effectiveness, efficiency, transparency, and accountability.

In some context, the public values can be conflicting. For instance, WikiLeaks can promote transparency (Wal & Graaf, 2011); however, providing confidential information through this platform, in some instances, does not solve the public problems. Moreover, Ingrams (2019) states that transparency can be competing with privacy. Accountability as public value also can competing with other public values. Van de Sande et, al. (2022) argues that multiple accountability which combines horizontal dan vertical accountability can be conflicting with

efficiency because to ensure multiple accountability, the public actor can spend much time and money for carrying out the accountability mechanism and in some context, accountability can impede effectiveness.

Public accountability describes relationship between the public organization or actors and the public. The public organizations or actors must elucidate why the decisions are taken and why the resources are used. They must take the responsibility for their actions (Zumofen, 2022; Da Silva Couto & Ferreira, 2016). Accountability consist of five dimensions, such as transparency, liability, controllability, responsibility, and responsibility. Firstly, transparency is determined by how far the public organizations or actors can provide information about their performance to the public. Secondly, liability is determined by how far the public organizations or actors accept the consequences of their performance. Thirdly, controllability is determined by the obedience of what principal desired. Fourthly, responsibility is determined by the obedience of the rules. Fifthly, responsiveness determined by the fulfilment of public expectations (Zumofen, 2022).

Public accountability can promote democracy. As a democratic mean, accountability mechanism can provide information to the citizens through various media periodically (Faidati & Khozin, 2020); consequently, the citizens can make the government responsible. Accountability mechanism can be a monitoring and controlling mechanism to the government decisions and prevent power concentration in one or a group of institution. Natision et al., (2022) states that public accountability can promote democracy and good governance on public finance management. Accountability also can enrich the learning capacity of the public officials because the mechanism demands the public officials to improve their performance. They should learn from the past mistakes to create impacts on livelihood. Furthermore, accountability can prevent corruption (Open Government Network/Nothern Ireland, n.d.). Government audits as political accountability mechanism can prevent corruption and misuse of public resources (A, 2020). Therefore, accountability can strengthen public trust.

Good waste management system is one of some strategies to achieve sustainable development goals. Firstly, waste management system can help to achieve SDG 14 and 15. The high amount of waste is resulted from a high consumption. If waste is not managed properly, it can pollute the sea or beaches. This condition can reduce the quality and quantity of fish as a food source. In addition, inorganic waste which is not recycled will reduce soil quality. This condition indicates that inadequate waste management system can cause damage to land and marine ecosystems. In long term, this will hamper the realization of sustainable production and consumption (SDG 12). Secondly, improper waste management can consume a larger productive area because it is used as a landfill. The mixture of organic and inorganic waste also emits a foul smell and are a source of disease. This can create an unhealthy environment and community life

(SDG3). In the future, this condition can prevent a sustainable communities and cities (SDG 11) (Nation, 2024).

Badung regency is one of regency in Bali which have many tourist destinations. As one of tourism epicentrum in Bali, Badung result a high amount of waste Nevertheless, Badung does not have final waste disposal Site. Badung Regency usually dispose their waste to final waste disposal Site in Suwung, in which Gianyar regency and Denpasar City also dispose their waste (Kementerian Lingkungan Hidup dan Kehutanan, 2018). Badung also have integrated waste management system, called TPS3R, for instance TPS3R Samtaku in Jimbaran. However, this TPS3R was burn in 17 July 2024. Citizens complained because this case negatively impact on health and environment (Suriyani, 2024). Only some villages have TPS3R to manage their waste because the area and budget limitation.

Buduk Village is a village located in Mengwi District, Badung. Buduk does not have TPS3R. Buduk villagers disposed their waste in the local area which is specifically utilized for final waste disposal are. Here is the picture of Buduk's final waste disposal area.

Gambar 1.

Buduk's Final Waste Disposal Area



Source: Researcher's Documentation, 2024

Moreover, Buduk village have built waste bank in every banjar (the smallest Balinese government level). This waste bank is conducted montly by waste bank cadres. Although the have local final waste disposal site and waste bank, based on the results of the researcher's initial observations (2023), on certain days, rubbish piles occur in front of residents' houses. Moreover, a high amount of waste is still disposed to the local final waste disposal site, despite the implementation of waste bank.

