

# The Complexity of Implementing Organisational Culture and Good Governance in Achieving City Government Employee Performance

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**ABSTRACT:** This research investigates the relationship between Good Government Governance (GGG) and Organizational Culture (OC) on employee performance within the Lhokseumawe city government. The study addresses the imperative of enhancing public sector performance by analyzing both structural governance and cultural influences. A quantitative cross-sectional survey was conducted, gathering data from 50 employees across 31 agencies. To assess the relationships between GGG, OC, and employee performance, Structural Equation Modeling (SEM) with Partial Least Squares (PLS) was utilized. The results reveal that while GGG has a positive but weak influence on employee performance—most notably in the dimensions of Accountability and Consensus Orientation—OC demonstrates a stronger influence on performance, although this was not statistically significant. Key aspects of organizational culture, specifically Result Orientation and Attention to Detail, received notably high scores, underscoring their potential impact. These findings emphasize the intricate interplay between governance and cultural practices in shaping employee performance, suggesting that fostering a performance-oriented organizational culture in conjunction with robust governance can lead to improved outcomes. The study recommends that policymakers focus on integrating governance frameworks with cultural initiatives to enhance overall performance in local government settings.

**Keywords:** Good Government Governance, Organizational Culture, Employee Performance, City Government, Public Sector

## I. INTRODUCTION

Good Government Governance (GGG) and Organizational Culture (OC) are critical to the performance and efficiency of public institutions, particularly in local government contexts. GGG establishes a structured framework that ensures transparency, accountability, and effective policy implementation, all of which are essential for optimizing public service delivery and fostering trust in governmental bodies. The adoption of GGG can help mitigate inefficiencies and mismanagement, cultivating a government responsive to the needs of its citizens (Carcaba et al., 2022). Furthermore, academically, GGG enriches our understanding of how governance mechanisms influence performance outcomes in public institutions. Concurrently, OC serves as the behavioral framework defining employee engagement with tasks and alignment with the organization's mission. This dual significance—both practical and theoretical—emphasizes the importance of exploring the intricate relationship between GGG and OC in enhancing local government performance (Kaufmann et al., 2009).

The literature on GGG has expanded considerably in recent years, with research consistently showing that implementing GGG principles, such as transparency, accountability, and participation, improves governance

quality by fostering ethical practices and reducing corruption (Raheni & Putri, 2019). Despite this progress, gaps remain in understanding how GGG principles intersect with organizational culture to influence employee performance comprehensively. While studies like those of Mbipi et al. (2020) emphasize the positive link between good governance and organizational efficiency, few investigate the specific contributions of organizational culture within this framework. Therefore, this research seeks to enrich this emerging field by providing empirical insights into the intersection of GGG and OC within local government, with a focus on the Lhokseumawe city administration.

Good governance has long been regarded as a vital tool for addressing public sector challenges, including inefficiencies, budget misallocation, and governance failures. Various studies have demonstrated that effectively applied GGG principles lead to more ethical governance practices, thus improving economic outcomes and fostering social stability (Fayissa & Nsiah, 2013). Governance founded on robust transparency and accountability mechanisms ensures efficient resource allocation and alignment of government operations with public interests (Gupta & Abed, 2002). This study aims to broaden the discourse surrounding GGG by examining its interaction with OC, particularly within public sector management, to shape employee performance. Understanding this relationship offers valuable insights into improving local government effectiveness in tackling public service delivery and governance integrity issues.

The purpose of this study is to investigate the effects of GGG and OC on employee performance within the Lhokseumawe City Government. This research will focus on how key GGG principles—transparency, accountability, and participation—combined with a strong organizational culture, can enhance the efficiency and effectiveness of local government employees. Utilizing a quantitative research design and Structural Equation Modeling (SEM), this study aims to provide empirical evidence on the extent to which GGG and OC influence employee performance and how these factors interact to impact governmental outcomes. The findings will offer actionable recommendations for improving governance structures and fostering a performance-driven organizational culture within local government.

