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## THE DEVELOPMENT OF REGIONAL EXPANSION APPARATUS RESOURCE PLACEMENT IN INDONESIA

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### ABSTRACT

This study aimed to describe, analyze and deeply assess the implementation of regional apparatus resource development into new areas of regional expansion in Indonesia. The research was conducted by using qualitative approach, specifically, case study by analyzing descriptive data in the form of interviews, as well as analyzing valid data documentation to support the research problem. This research was conducted in the new area of Pangandaran Regency of West Java, Indonesia. The results of the research could map that there were still very few development programs of regional and apparatus expansion and it had not become the priority program after the expansion; the target of improving the quality of the apparatus resource appeared not to be the main measure, but rather, the main measure was the structuring of the apparatus and the issue of the regional office infrastructure; the instruments used in the development and training process were also less supportive, it caused many stagnant employees did not understand about new issues in the dynamics of work; apparatus development through training activities and scientific forums (seminars, scientific discussions), workshops and improvements was obstructed due to budget constraints.

### KEY WORDS

Development, apparatus, resource placement, regional expansion.

In the context of regional expansion, the theoretical base can be seen in decentralization and autonomy, such as the opinion of Cheema and Rondinelli (1983) who stated that decentralization could be a way to oversee limitations due to centralized planning by delegating a number of authorities, especially in development planning of local officials working in the field. It could also be a way to know the problems faced by the community, so that the planning could be done in accordance with the interests of people in heterogeneous areas. In addition, decentralization can avoid complicated bureaucratic channels as well as highly structured procedures from the central government.

According to the interpretation of Thoha (2012), decentralization was the delegation of authority; and in its application to the autonomous region, the level of autonomy of a region was measured from decentralized affairs. The more the authority and the decentralized affairs in a region, the more the area became autonomous. On the other hand, in Law No. 23 Year 2014 on local government, it was mentioned that decentralization was the transfer of government authority by the government to the Autonomous Region within the framework of the Unitary State of the Republic of Indonesia.

In addition, the decentralization policy which gave greater authority to the autonomous regions in regulating and managing their household affairs, initially arose because of the realization of democratization of regional governance, which has been centralized. The policy of giving greater authority to region was intended to better empower and establish the region, both in improving service and increasing income and prosperity of society (Fahmi: 2009: 90).

According to Cheema (1983: 35) the division of authority as well as the availability of adequate space to interpret the authority given by the lower government units was a marker

of decentralization. Decentralization and regional autonomy were crucial in determining the progress among the people, not merely from the central government officials. One of them was the arrangement and development of regional apparatus resources on the quality and the performance of bureaucracy in the regions. In this regard, Werner and Desimone (2009: 4) mentioned the importance of human resource development as a series of systematic and planned activities designed by the local government agency to provide members with the opportunity to learn the skills needed to fulfill current and future employment requirements.

According to Sharif (2013), the development of a nation required the support of natural resources and human resources. Among these two resources, the resource that was more important in determining the development success was human resources. If a country had skilled and qualified human resources, it would be able to manage a limited number of natural resources. On the other hand, the findings of the Ministry of Home Affairs in 2014 showed that a key to a reliable and qualified local human resources (bureaucracy) was the improvement of the local organizers' quality to be capable in providing excellent service to the community.

Society inputs were utilized in local bureaucracy of human resource development techniques and provided reports in the context of public accountability to the community. Instead, the community in this case, needed to be assured that the performance and accountability of government apparatus had changed in a positive direction in terms of attitude, like motivating the participating people to improve the performance of development. The overall effort to realize the human resources as a reliable and qualified local bureaucracy required the management of human resources in accordance with local environmental conditions. When it was associated with the expansion of human resource capacity development areas (local apparatus), it was very important to deal with and overcome the problems that occur in the regional expansion area.

In general, the problems of regional expansion area that occurred in Indonesia showed complicated problems, including the quality of regional apparatus and regional institutions in implementation that was not in accordance with the new paradigm of good governance. For example, the ignorance of the regional expansion area in making the vision, mission, and organizational areas to work optimally, but important factors after becoming an autonomous region was the bureaucracy quality and strong local institutions.