There are some research regarding waste management system have been conducted. Firstly, the research entitles "Waste Bank Policy Implementation through Collaborative Approach: Comparative Study—Makassar and Bantaeng, Indonesia" (Fatmawati et al., 2022). This reseach describe the dynamic of waste management policy implementation, comparing

Makassar City and Bantaeng Regency. This research also identifies factor determinants of policy implementation in the perspective of a collaborative approach based on communication among key stakeholders. This research utilized qualitative approach by using two places as the case study. The result of this study is that Waste Bank Management Policy in Makassar City and Bantaeng Regency has not implemented maximally because lack of community socializations.

Secondly, the research entitles “Public Private Partnership of Waste Management in West Java” (Ferza et al., 2019). The research examines and analyses the public-private-partnership schemes at TPPAS Nambo. This research utilized descriptive qualitative methods. This study revealed that the problems in TPPAS Nambo are improper waste management, a mazy financing scheme for waste management, and stalled optimization of the PPP for waste management policy. This research recommends that regulations as a base of collaboration between stakeholders and coordination among stakeholders are required to address the problems.

Thirdly, the research entitles “Challenges and Strategies For Effective Plastic Waste Management During And Post COVID-19 Pandemic” (Raja et al., 2020). This research reveals that existing plastic waste management system and infrastructures are limited by ineffectiveness and inefficiency of waste management. To tackle these issues, innovation is need in term of plastic product and technologies. Technology should be integrated to the existing waste management. Policies regarding boosting citizens’ awareness, tax cuts on sustainable products and business, public-private investments in research and infrastructure, and low recyclable plastic products are required to be implemented.

Fourthly, the research entitles “Solid waste management in China: Policy and driving factors in 2004–2019” (Guo et al., 2021). This research aims to examine the statistics of domestic waste, industrial solid waste, and hazardous waste in China from 2004 to 2019. This research also identifies the factors affecting solid waste management in China. Waste management system has been improved through the exploration of solid waste recycling, harmless treatment, resource utilization, and source reduction. Technology adoption and investment in environmental pollution control have reduced solid waste. Economic and social development should be considered in decision-making process to address solid waste issues.

Fifthly, the research entitles “The Importance of Public Participation in Sustainable Solid Waste Management” (Salsabila et al., 2021). This research compares the influence of Solid Waste Management in Indonesia and the Philippines. This research utilized qualitative approach by analyzing relevant literatures from 2000 to 2020. This study reveals that comparing to Indonesia, Philippines government put more efforts on encouraging public participation and this leads to better waste reduction. Indonesia government more focused on policy and regulation.

According to research background and previous research, in this paper, the research question is how public accountability as public value is promoted in waste management system, specifically in Buduk Village. This research aims to explain how public accountability as public value is promoted in waste management system, specifically in Buduk Village.

Methods

This research utilized qualitative approach, specifically phenomenological research. This research elucidates the meaning of some key actors' experiences (Creswell, 2007). This research explains key informants' experiences regarding accountability in waste management system in Buduk Village. Qualitative data collection techniques are conducted by in-depth interviews to head of Buduk Village Government, Head of Citizen Empowerment, the wife of village officials, waste bank management cadres, and waste collectors. Moreover, data is collected through observation surrounding the village and the waste storage area. Secondary data is collected through journal articles, government reports, and institution's report. While data collection, data is analyzed by qualitative data analyses technique. Researcher conducted data reduction, data provision, data verification, dan making conclusion. Data credibility is tested through source and technique triangulation. Primary Data from in-depth interviews is compared with secondary data. Furthermore, data from in-depth interviews is compared with data from observation results.

Results and Discussion

This section provides research result and discussion of research result. In this research, accountability is elaborated through dimension of responsibility, responsiveness, and transparency because these three dimensions can be a leverage to promote accountability as public value.

