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CONSTRUCTIVE LEADERSHIP IN REGIONAL GOVERNANCE: INSIGHTS FROM ASTA BRATA TEACHINGS IN GIANYAR DISTRICT

By:

I Ketut Pasek Lanang Sadia¹, I Nengah Lestawi², I Wayan Wastawa³

Gianyar Regency Regional Secretariat¹,

Universitas Hindu Negeri I Gusti Bagus Sugriwa Denpasar^{2,3}

paseklanang@gmail.com¹, lestawi@uhsugriwa.ac.id², balivas65@gmail.com³

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Abstract

This article explores constructive leadership in the regional governance of Gianyar Regency, inspired by the Asta Brata teachings—eight Hindu leadership principles symbolizing cosmic powers such as the sun, moon, and wind. It examines how the Regent of Gianyar (2018–2023) embodied these values in public policy, citizen services, and participatory, sustainable development. A qualitative ethnographic approach was employed to explore the philosophical and social dimensions of Hindu leadership. Findings reveal that applying Asta Brata fosters visionary, ethical, and welfare-oriented leadership. Core values such as justice (Yama), generosity (Kuwera), and spiritual motivation (Agni) are evident in infrastructure development, education, health services, and community empowerment. The study concludes that Asta Brata remains relevant in modern governance as a philosophical and ethical foundation, particularly in the context of decentralized regional leadership.

Keywords: Asta Brata, constructive leadership, Hindu ethics, regional governance

I. INTRODUCTION

The history of the development of government in Indonesia shows that the reforms that have occurred have resulted in changes in the life of society, nation and state. One of them is a shift in the paradigm of government administration from a centralized paradigm towards real decentralization which is characterized by the granting of broad and real autonomy to regions. This granting of autonomy aims to make the region more independent, bring services closer to the community and empower the community (Damanik, et al. 2010: 43).

The constellation of government reforms was followed by changes in government policy in all fields including those regulating decentralization and regional autonomy issues with the second amendment to the Regional Government Law, namely Law Number 9 of 2015 concerning Second Amendment to Law Number 23 of 2014 concerning Government Area . As a logical consequence of the birth of a significant government policy providing broad autonomy to regions is the change in the position, duties and functions of government institutions at the center and regions (Heryansyah, 2016:219). This change was caused by changes in the authority of each level of government which had an impact on changes in the burden and characteristics of tasks.

Regional development with autonomous authority has specific characteristics compared to other regions. These characteristics include: (1) regional development originates from the ideas, aspirations and inspiration of the community through legislative institutions; (2) development is planned in accordance with the real needs of the community and regional potential; (3) the development process will be heavily oriented towards regional mechanisms both physically and social culture; and (4) the development process is carried out based on legal aspects through regional regulations that accommodate regional interests, so that the role of regional government as coordinator, facilitator and stimulator in development becomes strong because it has full support from the community (Sukristyanto, Suyanto.2021:10).

Regional governments as part of the central

government carry out development in all fields to support the achievement of state goals as stated in the fourth paragraph of the preamble to the 1945 Constitution, namely protecting the entire Indonesian nation and all of Indonesia's blood, advancing general welfare, making the nation's life intelligent and participating in implementing world order based on freedom, eternal peace, and social justice. To realize this goal, the government, including regional governments, has a government function, namely the function of carrying out Government Administration which includes the functions of regulation, service, development, empowerment and protection.

The complexity and breadth of government duties and functions means that the government must assume enormous responsibilities. To carry out this difficult task, apart from requiring human resources, materials and environmental support, strong institutions are needed which are supported by officials who have behavior that is in accordance with the values and norms that apply in society and government. In line with this, according to Hiplunudin (2021:29), state administration ethics is something that is very urgent to implement because it concerns morality, where state administrators' performance and intentions can be reflected in how strongly they adhere to ethical principles. The urgency of applying ethics in state administration is reflected in a paradigm, in this case the dichotomy of politics and administration.

