

The Readiness of Local Government in Realizing of Integrated Administration Service in Kusan Hulu Subdistrict, Tanah Bumbu Regency

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Abstract

Simetric decentralization by simetric delegation model give authority to its sub-organisation is not differentiating the characteristic and geographical condition of the region. The approach employed in the research was qualitative one. The objective of the research was describing and analyzing of: (1) the implementation of integrated administration of sub-district (pelayanan terpadu kecamatan/PATEN) seen from the aspect of authority, resources of apparatus, (2) coordination in implementing of integrated administrative service in district; (3) the supporting and hampering factors in the readiness of Government of Kusan Hulu Sub-district in implementing integrated administrative service in sub-district; (4) sub-district integrated administrative service model which appropriate to geographical condition of Kusan Hulu Sub-district, Tanah Bumbu Regency.

Keywords: assymetric decentralisation, Integrated Administrative Services, effective public service.

1. Introduction

The implementation of decentralization in various fields is a policy that aims to improve the performance of the government in the field of public service. Law Number 32 of 2004 about Regional Government, the authority of the government affairs, especially the local government district or city is a service basic public. Cheema and Rondinelli (1983: 5) defines decentralization, "is the transfer of planning, decision making, or administrative authority from the central government to its field organization local administrative units, semi autonomous and parastatal organizations local government, or non governmental organization". Smith (1985) defines deconcentration as two things: a bureaucratic decentralization and administrative decentralization. Bureaucratic decentralization related by delegating authority to the bureaucracy at the lower unit to run the authority possessed, while administrative decentralization related to authorize any unit that oversees a smaller area to take care of the administration. Decentralisation according to Law No. 32 of 2004 is the transfer of power to the regional autonomous government to regulate and manage the affairs of government in the system of the Republic of Indonesia.

Normatively, as mandated by Law No. 32 of 2004 Article 126 paragraph 2 which states "sub district led by the sub district heads in the performance of its duties delegated some of its authority the regent or mayor to handle the affairs of local autonomy". Philosophically, sub districtss led by the sub district heads need to be strengthened aspect of infrastructure, administrative systems, financial and areas of government authority from two sources : (1) areas of authority within the scope of general governance (attributive authority): and (2) areas of government authority delegated by the regent or mayor in the implementation of regional autonomy (discretionary authority). Issuance of Government Regulation No. 19 of 2008 on the District should enhance the spirit of the sub-district heads and sub district officials to perform their duties optimally. Sub district heads expected to be able to innovate to improve its performance. In the context of service to the community, then the innovation can be interpreted as an effort to improve services generated through approach, a method or new tool in the public service.

Public services is a term usually used to mean services provided by government to its citizens directly through the public sector or through budgeting provision on service of private sector. In Law No. 25 of 2009, public service providers are each state administrators institution, corporation, independent agency established by laws for public service activities, and other legal entities established for public service activities. Government organizations increasingly required to create a quality of service that can improve people's economic activities. The quality of public services provided by the bureaucracy based on three indicators, the responsiveness, responsibility, and accountability (Levine in Dwiyanto, 2008). In the development of the quality of public services, Zeithaml (1990) identified five dimensions, namely: tangible (tangible and intangible), reability (reliability), responsiveness (quick response), assurance (guarantees), and empathy.

The authority to manage of public service the transfer of affairs from the sub district to the sectoral government agencies district. Authority delegated must be followed by infrastructure. Institutional government effective and efficient that is supported by the availability of infrastructure in the form of equipment and

appropriate technology. Through an integrated administrative services, so that the process of service delivery in sub districts becomes easier, cheaper, faster, and quality, like that administered by a district or city licensing.

Sub districts in Tanah Bumbu regency has different characteristics, so that the delegation of authority to the sub districts should pay attention to differences in the characteristics and needs of each sub district. Thus the typology of sub districts as a basis to set how deep and breadth of authority that can be delegated to a sub district. Delegation of authority from the regents to the sub-district heads done selectively. The characteristics of sub district determine of the delegation model of authority as a solution.

Research Question:

1. How is the implementation of the integrated administrative services sub districts seen from the aspect of authority, apparatus resources, of Kusan Hulu sub-district, Tanah Bumbu regency?
2. How coordination in the implementation of an integrated administrative services in Hulu Kusan sub-districts, Tanah Bumbu regency?
3. What factors that support and hinder the readiness of local governments in realizing the implementation of an integrated administrative services sub districts in Tanah Bumbu regency?
4. How to model readiness an integrated administrative services sub districts in accordance with the geographical conditions in Kusan Hulu sub-districts, Tanah Bumbu regency?