Several problems of regional expansion from *Ministry of Home Affairs (Kemendagri)* findings in 2014 consisted of:

- The number of new autonomous regions had implications for the increasing amount of new autonomous regional development funds allocated from the *State Budget (APBN)*. In 2002, *General Allocation Fund (DAU)* allocated Rp. 1.33 trillion; in 2003, Rp. 2.6 trillion; in 2010, Rp. 47.9 trillion, and in 2014, it allocated 76.9 trillion.
- Some facts encountered including the existence of new autonomous regions which turned out to have a very small population. In fact, there was an autonomous district of the new district that only had a population of less than 12,000 inhabitants.
- The performance of regions and apparatus, the issue of regional readiness in running the autonomy and regional division turned out to show the poor performance of most of the regions; only 20 percent which resulted in successful expansion, 80 percent was less successful and caused many problems.
- The quality of a local government apparatus resource was far from expectations, both in terms of education, experience and standard of law rules. (MoNE Review findings, 2014).

In the context of the problems above, this study examined the development of new regional expansion apparatus resources. It was hoped that this study would reveal the exact problems and solutions in developing the regional apparatus resources in the expansion area in order to be able to work optimally, to run good government, to improve the welfare of the people and to improve the progress of the regional expansion.

## LITERATURE REVIEW

The phenomenon of the emergence of the idea of regional expansion area that occurred in almost all provinces in Indonesia had been unstoppable. Some sub-districts within a region turned into a district/city that separated themselves from their parent districts. There were also several districts/cities united to form a new province. The symptoms of the emergence of the idea of regional expansion had been successfully realized, but some provinces were still experiencing obstacles in realizing the idea of regional expansion.

According to Ferrazzi (2007:19), regional expansion could be seen as a part of the process of regional or territorial reform or administrative reform, namely the arrangement in the size and hierarchy of local government to achieve the goals, both for political and administrative purposes. Generally, regional arrangements consisted of regional expansion, regional amalgamation and regional deletion. According to Ferrazzi, the grand strategy of optimal regional autonomy did not stop at determining how many autonomous regions were ideal for a country, but more than that, it should be able to answer the question of what exactly the essence of regional autonomy was concerned. Only then did it seek to answer for what purpose did the expansion into the region occur (in the context of the territorial reform).

The context of regional expansion synergized with decentralization, and regional autonomy was the will of regional reform and demands, but in practice, it was not proportional to the expectations that were the goals of the regional expansion policy. According to Tryatmoko (2010:34), the issue of local governability was not only characterized by the weakness or the division of regional expansion results, but also characterized by the weakness of the community's ability to support local political and economic development. Tryatmoko stated further that the issue of the effectiveness of government policy in governing involved efficiency and legitimacy. On the other hand, the issue of consent towards the government included involving the community in decision making and supervision of government nets. In this case, the expansion of the region should receive attention, the supervision should continue to be done, and the implementation of the evaluation should be conducted gradually.

In an effort to answer the readiness of the newly created autonomous region, we could refer to Keban's opinion (2000: 76) about the effort to strengthen the ability of regency and city, both as an institution and as an individual apparatus which referred to the development of capabilities covering: (1) policy formulation; (2) organizational design; (3) management approaches (4) morale and work ethic, and (5) accountability. While individual development consisted of: (1) the ability to perform work according to the demands on the job; (2) the ability to face the future; (3) the coaching motives to work in line with job demands; (4) the development of personality in work.

Furthermore, in the context of regional expansion area development, some important human resource aspects that must exist consisted of: able to work optimally, professionally, intelligently, quickly and supported with high level of experience and accountability. The new autonomous region required the performance of apparatus that work properly and quickly. In this case, according to Sachs (2004), economics professor from Harvard University, who worked extensively in the World Bank, IMF and UNDP Millennium Development Goals, assigned the Human Resource category to three levels:

- Technological innovator, a human resource who lived in countries with advanced technological skills such as the United States, Britain, Europe and Japan,
- Technological adopter, a human resource who occupied a country with high enough technological capability gained by adopting, imitating, and even stealing the technology from level 1.
- Technological excluded, was a country whose human resources were only able to become technological consumers offered by level I and II, so these countries only acted as a place of marketing alone.

Along with the opinion of Sachs, in general, the local human resources of bureaucracy in Indonesia can be categorized into level III. In order to produce human resources capable of competing in global competition, local human resource management needed to catch up

with central human resources, as well as in other neighboring countries by increasing the opportunities and capabilities of minimal resources to a higher level.

