

# Regional Disparities Analysis among Regencies and Cities in Indonesia 2015–2019

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Determinant Factors in Decision-Making for Women Leaders

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<sup>4</sup> Abstract:

Decision-making is an important part of the duties and functions of a leader and is a means of achieving goals that will determine the success and the future of an organization. This study describes the determinants of decision-making for women leaders (regents) in government organizations in the Southeast Minahasa Regency, North Sulawesi Province, Indonesia. This qualitative research uses a case study approach. The data collection techniques were observation, in-depth interviews, and documentation. The data checking was done by triangulation. Data analysis used a qualitative descriptive interactive model through the stages of data reduction, data presentation, and conclusion drawing. The results of the study indicate that religious values as spiritual values originating from beliefs dominate decision-making, have a firm and hard attitude not accepting input and suggestions from subordinates, lack of control over the rules, are very easily influenced by certain groups outside the structure, and act inconsistently with the provisions of the applicable laws. The cultural value system, in which we grew up, the prevailing norms, and the inherent conceptions are considered valuable, impact actions, ignore the ethics of government administration, do not consider the impact of refusal, and prefer discretionary actions but override the legal requirements of discretion.

**Keywords:** determinant factors, women leaders, decision-making.

<sup>22</sup>  
女性领导者决策的决定性因素

**摘要:**

决策是领导者职责和职能的重要组成部分，是实现决定组织成功和未来目标的手段。本研究描述了印度尼西亚北苏拉威西省南米纳哈萨摄政区政府组织中女性领导人（执政官）决策的决定因素。本研究采用案例研究方法。数据收集技术是观察、深入访谈和记录。数据检查是通过三角测量完成的。数据分析采用定性描述交互模型，通过数据归约、数据呈现和结论得出等阶段。研究结果表明，宗教价值观作为源于

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信仰的精神价值观主导决策, 态度强硬, 不接受下属的意见和建议, 缺乏对规则的控制, 极易受到外部某些群体的影响。结构和行为不符合适用法律的规定。我们成长的文化价值体系, 盛行的规范, 固有的观念被认为是 有价值的, 影响行动, 忽视政府行政的道德, 不考虑拒绝的影响, 更喜欢自由裁量行动但凌驾于法律要求之上 自由裁量权。

**关键词:** 决定因素, 女性领导者, 决策。

## 1. Introduction

Characteristics inherent in women, such as: prioritizing feelings, being less rational, and gentle creatures for certain groups are used as reasons that women are less worthy to take part in the public sphere, especially as leaders (although not as intensively as before), as a result, women do not see leadership as a bright future means to her. The obstacles to leadership that characterize women's lives ultimately reduce courage and discourage women from taking part in the public sphere, let alone becoming leaders in government organizations. Other obstacles related to the application of legal instruments are sometimes less in favor of women, thereby weakening hopes for achieving their goals. According to Rezyani (2013), women's obstacles to becoming leaders can be social, economic, psychological, or generational. This implies that women must have readiness, intellectual ability, emotional maturity, confidence in their skills, and the ability to lead without having to disqualify themselves from the opportunities that exist. When faced with various problems that arise, women leaders are ready in any condition (Rezyani, 2013).

The opportunities for women to become leaders are increasingly open, although there are still few women who reach the top positions at organizations. Women have the ability and opportunity to succeed; therefore, women are required to be able to make a meaningful contribution by promoting their unique competencies to achieve success. Women can naturally conduct dual tasks well, even able to make decisions in difficult situations, in addition to possessing the basic qualities to be leaders, being more caring, more patient, empathetic, and able to build relationships. Therefore, women's activists continue to strive to make various breakthroughs for achieving gender development continues to increase, even though it has not fully provided maximum results.

Currently, the phenomenon of leadership is still an interesting topic in an organization because leaders and leadership are one of the determining factors for the progress of organizations, including government organizations. A leader in the scope of government is someone who is appointed to occupy a position because he is considered to have the ability to conduct leadership according to the authority given. "Leader" reflects a person's position in a certain hierarchy in the organization, has subordinates, because of that position, he also gets formal power, and responsibility. The leader in this case is a person who occupies a position in a formal organization based on the provisions of the law, which is different from the informal leader.