Dimension of responsibility

Responsibility is understood by how far the organization or public actor follow the rules which creates by Badung Regency and Badung Village Government. This dimension also promote legal accountability (Rock, 2020). Badung's Regency regulation Number 48 Year 2018 Regarding Implementation Guidelines of Reduce Reuse and Recycle Through Waste Bank. According to Article 3 Badung's Regency regulation Number 48 Year 2018, waste bank mechanism consists of classifying the waste; handing over waste to the Waste Bank; weighing the waste; recording how much they bring the waste to the saving book; sharing the profit from waste sales between savers and waste bank officer. Based on the researcher observation, this mechanism has been conducted every month when the waste banks are conducted on Banjar Hall. To help the savers, the waste

bank cadres collect the waste bank saving book after weighing the waste; consequently, the savers do not lose the saving book.

Badung's Regency regulation Number 48 Year 2018 also regulates about the roles of Badung's Environment and Cleanliness Agency in implementation of Waste Reuse, Reduce, Recycle. The agency should provide technical coaching, develop a pilot project of Waste Bank, integrate between Waste Banks, monitor and evaluate the implementation of Waste Banks in the Regions, develop cooperation in implementing the Waste Bank. In Buduk Village, the instructor from Badung's Environment and Cleanliness Agency provide technical coaching how to classify and manage the organic and inorganic waste. The instructor also the head of citizen empowerment unit in Buduk Village Government. Due to his roles in Buduk Village Government, he can directly encourage the head of Buduk Village Government, consequently, all banjar in Buduk implement waste bank monthly. It is stated by Mr. I Gede Suantara, "I often invites the Village Secretary too, maybe it's not seen as an urgent matter, it's just that the activity is going on, that's okay, the important thing is to go on, in the future I want to activate it again, let's make a movement, then the pole invites, come on sir, move again" (Interview result on October 2nd, 2024). His roles in waste management in Buduk also was also stated by one of MBM officers, "If the LPM chairman is from Banjar Gunung, his commitment regarding waste is great. He is also a field instructor".

Regarding the monitoring and evaluation mechanism, it has been conducted. According to Mr. Ngurah Nugraha's Argument, Badung's Environment and Cleanliness Agency monitored the waste management in Buduk. "*If DLHK's involvement is just monitoring, hehe*" (Interview on October 7th, 2024). The instructor also indirectly monitored the implementation of waste bank in Buduk because his wife plays a role as a waste bank cadre. They usually discuss about waste bank implementation. This can be one of channels to conduct monitoring and evaluation system. This relations also can provide information which can be used by the Badung's Agency of Environment and Cleanliness to assess vertical accountability between Buduk Village and Badung's Agency of Environment and Cleanliness. This vertical accountability can be strengthened because this accountability relates to the upper government regulations. Buduk Accountability can open opportunities for Buduk Government get financial and technical support from Badung's Agency of Environment and Cleanliness.

In terms of developing cooperation in waste bank implementation, Village Government has initiated cooperation between MBM and Buduk Village Government to implement waste bank in all banjar in Buduk since 2022. It is argued by Mr I Ketut Wira Adi Atmaja, Head of Buduk Village Government, "*We are the ones who contact the MBM, because like this, eh, at the beginning I wanted Banjar Umacandi, right? I wanted to make it a model because Banjar Umacandi is mostly*

Christians. Well, those who have MBM are Christians. Banjar Umacandi, Umategal, there are mostly Christians there, the trick is to ask the residents for help later, because I have collaborated with the MBM". Legitimated power by head of Buduk village Government to solve the wicked problem in their territory lead to the decision to develop cooperation with MBM, although Badung's Regency regulation Number 48 Year 2018 does not state village government has obligation to develop cooperation.

Initially, waste bank is conducted in one of church in Buduk in 2008. MBM taught regarding organic and inorganic waste management. After that, they built a waste bank in that church. Because of the commitment of Head of Buduk Village Government in developing waste bank, in 2022, the expenditure of waste bank implementation is allocated in village government budget. It is stated by Mr. Ngurah Nugraha, "2008, from the church, it was still managing organic and inorganic waste. Then it runs, then a waste bank is formed. The waste bank is with the village in 2022 in the village budget" (Interview on October 7th, 2024). This promotes social accountability.