This research tests the hypothesis that both GGG and OC are significant determinants of employee performance in local government contexts. GGG provides the structural foundation necessary for ethical governance, while OC creates the behavioral environment that shapes how employees align with institutional goals. It is anticipated that the findings will reveal that while GGG is crucial, it may not independently enhance performance without the backing of a performance-oriented culture. The argument posits that an effective amalgamation of governance structures and cultural practices establishes a robust framework for boosting public sector performance, ultimately leading to sustainable and impactful governance outcomes in Lhokseumawe.

## **II. LITERATURE REVIEW**

### **2.1. Good Governance**

Good governance has emerged as a focal concept in public administration, marking a shift from traditional hierarchical approaches to more inclusive and participatory governance models. It emphasizes the importance of transparency, accountability, and the efficient management of public resources in alignment with democratic principles (Muhammad, 2017). The United Nations Development Programme (UNDP) describes good governance as the effective and responsive management of public affairs aimed at addressing societal needs (Mardiasmo, 2021). Similarly, the World Bank characterizes it as responsible management of public resources that uphold democratic principles, enhance market efficiency, and prevent corruption (Mardiasmo, 2021). This transition is crucial for ensuring governance structures not only prioritize power and authority but also engage multiple stakeholders in decision-making processes.

Key principles of good governance form the foundation of its application in public administration, and several frameworks highlight its essential variables. These principles include participation, rule of law, transparency, responsiveness, consensus orientation, equity, effectiveness, efficiency, accountability, and strategic vision (Sedarmayanti, 2012). However, for practical implementation, Mardiasmo (2021) underscores

three critical dimensions: transparency, public accountability, and value for money—which encompasses economy, efficiency, and effectiveness. These principles are not merely theoretical constructs; they provide practical guidelines for enhancing the functioning of public institutions. Establishing a clean, efficient, and accountable governance system is essential in responding effectively to public needs while ensuring optimal resource utilization (Kurniawan Agung, 2005).

Examples of successful good governance implementations exist across various public sectors. In Indonesia, for instance, regions like Denpasar have effectively adopted GGG principles to combat budget misuse and improve accountability in local governance (Raheni & Putri, 2019). The Corruption Eradication Commission (KPK) has emphasized the importance of transparency and accountability in reducing corruption, as evidenced by ongoing efforts to prosecute public officials involved in corrupt practices (Zabar, 2022). Additionally, in Aceh, the application of good governance principles has proven effective in restoring trust and stability after prolonged political instability. These instances illustrate that when GGG principles are applied successfully, they lead to significant improvements in governance performance and public trust, indicating a pressing need for further application in regions grappling with governance challenges (Fayissa& Nsiah, 2013).

## **2.2. Organizational Culture**

Organizational culture embodies the shared beliefs, values, and norms that shape behaviors and guide how work is conducted within an organization. It consists of underlying assumptions that dictate interactions among employees and how they engage with their tasks (Ismaya, 2019). According to Sedarmayanti (2009), organizational culture represents a collective mindset that distinguishes one organization from another. Mangkunegara (2010) elaborates that it is rooted in shared experiences, narratives, and norms influencing employee behaviors. This culture is vital as it reflects the identity of the organization and significantly impacts employee actions, ultimately affecting organizational performance.

Organizational culture comprises several key dimensions that influence both its structure and function. Robbins (2017) identifies dimensions such as innovation and risk-taking, attention to detail, outcome orientation, people orientation, team orientation, aggressiveness, and stability. These dimensions help mold how employees engage with their work and contribute to the overall cultural environment of the organization. Moeljono (as cited in Khatab, 2007) classifies these into four primary variables: integrity, professionalism, role modeling, and appreciation of human resources. Each of these variables is instrumental in developing a robust organizational culture that not only aligns with strategic objectives but also drives employee engagement and productivity (Putra, 2015).

