

Decentralization Policy and Effectiveness of Local Government Organization in Indonesia

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ABSTRACT: *In the era of decentralization policy implementation, the local bureaucracy (Indonesian: Organisasi Perangkat Daerah) has strategic position in the local government system. It is so as the instruments and the fundamental base of the local government in implementing its affairs and as the media to realize the vision, mission, and the objectives of local government. The successful of local government is determined by the effectiveness of the local bureaucracy. This study aims to examine the effectiveness of the local government organization with a locus in Maros of local bureaucracy. Through qualitative analysis methods the effectiveness of the local government is viewed from four dimensions of organizational effectiveness of the competing values approach. These four dimensions of the organizational effectiveness include flexibility, human development, organizational development, and control.*

KEYWORDS: *competing value; decentralization policy; effectiveness; local government organization*

I. INTRODUCTION

One of the proof that implementation of the decentralization policy in Indonesia current system of government is recognized that the existence of the Act of Number 22/1999 on Local Government, which was then revised by the Act of Number 32/2004. This show has occurred and indicating a change of paradigm in the local government system in Indonesia. The local government paradigm change is a change of paradigm from centralized to decentralized. The scientists of public administration argue that decentralization paradigm is conceptually includes two main elements: (a) the establishment of an autonomous region; and (b) the delivery of government affairs of the autonomous regions (local government) [1]. Both are key element of the decentralized local government gave birth. The concept of local government can be interpreted in three senses: (a) as the organs of local government consisting i.e. the local parliament (Indonesian: *DPRD* which stands for *Dewan Perwakilan Rakyat Daerah*) or council and the Regional Head (Indonesian: *Kepala Daerah*): governor, regency head, city head (major); (b) as a function of the regional administration is carried out by local governments; and (c) as an autonomous region, namely that the simultaneous formation of an autonomous region is the birth of autonomous status based on the aspirations and objective conditions of the people residing in a particular area.

The local bureaucracy (Indonesian: *OPD* which stands for *Organisasi Perangkat Daerah*) in the context of the above is part of the meaning of the sense organs of local government; the *DPRD* and local governments include Regional Head who serves as the regional administration. Regional Head in his capacity as a component of the regional administration has the authority to regulate the function of (policy making) and take care of function (executing policy). In the play function takes care of (policy executing) these government affairs, Regional Head supported by an instrument called a local bureaucracy (*OPD*). Salomo [2] asserts that the *OPD* is the main instrument of local government in local governance. Position as the main instrument of the local government, the *OPD* has a strategic role that can be seen in three areas: the *OPD* as a instrument and a framework for regional financial system, local civil service system, the system of regional planning, public service systems and various systems or other sub-systems; through the *OPD*, local governments run various authorities or government affairs; and the *OPD* as a tools for local governments to realize the vision and mission of local, regional objectives, and carry out public service tasks and responsibilities of local government.

As an organization, the decentralized local government should be run effectively. For according to Osborne and Gaebler [3], there are advantages possessed by a decentralized organization, namely: (a) a decentralized organization is much more flexible than a centralized organization, as a decentralized organization can provide a rapid response to the environment and customers' changing needs; (b) the decentralized organization is much more effective than an organization that is still centralized; (c) organizations can innovate much more decentralized than the organization that was centralized; (d) The organization of decentralized generating higher morale, more commitment and greater productivity.

Referring to the advantages of a decentralized organization as stated Osborne and Gaebler [3] and an explanation of how important the OPD position expressed by Solomo [2], then in the current era of the local government organization of Maros Regency should be more effective. In the sense that the effectiveness of local government organization of the Maros Regency in carrying out their duties and functions, especially in carrying out the functions or implementing governmental affairs and realizing the vision, mission, and objectives of the region reflect their values such as flexibility, responsiveness, innovation, and a commitment at high productivity. Based on the background described above into the basic importance of conducting studies on how the effectiveness of local government organizations of Maros Regency.

