

Sumedang Regency Regional Government Organization Transformation Strategy in the 4.0 Era

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Abstract

The current "new normal" momentum should be utilized by regional governments to reorganize their organizational structure and government machinery. The presence of the corona virus only accelerates change, because in facing the industrial revolution 4.0, one of the characteristics of which is everything with the internet (Internet of Things), local governments must change paradigms, concepts and policies in carrying out their main tasks and functions. The aim is to make its performance more effective, efficient and fair. This research uses qualitative research methods, primary data collection techniques through in-depth interviews and focus group discussions combined with a strategic approach using the SWAR method by combining SWOT and SOAR. The results of the research are the formulation of a transformation strategy for the regional government organization of Sumedang Regency from the Reframing aspect, the Restructuring aspect, the Revitalization aspect and the Renewal aspect.

Keywords: *Strategy, Organizational Transformation, Industrial Revolution 4.0*

Introduction

Government organizations in all dimensions are generally very outdated, left behind by the progress of the times, so that instead of serving the community, government organizations actually become more of a burden. This can be seen from the use of most public funds for their own interests. Therefore, it is not an exaggeration when Ingraham and Romzek (1994) state that "the government sector must learn from the successful private sector". Ingraham and Romzek (1994) offer new government management which they call the "Hollow State" paradigm, with the characteristics of government work that is not strategic in nature (non-strategic function) being contracted out to third parties/contracting-out.

The above view is relevant to the opinion of Osborne and Gaebler (1992) who offer the need for a transformation of the entrepreneurial spirit in the public sector in order to reduce the role of government by empowering the community and making the government sector more efficient. This thinking is in line with the concept of privatization from Savas (1987) explaining that "privatization is the act of reducing the role of government, or increasing the role of the private sector, in an activity or in ownership of assets". Privatization is the act of reducing the role of the government, or increasing the role of the private sector in activities or in ownership of assets.

One of the progress of a country is marked by the increasingly close concept of private/private organizations to bureaucratic management functions, meaning that the

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government has a lot to learn from private organizations that are successful in managing all the potential they have.

On the other hand, the impact of the industrial revolution 4.0 on human life will be very broad. quoting the World Economic Forum in 2015, it describes the broad impact of the industrial revolution 4.0, including production, economic growth, energy, food, agriculture, environmental education, natural resources, financial systems, information, health services and trade. And includes 8 aspects as in the image below

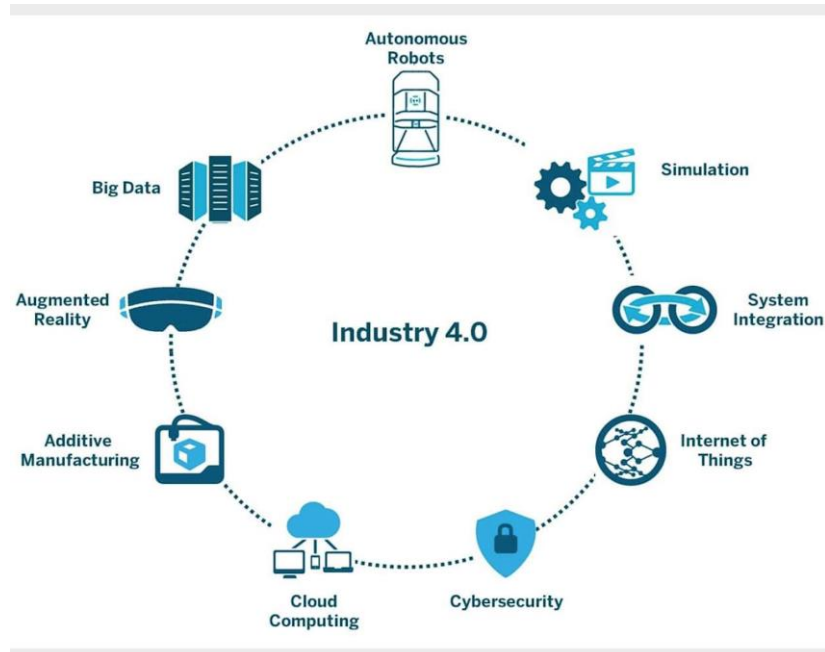


Figure 1. 8 aspects of Industrial Revolution 4.0

With the industrial revolution 4.0, the level of government in each country needs to improve its structure and functions in order to further improve its overall performance. The change is by utilizing the intensity of internet network use in a more innovative way. The change is from strengthening e-governance processes to wider openness, accountability and connection between the government and its citizens.

