Territorial split and regional development in West Sulawesi Province: The case of Majene District

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Abstract. West Sulawesi Province is the area resulting from the territorial split of the area of South Sulawesi Province which is regulated under Law No. 26 of 2004 concerning the Establishment of West Sulawesi Province on October 5, 2004. Majene district is the only area in West Sulawesi Province that has not undergone administrative changes as a second-level local government since its formation in 1959. This split of West Sulawesi Province has an impact on the development of Majene District. This study aims to analyze the development of Majene District through aspects specifically in the economic fields in the development of a region. The method of this research is done by collecting secondary data and then summative evaluation. The analysis technique used was descriptive statistics and comparison to see regional developments in the aspect of the economy. The results of the study indicate that the territorial split of the area of West Sulawesi Province had an impact on economic development in Majene District. The results of this study are expected to be information for the local government, especially the government of West Sulawesi Province and Majene District when taking policies in regional development.

1. Introduction
Decentralization in Indonesia was marked by the existence of the Law (UU) No. 22 of 1999 concerning regional autonomy which was later changed to Law 32 of 2004 and was finally changed to Law 23 of 2014 concerning regional government. Regional autonomy is a form of socio-political change in Indonesia originating from the desire of the region to expand the area in order to improve community welfare and equitable development [1]. The existence of regional autonomy makes the regional government has the authority that is expected to create a source of income for the region so that the regions resulting from the division become advanced and independent. Therefore, the independence of an area can be seen from the regional revenue in the regional budget [10].

Various reasons are the basis or desire of the regions in Indonesia to carry out territorial split which is considered as the only way to improve the quality of welfare and regional development. Each split area is expected to develop its area with its own resource base so that in the future it can reduce inequality between regions. In another case, each region has different capabilities in developing the region. Based on the evaluation of the domestic department (2006) there are several problems regarding the split of regions in Indonesia. As an example, there is 79 percent of the regions that do not have clear boundaries, and around 83 regions of the 148 have not been able to overcome their financial problems, that have not met budget management requirements. Also, from the BPK audit of the new autonomous region, its financial performance is still alarming and so is the condition of the limited quality of its human resources. This condition is also reinforced by the results of the study of the Regional Autonomy Directorate of Bappenas [1] that community services in several new autonomous regions have not increased due to institutional, infrastructure and human resource issues [8].

The development of the region in Indonesia as an effect of territorial split has had good and bad in some areas. From an economic aspect, several regions have shown economic development with declining rates of unemployment, poverty levels and an increase in the rate of economic growth. The regional government with a decentralization policy seeks to increase local revenue through retribution and regional taxes [4]. Susanti's research (2014), Split in North Lampung District has a positive impact on the economic well-being of the community, which is marked by an increased in regional revenue
and quality of infrastructure. In addition, from Riadi's research (2009) the impact of territorial split in Donggala had a positive impact on the level of welfare and ease of public services [13].

With the existence of regional autonomy, local governments obtain greater fiscal transfers such as general allocation funds, special allocation funds and revenue-sharing funds so that local governments can increase regional development. However, this has led to a dependence on central government transfers in several regions. In some regions this transfer is allocated mostly to provide salaries and wages (employee expenditure) and goods expenditure. On the other hand, funding for public infrastructure is very small, this causes a lack of regional development and still requires financial assistance to improve public services and economic growth. [4; 12].

Regional segregation causes gaps and competition between regions such as the GRDP of Sumatra and Kalimantan as the highest mining and oil-producing regions. In 2000 Jakarta was the region with the highest non-mining income, on the contrary, the Gorontalo region was the lowest area per year, with a difference in capita income of 25 million rupiahs. In 2013 there was an even greater gap, with Jakarta being the richest province and Maluku being the poorest province with a difference of 45 million. Likewise, for the second level regions such as regencies/municipalities, some new autonomous regions can increase their economic growth even more than their state the difference in the development of the split area is due to the capacity of each government in developing economic activities and public services. In addition, according to Hill (2008) regional development is also influenced by strategic position, industrial development and resources owned [12]. Territorial split also makes it difficult to regulate cooperation between regions, especially for transportation, waste and flood management that is not limited to administrative boundaries; like the case of the Jabodetabek metropolitan area [3]. This is because local governments with their authorities pay less attention and consideration to the interests of the district or province in implementing their policies [3].