Numerous cases illustrate the profound influence of organizational culture on performance outcomes. In Denpasar, studies have shown that a professionalism- and accountability-focused culture positively affects local government officials' performance (Raheni & Putri, 2019). In the private sector, companies like Google leverage a strong culture of innovation and risk-taking to maintain their competitive edge within the technology industry (Robbins, 2017). Such examples highlight that a well-defined and supportive organizational culture can serve as a potent tool for enhancing employee performance and ensuring organizational success. When organizational culture aligns with overall strategic goals, it fosters an environment that encourages productivity and promotes innovation (Jismin et al., 2022).

## **2.3. Employee Performance**

Employee performance is defined as the quality and quantity of work produced by an employee in meeting their assigned responsibilities (Mangkunegara, 2017). It represents the degree to which employees fulfill job requirements and contribute to the organization's goals. Performance is not solely an individual metric; it also embodies the collective efforts of employees working towards achieving organizational objectives. High-performing employees are those who meet job expectations, responsibly cooperate within teams, and positively influence overall organizational outcomes (Prawirosentono, 2014). This understanding is essential as it directly correlates to an organization's capacity to accomplish its mission and vision.

Key indicators of employee performance are varied and measurable. Mathis and Jackson (2017) highlight critical metrics such as output quantity, work quality, timeliness, attendance, and collaboration abilities. These metrics enable organizations to systematically evaluate employee performance. Kasmir (2017) emphasizes four core indicators: quality, quantity, time, and cooperation, essential for assessing individual and collective performance. These indicators are vital for identifying performance gaps and pinpointing areas of improvement. Performance evaluations enable organizations to align individual efforts with broader organizational goals, ensuring enhanced efficiency and productivity.

Numerous cases underscore the significance of measuring and improving employee performance. For instance, research by Raheni and Putri (2019) in the public sector revealed that good governance and organizational culture positively impacted government employees' performance in Denpasar. Similarly, Widasari and Igamad (2018) found that managerial performance improved in Badung Regency when employees were aligned with governance principles and a robust organizational culture. These findings underscore the critical role of a supportive governance framework and organizational culture in enhancing employee performance. Organizations that concentrate on these elements are more likely to cultivate high-performing teams essential for achieving both short-term and long-term objectives (Dessler, 2017).

### **III. RESEARCH METHOD**

The unit of analysis for this study centers on the performance of local government employees within the framework of Good Government Governance (GGG) and organizational culture. Specifically, the research investigates how GGG principles and the organizational culture within Regional Apparatus Organizations (OPD) affect employee performance in the Lhokseumawe city government. This unit of analysis is critical due to the pivotal role that governance and culture play in shaping public sector performance, directly impacting the effectiveness of public service delivery and governance outcomes in local government settings.

This study adopts a qualitative research design to explore the complexities of governance and organizational culture concerning local government performance. A qualitative approach allows for a nuanced understanding of how GGG and organizational culture are interpreted and enacted by local government employees, especially in the field of public service. The descriptive nature of this study facilitates an in-depth analysis of underlying factors influencing governance practices, while the interpretive framework uncovers contextual and subjective elements shaping employee behavior and organizational outcomes (Sugiyono, 2019).

To collect data, the study combines primary and secondary sources. Primary data were gathered through in-depth interviews with key informants, including government officials, civil servants, and stakeholders involved in the implementation of GGG and organizational culture. These interviews provided firsthand insights into the operationalization of governance and culture in Lhokseumawe. Secondary data were obtained from government reports, regional planning documents, and academic literature related to GGG and organizational culture. This mixed-method approach offers a comprehensive understanding of the research problem from multiple viewpoints, ensuring a robust analysis.

Data collection employed a multi-method approach that integrated interviews and document analysis. In-depth interviews were conducted with selected respondents to capture their perspectives and experiences regarding the implementation of GGG and organizational culture within the OPDs of Lhokseumawe. The semi-structured format of the interviews allowed flexibility for probing deeper into specific issues. Additionally, document analysis involved reviewing government reports, policy documents, and prior studies that provided relevant context for the research. This methodological triangulation ensured the reliability and validity of the findings, enriching the overall quality of the study.