The success of an organization in achieving its goals is largely determined by the ability of its leaders. The leader is the person most responsible for the survival of the organization and is the key to the success of the organization. The presence of a leader becomes critical because she not only plays a role in setting the direction and targets of an organization, but also implements the organization's management for the organization to reach the peak of success." The problem is how to be a good leader, and how well a leader conducts his leadership duties so that he can contribute to the organization efficiently and effectively. Maxwell (2013) asserted that good leaders bring people to the top. Elevating people to new levels is a requirement for effective leaders. Leadership is achieving specific and beneficial results through people" (Maxwell, 2013).

Leadership is "related to the deliberate process of a person to emphasize his strong influence on others to guide, structure, facilitate activities and relationships within a group or organization." Based on these three opinions, leadership is a deliberate process to influence from a leader to people in a group to reach the pinnacle of organizational success. Although there is no unanimous understanding of the criteria for becoming a successful leader, it is not an exaggeration to say that one of the tasks of leaders in achieving organizational success is effective decision-making.

Decision-making is not a simple job because every decision has consequences. Decision making is part of the administrative process that is closely related to the activity of choosing several alternatives as also stated by Luthans (2011): "Decision-making is as choosing between alternatives." Luthans' (2011) opinion agrees with Simon (1982), who stated that every decision involves choosing a goal and behavior in it. This goal becomes the means of a further goal, and the final goal to be achieved. We choose among several choices of goals to be achieved, with the hope that the final goal can be realized. For decision-making to be realized following what has been determined, decision-making needs to follow the procedures and stages of the decision-making process. According to Simon (1982), there are three main stages: 1) Intelligence activities, the stage of tracking environmental conditions that require decision making; 2) Design activities, the possible stages of action of discovery, development, problem analysis; 3) Selecting activities, is the stage of choosing certain actions from the available ones.

Furthermore, Nigro and Nigro (2012) review the opinion of Pffner and Nicolaidis that decision-making includes the following stages: 1) recognizing the problem; 2) collecting data; 3) data classification and

analysis; 4) preparing inventories and strategies to achieve goals; 5) list alternative solutions; 6) evaluate alternatives; 7) make decisions; 8) implement decisions; 9) get feedback on the results. These stages may be that not all of them are followed by decision-makers with certain considerations by considering the intent and purpose of the decision being made. Because "not all decisions made by workers are rational. Some are non-rational; others are irrational. Other individuals feel that rational refers to a choice of the best alternative of those available." Keep in mind that the decision-making process is not always in an ideal situation so that it requires consideration and assessment according to the problems faced so as not to harm the organization. Making quick and precise decisions is not an easy job for a leader because it requires ratio, intuition, and thoroughness to examine problems for decisions that are truly effective, efficient, quality, and beneficial for the organization so that goals are achieved as expected. The accuracy and speed of making decisions show how competent and credible a leader is.

Decision quality is the result of decisions applied or tested to the maximum and resulting in the maximum value as well. Every decision certainly has consequences for the organization; therefore, every decision result must be accounted for by the organization's leaders. Realizing someone is an ideal leader requires a leader who has the expertise, which can support his duties as a decision-maker, including broad-mindedness, skill, intelligence, intellectual abilities, and is committed to conducting his duties, authorities, and responsibilities. With the expertise possessed, a leader can make decisions based on careful consideration of the impacts and the factors that influence the decision-making process.

The factors that can influence the decision-making process can be internal or external factors of the organization. The factors in question are values, personality, propensity to take risks, and potential discrepancies. Meanwhile, according to Ivancevich et al. (2007), the factors that influence the decision-making process are value, a tendency to risk, the potential for dissonance, and increased commitment. The pattern of decision-making reflects the character of a leader in dealing with problems based on consideration of the consequences it causes.

A leader must be able to make decisions in any situation. Making decisions is a mental process, in which a leader is required to analyze every problem, not to be mistaken and harm the organization. It is realized decision-making as a function of leadership is an action that is not easy to do, but it is also an activity that cannot be avoided by every leader, whether male or female leaders and whatever the form of the organization.

Today, the number of women leaders who have succeeded in achieving success in political and government organizations continues to increase. This shows that the success of an organization is not determined by male or female factors, but rather by how

a leader can deliver the organization to success and succeed in achieving its goals. Therefore, women's activists continue to fight for the space for women to be more open and move forward from a gender perspective, through efforts to improve the quality of women's leaders as they meet the requirements and qualifications as leaders to conduct their functions properly.