II. RESEARCH METHODS

This research applied qualitative research methods which are meant to understand the topicality, social reality, and human perception exists. The qualitative analysis is intended also to give meaning and interpretation of the object studied. Technical analysis of the data using an interactive model developed by Miles and Huberman [4] which includes the step of collection, reduction, presentation, and inference. Data collected through direct observation, in-depth interviews and documentation. Informants namely: Regional Secretary (Indonesian: *Sekretaris Daerah*); Head of Local Development Planning Agency (Indonesian: *Kepala Bappeda*); the Chairman of Commission B of the DPRD; Chairman of the Teamwork of the First the DPRD of the preparation of regional and three staff of local government employees. Informants besides the local government elements cover: local businessman; one NGO activist; a young man; one woman; and one indigenous community or religious leaders of Maros. To limit and that a deeper study it was determined the focus of the study, which concerns only the description seen on the several dimensions of effectiveness of local government. Its dimensions are flexibility dimension, human development dimension, organizational development dimension, and the description of the effectiveness of local government views of dimension control.

III. RESULTS AND DISCUSSION

In this section, will be presented at the same results and discussion about the effectiveness of local government organizations. Discussion is based on empirical data and theories related to organizational effectiveness. Conceptually, the effectiveness of local government organization is determined by the extent to which the instruments of regional organizing functions and duties effectively. The extent of the area that has been set in the Government Regulation (Indonesian: *PP* which stands for *Peraturan Pemerintah*) of Republic Indonesia Number 41/2007 on the Local Bureaucracy (OPD) to take care of policy making function (field) government charged. Functions of maintenance by local device are associated with a number of government affairs (mandatory and optional) that has been set in PP Number 38/2007 on the Affairs Distribution between the National Government and Local Government (Provincial and Regency/City).

In the context of the assessment of the effectiveness of the local government organization, the organization theory literature mentioned by Kasim [5], Robbins [6] and Keban [7], that in order to assess the effectiveness of an organization can be analyzed through four approaches, namely: (a) goal-attainment approach; (b) system approach; (c) strategic-approach constituencies; and (d) a competing-values approach. However, in this study only uses the latter approach the competing values approach (competing-values approach). Competing values approach is chosen because it has several advantages in diagnosing organizational effectiveness. According to Kasim [5] of which is this approach more comprehensive and less influenced by the values that take precedence in the concept. According to the Lee [8] that the assumptions underlying the competing values approach is the difference in the valuation of the effectiveness of the few organizations that happen. The difference was due to several reasons, namely: (a) each organization faced with an environment that is diverse and contradictory; (b) each organization has different purposes and different from each other; (c) each organization faced with different and diverse constituencies; and (d) the organization is in the context of different times. In the following discussion of the effectiveness of the local government organization of Maros is based on research data, theories and concepts, especially the concept of organizational effectiveness in competing values approach by Quinn & Rohrbaugh as quoted by Robbins [6] and Kasim [5].

Dimension of the Flexibility : Flexibility in the context of competing values approach used can be defined as ability possessed by regional organizations in adjusting Maros Regency (adaptation) to changing conditions and demands of the external environment. The hallmark of the organization that has the ability to adapt and respond to changing environmental conditions and demands according to Robbins [6] is that the organization that appreciates the value of innovation, adaptation, and change. Innovation as one of the characteristic value of organizational flexibility is not just doing something new, discover something new, or to bring a new idea, as the definition of innovation in general.

But according to Sherwood [9], innovation as a process requires four stages namely: (a) the stage of filing of the idea of having good ideas in advance; (b) the stage of evaluation of the ideas that will be followed; (c) the stage of development is to improve the idea of a concept into a reality that produces something; and (d) the implementation phase is pursuing the idea of truly realized. Value adjustments (adaptability) in the organization according to Robbins [6], the activity of the adjustment needed for the system to adjust from time to time with the variation of internal and external demand organization. In public organizations such as local government Maros, adjustment activities conducted with respect to the internal needs and development aspirations and interests of the local community. Internal needs of local governments and the OPD can be: (1) the need to increase the financial capacity to fund the implementation of the functions and the implementation of government affairs; (2) the need for qualified personnel resources (professional) which corresponds to the load and job specifications; (3) the need for the supporting infrastructure of local government activity. While external demand for local government definitely needs related to the various interests of local communities in the form of public service and facilitation of development such as public facilities (facilities of education, health, roads, bridges, security, etc.).