Effective leadership is an effort to manage an organization by a leader that makes his people happy, leadership that can be felt to be beneficial in meeting the needs of his people. In the classic work Artasastra on the teachings of state leadership by Canakya (2015:63) it is stated that in the happiness of the people lies the happiness of a king (leader). What is beneficial for the people is also beneficial for the king. What is valuable to him (the king) is not necessarily valuable to his people, but what is valuable to his people is certainly valuable to him (the king).

Regional autonomy in the current era, the role

of regional heads is very strategic in managing existing resources to improve community welfare. The role of government leadership is very important and decisive in encouraging the implementation and application of good governance, because otherwise the concept of good governance will only become a slogan without being able to provide meaningful results and provide fundamental improvements to the process of government administration (Ilmar, 2021 :2). The tough challenge for government leaders when facing disasters is to protect the people, such as during the Covid-19 pandemic that occurred in 2019, causing economic conditions to deteriorate greatly. In Yajur Veda IX.40 quoted by Titib (1996:483) it is stated that Mahate ksatraya mahate, jyaisth yaya , means that the leader is crowned for full protection of the citizens of the country and to achieve sovereignty within the nation. Therefore, commitment and leadership style will greatly influence the success of a regional head. The Hindu leadership style can provide a basis for quality values and philosophy in its application, methods and approaches to suit the characteristics of Balinese society which is based on Hinduism, adapting to the situation of each region and the problems faced. However, it is necessary to increase regional leaders' understanding of Hindu leadership concepts in implementing development in accordance with community needs based on the study of Hindu philosophy.

The issue of leadership has become a topic of much discussion among the public and political observers regarding the succession of national and regional leadership in 2024. This is increasingly interesting because quite a few regional heads have been affected by OTT (Hand Arrest Operations) by the Corruption Eradication Commission (KPK) due to an inadequate leader recruitment system. based on the requirements of the candidate's integrity and experience, but dominated by financial capability (Ilmar, 2020:2). Furthermore, the spotlight on leadership in government is caused by two things, namely the issue of government performance which has not been optimal and the second is the behavior of leaders who are corrupt, less rational, wise and firm in

responding to the voice of the public. A leader is the most important part of life. Because, without leadership, the process towards a hope will be very difficult to achieve.

The behavior of a leader greatly influences the level of public trust in his leadership. A charismatic and authoritative leader will certainly foster sympathy, trust and positive community participation in the implementation of development. In line with this, according to Donder (2012: 117), currently the phenomenon of a crisis of public trust in leaders and government officials is starting to occur. Society no longer respects the law and government officials because many officials' behavior is deviant or fraudulent. There is no charismatic leader who is respected by society. Likewise, many cases were found that seemed inappropriate and unethical for a leader to do. Starting from cases such as corruption, collusion and nepotism, as well as economic disparities felt by society. This needs attention which refers to the ethics of a leader. Ethics in social life is often interpreted as a moral guideline for assessing good and correct actions.

Existentialism theory is used to analyze the problem of the existence of constructive leadership in regional government governance in Gianyar Regency. Existence does not mean living in abstract and mechanical patterns, but continuously making new choices personally and subjectively, in other words human existence is an existence chosen in freedom. To exist means to exist in an action that each person must do for himself. With the goal of realizing good governance and clean government, the Gianyar Regency Government has implemented various strategies for organizing government, development, community and community empowerment with various programs and activities in accordance with the regional vision and mission based on regulations. current regulation. However, they still face several problems in development, including uneven development. This research raises the theme of leadership in government governance in Gianyar Regency based on asta brata to describe and analyze the leadership existence

of the Gianyar Regent in leading Gianyar Regency, who since September 2019 has implemented a constructive leadership style which is influenced by various conditions including challenges during the Covid-19 pandemic. and deemed successful in building a legacy in the form of physical buildings and analyzing the extent of the contribution of Hindu leadership which was used as a guide by the Regent of Gianyar in the 2018-2023 period.