West Sulawesi Province is the result of the territorial split of South Sulawesi Province which was formed under Law No. 26 of 2004 concerning the Establishment of West Sulawesi Province on October 5, 2004 as the 33rd province in Indonesia. The split is an implication of changes in the post-reform Indonesian government system and the people's aspirations to separate from the South Sulawesi Province. The initial formation of West Sulawesi Province consists of 5 districts, namely; Polewali Mandar District, Majene District, Mamuju District, Mamasa District and North Mamuju District. At present West Sulawesi Province has developed into 6 districts with the split of Central Mamuju District from Mamuju District as its parent area since 2013. Majene District is one of the districts included in the area of West Sulawesi Province and has become the only region that has not undergone a change of administration as a level II regional government since its establishment in 1959.

Territorial splits will have a good impact on regional development if the first condition is that the concept of regional government development in the long term has been designed to carry out long-term national development because each local government must know its role and function in public service provision, poverty reduction and funds needed. The second condition is that the central government tightens regulations by providing social, economic and political criteria or conditions for regions that want to do the separation. The third condition is that the territorial separation still has a national goal by taking into account the social, economic, geographical and political conditions of the region, such as in the border area of the problem; and the purpose of defense must be as important as the goal of poverty alleviation; and in Java must be oriented towards improving urban management such as the Jakarta, Surabaya metropolitan areas, and others. The Fourth condition, there is a review of temporary fiscal transfers so that there is no split of the area for the benefit of certain political elites in the region. The fifth condition, there must be a review of the territorial split regulations such as the rules regarding cooperation between neighboring regions, the treatment of policies or rules by not equating the capabilities of all regions [4]. As an example, what happened in the Kartamantul area (Greater Yogyakarta) is considered as one of the metropolitan areas that have inter-regional cooperation institutions that are more developed than other regions. Metropolitan Kartamantul consists of Yogyakarta City, Bantul District and Sleman District, which are included in the Special Province of Yogyakarta. They succeeded in building inter-regional cooperation by establishing Kartamantul institutions due to interdependence. Sleman District which is located on the highest level needs to maintain its function as a catchment area of the central Yogyakarta watershed requiring access to lower areas for the disposal of its waste. The city of Yogyakarta as the main driver of economic
development in this region has limited space for waste disposal. On the other side Bantul District is the lowest area has the potential for waste disposal projects while maintaining environmental quality. So they have the initiative to establish institutions that work together with the provincial government as facilitators to mediate their cooperation. With the decentralization policy in Indonesia, local governments can build their regions locally and regionally according to their potential through cooperation between regions [5].

By reviewing the situation above this article aims to examine the development of the Majene District during the last 17 years, by comparing conditions before and after the formation of the Province of West Sulawesi, especially on economic aspects. The results of this research are expected to be academic studies in making policies in regional development, especially for local governments.

This paper is divided into four parts. The first part explains the background, theoretical concepts and objectives of article writing. The second part discusses methods and data used in assessing regional development. The third part discusses the results of the analysis of the development of the Majene District region and the effects of the territorial split of West Sulawesi Province from the economic aspects. And the fourth part concludes the discussion.

2. Methods
The method used in assessing the impact of the regional division of West Sulawesi Province on the development of Majene District in economic aspects is quantitative descriptive. This research was conducted by collecting secondary data and then conducted a summative evaluation by reviewing the development of the region from economic aspects in the intervals of 2001 to 2017, where 2001 to 2003 described before the division and 2004 to 2017 after the division of West Sulawesi Province. The data used in observing regional developments in the economic aspects of the Majene District is a database originating from the Central Statistics Agency (BPS), Majene District Regional Revenue Agency (Bapenda) and Majene District Regional Development Planning Agency (Bappeda) of Majene District.

To obtain regional developments in the economic aspects, first analyze descriptive statistics, namely by measuring the regional economic structure, regional economic growth, the level of regional prosperity and the contribution of regional income budgets. The method uses the calculation formula as follows:

- Regional Economic Structure

  Measurement of regional economic structure can be done by calculating each sector in the GRDP of the relevant region based on current prices, which can be calculated as follows:

  \[
  \text{sector contribution}_i = \frac{\text{sector added value}_i}{\text{amount of value GRDP}} \times 100\%
  \]

- Regional Economic Growth

  Calculation of regional economic growth rates can be done by estimating the economic growth rate for a certain period, can be calculated as follows:

  \[
  \text{Growth Rate} = \left(\frac{\text{GRDP}_{t} - \text{GRDP}_{t-1}}{\text{GRDP}_{t-1}}\right) \times 100\%
  \]

  Where :

  \[
  \text{GRDP}_{t} : \text{GRDP value with constant prices in year } t
  \]

  \[
  \text{GRDP}_{t-1} : \text{GRDP value in the previous year}
  \]

- Level of Regional Economic Prosperity

  Measuring the level of regional economic prosperity is used with the value of per capita income at current prices. And it can be calculated by dividing the GRDP value by the number of the population concerned as follows:

  \[
  \text{Income per capita} = \frac{\text{GRDP at current prices}}{\text{Regional Population}}
  \]
After obtaining the results, a comparative analysis is carried out to compare developments before and after the split of Majene District in the economic aspect.