2. Literature Review

2.1. Local Government and Decentralization

The local government in governance at the local level theoretically related regional autonomy or decentralization, although not always synonyms or related (Miller, 2002), because the local government is highly dependent on how her existing authority to regulate and manage the area by the central government. Literally the decentralization comes from two Latin words, ie "de" means "independen", and "centrum" means "the center". So it can be said that decentralization from central or independently. Decentralization popularized by Qates in Keban (2001) originated from a thought that every public service should be provided by a particular jurisdiction has control over the minimum geographic area that would internalize the benefits and costs of a particular provision. Decentralization is defined as the reverses of concentration of administration at the center of power to local governments (Smith 1985), or the process of transferring political power, fiscal and administrative to the sub-national units government (Burki et al in Pramusinto, 2010). According to Cheema and Rondinelli (1983), "Decentralization is the transfer of authority and responsibility for public functions from the central government to subordinate or quasi-independent government organizations and/or private sector".

Various arguments in favor of decentralization, among others, proposed by Charles Tiebout (1956), in "A Pure Theory of Local Expenditures", Wallace Oates (1972), in "Fiscal federalism", Richard Tresch (1981), in "Public Finance", Barry Weingast (1995), in "The Economic Role of Political Institutions: Market-Preserving federalism and Economic Development", Albert Breton (1996), in "Decentralization and Subsidiarity: Toward a Theoretical Reconciliation".

Some of these opinions can be concluded, that decentralization is the transfer of power from higher government organizations to low governmental organizations, related to administrative matters, social, political, economic development and administrative functions.

The local government is necessary because it is a logical consequence of the differences in ethnic, linguistic, religious and social institutions of various groups of people in a country. All of the present system of local government is basically a combination of various kinds and traditions in its development, each has been influenced by historical factors, political, economic, social and environmental. Local governance in essence part of the implementation of a country's government functions as a unit which generally include; *service*, construction (*development*) and empowerment (Rashid, 2002), through the various processes of activity, as the concept of Fayol in Wijaya (2007) includes *planning, organizing, commanding, coordinating and controlling*, or the concept of Luther Gulick include *planning, organizing, staffing, directing, coordinating, reporting and budgeting*.

Theoretically, according to Bailey (1999) that the local government, *...is one of locally elected democratic statutory organization below the level of state, province or region, providing public sector services within the area of its jurisdiction*". Miller (2002) defines the local government as, *"a sub national level of government which has jurisdiction over a limited range of state function, within a difined geographical area which is a part of a larger territory"*. It can be concluded that the local government is basically an existing territory within a state given the authority to provide public services according to the authority given limits. The problem that often arises then is related to the limits of authority possessed by the region itself in holding government at the local level.

2.2. Implementation of the sub districts Public Service

Thoha (2007) defines public service as "an attempt by a person or group of persons or particular agencies to

provide assistance and convenience to the people in order to achieve certain goals". Further, Husaini in Zauhar (2001) defines public service is service excellence (excellent service) which is an attitude or a way to serve satisfactorily. Broadly speaking, there are four basic elements namely speed, accuracy, hospitality and comfort. From the above, it can be concluded that the public service is an activity or establishment that carried either an individual or an organization in order to assist or provide facilities for the community through the provision of services necessary for the achievement of objectives and the welfare of society.

Jabbara and Dwivedi quoted by Jasfar (2005) mentions that there are four main dimensions must be considered in improving the quality of service that is: efficient, effective, economical, equality.

Institutional models District/City consists of four (4) types or functions, namely the line organization (presented by the Department), *staff and Auxiliary* (secretariat), *Supporting Units* (Technical Institute), as well as the organization of Territorial (sub-district and village), (Utomo, 2004). According to Schmid in Hamudy (2010: 2), sub districts can be viewed as a system of organization and resource control which performance is determined by the pattern of relations with the district in the context of regional autonomy, and the pattern of relations with the village in the context of village autonomy. Therefore, the sub districts as an institution has three main characteristics in carrying out the functions and roles, which has a limit of jurisdiction; property rights; and representation rules (rules of representation). In historical dimensions and dynamics, institutional of district change (institutional change) which are multilinear parallel to the social changes that occurred in society, particularly changes in local governance. Change of institutional sub districtss is theoretically not only due to regulatory factors but also social structure including changes and dynamics of micro and macro economics, and cultural factors.