Referring to the explanation of the dimensions of flexibility as expressed by Robbins [6] and Sherwood [9], the assessment dimensions of flexibility OPD of Maros Regency, basically can be seen in the development of OPD structure and orientation programs and activities of local government. As mentioned earlier that the normative development of the structure of the OPD or the more popular term called the restructuring of local government institutions, following the guidelines set out in the OPD arrangement PP 41 of 2007 on the local bureaucracy. Later in the determination of the amount of the organizational structure of one of the variables that must be considered is the scope of authority of the area based on the devolved government affairs. To this must refer to the PP Number 38/2007, on the Affairs Distribution between the National Government and Local Government (Provincial and Regency/City). Both of these government regulations are a regulatory instrument that was fundamental in the preparation of the OPD structure of Maros Regency.

Although both of these regulatory instruments is the main basis of the preparation of the OPD normative structure, but remain substantially reflecting the value of flexibility in it. As stated in PP of Number 41/2007, it was stated that the magnitude of the OPD at least consider the financial factors, local needs, scope of duties that include target task to be realized, the type and number of tasks, area and geographical conditions, the number and density of population, the potential areas that relate to the affairs which will be addressed, facilities and infrastructure tasks. Hence the need for the OPD for each region does not always equal or uniform. The value of flexibility in the structure of the OPD, as reflected in the general description of both the government regulations, it is basically the essence of the meaning of autonomy itself that is the space of freedom of initiative for policy makers on the basis of the aspirations and interests of local communities. The existence of the value of flexibility in the structure also revealed Maros OPD of information submitted by the informant BH, Local Secretary of Maros who said that in the preparation of the OPD structure new, but to follow government policy (PP), local governments and legislators Maros keep trying so that the new structure adapted to changes in the external environment is very dynamic. Including responding to the aspirations and interests of the community, especially the need to obtain maximum service and development. When seen from this explanation seems to have been in line with one of the reasons for decentralization rational choice according to Rondinelli and Cheema [10] that the decentralization of the flexibility, innovation and creativity in government. Where the unit's government can freely innovate and experiment in various policies and programs.

Value organizational flexibility not only be assessed from policy formation and the format of the organizational structure of the region, but also the flexibility of particular value of innovation can be traced to the type of programs and activities carried out by local governments. In this context the programs and activities of the local government, it seems likely to only be a repetition of previous programs and activities, although implementing and changing the location of activities. As a result, programs and activities of local governments is an annual routine. In addition, these types of programs and activities are largely a continuation of the previous year. Advanced program occurs mainly in physical activities such as public facilities (buildings, roads and bridges). It is revealed from the results of observations and informants TR, Head of Planning Agency of Local Development saying that programs and activities planned each year are mostly a continuation of the previous year. This is caused by the local government budget constraints. If so, it can be concluded that the value of the flexibility of regional organizations Maros reflected only limited to the aspects of the preparation of the organization's structure and format of the region. But when viewed in terms of programs and activities of local government Maros, it seems the value of innovation is still lacking because most government programs and activities merely routine and the continuation of the previous year.

Dimension of the Human Development : In effect the personnel resources of regional organizations are a major component and have a key role in the success of the regional administration. Personnel resources are scattered in all units of the Maros region has a very important position and strategic than other organizational resources. The strategic position of personnel resources in running the government, especially in the effort to realize the vision and mission of the local government. It has been pointed out by Said [11], that the personnel or bureaucratic apparatus has a vital role in working for the vision and mission that launched can be realized. To the bureaucratic apparatus (regional organizations) should be determined through a process of selection (selected). The selection process of the bureaucratic apparatus is done in order to ensure the fulfillment of qualifications (professional) required realizing the vision and mission of the organization. According to Conyers as quoted Muluk [12], revealed that the management of personnel resources is one of the responsibilities that have been delegated to the autonomous regions. In the sense that the authority to regulate and administer in the field of personnel is one of the areas in the decentralized functions. Autonomous regions have the power to determine the terms, determination, appointment, removal, supervision and discipline the officers.