Data analysis followed a rigorous thematic analysis process, facilitating the identification and interpretation of key themes related to GGG, organizational culture, and employee performance. The analysis began with data coding, where interview transcripts and documents were systematically categorized based on recurring themes. This was followed by data reduction, which eliminated irrelevant or redundant information.

Finally, the findings were synthesized to generate insights into the interrelationships between governance practices, organizational culture, and performance outcomes. Thematic analysis enabled a comprehensive understanding of both explicit and implicit meanings within the data, illustrating how governance and culture influence employee behavior in the public sector.

#### IV. RESULTS AND DISCUSSION

##### 4.1. Respondent Characteristics

This study aimed to examine the influence of Good Government Governance (GGG) and Organizational Culture (OC) on Employee Performance (EP) within the Lhokseumawe city government. Data were collected from various agencies via questionnaires distributed from April to May 2024. Out of 34 approached agencies, 31 returned completed questionnaires, demonstrating a strong response rate and thus providing diverse insights into governance and organizational culture practices in the local government context. The survey results, summarized in Table 1, reflect responses from a range of city agencies, with the Regional Planning and Development Agency contributing the most responses (12%), followed by the Public Works and Housing Agency (8%). Other agencies, including the Lhokseumawe City Secretariat and the Disaster Management Agency, provided responses within a range of 2-6%. This broad representation enhances the results' comprehensiveness concerning the organizational culture and governance practices in Lhokseumawe.

Table 1. Distribution of Respondents from Various Government Agencies

<i>No.</i>	<i>Institution</i>	<i>Amount</i>	<i>Percentage</i>
1	Secretariat of Lhokseumawe City	2	4
2	Secretariat of the City People's Representative Council (DPR) of Lhokseumawe	1	2
3	Regional Planning and Development Agency	6	12
4	Agency for Human Resources and Development	2	4
5	Agency for Unity, Politics, and Security	1	2
6	Disaster Management Agency	3	6
7	Regional Finance Management Agency	1	2
8	Inspectorate	1	2
9	Population and Civil Registration Office	2	4
10	Health Office	1	2
11	Communication, Informatics, and Encryption Agency	1	2
12	Environmental Agency	1	2
13	Public Works and Housing Agency	4	8
14	Community Empowerment and Village Agency	1	2
15	Agency for Women Empowerment, Child Protection, Population Control, and Family Planning	1	2
16	Agency for Youth Sports and Tourism	3	6
17	Agency for Investment, Integrated One-Stop Service, and Manpower	2	4
18	Agency for Education and Culture	1	2
19	Transportation Agency	1	2
20	Agency for Industry, Trade, Cooperatives, and Small and Medium Enterprises	2	4
21	Library and Archives Agency	1	2
22	Land Agency	1	2
23	Social Agency	2	4
24	Agency for Islamic Affairs and Dayah Education	2	4
25	City Public Order Agency and Wilayatul Hisbah	1	2
26	Banda Sakti Subdistrict Office	1	2
27	Muara Satu Subdistrict Office	1	2
28	Secretariat of Baitul Mal of Lhokseumawe City	1	2
29	Secretariat of the Aceh Customary Council of Lhokseumawe City	1	2
30	Secretariat of the Regional Education Council	1	2
31	Secretariat of the Ulama Consultative Assembly	1	2
	TOTAL	50	100

Understanding the characteristics of respondents adds valuable context to the survey findings. Most respondents (44%) were aged between 36-45, representing a well-experienced workforce. Additionally, 62% held at least a bachelor's degree (D4/S1), and 72% had between 11-20 years of work experience, underscoring the government's experienced personnel. A notable majority (98%) were civil servants (ASN), with 36% occupying functional roles, particularly as planners. These demographics suggest that the findings reflect the perspectives of individuals with substantial experience and expertise in governance, which enriches the study's insights and reliability concerning the effects of GGG and OC on employee performance within the local government framework.