2.3. Coordination in the Provision of Public Services

Implementation of a system of administrative coordination is one of the most important phases to be carried out. Coordination can be viewed as one part adhesive, aligning, or the integration of the working implementation of each unit so that it becomes an integral mechanism and addressed to a destination as well as its target. What is meant by the working relationship is the relationship between the parts or individuals between in the organization as well as with outside organizations as a result of the implementation of the duties and functions of each in achieving the goals and objectives of the organization. Therefore coordination between the activities of government officials should be made.

2.4. Factors that Support the Implementation of Integrated Services

Public service is always associated with an activity undertaken by a person or group of persons or particular agencies to provide assistance and convenience to the people in order to achieve certain goals. The success of the public service is highly dependent on two-party is bureaucracy (waiter) and the people (who served). Thus the factors that need to be considered in terms of quality of service are: First, the aspects of the organization's internal processes bureaucratic (waiter); Secondly, the aspects external of organization that is perceived benefits by the public of the customer. Performance of the apparatus in the service delivery process is influenced by many factors, among others, the officers who provide services or facilities available to the community as the recipient of the service and other factors in it that also contribute to determine the smoothness of the processes service. These factors according Moenir (2001) include: (1) factor the ability apparatus, (2) organizational factors, (3) factor of services facilities and (4) community factors.

2.5. Model Public Service Sub-District in the Decentralized

Increasing the role of sub districts can be developed by giving or delegation of authority regent to the sub districts heads. Authority of sub districts can also be done by concentrating the bureaucracy and other resources to the sub districts, with steps providing affairs that has not been effectively done in the sub districts.

1. Pattern of Strengthening sub-District Model of Pyramid Reversed

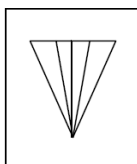


Figure 1. Model of Pyramid Reversed, (Dharmawan, 2009).

This pattern applied to the sub districts located spatially isolated, in the outer islands, remote areas, border areas between countries, and other places away from the reach of the district. In the patterns of inverted pyramid, sub districts into a self government and "autonomous" under the district government. Meanwhile, in carrying out the functions of development, sub districts have technical personnel who work at the sub districts level. All functions and development activities, service, and governance is done in a "centralized" and controlled

sub districts.

2. Pattern of Strengthening sub-District Model Pyramid symmetric

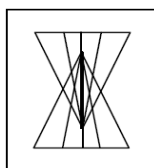


Figure 2 Model Pyramid symmetric (Darmawan, 2009)

Symmetric pyramid pattern is a continuation and modification of the pattern of an inverted pyramid. This picture explains that the sub districts heads are in the two parties during this often irreconcilable interests, namely: bureaucratic or government and the community (village). Reinforcement pattern modeled symmetric pyramid was developed to address the reality of the existence of gaps in the area locality that still need to be filled.

3. Patterns of Strengthening sub-District Model Broom Sticks Bound

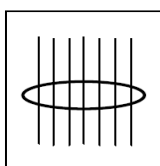


Figure 3 Model Broom Sticks Bound (Darmawan, 2009)

The main idea in this pattern is that each district sectoral offices regarded as the holder of the rights, responsibilities and technical authority to perform all development activities in all regions of district (including sub districts in the region). However keep in mind that sole proprietors of authority and power in terms of governance, development and community service in the district, still rests with the district government (Regents).

4. Pattern of Strengthening sub-district Model Broom Sticks Not Tied

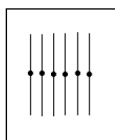


Figure 4 Model Broom Sticks Not Tied (Darmawan, 2009)

This pattern is a continuation of the pattern "of sticks bound", and not the other is an attempt to focus on the function of sub districts from four the main (government, development, empowerment, and public services) into a single one, namely: public service. That is, the four other functions that deliberately omitted from the main tasks and functions of the sub districts heads or sub districts. Pattern "broom stick unbound" run in sub districts located in sub-urban and urban or urban.

5. Patterns of Strengthening sub-District Model Center of Community Service

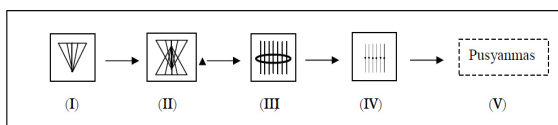


Figure 5 Model Pusanmas Pattern Strengthening sub districts Perspective Evolutionism (Darmawan, 2009)

Regional guidance functions that had been run by sub districts (although without authority) can be substantially eliminated, so that the power of the regional settings to be very minimal. By eliminating the territorial function and factual, then the concentration of functions sub districts are now only focused on public service.