Social accountability which has been promoted by MBM in waste management in church lead to sustainable collaboration between MBM and village government. This collaboration also an implementation of article 7 Badung's Regency regulation Number 48 Year 2018 which demand the citizens to actively participate in waste classification, waste collection, wash hand over to waste bank, and waste bank administration. In buduk, village woman group is one of the key actors who actively participate in waste bank implementation. Besides they act as cadres, woman also actively participate in waste bank.

Badung's Regency regulation Number 48 Year 2018 also regulate standard of waste bank mechanism. This standard regulates what the savers, waste bank cadres, inorganic waste buyer can do and do not. For example, the savers should obtain once socialization in three months. It cannot be conducted routinely. It is indicated from Mr. Gede Suantara, "as long as I am given the opportunity to talk about the importance, the urgency of sorting waste, I do not need to receive the speaker's honorarium, snack, food, snacks for the participants only, there is no need for the pole to be given the speaker's money. I know that as a member of society, especially as chairman of the LPM, I am also at instructor of DLHK, I want to educate how to sort waste at home". (Interview on October 2nd, 2024). One of causes of this facts is many religious ceremonies and other indigenous events. It is stated by Mr. Ngurah Nugraha, "So how many people come, the obstacle is usually because there was a ceremony. But usually if someone doesn't come, for example out of five people, there are 2 who come as representatives. Or the three that come" (Interview on October 7th, 2024). Based on the observation, socialization was conducted by Buduk Village Government and Marga Bhoga Marga (MBM), non-profit organization which cooperate with Buduk Village Government to implement

waste bank. This socialization is conducted in the initial stage of waste bank development. It is stated by Mr. Ngurah Nugraha, one of MBM officers, *“Yes, initially we provided socialization, education, training, at that time waste bank training, training for management to start it”* (Interview result on October, 7th 2024). Monthly, woman group leaders share information regarding when and where the waste bank is held. This information is shared on the WhatsApp Group. The way the waste bank is managed and the roles of waste bank cadres is also regulated in Badung’s Regency regulation Number 48 Year 2018.

Waste management in Buduk is also regulated by Head of Buduk’s Village Government Regulation Number 3 Year 2024 Regarding Waste Transportation Services in Buduk Village. This regulation regulates about waste levy which is born by citizens or business companies. The amount of levy is only determined by the classification of service users. The amount of waste which is disposed did not determine the amount of levy they should pay. The discourage citizens to classify the waste and bring it to waste bank and lead to a high amount of waste in local final waste disposal site.

Dimension of Responsiveness

Responsiveness is defined by the fulfilment of public expectations. As O’Flynn (2007) stated, multiple accountability system is exercised in public value management; consequently, public organization or actors should fulfill the expectations of citizens as overseers of government, customers as users and taxpayers as funders. In the context of waste management, Buduk village government and waste management should be responsive to the Buduk Villagers as overseers of government and waste management cadres and MBM’s donor as a actor who finance MBM projects.

The success indicator of waste bank implementation in Buduk is the number of citizens participations. Based on the researcher’s observation, when a little number of Buduk villagers participate in waste bank, woman group leader discusses the solution in the face-to-face monthly meeting. The member argued the problems and provide some alternatives to boost the participation. Finally, some banjar impose financial sanction to villagers who do not participate in waste bank. Nevertheless, two banjar, such as Banjar Gunung and Banjar Sengguan, have not yet imposed sanction because they assumed they have not yet need to impose sanction and in Banjar Sengguan, many griya which is houses of highest level of Balinese caste are located in Banjar Sengguan. It is stated by Luh Suryati, a cadre of waste bank *“Here, it is not yet. Only this banjar and Banjar Sengguan haven't yet. There are a lot of griya in there too, it is embarrassing”* (Interview result on October, 2th 2024). In Banjar Gunung, the cadre ask about the sanction in the moment they helped the other religious ceremony, not in monthly meeting of woman group. The way they make the forum make the member of woman group not response the issue seriously.