#### 4.2. Descriptive Analysis

Prior to hypothesis testing, a descriptive analysis was conducted to assess the potential empowerment measured by each construct's indicators. The exogenous constructs in this study are Good Government Governance (X1) and Organizational Culture (X2), while the endogenous construct is Employee Performance (Y).

##### 4.2.1. Good Government Governance (GGG)

Table 2 summarizes the average scores for GGG dimensions. The overall average score for GGG was 3.965, categorized as "Good." The dimension of Accountability received the highest score (4.21), indicating a strong orientation towards accountability within the Lhokseumawe government. Consensus Orientation (4.13) and Participation (4.08) also scored well, suggesting a relatively collaborative governance approach. However, Effectiveness and Efficiency recorded the lowest score (3.54), revealing an area that requires substantial improvement in operational performance. These findings indicate that while GGG principles are generally well-implemented, certain aspects such as operational efficiency require enhanced focus and developmental strategies.

**Table 2. GGG based on Six indicators**

No.	Dimension	Indicator	Average Score	Category
1	Participation	X1.1	4.08	Good
2	Responsiveness	X1.2	3.81	Good
3	Consensus Orientation	X1.3	4.13	Good
4	Effectiveness and Efficiency	X1.4	3.54	Good
5	Accountability	X1.5	4.21	Very Good
6	Strategic Vision	X1.6	4.02	Good
	Good Government Governance		3.965	Good

##### 4.2.3. Organizational Culture (OC)

Organizational Culture was evaluated through six indicators, illustrated in Table 3. The overall average score for OC was 3.928, placing it in the "Good" category. The Results-Oriented aspect received the highest score (4.06), reflecting a culture that supports performance-driven outcomes. High scores were also recorded for Attention to Detail (4.02) and People Orientation (4.00), indicating that the organization values both precision in tasks and effective human management. However, Stability scored the lowest at 3.71, suggesting some challenges in maintaining consistent organizational processes. These findings highlight the necessity to bolster stability within the organizational culture to further strengthen overall employee performance.

**Table 3. OC Based on Six Indicators**

No.	Dimension	Variable	Average Score	Category
1	Innovation and Risk-taking	X2.1	3.79	Good
2	Attention to Detail	X2.2	4.02	Good
3	Results-Oriented	X2.3	4.06	Good
4	People-Oriented	X2.4	4.00	Good
5	Aggressive Attitude (Proactive)	X2.5	3.99	Very Good
6	Stability	X2.6	3.71	Good
	Organizational Culture		3.928	Good

#### 4.2.4. Employee Performance (EP)

Employee Performance was evaluated across four indicators, presented in Table 4. The overall average score for EP was 4.09, categorized as "Good." Indicator scores for Quality, Responsibility, and Cooperation were all rated at 4.12, affirming that employees generally meet performance expectations in high-quality work and effective collaboration. The Quantity score was slightly lower at 4.00, implying potential challenges in reaching volume targets for work output. Overall, the results suggest that while employees perform well in essential areas, there's room for improvement to enhance productivity further.

**Table 4. EP based on Four Indicators**

No	Dimension	Variable	Average Score	Category
1	Quality	Y1	4.12	Good
2	Quantity	Y2	4.00	Good
3	Responsibility	Y3	4.12	Good
4	Cooperation	Y4	4.12	Good
	Employee Performance		4.09	Good

#### 4.3. Explanatory Analysis

The influence of GGG and OC on EP was explored using Structural Equation Modeling (SEM) with Partial Least Squares (PLS). The measurement model exhibited satisfactory validity and reliability. Findings from the structural model (Table 5) revealed that GGG has a positive but weak impact on EP (path coefficient = 0.235, p-value < 0.05, F square = 0.04). In contrast, OC demonstrated a stronger influence on EP (path coefficient = 0.342), although this relationship did not reach statistical significance at the 5% level (p-value = 0.067). These outcomes suggest that while both governance and culture contribute to employee performance, organizational culture plays a more pivotal role in shaping positive outcomes.