3. Research Methods

This study used a qualitative approach. The use of qualitative research methods directed at describing and analyzing phenomena models readiness of local governments in realizing public service sub districts concerning issues, authority services and apparatur resources available. The focus of this research is the implementation

Integrated Administrative Services sub districts in Tanah Bumbu regency, coordination in the implementation of an integrated administrative services, factors that support and hinder the readiness of local governments in realizing the implementation integrated administrative services, and model of the readiness of integrated administrative services sub districts in accordance with the geographical conditions area at the Hulu Kusan sub-districts, Tanah Bumbu regency.

Methods of data collection in this study through interviews, observation and documentation. The process of data analysis in this study adopted the thinking of Miles and Hubberman (1984), which basically includes three workflow activity after the data collection process, namely: data reduction, data presentation and conclusion. However, the data analysis is not done partially and stand-alone but is done continuously and integrated during and after the process of data collection is done at the sites.

4. Results and Discussion

4.1. Implementation of the District Integrated Administrative Services

4.1.1. Aspects Authority of Integrated Administration Service in sub-district of Kusan Hulu

The authority sub districts of Kusan Hulu in running the tasks and obligations are based on Regent Decree No. 3 of 2012 on the Implementation of Delegation of Licensing and Permitting Non sub-district in the Tanah Bumbu regency. From the interview process generated that licensing services are devolved to sub districts is permit of building and permit of small businesses while the non-licensing related to public services such as services of identity cards (KTP), Family Card (KK), birth certificates and other services. However, these services are introductory, so it should continue to another institution is Office of the Civil Registry and Population. Further mentioned that the authority sub districts heads as mandated government regulation is demanding sub districts heads more proactive in following development pattern that is participatory. in forum of planning development sub districts of Kusan Hulu, have been discussed a wide range of proposals village about planning and development and also have been established scale priority of proposals in forum inter village.

4.1.2. Aspects Human Resources in Integrated Administrative Services in sub-district of Kusan Hulu

Aspects of human resources available in the sub districts of Kusan Hulu is sufficient, in which sub districts head, staff and apparatus available in the sub districts has ability and experience sufficient to execute and realize the integrated administrative services. However, in order to anticipate the development of science, technology, information, social and economic and also demands of society and others. Then the human resources available in the sub districts must be improved in order to cope with various problems related to the integrated administration. Increased ability apparatus with implementation some training is indispensable in improving the quality of service to the community, either by including technical guidance, implementation legislation, such an understanding of the Law No. 25 of 2009 on public services that are the foundation of public service delivery in Indonesia. In addition, training on the quality management system that ensures service quality standard ISO 9001-2009, very helpful quality apparatus improvement and quality of service to the community.

4.2. Coordination in the Implementation of integrated administrative services in the sub-district Kusan Hulu

4.2.1. Internal Coordination

Coordination is an important part to support the activities and success of Integrated Administration in sub districts. In addition to coordination meetings as a forum for coordinating the implementation of sub districts governance also become a place of guidance, monitoring, and evaluation of village heads associated with authority of sub districts heads to the village, or other instruments of government.

Coordination meetings as a forum in order mensingkronisasikan all forms of problems in the village, the perception of unity in action that has legal consequences, as well as avoid any erroneous governmental activities due to misunderstanding or lack of communication. In addition, the coordination meeting is an initiative of the sub districts heads Kusan Hulu to create a harmonious atmosphere in the discipline in all the existing governments in the sub district of Kusan Hulu.

4.2.2. External Coordination

Implementation method of coordination to the authorities and community leaders are not the only way to create security on all fronts. Fostering community through persuasive approach was performed Kusan Hulu sub districts Heads as an effective measure to create a peace. Socialization to schools and all walks of life have always done including night guards were active in doing.

4.3. The factors that support and hinder in realizing integrated administrative services sub-district

4.3.1. Supporting factors

Factors institutional organization sub-district supports to implementing a quality service. In hierarchical has been prepared of organization as required based on the laws and regulations in force. Law Number 25 of 2009 on the Public Service, Minister of State for Administrative Reform Number: PER/21/M.PAN/II/2008 on Guidelines for

Preparation of Standard Operating Procedure (SOP) administration governance, the Minister of Home Affairs No. 4 of 2010 on Guidelines for integrated Administrative Services sub districts, Regulation regents No. 42 of 2012 on job descriptions an integrated administrative services in sub districts Tanah Bumbu regency, Regent Regulation No. 45 of 2012 on Standard services of PATEN in Tanah Bumbu Regency.

Other supporters aspect is improving quality of services to the public demands of the role of sub districts in providing fast service. services already performed quite well, but the quality of service needs to be improved, because there are complaints that make people disappointed with the service provided.