In addition to the method, this section describes the data used as a source in reviewing conditions before and after territorial split. The data used is data on Majene District’s gross regional domestic product (GRDP) on the basis of current prices and the constant prices described in Table 1 and Table 2.

Table 1. Majene District’s Gross Domestic Product at current prices

| Year   | Business field       | 2001 | 2002 | 2003 | 2004 | 2005 | 2006 | 2007 | 2008 | 2009 | 2010 | 2011 | 2012 | 2013 |
|--------|----------------------|------|------|------|------|------|------|------|------|------|------|------|------|------|
|        | Agriculture          | 378.26 | 376.25 | 268.30 | 308.34 | 355.44 | 378.62 | 420.91 | 499.82 | 571.47 | 573.75 | 586.37 | 928.18 | 1,408.76 |
|        | Mining & Natural Resources | 1.17 | 1.10 | 2.11 | 2.65 | 3.06 | 3.58 | 3.85 | 5.74 | 6.04 | 3.77 | 52.46 | 40.28 | 70.48 |
|        | Manufacturing Industry | 16.08 | 18.56 | 21.48 | 23.68 | 25.20 | 26.97 | 29.64 | 33.30 | 34.24 | 123.65 | 134.55 | 148.64 | 145.22 |
|        | Electricity, Water and Gas | 1.54 | 1.74 | 2.69 | 3.83 | 3.37 | 3.67 | 5.14 | 9.91 | 5.08 | 4.21 | 4.57 | 5.27 | 5.73 |
|        | Building | 16.6 | 28.77 | 21.64 | 22.79 | 27.67 | 28.92 | 34.01 | 40.41 | 67.21 | 151.29 | 146.21 | 152.24 | 200.10 |
|        | Transportation & Communication | 43.05 | 52.92 | 57.44 | 65.08 | 65.31 | 95.52 | 107.54 | 118.53 | 110.89 | 216.87 | 255.09 | 208.91 | 213.03 |
|        | Finance, Leasing & Services | 16.12 | 20.00 | 23.18 | 23.00 | 26.24 | 34.40 | 26.42 | 47.58 | 52.65 | 124.01 | 143.09 | 168.37 | 155.00 |
|        | Agriculture          | 83.19 | 83.70 | 88.74 | 96.48 | 75.13 | 98.85 | 132.33 | 140.09 | 109.80 | 409.97 | 580.91 | 674.14 | 708.27 |
|        | Mining & Natural Resources | 45.12 | 54.78 | 63.62 | 73.13 | 95.97 | 108.45 | 103.13 | 140.09 | 109.80 | 409.97 | 580.91 | 674.14 | 708.27 |
|        | Manufacturing Industry | 5.06 | 4.38 | 5.87 | 5.54 | 6.07 | 6.28 | 6.14 | 6.16 | 5.82 | 3.87 | 3.79 | 3.68 | 3.87 |
|        | Electricity, Water and Gas | 2.05 | 1.94 | 2.25 | 2.17 | 2.35 | 2.67 | 2.80 | 2.90 | 4.81 | 4.65 | 5.65 | 6.22 | 6.77 |
|        | Building | 8.35 | 6.48 | 17.28 | 17.43 | 18.42 | 20.32 | 21.67 | 20.40 | 17.58 | 147.76 | 178.76 | 167.96 | 199.86 |
|        | Transportation & Communication | 23.10 | 24.58 | 47.32 | 52.57 | 54.57 | 58.50 | 62.55 | 65.76 | 74.00 | 218.67 | 281.13 | 265.77 | 247.91 |
|        | Agriculture          | 2.93 | 18.50 | 24.14 | 27.04 | 36.38 | 31.72 | 38.40 | 50.05 | 41.48 | 148.67 | 155.00 | 186.82 | 173.85 |
|        | Mining & Natural Resources | 23.76 | 24.64 | 43.95 | 43.37 | 53.68 | 55.17 | 60.02 | 68.60 | 75.41 | 491.97 | 547.63 | 605.03 | 656.2 |
|        | Manufacturing Industry | 13.6 | 12.87 | 16.18 | 16.03 | 18.96 | 18.57 | 21.86 | 20.62 | 25.89 | 131.01 | 227.29 | 240.5 | 197.81 |
|        | Electricity, Water and Gas | 1.48 | 3.48 | 3.86 | 3.18 | 3.42 | 3.86 | 4.24 | 4.06 | 2.84 | 113.82 | 111.83 | 125.13 | 111.83 |
|        | Building | 3.74 | 3.06 | 3.12 | 3.12 | 3.02 | 2.92 | 2.84 | 2.92 | 2.92 | 2.92 | 2.92 | 2.92 | 2.92 |