Southeast Minahasa Regency, North Sulawesi Province is an area that was once led by a woman without questioning between male and female leaders. For the Minahasa community, men and women have the same rights, positions, and opportunities to become leaders. The reference is the readiness and ability to conduct the duties, functions, and responsibilities as a leader. The characteristics inherent in women, which have often been considered obstacles, are seen as strengths that can not only support in conducting their leadership duties, but also motivate women to appear because they believe they have the same potential and opportunities as men.

Minahasa women dare to face challenges, have high self-confidence, are always optimistic, can compete with men, and have the opportunity to occupy strategic positions as leaders. Are women leaders able to achieve success and become effective leaders and successfully achieve the expected goals? Local government organizations need the figure of an effective leader who can deliver the organization and its followers to achieve their goals. For leadership to be effective and successful, leaders should recognize the problems and expectations of the people they lead from various aspects and backgrounds.

A quality and successful leader is seen not only in his intellectual abilities and educational background, but also in the characteristics inherent to a leader. Each leader has a characteristic or style. As explained by Tilaar (1986), "the distinctive characteristics of leadership in the Minahasa community that stand out are among others: a democratic attitude, strict discipline, respect for the advantages of others, and honesty." These characteristics become a measure of the quality of a Minahasa leader, with the main criteria being the ability to master science, physical strength, or life experience that makes him a leader (not because of descent) and gain leadership legitimacy because he has achievements in society. This study focuses on the determinants of women's leadership decision-making in Southeast Minahasa Regency government organizations. This is based on the findings of the regent's decisions that are controversial, causing resistance both among bureaucrats and the public.

## 2. Research Methods

This study uses a qualitative descriptive type of research with a case study approach to describe the determinants of decision making for female district heads, who once led the Southeast Minahasa District. The research data were obtained using observation techniques, in-depth interviews, and document studies.

The research data sources include primary and secondary data sources. The primary data sources were obtained from informants through interviews. Secondary data are regulations related to the problem. To determine the truth of the data obtained, it was checked through triangulation. The data collected were analyzed based on the stages of data reduction to get an overview to facilitate further data collection; then, the data were presented followed by conclusion.

### 3. Results and Discussion

A leader is often faced with his function as a decision-maker. Decision-making is a critical aspect for both individuals and organizations because every decision has consequences, which impact the sustainability and success of the organization. Making decisions is the main and fundamental responsibility of every organizational leader. The quality of a leader cannot be separated from the results of his decisions; therefore, a leader is required to be able to make decisions that can solve problems to achieve goals. Thus, a leader needs to be equipped with extensive knowledge as a reference in decision-making. Considering that in making decisions, a leader is faced with various choices, each of which has a basis for determining choices, in making decisions they can consider various factors, both internal and external to the organization.

The determinant factor referred to in this study is a situation that also determines or influences the decision-making of women leaders. From the findings and results of the study, it can be seen that several factors determine the decision-making of women leaders: value factors, personality and skills, socio-cultural environment, and tendency to risk, which can be described as follows:

#### 3.1. Values

Value is a quality attached to something, which is considered useful and valuable to be achieved. The value system factors in this study are the basic guidelines and beliefs held. It is difficult for a leader to break away from the values attached and formed in him for a long time. The data and results of the analysis of the value system are related to the decision of the regent regarding the replacement of the symbol of the Southeast Minahasa region. Regional symbols describing regional characteristics, identities, and cultural characteristics representing four ethnicities and historically rooted in the life of the Southeast Minahasa community were replaced with religious symbols, causing controversy and finally drawing rejection from the public and bureaucrats. The rejection occurs due to suggestions or ideas from subordinates and the community are not considered, except for input from certain groups (prayer teams), they are considered to ignore organizational values, ethical values in government, and community cultural values.

This shows decision-making of women leaders as regents in Southeast Minahasa during their leadership

was strongly influenced by the values inherent in them; religious values dominate every decision. Meanwhile, the social values, culture of the community are set aside and even ignored. Religious values originating from beliefs are used as guidelines in acting, so it is relatively difficult to change because they are considered to be good and follow the leader expectations. According to Robbins and Judge (2008), "values contain elements of consideration that bring out an individual's ideas about the right, good, or desirable. Individual values obtained in life that are considered good become the basis of reference or guidance in decision-making."