II. METHOD

This research uses a qualitative research design because it is classified as sociology of religion research. The main target or emphasis is not on measurement, but on holistic, emic and ethical descriptions, namely regarding the existence of constructive leadership in regional government governance in the Gianyar Regency government in the study of Hindu leadership. This research uses a type of qualitative research through an ethnographic approach with an emphasis on critical and interpretive studies without ignoring the study of empirical elements. The type of data used in this research is qualitative data and is supported by some quantitative data. In this research, data was collected using a sampling technique, namely purposive sampling. In this research, data collection techniques were carried out using observation, interviews and document study. This research also uses triangulation as a data validation technique, a data validity checking technique that utilizes something other than the data for checking purposes or as a comparison to data about the existence of constructive leadership in government governance in Gianyar Regency.

III. RESULTS AND DISCUSSION

3.1 Philosophical Foundations of Asta Brata and Their Relevance to Modern Leadership

Asta Brata leadership is eight types of Hindu leadership which are the eight characteristics of God's omnipotence. This teaching was given by Sri Rama to Wibhisana as king of Alengka Pura replacing his older brother Ravana. In the Asta Brata concept, there are eight Hindu leadership teachings that need to be applied and used as guidelines for a leader. The Asta Brata concept, namely eight Hindu leadership teachings that

animate constructive leadership in regional government governance and serve as guidelines for the Gianyar Regent for the 2018-2023 period, can be seen in several aspects as follows.

- 1) *Indra Brata* was realized by building the Gianyar People's Market, Sukawati Art Market, Selekarang Market and several village markets, providing basic food assistance to the entire community after the Covid-19 pandemic. Likewise, development in the health sector includes the construction of the Sanjiwani Hospital, the new Payangan Hospital and the Payangan Community Health Center at the Payangan Government Center (Puspem), health insurance through Special Assistance to people who do not have health insurance.
- 2) *Yama Brata* is realized by implementing the Regional Regulation on Public Order, closing several business and tourism facilities that are not licensed, enforcing disciplinary penalties for employees who violate them and implementing sanctions for naughty partners.
- 3) *Surya Brata* is applied to providing assistance to vulnerable communities, appointing employees with disabilities, equitable development throughout the Gianyar Regency area, especially remote areas.
- 4) *Candra Brata* shows his friendliness and courtesy towards all levels of society during his frequent work visits to villages.
- 5) *Bayu Brata* is applied to visits to villages, both formal and informal, and even involves traditional activities in traditional villages as well as absorbing community aspirations and complaints. The government through the OPD is also divided as a village supervisor to help the poor and regularly visits the KK so that communication with the community is maintained
- 6) *Kuwera Brata* is realized in the management of the Regional Revenue and Expenditure Budget for the greatest possible welfare of the community,

especially in facing the Covid-19 pandemic, focusing on disaster management and providing basic food assistance to the community. Likewise, to continue major development, loan efforts have been taken by the central government through the National Economic Recovery (PEN) program. When Regional Original Income (PAD) dropped drastically due to Covid-19, a refocusing and reallocation of the budget was carried out so that the bus could focus on disaster management and cut employee income.

- 7) *Baruna Brata* is implemented through a program to resolve several problems or conflicts in society, eradicate diseases in society such as unemployment through various job training, provide capital for small businesses through the Gianyar Regional Bank, motivate the reduction of juvenile delinquency in various arts and culture activities.
- 8) *Agni Brata* is realized by providing motivation and enthusiasm to subordinates and the community to always strive to be more advanced, giving awards to employees or OPD who excel. Demkiman also gave awards to taxpayers who met targets and even exceeded them at the Gianyar Atax Award event. Launching the Perbekel morning incentive program which is able to reduce poverty rates in villages.

Regional governments carry out government affairs including mandatory affairs and additional affairs in accordance with the rules and regulations set by the central government as guidelines for carrying out government, development and empowerment in their respective regions to realize the regional vision and mission. Likewise, the Gianyar Regency government organizes regional government through a Regional Apparatus Organization led by the Regent and Deputy Regent, managing various regional potentials and available bureaucratic apparatus to improve physical and spiritual welfare. From the various policies and implementation of development, governance, community and empowerment activity programs implemented by the Gianyar Regency

government under the leadership of the Regent for the 2018-2023 period, its importance can be seen from various aspects as follows.