Source: Majene District Central Agency of Statistics

Table 2. Majene District’s Gross Domestic Product at constant prices

| Year   | Business field       | 2001 | 2002 | 2003 | 2004 | 2005 | 2006 | 2007 | 2008 | 2009 | 2010 | 2011 | 2012 | 2013 |
|--------|----------------------|------|------|------|------|------|------|------|------|------|------|------|------|------|
|        | Agriculture          | 196.4 | 208.24 | 208.24 | 208.74 | 208.24 | 207.82 | 208.26 | 207.82 | 207.82 | 207.82 | 207.82 | 207.82 | 207.82 |
|        | Mining & Natural Resources | 2.23 | 2.23 | 2.23 | 2.23 | 2.23 | 2.23 | 2.23 | 2.23 | 2.23 | 2.23 | 2.23 | 2.23 | 2.23 |
|        | Manufacturing Industry | 13.6 | 12.87 | 16.18 | 16.03 | 18.96 | 18.57 | 21.86 | 20.62 | 25.89 | 131.01 | 227.29 | 240.5 | 197.81 |
|        | Electricity, Water and Gas | 3.78 | 3.78 | 3.78 | 3.78 | 3.78 | 3.78 | 3.78 | 3.78 | 3.78 | 3.78 | 3.78 | 3.78 | 3.78 |
|        | Building | 3.74 | 3.06 | 3.12 | 3.12 | 3.02 | 2.92 | 2.84 | 2.92 | 2.92 | 2.92 | 2.92 | 2.92 | 2.92 |

Source: Majene District Central Agency of Statistics
Table 3. Population of Majene District

| Year | Population |
|------|------------|
| 2001 | 137334     |
| 2002 | 139309     |
| 2003 | 140156     |
| 2004 | 137474     |
| 2005 | 142942     |
| 2006 | 146828     |
| 2007 | 148772     |
| 2008 | 148647     |
| 2009 | 153743     |
| 2010 | 151107     |
| 2011 | 153869     |
| 2012 | 158036     |
| 2013 | 158890     |
| 2014 | 161132     |
| 2015 | 163896     |
| 2016 | 166397     |
| 2017 | 169072     |

Source: Majene District Central Agency of Statistics

3. Results and Discussion

3.1. Economic Structure

Economic structure is used in the preparation of regional development plans as a basis for determining the direction of development policy. When the economic structure of the region is dominated by agriculture, the region determines the direction of its regional development policy towards the agricultural sector. The structure of the economy can also be the basis for seeing progress in changing the economic structure of a region. This shows that if the industrial sector area is higher than other sectors, then the area can be said to have advanced, not apart because the industrial sector has used modern technology so that work productivity is higher [11].

The economic structure in Majene District in 2001 was still dominated by the agricultural sector, which was around 58.14 percent, which signifies Majene District before the split of its economic activity area is still traditional. And in 2017 the agricultural sector has not dominated, in Figure 1, which for 17 years the agricultural sector experienced a downward trend. The sectors that tended to develop were the service sector, which contributed around 49.62 percent, as can be seen in table 4, which included the trade, hotel, transportation, communication, finance and services sectors. The industrial sector, which includes mining, processing, electricity, water, gas and building, is a modern economic activity from 2001 to 2017, which tends to increase (figure1) in 2001 to around 9.83 percent, and in 2017 it increased by around 15.21 percent. This indicates that the economic structure in Majene District is no longer dominated by the agricultural sector (agrarian) and experienced economic growth marked by changes in the economic structure from agriculture to non-agriculture, but its development for 17 years cannot be said to be advanced because the industrial sector is not the dominant sector in the economic structure of Majene District [11; 7].
Table 4. Economic Structure of Majene District

| Business field                  | Economic Structure |
|--------------------------------|--------------------|
|                                | 2001   | 2017   |
| Agriculture                    | 58.14  | 35.17  |
| Mining & Excavitation          | 0.43   | 2.71   |
| Processing industry            | 4.43   | 5.17   |
| Electricity, Water and Gas     | 0.38   | 0.18   |
| Building                       | 4.58   | 7.14   |
| Trading dan Hotel              | 11.83  | 11.60  |
| Transportation and Communication| 3.99   | 6.69   |
| Finance, Leasing and Company Services | 5.11   | 7.09   |
| Services                       | 11.10  | 24.23  |