Human resources in human resource management were deemed to have the knowledge and skills to manage their strengths (available resources), exploit opportunities, overcome weaknesses and threats encountered, and have capacity building and accountability. In order to prepare human resources with superior competence (knowledge, skills, and attitude), human resource management must focus on:

- The professionalism and accountability of local actors.
- Professional, managerial/executive development, both in government and private.
- The role of society in shaping positive perceptions of development to be creative, innovative, and hard worker (Sulistiyani, 2011:76).

The development of human resources in an organization was important. Investment in human resource development was an expenditure aimed at improving the productive capacity of people. With good human resources, business organizations would have the competitive strength. The competitive advantage was a unique position developed by companies in the face of competitors, even organizations can outperform them. For that reason, it needed to translate various strategies, policies and practices of human resource management into a sustainable competitive advantage (Sulistiyani, 2011:77).

The development of the apparatus could be done through orientation, training, and education. Orientation could be either a simple introduction to an existing employee, or it might be a lengthy process, which included providing information on personnel policies (working conditions, wages and social security) working procedures, general/ historical descriptions, company nature, and benefits that new employees got. There were two types of orientation, namely: 1) Formal Orientation: This orientation contained information about various laws, wages, working hours, leave, allowances, job evaluation, disciplinary actions, what to do if there were grievances, promotions and placements, trade unions, and others. 2) Informal Orientation: This orientation was supportive or contradictory, but always extended the knowledge of new workers about the agency and the people who worked in it. Informal orientation might be nonverbal; new workers would learn about the agency by seeing their experienced colleagues in dealing with clients, between each other, and with their supervisors (Noija, 2007: 86).

The problem of handling human resources in the area, especially human resource apparatus was because the Key Performance Indicators was not clear. In addition, the Key Performance Index was not standardized. This lack of clarity and impartiality could be attributed to the lack of a standard measure to the achievement of Knowledge, Skill, Expertise, and Behavior, which were the attributes of competence. The constraints of the region related to human resources ranged from:

- Civil servants were not professional.
- The lack of human resource quality (youth and innovative society).
- The less pro-active private only saw close-range profits, requiring political commitment from the executive and legislative.
- The absence of knowledge-based competition.
- The lack of knowledge-based learning organization knowledge management.
- Unintegrated system approach.
- The management of regional development only relied on the exploitation of the use of natural resources without thinking about human resources.
- Regional development management did not explore the community participatory climate as part of local human resources. (Sulistiyani, 2011: 88).

It should be noted that the era of regional expansion in Indonesia should be supported by the development of an empowered regional apparatus resource, sustainable programs, targeting regional apparatus with knowledge and skills, competencies, work ethics (discipline of work), work conditions (good work culture) to run the bureaucracy and the implementation of good, strong, advanced and optimal governance in accordance with the purpose of regional expansion.

## METHODS OF RESEARCH

This research applied qualitative approach with descriptive analysis method. This qualitative approach allowed the emergence of subject to subject communication and a shared understanding of social phenomena by researchers and participants (Cresswell, 1995; Babie, 2004). A qualitative methodology was a basic methodology in government science research (Garna, 2001). According to Gordon (1991), Strauss and Corbin (1997), qualitative research was widely used in social research whereby it reflected the study of community life, history, behavior, as well as on organizational functionalization. The qualitative approach aimed to collect and to analyze the descriptive data in the form of both writing and oral expression of people as well as observed behavior. Moreover, the research problem would be answered through the explanation of research questions based on the data in the field that had been interpreted with the theory approach that was formulated in the debatable theory. There were at least two fundamental factors that must be done by a researcher for various research experiences. Firstly, constructing arguments for obtaining and selecting data, and; secondly, interpreting and summarizing the findings. This research was purposely designed to be able to "get the data once it was interpreted", based on the research problems without ignoring the consideration to minimize the subject's refraction sensitively.

Primarily, the data consisted of the results of direct observation at the research location including the data on regional performance reports, Central Bureau of Statistics (*BPS*), reports on each Regional Government Agency (*SKPD*), Ministry of Home Affairs' and Governors' decisions regarding the decisions of the regent, regent's decree (*SK*) on the determination and arrangement of *SKPD*, decree on echelon regulation, determination decree of *SKPD*, placement decree of employees' area, the government concerning the regional structure.

Meanwhile, the secondary data consisted of the results of direct interviews with some sources of information (participants) that were involved in the research problem, which consisted of Regent, Secretary, Expedition Presidents, Head of *SKPD* agency, several representatives of relevant officials, Community Leader, Academicians, NGOs, and citizens. Lastly, the other source of data came from District archives, District conditions before and after the regional division, the District original documents, and other data related to the research problem.