MBM also use the number of citizen participation as the success indicators of their waste bank project implementation. They reported the number of citizen participation to the donor. *"often, it's normal"* (Interview result with Mr. Ngurah Nugraha, on October, 7nd 2024). Although they did not achieve the target, they did not demand the villagers to participate in Waste Bank. They persistently carry out the waste bank, and it is conducted sustainably. Although waste bank is conducted monthly, the waste which is transported to local final waste disposal site still in a high amount of waste. Based on researcher argument and Mr. Gede Suantara, there is not significant reduction of waste disposed to the site, *"still many waste transported to the site, we can see the truck brough relatively the same amount of waste"* (Interview result with Mr. Gede Suantara on October, 2th 2024). One of the causes is the amount of inorganic waste brought to waste bank not as a success indicator of waste bank implementation. Moreover, some villagers do not sort the waste in their house, but bring the inorganic waste from their workplace to the waste bank. It stated by Mrs. Luh Suryati, *"that's why someone brought a book. The teacher, the teacher, brought a book. She still brought books from school"* (Interview result on October, 2th 2024). This indicates that they bring inorganic waste which is not the result of waste sorting in their house. This habit leads to insignificant reduction on waste disposal in local final waste disposal site.

Regarding waste management in Buduk Village, Buduk's Government Village provide complain channels to the head of village government. The villagers can complain if their waste is not carried to the local final waste disposal site. *"complain to the village government, it's only if the rubbish isn't picked up"* (Interview result with Mr. Memet, one of village government officer, on September 23rd 2024). This mechanism promotes *responsiveness* of village government to the citizen need. After they complained, village government directly response them by instructing the cleanliness officer to pick up the waste. Citizens have right to voice their need of environment cleanliness in Buduk. *"When was the rubbish burned... there were people who protested"* (Interview result with Mrs. Ketut Wardhani, one of village government officer, on October 8th 2024). Their freedom to voice demands the village government more accountable to the waste management system in Buduk Village.

Dimensions of Transparency

Transparency is determined by how far the public organizations or actors can provide information about their performance to the public, specifically to Buduk Villagers. Waste bank cadres provide waste saving book to record how much waste, the price of each waste category, and the total of savings. The savers can see the number one month after collecting the waste. It demonstrates transparency and can encourage the villagers to participate in waste bank. In terms of the price of each waste classification, the prices can be informed before collecting the waste if

the villagers ask the cadres. It is stated by Mrs. Luh Suryati, “*I give it, they asked*” (Interview result on October 2th 2024). If the price is published before they collect, they can collect higher amount of waste which have higher prices. Nevertheless, some citizens argued that the prices is low; Consequently, they were reluctant to collect more waste in waste bank. It is stated by Mrs. Luh Suryati, “*complain about their prices, they're not much*” (Interview result on October 2th 2024). This indicates there is a need for providing information about the total savings of all waste bank members to the public; consequently, this can encourage the member who collect a little number of waste to collect more inorganic waste.

Conclusion

Accountability as public value can be promoted by strengthen responsibility, responsiveness, and transparency in waste management system. Responsibility can be reinforced by obeying the regulation on the upper level of government, specifically Badung’s Regency regulation Number 48 Year 2018 Regarding Implementation Guidelines of Reduce Reuse and Recycle Through Waste Bank and the regulation made by village government. Monitoring and evaluation mechanism can improve the implementation of the regulation in Buduk Village by empowering officers who work in Badung Agency of Environment and Cleanliness as the actor to conduct the monitoring and evaluation mechanism. Furthermore, the regulation should be formulated by considering the appropriate consideration, such as the amount of produced waste, in imposing the waste transport levy. This can promote legal accountability. In terms of responsiveness, monthly woman meeting can be a forum which can promote social accountability. Complain channels which are provided by village government can boost government responsiveness to the waste management issues. This can promote vertical and horizontal accountability. Regarding transparency, provision of total savings in waste bank saving book are not enough to encourage villagers to optimally participate in waste bank.

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