Linked to the context of Sumedang Regency and Indonesia, the presence of the industrial revolution 4.0 has been responded to quickly by the government by creating the Making Indonesia 4.0 policy. Based on the road map prepared by the government, development is focused on five sectors, namely: the food and beverage industry, textiles and clothing, automotive, chemicals and electronics. Similar policies are also implemented through the development of an OSS (online single submission) service system with the aim of speeding up public services. In this era of rapid change, time is a very valuable and rare commodity. Therefore, all long-winded and time-consuming processes, procedures, mechanisms need to be replaced, so that Indonesia is able to compete on the international stage.

The difficulty for regional governments to quickly change organizational structures to suit changing demands is because the policies of the central government that regulate them still use the old paradigm, namely the rule driven organization paradigm. The desire of regional governments to change their organizations according to the demands of their needs is often hampered by outdated laws and regulations. President Joko Widodo has repeatedly emphasized that obstructive laws and regulations should be immediately revoked or replaced, but in practice it is not as easy as turning the palm of the hand. Moreover, if the drafting of legislation involves the DPR and/or DPRD, of course there are various political calculations that need to be considered.

Another important change that needs to be anticipated by the government in facing the industrial revolution 4.0 according to Schwab (2018) is as follows: "The government must also adapt to the fact that power is shifting from state to non-state actors, and from established institutions to loose networks". Schwab further added that: "Micro powers are now capable of constraining macro-powers such as national governments." Schwab's thoughts are in line with Rifkin's views in different terms. Rifkin (2011) uses the term lateral power which encourages change from "the old power elite" which is hierarchical, to social entrepreneurship which is lateral so that "the collaborative economy" is formed, replacing the power of capitalism. Changes in the economic dimension will directly or indirectly affect the social life of society. In other words, the role of lateral power needs to be taken into account by policy makers at the national and regional levels.

Readiness to change the paradigm from established institutions to loose networks is also a question. In contrast to the business world which has broad freedom to make changes, in the world of government everything is regulated by laws and regulations which are often full of old paradigms. Innovative government leaders are needed by utilizing the various discretionary powers they have, without having to run afoul of statutory regulations. In fact, Acemoglu and Robinson (2012) have reminded that the cause of the nation's current failure lies in its institutions.

Another obstacle, namely the existence of a bureaucratic culture that is still oriented vertically upwards, also makes change difficult, because it will be very dependent on the government leadership who is currently in charge. On the other hand, the general election system to produce quality public officials (moral and intellectual) still needs to continue to be improved.

The institutional meaning contains coverage of the human resources who work within it. Various policy changes regarding institutions will have a direct or indirect impact on the human resources of officials working in the state bureaucracy, both regarding their numbers and their financing which is linked to the state's financial capacity. Until now, every year the personnel expenditure budget absorbs around 24% of state expenditure. Institutional arrangements in order to welcome the industrial revolution 4.0 should also have an impact on reducing the proportion of personnel spending on overall state spending, because with the use of IT, the number of human resources in the apparatus will be smaller but of better quality. However, reducing the number of human resources in the apparatus will depend on political decisions, not just considerations of the efficiency of state spending.

If studied carefully, the existing institutional aspect (bureaucratic structure) has not been fully able to adapt to the changes that are occurring, whether changes resulting from demands from society or due to competition in the era of globalization.

There are still obstacles in implementing organizational performance and organizational culture well and efficiently, so as to encourage government officials to behave competently and honestly.

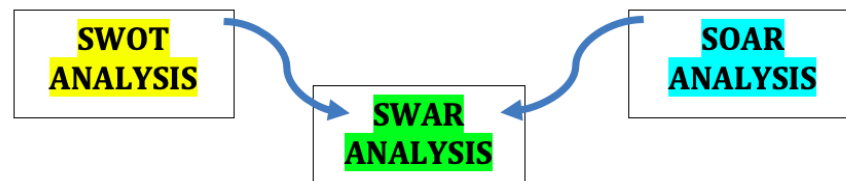
Methods

SWAR Model for the Government Sector

This research uses the SWAR method by combining SWOT and SOAR. The SWOT and SOAR models are generally developed and used in the business world, then simply borrowed to analyze government phenomena. However, between the world of business and the world of government, there are differences in principle. Business activities are oriented towards profit, while government activities are oriented towards benefits and political support. Government activities are also always based on the authority given to a government entity based on statutory regulations, as an effort to achieve goals, targets and

programs. The arbitrary borrowing of concepts is due to the limited theories or models used specifically to analyze symptoms, actions and events in the government sector.

By combining the two strategic analysis models as stated above, an attempt was made to develop a SWAR model specifically for government organizations which contains four variables, namely strengths - weaknesses - authority - results. Strengths, Weaknesses, Authorities are internal factors that can be controlled by the leadership of government entities. Meanwhile, Results are external factors but the results can be predicted based on careful and measurable assumptions and calculations. The 6M + 1T aspect can be a strength or vice versa weakness for the government sector, because of various obstacles to quickly turning weaknesses into strengths. This is different from the business sector which is required to move quickly if you don't want to go bankrupt.