The scope of this study was Pangandaran Regency, West Java Province. Pangandaran was chosen as the scope of the study due to the wide region of Ciamis District (Bappeda (*Development Planning Agency at Sub-National Level*) Report, 2017).

Data collection techniques that would be used in this research was by applying semi-structured interviews such as observing community participation (participant observation), reviewing documents based on sources and data types, conducting field reviews with direct observation regarding the research issues and social interactions. The words were arranged by action while comparing written sources (the documents), field notes, maps and statistical data. Furthermore, the data collected would then be processed through the following activities: (1) Processing through the activities of the preparation of units. (2) Processing through the categorization by determining the categories of the obtained data and then put the data in their respective categories.

The data analysis in this study revealed what data that still needed to be discovered, what hypotheses that needed to be tested, what questions that needed to be answered, and what methods should be used to find new information and what errors should be corrected (Nasution, 1988). Data testing was done by using the triangulation technique, by doing check, recheck, and cross-check to the obtained data (Moleong, 1998, p.178). Triangulation technique was a data matching procedure through several different sources to obtain the valid data. It could be done on several important aspects of data such as data sources, methods, investigations and theories. Triangulation that used the source was done by (1) comparing the research data with the result of the interview; (2) comparing what several people have said in public with what they have said personally; (3) comparing what people

say about the research situation with what people say all the time; (4) comparing one's statement and perspective with the opinions and views of others; (5) comparing the results of interviews with the contents of a related document. The checked method was done by synchronizing the first data with the second data, synchronizing again with the third data and so on with the first data, respectively. Technically, each of these data would be cross-checked with the other data to ensure the accuracy and the veracity of the data.

## RESULTS AND DISCUSSION

The importance of human resources was getting the attention from various parties, whether coming from the public sector or private sector. Various seminars, trainings, and courses, workshops, and the like, all emphasized human resource attention and strategic programs. All parties recognized the importance of human resources, especially the regional apparatus to meet democratic demands and good governance. Moreover, the newly expanded new districts would be a condition of the region to succeed in the implementation of government and in the performance of the task.

The development of education, training, and seminars on learning tasks became important in the development of local apparatus resources in new districts. The role of education in strengthening regional institutions was a step ahead of other activities, and it was recognized by experts that education was the most important aspect in the future. With a rational educational step and professional judgment, it would produce bureaucratic apparatus with adequate qualifications and competence. Human resource planning was essential to ensure the availability of the right workforce to occupy the right position and occupation at the right time, all of which were directed towards achieving the outlined goals and objectives (Siagian 1998:41).

The implementation of regional apparatus development in Pangandaran Regency seen from the level of education was still very low. As shown in the following table:

Table 1 – Education Level of Regional Apparatus in Pangandaran Regency

No	Rank / Classification	Quantity	Education									Quantity
			S3	S2	S1/ D4	D3	D2	D1	SMA	SMP	SD	
1.	IV/c	4		3	1							4
2.	IV/b	307		33	141	10	123					307
3.	IV/a	1,934	1	116	870	48	843	11	45			1,934
4.	III/d	239		14	122	22	22	10	49			239
5.	III/c	232		21	98	38	5	9	61			232
6.	III/b	295		14	146	17	2	4	112			295
7.	III/a	357			286	31	4	1	35			357
8.	II/d	76			4	38			27	7		76
9.	II/c	169			1	25	73		46	22	2	169
10.	II/b	177			6	1	10	18	130	10	2	177
11.	II/a	67						1	41	11	14	67
12.	I/d	20							1	19		20
13.	I/c	11								10	1	11
14.	I/b	17									17	17
Total		3,905	1	201	1,676	230	1082	54	547	79	36	3,905

Source: Personnel Data of Pangandaran Regency, 2017.

From the data above, it showed that the limitation of regional apparatus and education level in the Regional Government of Pangandaran Regency was dominated by undergraduate and D3 students in all ranks. Furthermore, there was also education level of D1 and SMA. In this case, education was very influential on the performance and work ethic for related institutions in the Regional Government of Pangandaran Regency.

The education level of the regional apparatus of Pangandaran Regency was not adequate and even because Pangandaran Regency was the result of the expansion of Ciamis Regency. Therefore, all regional apparatuses was an overflow from the Parent Regency. For new autonomous regions, it was very difficult to find the ideal standardization

of education. In addition, senior officials who moved from Ciamis to Pangandaran experienced obstacles to the requirements of moving the workplace, as well as the rank which was in accordance to the rules.