These values are increasingly visible when faced with a dilemmatic situation in making choices due to political and social pressures, procedural requirements, prior commitments, and limited time. The criteria influencing decision-making are: 1) Political values, namely decision-makers assess policy alternatives based on the interests of political parties and their groups; 2) Organizational values, where decision-makers, especially bureaucrats, may be influenced by organizational values; 3) Personal values, related to efforts to protect economic interests, reputation, and position; 4) Policy values and ideological values (Wahab, 2012).

Values are abstract, but they are closely related to the attitudes and behavior of human; they become real. The firm and tough attitude of women leaders who insist on changing regional logos/symbols despite being rejected shows the attitude of a leader who does not respect socio-cultural values, organizational values, and ethics in government. Even when there was pressure, it did not diminish his desire, and he remained adamant about making controversial decisions and reaping resistance. The decision was finally realized, even though it was only for a short period because in the next period without being re-elected, the next regent returned the original regional symbol with a slight revision.

Psychologically, when a leader faces resistance, is pressured and demoted by the community because of a controversial decision, he will usually try to review his decision. But that is not the case because the decisions taken are very difficult to change. When examined based on the theory of the leader's decision-making style, it can be categorized as a power-oriented style, tending to be authoritarian, and using authority as a reason to act. Professional leaders are leaders who can separate religious affairs from government and adapt to the situation and needs of the community and to the values that apply in society so as not to cause resistance and to avoid decision-making mistakes.

#### 3.2. Personality and Skills

To know a person's behavior can be learned from his personality. "Personality is the entire way in which an individual reacts and interacts with other people." Personality in this case is seen as traits and habits that are often shown by a person when reacting and interacting with the surrounding environment. Personality in this study is related to the visible

characteristics of the attitude and behavior of a leader in fulfilling his obligations and responsibilities as a decision-maker which is manifested in making choices and whether their orientation is in the interests of groups or individuals.

The results of the study show that the personality of women leaders in decision-making is strongly influenced by the philosophy adopted and upheld concerning attitudes, values, and beliefs, which become a benchmark in acting. On the one hand, they are firm, hard and tend to be authoritarian, but on the other hand, they are easily influenced. This firm, harsh and authoritarian attitude only applies to subordinates but is very easily influenced by people outside the government structure, namely the prayer team. This situation follows Mc Farlan's view that philosophy is an internal factor that is very decisive in making decisions regarding personal factors that influence organizational decision making. Philosophy is an element that is closely related to the personality values inherent in a person, which originates from behavior and influences personality, in addition to the socio-cultural environment, family. Personality as an innate product is closely related to the environment in which it grows and develops, the values obtained and have long been held will underlie the choice of alternatives.

The resolute, hard, and authoritarian attitude shown by the female regent is very different from the attitude and character of women in general who are gentle, caring, friendly, compassionate, and communicative. People who are assertive, tough, and tend to be authoritarian are usually firm in their convictions and are very difficult to influence. This is very different from the research findings because it turns out that women leaders (regents) are easily influenced not only because they are dominated by feelings, love, and concern for their groups, but mainly because of a lack of understanding, knowledge, and mastery of the rules related to relatively low government duties and neglect of procedures and provisions that impact the disclaimer and maladministration.

The implementation of government tasks that are not following the rules shows the quality, intelligence, and abilities of a leader. Becoming a professional, good, effective, and successful leader needs to be equipped with some skills and expertise sufficient to support the implementation of complex tasks and responsibilities. Mastery of rules is a must for government leaders, in addition to expertise in the form of knowledge, and skills as a reference in making decisions for the results are right.

### **3.3. Social and Cultural Environment**

The socio-cultural environment is an aspect that contributes to the formation of one's character. Although the process is slow or gradual, the culture is accepted as part of life and becomes a pattern of behavior toward the community. Institutionalized behavior patterns have characteristics that are used as benchmarks for behaving and acting. The environment,

in which a person grows and is raised (family, social, and cultural environment), also determines attitudes and behavioral patterns of acting. It is the same with organizations, regardless of their forms. It cannot be separated from environmental influences, both internal (organizational goals) and external (social and cultural) organizations. The social and cultural environment is closely related to the characteristics of the population and the society in which the organization is located.