The SWAR model, which is a combination of the SWOT model and the SOAR model, can be described as follows :

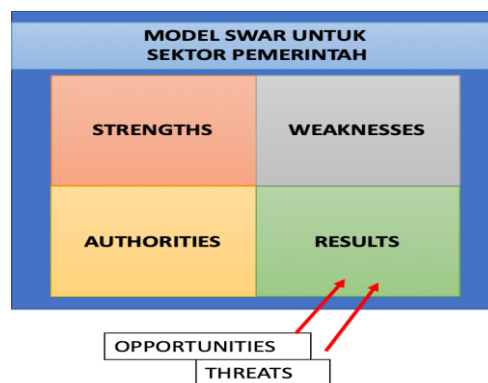


Figure 2. SWAR Analysis Model

Source: Sadu Wasistiono, 2022

Concept Offered

An agile organization will move from the paradigm of the organization as a machine to the organization as a living organism. Organizations as machines have hierarchical characteristics from top to bottom (top-down hierarchy), bureaucratic, detailed instructions, divided into rigid silos so that it is difficult to move quickly because they are trapped in convoluted procedures. On the other hand, an organization as a living organism places leadership in the middle of the organization to show direction and necessary actions. Leadership plays an important role because decisions are in their hands, which are then carried out by professional members of the organization. Boxes and lines are not as important as they focus more on action. Changes are made quickly and utilize resources dynamically.

The strategy formulated to transform the regional government organization of Sumedang Regency in facing the 4.0 era is as follows.

In the Reframing aspect (renewing the organization by rearranging the framework of the organization's vision and mission), an effective organization will disseminate goals and vision to all members of the organization, look for opportunities and measure existing

opportunities, use resources flexibly, and provide guidance regarding strategy. that can be implemented.

The vision and mission of the Medium Term Development Plan cannot be separated from the vision and mission of the Long Term Development Plan. The medium-term vision is a form of intermediate vision towards the long-term vision. The missions carried/carried out in the medium term are intermediate missions that support long-term missions. The long-term vision of Sumedang Regency is "Sumedang Regency is Prosperous, Religious and Democratic in 2025 (Sumedang Sehati)" is realized through the medium-term vision, namely "The Realization of a Prosperous, Religious, Advanced, Professional and Creative Sumedang Society (SIMPATI) in 2023" .

Furthermore, the relationship between the 2018-2023 Sumedang Regency RPJMD and the 2005-2025 Sumedang Regency RPJPD is as follows