**Table 5. Structural Model based on Hypothesis**

Hypothesis	Path Coefficient	P Value	F Square	$\alpha$	H0
H1: GGG → EP	0.235	0.000	0.04	0.05	Rejected
H2: OC → EP	0.342	0.067	0.085	0.05	Accepted

#### 4.5. General Implication

The findings of this study provide vital insights into the relationships between Good Government Governance, Organizational Culture, and Employee Performance within the Lhokseumawe city government. These results have significant implications for improving public sector performance and governance.

Good Government Governance exhibited a positive yet relatively weak influence on employee performance. The high scores for Accountability (4.21) and Consensus Orientation (4.13) underscore strengths in the current governance system. However, the lower score for Effectiveness and Efficiency (3.54) indicates a need for operational improvements to enhance overall employee performance. Emphasizing governance structures and addressing inefficiencies could lead to better performance outcomes.

Organizational Culture demonstrated a more pronounced influence on employee performance, although not statistically significant. The high scores for Results Orientation (4.06) and Attention to Detail (4.02) indicate a culture attuned to performance outcomes. Conversely, the lower score for Stability (3.71) suggests challenges in maintaining consistent processes. Enhancing organizational culture, particularly by reinforcing stability and aligning it with performance goals, could yield greater improvements in employee outcomes.

Employee Performance within the Lhokseumawe city government is generally rated favorably, with high scores across key dimensions like Quality, Responsibility, and Cooperation. These results imply that the interplay between GGG and OC contributes positively to performance. However, the slightly lower score on Quantity indicates potential shortcomings in meeting output targets. Addressing resource management and workload distribution effectively could bolster overall productivity.

This study underscores that both Good Government Governance and Organizational Culture are critical factors determining employee performance in the public sector. However, the stronger emphasis on organizational culture illuminates the necessity for fostering a performance-oriented culture to achieve better outcomes. Essential policy recommendations include bolstering governance practices, reinforcing cultural stability, and ensuring training programs promote both good governance and performance-oriented behaviors. Establishing a robust monitoring and evaluation system to continuously assess governance and cultural practices can ensure sustained positive impacts on employee performance.

## V. CONCLUSION

This study provides valuable insights into the relationships between Good Government Governance (GGG), Organizational Culture (OC), and Employee Performance (EP) within the Lhokseumawe city government. The findings indicate that both GGG and OC positively influence employee performance, albeit to varying degrees. Specifically, GGG demonstrates a weak yet statistically significant effect, highlighting that governance practices—especially in terms of accountability and consensus orientation—modestly contribute to enhancing performance. Conversely, OC appears to exert a potentially stronger influence on performance; however, this influence was not statistically significant. The notably high scores in Result Orientation and Attention to Detail further emphasize the critical role cultural factors play in shaping employee outcomes.

The strength of this research lies in its contribution to the understanding of the interplay between governance and culture within the public sector. By examining both GGG and OC, this study offers a comprehensive perspective on how institutional structures and cultural dynamics impact employee performance. This dual focus provides valuable insights for public administration scholars and practitioners, highlighting the necessity of addressing both structural and cultural dimensions to improve performance outcomes in government institutions.

Despite its contributions, this research has certain limitations. The cross-sectional design restricts the ability to establish causal relationships between GGG, OC, and EP over time. Additionally, the study relies exclusively on quantitative data, which leaves qualitative aspects of how governance practices and cultural elements are experienced by employees unexamined. Future research could overcome these limitations by incorporating longitudinal studies and qualitative methods to gain deeper insights into the mechanisms through which governance and culture interact and influence employee performance.

Based on the findings, several recommendations can be proposed to enhance the institutional capacity of Lhokseumawe's local government. First, strengthening the implementation of GGG principles, particularly in effectiveness and efficiency, could facilitate greater performance improvements. Second, reinforcing the positive aspects of OC, especially focusing on Result Orientation and Attention to Detail, could further elevate employee outcomes. Third, targeted training programs should be established to nurture both good governance practices

and a performance-oriented culture. Finally, a robust monitoring and evaluation system is essential for continuously assessing and refining governance and cultural practices to ensure their sustained impact on employee performance.

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