The success of an organization entirely depends on the organization's ability to adapt to changes and be responsive to the external environment. The socio-cultural environment of the community can be a supporter but can also be an obstacle to the progress and continuity of the organization. Moreover, the problems faced are different, the culture is different, the needs of the community are different, and the goals to be achieved are different, so the way of making decisions is different. Therefore, a leader must be able to adapt to the conditions of the local social and cultural environment, to be able to apply it to the needs of the organization. A decision can be rational in one place, not necessarily being rational in another. The socio-cultural factor of the community is one aspect that determines the rationality of a decision. But also the ability of a leader to adapt to the needs of the socio-cultural environment of the community can affect the quality of a decision.

The socio-cultural life of the community is influenced by the environment and values that are agreed upon and believed to be true in the socio-cultural environment, thus coloring the people's views of life. These values shape the views of individuals and society as an identity reflecting noble values and strengthen the personality of the community and self-esteem; it becomes the pride of the community. The controversial decision-making and reaping resistance in Southeast Minahasa Regency is a form of the regent's decision that overrides social, cultural, ethical values, customs and habits, it is considered not to respect the local community and culture. The forced change of regional symbols is a form of leaders who do not respect community culture and ethics of government.

### **3.4. Tendency to Risk**

The continuity of an organization is always in contact with the risk of a decision. Likewise, a leader as a decision-maker cannot be separated from risks that ultimately impact the organization. The size of the risk posed affects the quality of the decision. Every leader tends to take risks, some are brave to take risks, but some are less daring. There are even leaders who tend to avoid risk. Risks in decision making can be caused by changes in social, cultural, political/rule or because of developments, it is necessary to innovate on decisions.

Every organization (government or private) is oriented to the environment, in which it is located, both the internal environment of the organization (the goals to be achieved) and external to the organization, such as

geography, social, culture, and politics, like regional government organizations in Southeast Minahasa Regency. Based on the findings and results obtained, decision-making that tends to take risks and lead to conflict, among others: government affairs which are not distinguished from religious/spiritual affairs; making decisions that do not pay attention to ethics of government; forcing to implement controversial policies; choosing to be influenced rather than to obey the rules; tendency to take discretionary actions that are not following the provisions. These actions carry risks that impact government organizations and the people of Southeast Minahasa.

A leader who is easily influenced in decision-making will choose to take controversial actions that cause uncertainty, ignore normative rules, administrative/government ethics, act according to procedures without thinking about the impact of rejection, and tend to make discretionary decisions even though they are not following the provisions. Article 24 of Law No. 30 of 2014 confirms that discretion must meet the following requirements: it does not conflict with the provisions of the law, is based on objective reasons, does not cause a conflict of interest, and is carried out in good faith. Discretionary authority is an extension of the function of the government that provides freedom of action for the government, in the sense that it can be accounted for. Limiting the government's discretionary power is a must as a basic guarantee of the legitimacy of all citizens, and accountability is a consequence of the principle of the rule of law. Discretion is a step taken by administrators or government leaders when the problems faced have no standard rules as a solution to answer people's expectations, which does not cause conflict and is carried out in good faith (Biro Hukum, 2015).

Decision-making with risk is closely related to the dynamics of uncertainty as the results of decisions need to be accounted for with all consequences to determine the extent to which the results obtained are not in line with expectations, the losses they cause, and efforts to find solutions to minimize problems that may occur by determining the probabilities caused by decisions and making predictions about the possibilities that will occur based on complete knowledge and information before making a decision. The made decision is the result of solving the problem to be realized to answer what the problem is.

#### 4. Conclusion

This article is the first to discuss the determinant factors of decision-making for women leaders in the Southeast Minahasa, North Sulawesi Province, Indonesia.

Based on the results and discussion of the research, it can be concluded the decision making of women leaders is largely determined by the following factors: a) value systems, originate from religious beliefs as adhered for they are relatively difficult to change, seen as good, right and religious as the highest values used

as guidelines to take an action; b) personality and skills appear in a firm attitude, hard and tend to be authoritarian on the one hand, but on the other hand, the feeling of domination as a result is very easy to influence. In terms of skills, it can be seen in the relatively low mastery of rules, less procedural, which causes disclaimers and maladministration; c) the socio-cultural environment, namely, the environment, where you live and grow, will also determine the formation of character, attitudes, and behavior patterns in acting, although the process is slow, gradual but gradually accepted and institutionalized; d) the tendency to take risks which is reflected in controversial and conflicted decisions, which is characterized by an attitude of ignoring administrative ethics, setting aside rules, less thinking about the impact of rejection, and preferring discretionary actions.

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