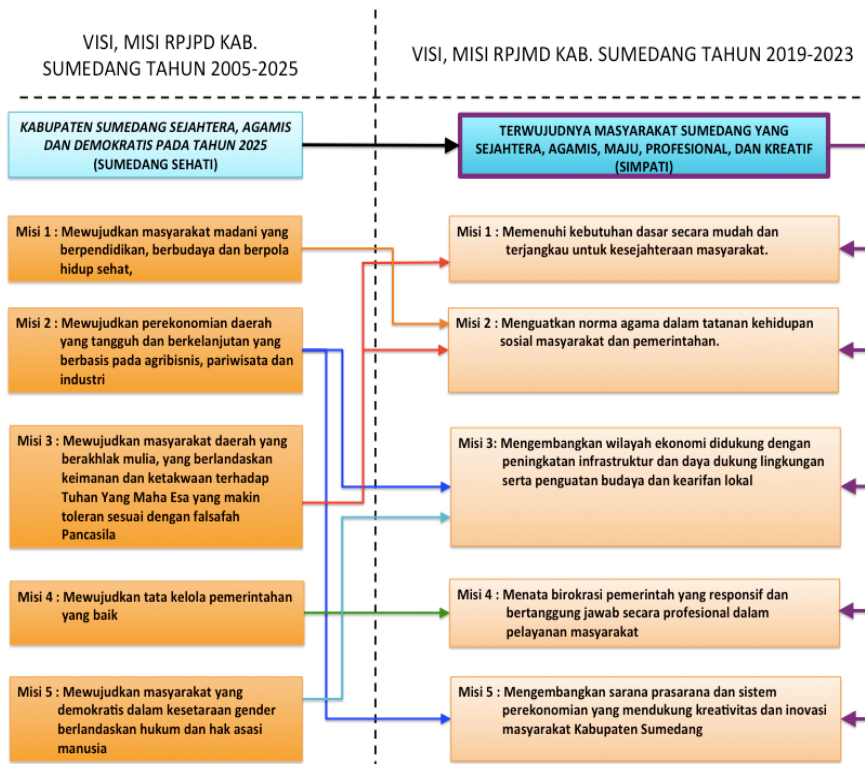


Figure 3. Planning contours in Sumedang Regency

If you look closely at the vision and mission of the elected Regent which will be used as the main raw material for preparing the Regency's RPJMD. Sumedang in 2019-2023, there are several leading sectors in Sumedang Regency which can be used as the main leverage for the regional economy of Sumedang Regency. These leading sectors include; (1) Agriculture, forestry and fisheries; (2) Processing industry; (3) Wholesale and retail trade. (data processed from GDP of Sumedang Regency)

However, the leading sector which is the "prime mover" of Sumedang Regency's development wheels is apparently not yet supported by the regional government organizational structure. In fact, the main principle of the organization is a mission driven organization, an organization that is able to realize its vision and mission.

Based on the validation results and existing typology of Regency Regional Apparatus. Sumedang in accordance with PP no. 18 of 2016, it can be seen that government affairs which are the regional priority are actually accommodated by departments with inappropriate typologies and even merged. Such as Type B Trade (merged services), Type

B Fisheries (merged services), Agriculture (merged services). (data processed from Sumedang Regency Organization Section, 2019)

This will certainly affect effectiveness in achieving the Regional Government's vision and mission. In fact, this vision and mission represents the needs and hopes of the people of Sumedang Regency, including improving public services (mission 4).

Concepts Offered

In essence, organizations are formed to carry out and achieve predetermined "goals". This spirit is in accordance with the adage of "mission driven organizations". If this is operationalized in regional government, there is a close connection with regional planning documents, between the Regional Regulation on RPJPD and RPJMD, the Regional Regulation on Government Affairs which is the authority of the region, and the Regional Regulation on Regional Apparatus. In the RPJPD, the direction of development that will be aimed for the next 20 years is outlined. In it there are already advantages that will be built. Meanwhile, the RPJMD is the embodiment of long-term development programs into medium-term development programs with the starting point being the vision and mission of the Regional Head who is selected through a direct regional head election process. Through the RPJPD and RPJMD, regional superiority can then be determined for the region concerned as a matter of choice which becomes the fulcrum of regional development, where these affairs are then carried out by regional apparatus according to their respective authorities.

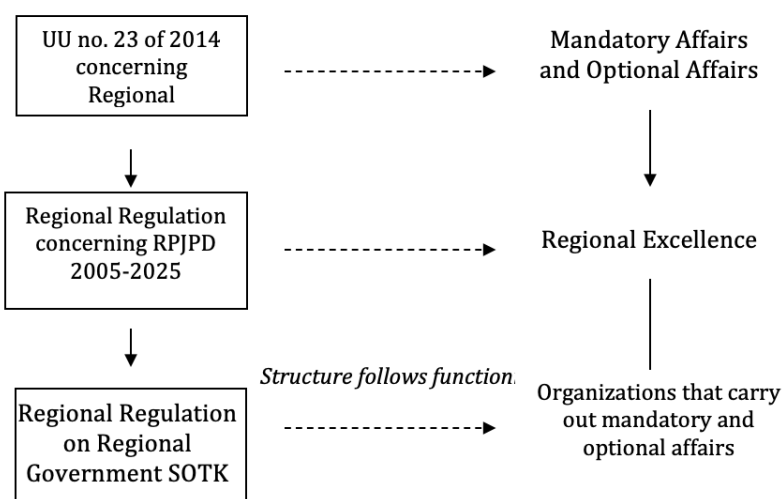


Figure 4. Model Structure follows function

In the Restructuring aspect (rearranging the organizational structure), the "credo" of organizational transformation is the existence of a strengthened team network. The practical form is that there is a flat and clear structure, clear accountable roles, governance that is understood, a community that is enthusiastic about implementing it, built partnerships and an active ecosystem, the availability of an open physical and virtual environment.

In practice, the enactment of Law Number 23 of 2014 concerning Regional Government also brought changes to the pattern of regional apparatus. As a follow-up to Law Number 23 of 2014, PP Number 18 of 2016 concerning Regional Apparatus has been established.

PP Number 18 of 2016 concerning Regional Apparatus has changed the pattern of formation of regional apparatus from the principle of grouping regional classifications, to the principle of classifying government affairs. In PP No. 41 of 2007, regions are divided into 3 groups, namely large regions (A), medium regions (B) and small regions (C). Each

regional class determines the maximum number of regional offices and lemtekda that are allowed to be formed. Meanwhile, the pattern according to PP Number 18 of 2016 is that every government affair is grouped into 3 types, namely type A, type B and type C. Each type has a different size of work unit structure. To limit the number of regional apparatuses, PP Number 18 of 2016 allows several government affairs to be combined into one service with a maximum of 3 government affairs.