In the context of this study, human development aspects related to the tendency of the value orientation of the effectiveness of local government organizations (OPD) of Maros on improving welfare, skills and creativity in work and employee morale, as stated Robbins [6]). Value orientation effectiveness regional organizations on human development one of which can be accessed through the type and form of the work program of each unit area devices aimed at improving the capacity and professionalism of the apparatus. In addition, greater attention to human development can also be measured by how much budget allocations relating to programs or activities aimed at developing the capacity of personnel resources. Based on the research data, it seems that the local government's attention to the development Maros personnel resources area is quite high. Maros government oversight of the development aspects of personnel resources is one of them confirm the presence of Local Staffing Agency (Indonesian: *BKD* which stands for *Badan Kepegawaian Daerah*) by changing the nomenclature into the Agency of Local Staffing and Education and Training (Indonesian: *BKD & Diklat* which stands for *Badan Kepegawaian Daerah & Pendidikan Pelatihan*). It appears from the statement implicitly informant BH, District Secretary of Maros which states that the change of nomenclature be *BKD & Diklat* basically is to assert that this body does not just take care of the administrative personnel resources alone but also more geared to the efforts to increase capacity of personnel resources.

Efforts were made by *BKD & Diklat* of Maros in capacity building of the officers, among others referring to the Decree of Minister Affairs Domestic of Republic Indonesia (Indonesian: *Kepmendagri* which stands for *Keputusan Menteri Dalam Negeri*) Number 38/2002 and Decree of State Administrative Agencies of Republic Indonesia (Indonesian: *LAN RI* which stands for *Lembaga Aparatur Negara RI*) Number 193/XIII/10/6/2001 on the Education and Training of Civil Servants, including the Pre-service Training, Leadership Training, Functional Training, and Technical Training. In addition, there are also activities designed to improve teamwork through outbound activities for personnel management and activities to improve the skills and creativity of life through life skills training activities for local officials, as well as activity-oriented moral improvement through training of Emotional Spiritual Quotient (ESQ) for the local officials. The efforts to increase the capacity of local personnel resources are managed directly by the *BKD* and *Diklat* institution. This education and training program are basically the activities planned and budgeted according ceiling of each unit device Maros Regency.

In addition to the capacity building program of personnel resources in the form of training as above, there are also several policies made by the local government (Bupati) of Maros, especially with regard to the moral development of the apparatus. These policies include: (a) the policy of the hijab dress for Muslim women apparatus; and (b) for their routine every Friday at each unit. The real impact of the efforts of local governments Maros in increasing the capacity of the officers, may be understood from informants BC, one of the staff at the Department of Education employee who said that capacity building programs of the officers who had been followed by the apparatus in a variety of activities greatly facilitate the task day-to-day at the office. The staff employees no longer seemed stiff and tense in carrying out their respective duties, but they seemed to really enjoy his job, even though it is routine. Especially policies and activities for moral guidance apparatus, because these activities for staff employees felt very important to maintain their character. Associated with the orientation of the development of the value of welfare for the officers of Maros, apparently in addition to the monthly salary (routine) and salary 13 (once a year) there remains another attempt of the government to increase the value of the welfare apparatus. These efforts include: (a) reward for exemplary apparatus is done once a year. This reward system submitted by the Regents of Maros every ceremony of Indonesian independence day; (b) the provision of holiday allowance or welfare benefits for the officers every day feast of lebaran (once a year); (c) provision of education for personnel

who both undergraduate education and postgraduate education; and (d) the provision of mourning for personnel who experience grief. Attention to the above, it seems that the effectiveness of the value orientation dimension of human development (human development) in local government organizations Maros less oriented to increase the skills and creativity of the apparatus that are relevant to its tasks. Based on local government programs related to aspects of human development, it seems more oriented to increase moral values and welfare apparatus in general, except for the type of functional training and technical training that had been set by the government.

Dimension of the Organizational Development : Development organizations in the context of competing values approach to organizational effectiveness research is related to the value of productivity and value efficiency of the organization, as stated by Robbins [6]. The value of an organization's productivity can be seen from the level of achievement of the set objectives. For public organizations such as the local government of the value of productivity associated with the achievement of the vision and mission carried out through various programs and activities of local government within a certain time frame.