The regional head, in this case the Regent, is a political official who was born from the political process, namely direct election by the people carried out by the election organizers. Direct election by the people provides strong legitimacy for the Regent to exercise his authority in the hope of improving the people's welfare. Government Regulation in Lieu of Law Number 1 of 2014 concerning the Election of Governors, Regents and Mayors states that the Election of Governors, Regents and Mayors, hereinafter referred to as Elections, is the exercise of popular sovereignty in Provinces and Regencies/Cities to elect Governors, Regents and Mayors directly. and democratic. Candidates for Regent and Candidates for Mayor are election participants proposed by political parties, coalitions of political parties, or individuals who register or are registered with the Regency/City General Election Commission. The political process that a candidate for regional head goes through greatly influences the policies when serving as regional head, which of course is very calculated to maintain his reputation through policies based on his vision and mission, which certainly benefits his political interests.

The election of regional heads goes through several stages that election participants must go through. The nomination stage is usually the stage that draws the most attention and greatly influences success or victory because it is the candidate who will be presented to voters to determine their fate. The quality of the candidate will influence his or her choice to become a leader. However, in the current era, the victory of a prospective leader is also greatly influenced by the ability to manage media, especially social media, which greatly influences people's mindset because each person can now easily access information via their cellphone. Many issues can be played out through social media which can influence voter attitudes.

The regent is a political official, a political leader from party elements who greatly

influences regional government governance where the bureaucracy is the driving force that carries out all programs and activities that have been planned in accordance with the vision and mission of the regional head. In carrying out activities, of course many are influenced by the political interests of regional heads which are directly or indirectly beneficial for fostering public trust, dependence and are expected to be loved by the community so that they can continue their power. Various policies that touch on the interests of the community certainly prioritize meeting community needs by providing the best service so that the community is satisfied with the government's performance and is expected to provide political support to regional heads in political events. For example, the policy of providing social assistance grants which really attracts the attention of the public and politicians as the general election approaches will become a priority in budgeting and be realized because providing grants to the community will have a big influence on public support for a particular person or party. In this case, the role of the regional head as a political official will provide policies to determine decisions that will certainly benefit his political interests.

3.2 Application of Asta Brata Principles in Gianyar's Regional Governance

The constructive leadership of regional heads in managing their regional potential can be seen as a result in improving the quality of government governance to make it more effective, efficient, and excellent service oriented to realize the regional vision. There are several strategic steps and policies implemented by the Regent of Gianyar for the 2018-2023 period that stand out, including the following aspects.

- 1) SPBE innovation, electronic-based government system (E- *government*)
Creating innovations in the form of applications designed by young IT experts at the Communication and Information Service who were recruited by the government from graduates of leading universities so that there is no need to buy expensive applications. The applications include daily updated data on PAD developments, probity audits, health

services in hospitals, public complaints, updated data on poor families and school entry PPDB. This SPBE-based innovation is very helpful in government governance, especially to improve the quality of services to the community.

- 2) HR Empowerment
The development of apparatus plays an important role in carrying out government tasks and has a strategic function in mobilizing other resources in implementing government. The outstanding coaching carried out includes the official selection process going well, as proven by the Ministry of Administrative and Bureaucratic Reform giving awards in echelon 2 selection, providing opportunities and high motivation for ASN to work hard, implementation of Outbound for echelon 2 and 3 officials to increase the sense of brotherhood and team unity (*team work*) to be able to carry out good cooperation in tasks. Implementing rewards and punishments (implementing report cards for OPD) who excel are given financial prizes
- 3) Regional financial management for development
Management of financial resources plays an important role in the implementation of development and services to the community. As a tourism destination, it actually has quite large potential for local revenue. BPKAD PAD data has shown a significant increase from 2020 after Covid-19, only reaching 545.86 M until 2021, it fell to 430.1 M, in 2022 it has risen to 857.55 M and in 2023 the realization of PAD reached 1,483 T or an increase of 57.7%. It is a very encouraging thing that during the Covid 19 Pandemic and the economic conditions were in decline, Gianyar Regency was able to carry out development at a large cost which came from PEN and Bank loans. This debt trust was answered with the completion of phenomenal development including the main square, people's market, Sanjiwani Hospital, Payangan Hospital, schools, arrangement

of city parks, street lighting, bridges and hotmik roads. With good management, even though the APBD is limited, it can carry out development and community services well.