Even though the pattern/model of regional apparatus has undergone several changes, the impression that regional apparatus is not yet in line with the real needs and burdens in the field is still very pronounced. The inaccuracy of this pattern/model can be seen from the sharp differences in the size of regional equipment between one region and another.

Regional heads who are strong-minded about downsizing have determined a very small number of regional apparatus both in type and structure of work units. On the other hand, there are regions that form regional apparatus with maximum restrictions, so that both the type and structure of work units are very large. This sharp difference provides a "signal" that the established pattern of regional apparatus formation does not fully reflect the real burden in accordance with reality. The current pattern is not precise because there is uniformity in the types and structure patterns of work units in regional apparatus as well as there is a pattern of uniformity in the type and composition of regional apparatus between regions in Indonesia.

In line with the facts above, based on Regional Regulation Number. 11 of 2016 concerning the Formation and Structure of Sumedang Regency Regional Apparatus, there is an interesting empirical phenomenon in Sumedang Regency. Among other things, there is an increase in the number of structural positions, including 1 position at level IIb, 3 positions at echelon IIIa, 9 positions at echelon IIIb, and 27 positions at echelon IVa. Meanwhile, echelon IVb was reduced by 40 positions (Sumedang Regency Organization Section, 2020).

This additional position will certainly increase the burden of financing expenditure on the apparatus considering that additional positions mean additional position allowances and other operational costs for the position. Apart from that, there are also regional apparatuses that were previously in the form of agencies, with regional regulations that have just been transformed into departments, such as archives and library affairs, environmental affairs, and women's empowerment matters. The swelling of local government organizations certainly has an impact on increasing personnel spending which results in a decrease in public spending (programs and activities that have a direct impact on society).

The evaluation results of regional financial aspects from BKAD Sumedang data show that over the last 4 (four) years the ratio of indirect spending compared to direct spending has always tended to be greater. The proportion of funding between regions is needed to predict the level of government support for the people. The proportion of financing is calculated based on a comparison between expenditure on apparatus and administration with expenditure incurred by the regional government for services and community empowerment. By comparing the 2018 APBD posts for expenditure on apparatus needs amounting to Rp. 1,315,085,638,075,- compared to total expenditure of Rp. 2,631,753,093,840,-, then the proportion of regional financing in the form of a ratio between expenditure on apparatus needs and total regional expenditure is 49.97%.

Concepts Offered

Restructuring of regional government organizations by eliminating silos between one unit and another. Echelons and hierarchical relationships which are the legacy of New Order era military management should be abandoned. Since 1995, Bennis and Townsend have reminded us of the need to use the "from macho to maestro" paradigm, namely from a power approach to an expertise approach. In organizational language, this means the need

to change from a structural to a functional approach. This idea was then reinforced by the views of Aghina et al as stated in the previous description. The logical consequence is that PP Number 18 of 2016 concerning Regional Apparatus needs to be fundamentally revised because it regulates too much detail and rigidity the form and structure of regional government organizations so that its spirit is not in line with constitutional orders, especially Article 18 paragraph (5) of the 1945 Constitution which emphasizes the implementation of regional autonomy. as widely as possible. The Central Government should determine enough macro parameters to determine the upper limit on the number of units in a regional government organization so that it is not excessive. The parameters used are the easiest to obtain and are related to the regional government's workload, namely population size, area size, size of the APBD, complexity of problems faced in terms of community characteristics and geography.

One form of this is the restructuring of government organizations, including regional governments. An overview of the follow-up to the president's direction in the form of eliminating most echelons to convert them into functional positions so that the work system is more dynamic. An illustration of the working system of Regency/city government organizations can be seen below.

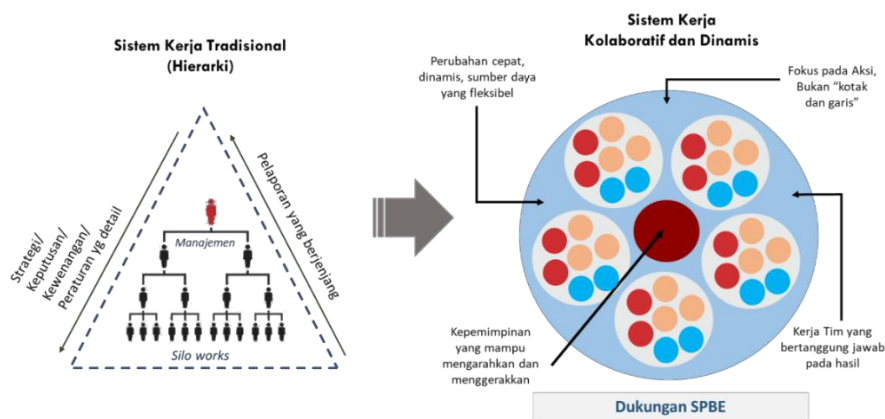


Figure 5. Changes in the work system from a structural organization to an "agile" organization