There were still very few training programs in Pangandaran Regency. The target of improving the quality of the apparatus resource appeared not to be the main measure, but rather, the main measure was the bureaucracy arrangement and the issue of the regional office infrastructure. The instruments used in the development and training process were also less supportive, it caused many stagnant employees did not understand about new issues in the dynamics of work. Therefore, it was not surprising that the frequency and the number of employees attending the training did not significantly affect the performance improvement. One of the apparatus development activities in Pangandaran Regency Government was education and training program (*DIKLAT*). It was done formally by government education and training program institutions, as well as informally through workplace training conducted by management as part of leadership function.

The results showed that education and training (*DIKLAT*) already ran well, but it needed to be done gradually. In addition to the education and training of the positions, the development of apparatus personnel with training methods/development outside the workplace was done by involving the apparatus in activities such as in the activities of scientific forums (seminars, scientific discussions), workshops and improvement. During the year of 2012-2015, there were several apparatus training activities in the form of technical, structural and functional training. The apparatuses also engaged in certain scientific forums and workshops or improvement to develop their knowledge, insights and skills necessary to support the smooth execution of work tasks. Overall, it was illustrative that on-the-job training methods implemented in the context of developing the quality of human resources focused more on three approaches: job rotation/job title, planned work activities, and coaching. On the contrary, it had less focus on internship and apprenticeship.

The data showed that in fiscal year of 2012-2015, the budget available for apparatus development through training and improvement in local government of Pangandaran Regency was only available to Rp. 225,000,000 (two hundred twenty five million rupiah). The form of activities was as follows:

Table 2 – The Form of Regional Apparatus Development Activities  
2012-2015 of Pangandaran Regency

No.	Activity	Participants	Description
1.	Structural Training	10 people	Graduated S2 and Echelon
2.	Bureaucracy Improvement	5 people	Head of SKPD
3.	Financial Upgrades	5 people	Head of Finance
4.	Seminar and FGD	4 people	Education Authorities
5.	Limited Discussion	4 people	Galuh University
6.	Leadership Training	10 people	Ministry of Home Affairs

Source: *Bappeda (Development Planning Agency at Sub-National Level) of Pangandaran Regency, 2017.*

The data above showed that the development of Pangandaran local government apparatus was very limited. It was limited in budget and activities to strengthen the regional apparatus to work well and have a work ethic that was measured in accordance with the purpose of the expansion of Pangandaran Regency. Improving the quality of the apparatus was not as easy as reversing the palm of the hand, improving the quality of apparatus resources should be done gradually, periodically and was done through post-training mentoring. Human resource development of the apparatus was one of the functions in human resource management that had a very important role in order to achieve organizational goals, which in reality, aside from requiring a very expensive investment, it did not easy to implement it effectively. The education and in-service training was the main instrument used in the framework of apparatus resource development. However, there were obstacles or constraints, which was budget problems. In fact, further studies and improvement for the regional apparatus were also not separated from the budget.

## CONCLUSION

The inception of the region into an autonomous region required the role of resource personnel who were reliable, intelligent, innovative, competent, and educated and well-rounded. In this context, it required the development of regional apparatus resources affecting the performance and improvement of regional expansion areas. Pangandaran Regency has run its regional development apparatus for 4 (four) years. Yet, there were still very few training programs. The target of improving the quality of the apparatus resource appeared not to be the main measure, but rather, the main measure was the bureaucracy arrangement and the issue of the regional office infrastructure. The instruments used in the development and training process were also less supportive, it caused many stagnant employees did not understand about new issues in the dynamics of work. Therefore, it was not surprising that the frequency and the number of employees attending the training did not significantly affect the performance improvement.

One of the apparatus development activities in Pangandaran Regency Government was education and training program (*DIKLAT*). It was done formally by government education and training program institutions, as well as informally through workplace training conducted by management as part of leadership function. The research data showed that the development of Pangandaran Regency Government apparatus was very limited, both limited in budget and activities to strengthen the regional apparatus.

In implementing good governance in new regional expansion, the governments need to improve the development program for apparatus resources appropriately, sustainably, and supported by the availability of sufficient budget. In this case, local government needs to develop short, medium and long-term plans, so that the regional apparatus resources can be better, qualified, professional, and can improve local government's performance.

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