Source: Analysis, 2019

3.2. Economic Growth

According to Kuznets, one of the characteristics of economic growth in a region is marked by increased productivity, where the rate of per capita products results in improvements in input quality resulting in increased efficiency or productivity per unit of input [6; 7]. With an increase in productivity per input unit causing an increase in production activities both in the form of goods and services in a period called economic growth in a region [7]. The development of the economic growth rate in Majene District can be seen in figure 2. The highest economic growth occurred in 2002-2003 and 2009-2010. There is a constant difference in base prices, namely in 1993 (for 2001-2002), in 2000 (for 2003-2009) and in 2010 (for 2010-2017) this basic price difference the rate of economic growth in Majene District is still volatile. Before split economic growth tended to increase but after split despite an increase compared to the years before split but the conditions tended to fluctuate. By comparing the average economic growth rate before and after the split, the economic growth rate has decreased from 14.65 percent to 11.50 percent (table 5).
The quality of development in the economic aspects is not only seen from the development of regional income but also the decline in poverty and unemployment [9]. This shows that the less the number of poor people and unemployed, the more successful the development of a region [11]. In Majene District the development of poor people tends to fluctuate and has a downward trend in accordance with figure 3 while the conditions for the development of unemployment in Majene District tend to remain steady and decline. When compared with the conditions of the workforce and not the workforce (schools, managing the household and others) are the lowest (figure 4). From the condition of the economic growth rate, the conditions of poverty and unemployment from before and after the territorial split of West Sulawesi Province, the economic growth of Majene District did not develop significantly and tended to decline after the territorial split of West Sulawesi Province.
3.3. Prosperity Level

The level of economic prosperity of a region is generally measured by per capita income. The higher the income per capita, the more successful the development. So that economic development is synonymous with increasing per capita income [11]. The trend in the value of per capita income in Majene District since 2001 has increased until 2017, can be seen from figure 5. However, when compared to other districts in West Sulawesi Province, the development of prosperity in Majene District is still below West Sulawesi Province, Polman District, Mamuju District, North Mamuju District, and above Mamasa District and Central Mamuju District, can be seen from figure 6. This means that the development of the prosperity level of Majene District tends to have a moderate value, compared to other regions such as North Mamuju District and Mamuju District which experience the development of the prosperity level of the region is above West Sulawesi Province.
The results of the data showed that the development of per capita income in Majene District had increased from 2001 to 2017 and population growth tended to increase, it can be said that the condition of economic growth in Majene District was increasing. This is indicated by the high rate of increase in per capita products in line with the increasing rate of population growth, this is in accordance with Kuznets’ opinion [6; 7]. However, when compared to other regions, the development of Majene District is still below West Sulawesi Province.
With the existence of regional autonomy, local governments obtain greater fiscal transfers such as general allocation funds, special allocation funds and revenue-sharing funds so that local governments can increase regional development. [4]. Majene's revenue budget from 2001 to 2017, the contribution of balancing funds (fiscal transfers) including tax / non-tax proceeds, general allocation funds, special allocation funds and balancing funds from the province (2001-2006) is greater than regional revenue (figure 8). However, the condition of balancing funds in the income budget of Majene District tends to decrease. This means that the regional government of Majene District is trying to increase its local revenue, which includes regional taxes, regional retribution, the results of separated regional wealth management, and other legitimate regional revenue.

The level of regional independence is seen from the region's original income. The higher it is, the smaller the dependence on fiscal transfers from the central government [10]. This means that Majene District has a low level of independence, because the contribution of balancing funds from the central government is still high compared to local revenue.
4. Conclusions
Majene District experienced development in the economic sector after the separation of West Sulawesi Province in 2004, although it was slowly developing. The development seen in the economic structure aspect in Majene District has developed from agriculture to non-agriculture sectors, but overall it cannot be said to be advanced where the industrial sector is not an economic sector in the economic structure of Majene District. Economic growth in Majene District tends to decrease compared to before the split of West Sulawesi Province. This is also supported by a decline in poverty and unemployment which tends to remain volatile. The prosperity level in Majene District tends to increase marked by an increase in the rate of per capita products which is in line with the rate of population growth. Nevertheless, the condition of the prosperity level of Majene District is still lower than that of West Sulawesi Province. Whereas in terms of the proportion of use of the regional income budget, Majene District has a low level of independence which is characterized by the proportion of balancing funds from the central government that is higher than the regional revenue. The policy of the split of the area of West Sulawesi Province has not been able to provide significant economic development to the development of the Majene District area. So local government policies are needed to develop regions to be developed and independent.

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