Connected with the concept of an agile organization, the silos that shackle working relationships between units and expertise will be eliminated. The form of the organizational structure is no longer hierarchically pyramidal like the military organizational model, but circular with the center being high-level leadership officials (pratama, middle, main). The change in working relationships from hierarchical to circular will have the consequence of changing the work space to be more open and individual relationships to be more intense with each other. An open work space will also encourage openness, thereby reducing the risk for officials to deviate from existing standards, because they are supervised together horizontally (peer group control).

Each JPT is assisted by relevant functional officials in a professional functional relationship. This means that the official in question has the competencies required for that position. For this purpose, it is necessary to map and reorganize existing ASNs in regional government organizations. An illustration of the working relationship can be described as follows



Figure 6. Work Relationship Patterns in Agile Organizations

Because the changes that will occur are quite fundamental, it is very likely that they will cause cultural shock, especially for the parties affected. So far, structural positions have been perceived as having great authority, supporting facilities (large offices, official cars), freedom of budget management which includes opportunities for abuse of authority. It is time to abandon this old mindset because future challenges require people who are professionals in their field of work. The momentum is "now or never".

In the Revitalization aspect (strengthening functions that correlate with performance), organizational transformation has a "trade mark" of fast decisions and learning circles. The real form is that there is rapid, repetitive and experimental action, standardization of ways of working, performance orientation, openness of information, continuous learning, action-oriented decision making. Good processes produce high performance.

In this research, researchers highlight the Revitalization aspect from a technological perspective. Sumedang Bappeda data for 2022, of the 26 sub-Regencys with relatively good internet networks, there are 7 sub-Regencys, namely: Congeang, Jatinangor, South Sumedang, North Sumedang, Tomo, Ujung Jaya, and Tanjungkerta. If we look at the percentage of villages/kelurahan within the relevant sub-Regency area where fiber optic network from PT Telkom is available, the order is as follows: 1) South Sumedang Sub-Regency (85.71%); 2) Jatinangor Regency (83.34%); 3) Tomo Regency and Ujungjaya Regency (77.78%); 4) Cimanggung Regency (63.64%); 5) North Sumedang Regency (53.85%); 6) Conggeang Regency and Cimalaka Regency (50%). Meanwhile, 19 other sub-Regencys have relatively poor internet networks. In fact, there are still 9 villages that fall into the "blind spot" or "blank spot" category.

This certainly has an impact on service to the community, considering that currently people want fast and responsive service. So conventional public services must switch to digital public services by utilizing technological sophistication.

Concept Offered

The change that needs to be made immediately is to reorganize regional government organizations on an IT-based basis. By borrowing the concept of Goldsmith & Eggers (2004) regarding models of government, there are four models of government based on two influencing variables, namely public-private collaboration and network management capabilities. The four models are: 1) hierarchical government; 2) joined-up government; 3) outsourced government; and 4) networked government.

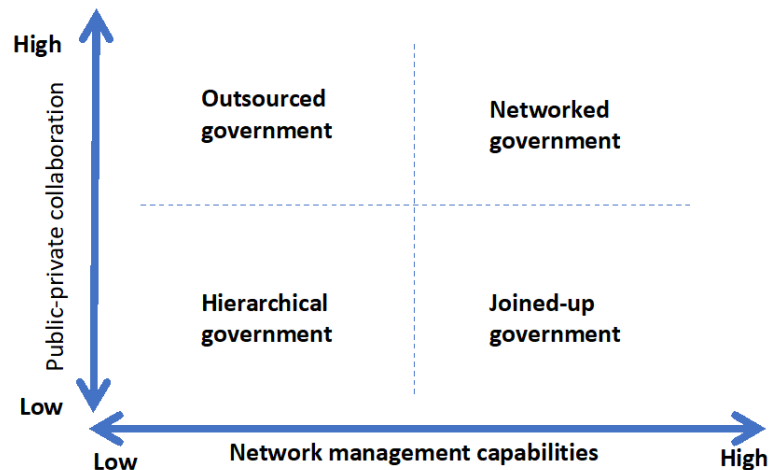


Figure 7. Government Model

In line with this concept, to become a bureaucracy that falls into category 4 "networked governance", each regional apparatus portal must reach the fifth or highest stage, with the characteristic of allowing the public to interact with the government in the language of the community. The Sumedang Regency Government, both at the service and regional (sub-Regency) levels, needs to package the information and services needed by the community from their point of view.