Based on the vision, mission and development priorities of the Maros Regency, in the Medium-Term Development Plan (Indonesian: *RPJMD* which stands for *Rencana Pembangunan Jangka Menengah Daerah*) of 2005-2010 period, the work program of the local government set are classified into nine areas of government namely: (a) the area of religion comprises eight programs; (b) education comprises five programs; (c) economics eleven programs; (d) the field of order and peace comprises four programs; (e) the environmental field comprises tree programs; (f) the field of social protection comprises six programs; (g) the field of housing and public facilities comprise two programs; (h) the field of tourism and culture comprises tree programs; and last, the field of public service comprises ten government programs. The total number of government programs is 52 work programs which are divided into 430 types of activities. To assess the level of local government productivity achieved Maros can currently be seen on the research data that is processed by the Local Government Performance Accountability Reports (Indonesian: *LAKIP* which stands for *Laporan Akuntabilitas Kinerja Pemerintah Daerah*) 2008 of Maros Regency [18]. In the report formed are 52 local government programs. The program that is able to be realized only 35 programs or 67.3%. Instead unrealized amounts are 17 programs or 32.7% of the 52 programs. Work programs have varying levels of achievement realized, namely that achieving 100% realization there are only 15 programs or 28.8%, and that does not reach the level of 100% realization of the 20 programs or 71.2% of the total work program. Meanwhile, if the realization of the program seen in the activities of the 430 types of events, it seems activities realized only 348 or 80.9% and unrealized activities amounted to 82 activities or 19.1% of the overall activities of local governments of Maros Regency until 2008 [19].

Information realization of local government work programs as expressed in LAKIP of Maros Regency in 2008, a work program that is using the classification method according to areas of government programs. Not comply with the Government Regulation of Republic Indonesia Number 38/2007 which is now the basic guidelines in determining what government affairs into local government affairs, including the scope of any program under the authority of local governments. This is evident from the still inclusion of religious affairs in the program along with the LAKIP of Maros Regency. Yet today, the religious affair is one of the six government affairs under the authority of the central government [18]. Explanation of the realization of the program, in general, suggesting that the achievement of the value of local government productivity as measured by the level of realization of programs and activities conducted by the local government regional organizations Maros, apparently not optimal. This can be seen from the level of realization of the program, which only reached 67.3% (35 courses) of 52 programs. Similarly, the level of realization of the activity was only 80.9% (348 programs) of 430 activities [20]. This fact certainly is something that irony for the Maros Regency as one of the autonomous regions in the decentralization of local government now. For according to Osborne and Gaebler [3], a decentralized organization should produce higher morale, more commitment and greater productivity.

Although impressed that the productivity of local government of Maros Regency not optimal when viewed from the level of realization of the program, but still there are informants from the community leaders HM, who suffered and assess that the local government has been working Maros and meet the expectations of the public, especially public facilities construction program. This can be justified because it is in between programs that achieve the realization of 100% is a program relating to the procurement of public facilities. In addition to the value of productivity, efficiency values also become an important indication of the effectiveness of the organization that led to the development of the organization.

According to Smith [13], the efficiency is one of the positive sides that can be reached from the decentralization of local government; because it is economical costs can be reduced through effective utilization of resources. Similarly, Cheema and Rondinelli [10], states that decentralization can improve efficiencies in the provision of public goods and services (public goods and services), due to a number of characteristics of the decentralized planning and management as well as power sources such red tape centralized and procedures complex can be trimmed. The assumption that decentralization will bring economic value of efficiency in local government, either expressed by Smith [13] and Cheema and Rondinelli [10], it seems contrary to reality in the Maros Regency. The fact that in contrast to the value of efficiency is reflected in the budget development in a span of 2004-2008 [14]. According to the data presented, in parentheses during 2004-2008 budget still increasing amount of revenue each year. However, but the reality in fiscal year 2005 and 2008 have a budget deficit. The budget deficit is seen from the state budget in fiscal year 2005 of IDR 260,510,575,169.00 is greater than the value of the revenue budget of IDR 246,306,925,000.00, the excess is causing the value of the budget deficit as much as IDR 14,203,650,169.00. Similarly, in fiscal year 2008, the value of this year's state budget of IDR 546,736,610,467.00 far exceeds the revenue budget of IDR 499,479,398,641.00; the value difference causes the value of the budget deficit as much as IDR 47,257,211,826.00 in 2008 year [14].

Despite the fact reflects the inefficiency of the budget, but according to the informant SM, Chairman of Commission B the DPRD of Maros stated that the budget is in deficit in 2005 and 2008, but the DPRD and local governments are still trying to efforts in the budget efficiency through revamping the institutional structure local governments are considered no longer effective. Improving the institutional structure of the local government of the Maros Regency done either through a merger (integration) and the elimination of some units of the local government organization.