4) Religious social assistance program and maintenance of sacred objects

Seeing the enthusiasm of the community in carrying out large ceremonies in the midst of economic conditions that have not yet recovered after the Covid-19 pandemic, the Regent created an innovative program providing social assistance in the form of ceremonial assistance, cremation assistance (Pitra Yadnya), repair of holy places and assistance in maintaining sacred objects which was very welcomed. well by society. Many sacred objects (barong and rangda) have been repaired with the help of the regional government and have really helped the community increase their belief (*sradha bhakti*) in God Almighty in addition to uniting the community.

5) Effective supervision.

Carrying out preventive supervision in the form of assistance for major physical activities by APIP (Government Internal Supervision Apparatus) in this case the District Inspectorate in the form of a *Probity Audit* so that it can prevent irregularities and monitor the smooth running of activities according to planning. These mentoring activities start from the preparation of planning documents, selection of implementers, implementation in the field to reporting.

3.3 Constructive Leadership as a Driver of Good Governance and Community Empowerment

1) Education

Featured programs and activities carried out in the education sector include:

- Implement BPBD with an independent application.

At the direction of the Regent who was committed to advancing education, the Education Service, in coordination with the Communications and Information Service, was instructed to create an independent BPBD application system and was finally created by the Kominfo IT

Team and used as a model if there were other areas for comparative studies in Gianyar.

- Building several new schools such as SMPN 4 and 5 Sukawati, SMP 4 Ubud and SMP 4 Gianyar, SD 8 Batubulan, TKN Gianyar and based on the recommendation of the Regent, 2 new high schools have been built, namely SMAN 2 Gianyar and SMA 2 Sukawati.
- The education budget has reached 20% combined with the budget for student transportation and activities at the Culture Service.
- The free student transportation program reaches rural areas to serve students going to school and returning home with a budget of up to 18 billion. In 2023, there will be an additional fleet of 43 units spread across all sub-districts. So the total fleet operating in 2023 will be 247 units plus 12 buses. According to the results of a Udayana University survey, the Gianyar Safe Transportation is the best government program. Because this program is beneficial for parents of junior high school students in Gianyar district as well as transport drivers.

2) Health

During the leadership of the Gianyar Regent for the 2018-2023 period, health services became a development priority and a mandatory matter for the regional government. Development in the health sector continues to be carried out both physically regarding infrastructure and increasing human resources for health of medical and paramedical personnel. The availability of health infrastructure in Gianyar Regency until the end of 2022 is 8 hospitals (2 government hospitals), 13 community health centers, 567 posyandu, 35 clinics or health centers spread across all sub-districts and villages. In 2019, construction of a new hospital, namely the Payangan Hospital with type C, began to be carried out to serve the North Gianyar area and support tourist services in the Ubud area and its surroundings, where in 2019 only 100 beds were available and by 2023 there

will have been 124 beds with special classes. 3 separate beds, VIP-like facilities with stunning views are specially designed to make patients feel calm and comfortable.

The construction of the Sanjiwani Hospital is also progressing rapidly, starting in 2020 the construction of the very magnificent north wing was carried out and continued in 2022 with the construction of the Executive Clinic along with the landscaping of the front of the polyclinic so that the front view of the Sanjiwani Hospital is very beautiful. Until 2023, there will be 241 beds available with various types ranging from special class to VVIP. The construction of Sanjiwani Hospital also used PEN (National Economic Recovery) loan funds with very satisfactory results according to the review team from the Indonesian Ministry of Finance. The results of development in the health sector have resulted in various achievements, including awards for exemplary health workers, awards for being a yaws-free district in 2023 by the Indonesian Ministry of Health, awards for support and contribution to the JKN program with achieving Universal Health Coverage by the Coordinating Ministry for Human Development and Indonesian Culture and the 2023 Healthy City District Award from the Indonesian Ministry of Health.