According to Holmes (2003), there are five levels of portals which are detailed as follows: (1) The first-level portal provides information or services easily with relatively few mouse clicks. It is functional, hiding organizational complexity and showing government as the citizen wants to see it; (2) The second level offers online transactions such as vehicle registration, business licensing, tax filing, and bill payment; (3) The third-level portal lets people jump from one service to the next without having to authenticate themselves again. This requires collaboration between departments and sharing of services such as authentication, security, search, and navigation; (4) The fourth-level portal draws out data needed for a transaction from all available government sources. This requires collaboration between organizations, as well as data warehousing and middleware technology so that different databases can interface with each other. (in Canada use "federated architecture"); (5) The fifth and highest level portal adds value and allows people to interact with government on their own terms, providing aggregated and customized information and services in subject areas related to the citizen's own particular situation. P.K. Agarwal said that "A level-five portal will be a complex, growing organism, rich in data, transactions and multimedia – it will almost replicate a society".

In the Renewal aspect (strengthening human resources), organizational transformation has a people credo with a dynamic model that always ignites enthusiasm for work (passion). The real form of an agile organization is the existence of a cohesive community, leadership that shares and serves, a drive to create new things, moving roles.

According to information from the Head of BKPSDM, currently the placement of employees according to competency is still not implemented properly, there are still many employees who have an educational background, certain abilities are not placed in positions in regional apparatus that are in accordance with their competency. The placement of employees in positions is still based on the general rules that apply to the placement of employees in positions in accordance with the authority of the Personnel Development Officer. One example of the inappropriate placement of employees in positions. Of the 26 sub-Regency heads in Sumedang Regency, only 6 sub-Regency heads have the

competencies required by Law 23 of 2014 Article 224. (data processed from BKPSDM Sumedang Regency, 2022)

Continuing the statement above, based on information obtained from the Head of the BKPSDM Education and Training Subdivision, it turns out that the need for employee education and training has not been based on competency development based on organizational needs. Several employees were sent to take part in technical training simply to fulfill the organizer's invitation, but after that the employees concerned did not utilize the competencies obtained from the results of the training. As for structural training, there are many employees who have carried out PIM III training but have not yet occupied echelon III positions, but on the other hand there are employees who have occupied echelon III positions but have not carried out the leveling training as a condition for occupying echelon III positions..

Concept Offered

Implementation of Talent Management

One of the strategies carried out to realize and improve the quality of ASN employees is through talent management. Talent management is a process of implementing an integrated strategy or system to improve working environment conditions by developing recruitment and selection processes, developing, engaging and retaining employees who have skills and talents in order to meet the organization's current and future needs. come. The objectives of implementing talent management in Sumedang Regency include: (1) increasing the achievement of national development strategic goals and improving the quality of public services; (2) finding and preparing the best talent; (3) encouraging increased professionalism of positions, competency and performance of talents, as well as providing clarity and certainty in talents' careers; (4) realizing an objective, planned, open, timely and accountable succession plan; (5) ensuring the availability of talent supply to align the right ASN with the position, time, and based on the organization's strategic goals, mission and vision; (6) balancing ASN career development and agency needs.