Dimension of the Control : Meaning of control in the context of competing values approach to assess the effectiveness of the organization according to Robbins [6] is in itself an achievement level of stability of the organization, the organization into a peaceful atmosphere, activities and organizations routinely run smoothly, all the activities of the organization works in accordance with standard operating procedures of the organization. This means that the control aspect is more focused on the internal organization. Organizations that have a high value of control effectiveness is closely related to the original character owned by public organizations (bureaucracy) in which government officials (bureaucrats) working on a specified authority. As Suryono [15] states that the bureaucrats working on the basis of the authority that has been determined. For that, there are three main elements that underlie the regulation authority bureaucratic apparatus works, among others: (a) activities that are routine; (b) the duties of each unit of work equipment is relatively stable and authority are bound by the rules and regulations; (c) a system of regularity both in the mechanisms and procedures, and their ways is standard to ensure the continuity of the implementation of the tasks of the apparatus according to the qualifications and conditions apply.

Furthermore, public organizations (include local bureaucratic) work on the principle of hierarchy of positions shown by the formal chain of command from superiors to subordinates. Supervisor oversees and overcome subordinates, based on the division of tasks and responsibilities are entirely the responsibility of subordinates. Although impressed rigid and inflexible, but still there are advantages of this kind of bureaucratic character that is the clarity of duties, powers, responsibilities, including clarity to whom all tasks must be accounted for. The values of the effectiveness of the organization that is affected by high control in organizations and reflects the main features of public organizations as described above, in fact, still very prominent in the activities of the regional administration of Maros Regency today. This is evident from observations of the author, in which all the activities of the local apparatus, both the activities associated with the implementation of development programs and tasks of basic services to citizens, such as health care, educational services, service population (ID card, birth certificate, marriage certificate) and so on. All kinds of activities are always based on operational standards and procedures (OSP) was officially established by the Regent of Maros. As an obvious example is what is experienced by the author when doing this research. All stages in the research process must pass through official procedures established by local governments. For example, this study must have a letter of recommendation permit research on data collection and permission to conduct interviews with the informants was published by the Local Agency of Unity, Nationality, Political and Public Protection (Indonesian: *Kesbangpol & Linmas* which stands for *Kesatuan, Kebangsaan, Politik & Perlindungan Masyarakat*) of Maros Regency [16]. Based on the analysis and the discussion above, the internal organization of the Maros region characterized by a stable organization, the peaceful atmosphere of the organization, duties and functions of the organization runs regularly and smoothly, as well as all the activities of the organization apparatus proceed in accordance formal rules and procedures remain, supported by a number of conditions, namely the firstly, the

presence of local bureaucracy (organisasi perangkat daerah), who have supervisory duties and functions of Maros regional administration. The secondly, the implementation of leadership oversight functions (internal) and controlling functions of the DPRD (external) in local government. The thirdly condition, the presence of a number of local government regulations of Maros Regents of the main tasks, functions, job descriptions and work order software. Currently has published 32 types of regional head of regulations of (Indonesian: *Peraturan Bupati*) the Maros Regent basic tasks, functions, job descriptions and procedures for local work. These regional head of regulations are intended to ensure clarity of duties, powers, responsibilities, including clarity to which all tasks must be accounted for [17]. The third addition of conditions to the above, there is also a policy of the Maros Regent associated with increased discipline officers and staff of local government employees. The Maros Regent Policies are closely related to the increase of discipline personnel and local government staff. Finally, there is some means of supporting tasks local government officials. The means of supporting the tasks in questions, such as office equipments (ATK), a computer, operational vehicles, and so on. The all of the means that intended to be a means of supporting the implementation of the basic tasks and functions of each unit area of the device can take place smoothly.

IV. CONCLUSION

The conclusion of this study is that the choice of a decentralized model in local government in Indonesia, of course, is the expectation we all that increasing public welfare through the provision of various services and the provision of a variety of community needs of local governments. The provision of public services and the provision of a variety of community needs only be realized if the local government organization is effective. The effectiveness of local government, one of which can be accessed through studies using the competing values approach. Through this study, which took the case in Maros regency, gives an overview of the trend values of priority in local government organization based on the dimension of flexibility; dimension of human development; dimension of organizational development; and dimension of the control.

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