One indicator of the success of health development is the Life Expectancy Rate (AHH), which shows the estimated average length of life from the birth of the population. The AHH achievement of Gianyar Regency has consistently increased and in 2022 the AHH will reach 74.13, exceeding the provincial average of 72.60 and the national average which only reaches 71.85. To provide guaranteed health services to the community, the regional government of Gianyar Regency has allocated Health Assistance so that people receive free treatment at government health facilities and also several referral hospitals in Bali Province.

3) Licensing administration

One indicator of the success of community services is the processing of permits which is carried out by the Regional Apparatus

Organization in accordance with its functional duties, namely the One Pindu Integrated Licensing Investment Service (DPMPTSP). The One-Stop Integrated Services and Investment Service has the task of carrying out government affairs in the field of investment and one-stop integrated services to assist the Regent in administering regional government . Various efforts and innovations have been implemented to streamline the licensing process to create excellent service, namely fast, precise, cheap, easy to reach and right on target so that people feel satisfied with government services.

Performance achievements can be identified through performance measurements carried out on activity performance and target performance. The strategic target of the One Stop Investment and Integrated Services Service, its successful performance is demonstrated through the realization of the performance indicators that have been targeted and determined in the Strategic Plan - DPMPTSP, where the increase in capital investment in Gianyar Regency is demonstrated by the increase in the number of PMDN and PMA investors as well as the realization of PMDN Investment Value and PMA . Based on LKJiP DPMPTSP data in 2022, the number of PMDN and PMA investors has increased from 620, with an increase in 2023 reaching 1,107 investors. Meanwhile, the performance towards the realization of investment value that occurred in Gianyar Regency in 2023 also experienced a fairly high increase, reaching Rp. 2.577 billion compared to the realization achievement in 2022 which was only Rp. 1,239 billion, similarly when compared with the target set, namely Rp. 700 billion for realization is still much higher. Furthermore, the performance of the development of the community satisfaction index (IKM) has also increased from year to year, where in 2022, the community satisfaction survey results were 85.17, then in 2023 there was an increase with a value of 86.00. Implementation of the Investment Service Program through Integrated One-

Stop Licensing and Non-Licensing Service activities in the Investment sector which is under the authority of Regency/City Regions with a target: 3,500 permits, with realization: 12,928 permits issued or reaching 369.37%.

4) Social welfare

Several policies have been implemented in an effort to eradicate poverty, as follows.

- create a real application of poor family data according to the field, involving OPD to input data directly into the field for a week according to the division of villages assisted by each OPD
- Involvement of local government employees in providing basic food assistance during the Covid pandemic to all residents, especially poor families
- Korpri also provided basic food assistance during its birthday in 2020
- Providing special credit facilities in Gianyar for poor families for small businesses
- Inviting the private sector and BUMD to work together to eradicate poverty

The results of various poverty alleviation activities in 2023 have seen a reduction in post-Covid poverty rates and in line with the recovery of economic conditions supported by tourism. According to BPS data from Bali Province 2023, poverty in Gianyar Regency in 2023 is measured by 5 component variables, namely the severity index, depth index, poverty line, percentage and number of poor people in the last 5 years reflecting fluctuating conditions, one of which is caused by the impact Covid-19. Meanwhile, in 2019 the poor population reached 19,850, in 2020 it rose to 21,010, in 2021 it rose to 25,360, in 2022 it decreased to 24,740 and in 2023 it fell again to 23,760 people.

IV. CONCLUSION

From the description of the discussion above, it can be concluded that the role of a constructive leader in regional government governance is very strategic in managing regional potential, human resources for officials, infrastructure, customs imbued with Hinduism and the spirit of community mutual cooperation to realize the regional vision towards regional progress. and a prosperous society. Asta Brata's leadership

teachings are still relevant as a guide to imbuing modern leadership styles such as constructive leadership in managing regional government with various problems serving society consisting of various strata and in accordance with current developments. Constructive leadership based on the teachings of Asta Brata is very important to apply in regional government governance for political purposes, improving the quality of organizational governance, improving services and social welfare.

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