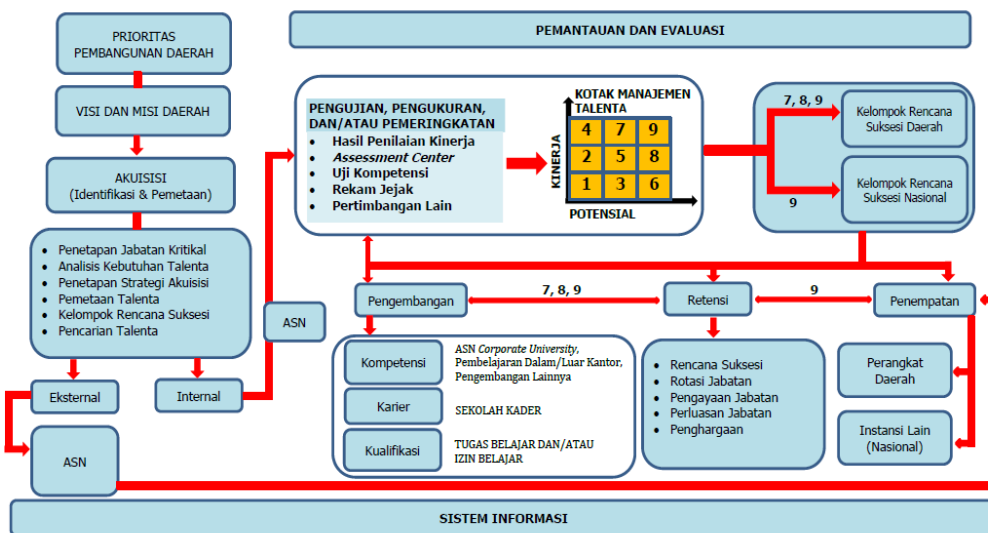


Figure 8. Employee Talent Management Concept

Integrated Competency Development

Human resources are human resources who are ready, willing and able to contribute to efforts to achieve organizational goals. Human resources can be classified as a burden if the quality is low and as potential if the quality is high (according to the job demands

required). Incompatibility of position placement with competency (the right man in the right place) will certainly be a burden on organizational performance and have negative consequences for services to the community. The next strategy after talent management is implemented is to develop employee competency in an integrated manner, the initial stage is to compare the gap between the competency profile of the position and the occupying official, then compare the gap between performance targets and performance achievements, after that a classical and non-classical training plan map is created.

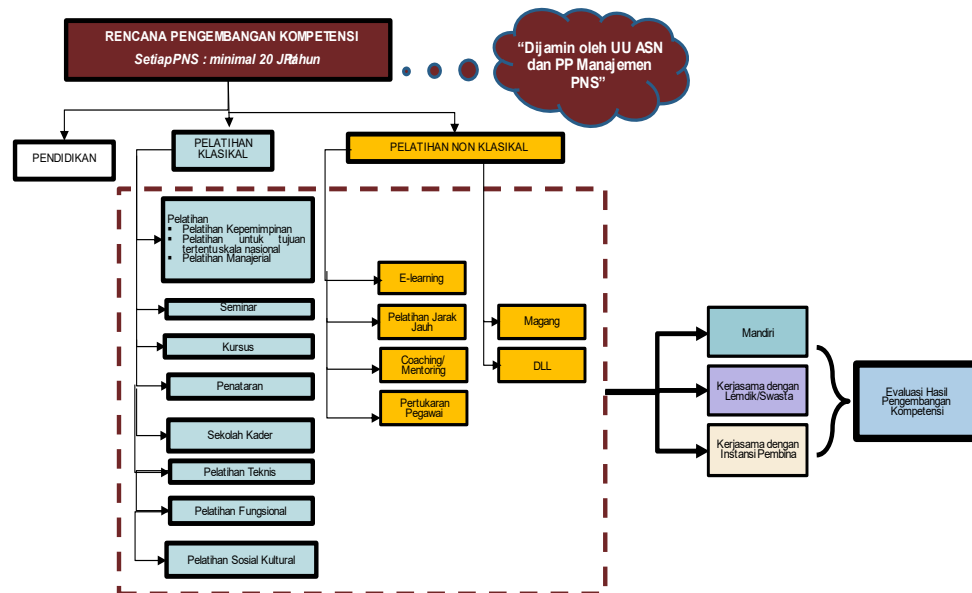


Figure 9. Employee Competency Development Concept

Conclusion

A local government organization is like a living organism that can be born, grow and develop, but can also die if it is unable to adapt to the existing situation and conditions. So in the current era of the industrial revolution 4.0, local government organizations are required to be able to improve and adapt. The concept produced in this research is inspired by various organizational theories, policies, and adapts to the needs of local government organizations which includes 4 (four) aspects, namely the Reframing aspect, Restructuring aspect, Revitalization aspect and Renewal aspect." First, in the reframing aspect, the form and structure of the organization is not yet in accordance with the regional vision and mission so that the leading sector which is the "prime mover" of the Sumedang Regency development wheel cannot be supported optimally by the Department. The concept offered is the Structure follows function model with the principle of "mission driven organization". Second, in the Restructuring aspect, there is a proliferation of organizations with an increase in the number of structural positions, including 1 position at level IIb, 3 echelon IIIa positions, 9 echelon IIIb positions, and 27 echelon IVa positions. This is contrary to the spirit of bureaucratic reform which is used as Achieve Mobilization. The concept offered is a change in design and work system from a structural organization to an agile organization. Third, in the Revitalization aspect, of the 26 sub-Regencys in Sumedang Regency, only 7 sub-Regencys have relatively good internet networks. In fact, there are still 9 villages that fall into the "blind spot" or "blank spot" category. The concept offered is Sumedang moving towards "networked governance" with equal distribution of technological infrastructure and all government portals reaching the fifth and highest level

portal. Fourth, in the Renewal aspect, employee placement is not in accordance with position competency standards. On the other hand, employee capacity is still low. The concept offered is the application of employee talent management and integrated competency development.

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