4.3.2. Inhibiting factors

Inhibiting factor in realizing an integrated administrative services can be caused by public bureaucracy that experienced organizational slack, among other factors regent political will, apparatur resources, funding, coordination and geographical conditions.

4.4. Model of Integrated Administrative Services sub-District of the Appropriate Geographical Conditions in Tanah Bumbu Regency

Model of readiness an integrated administrative services in sub districts Kusan Hulu is one door models and integrated, namely the provision of a delegation from the district to the sub districts with weights and a larger scale as well as equipped with institutional of Regional Technical Implementation Unit in the sub districts. The function of Regional Technical Implementation Unit is as a link between people who carry out the management of licensing and non-licensing with the district offices. Thus, services can be brought closer to the society in the sub districts of Hulu Kusan.

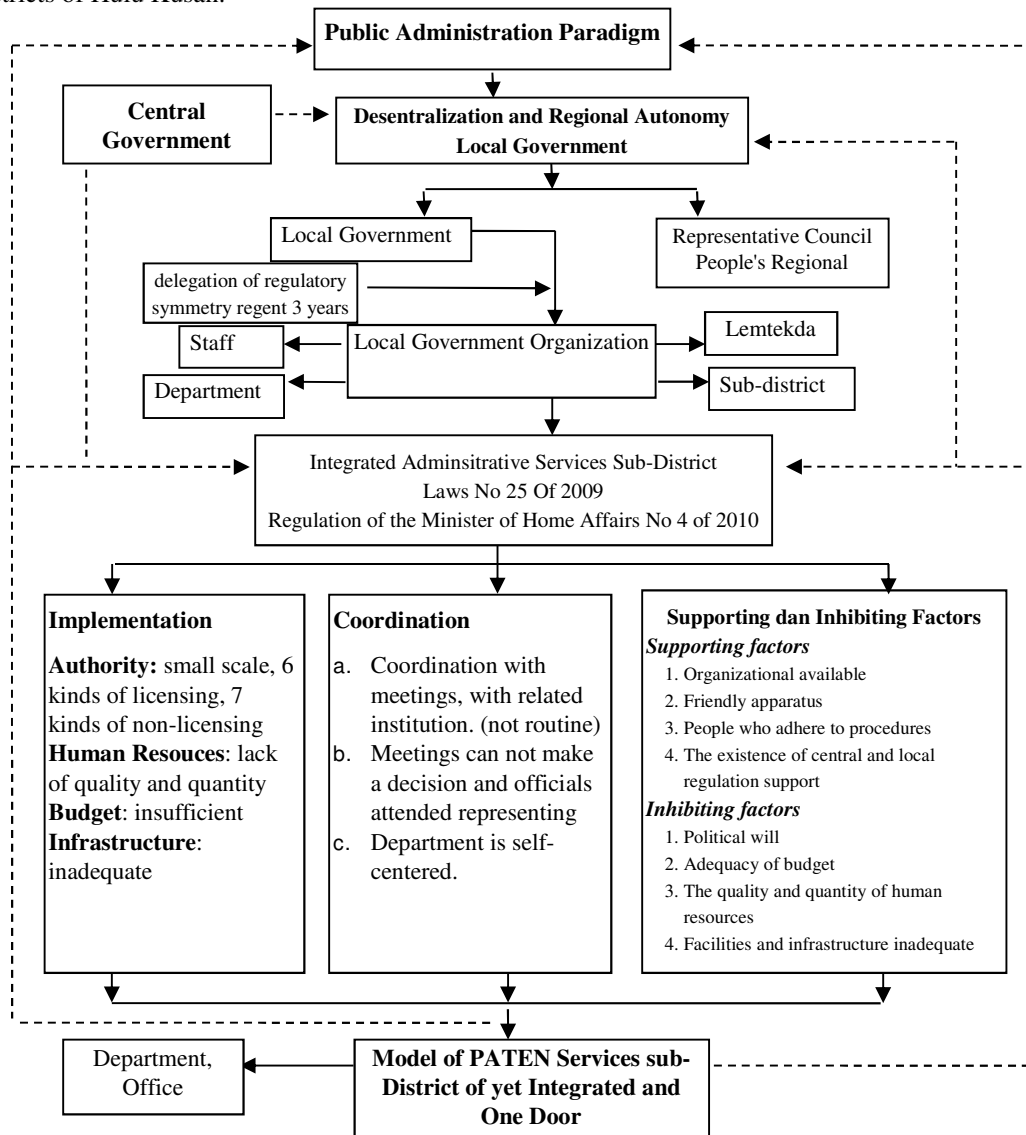


Figure 7. Empirical models of Services in sub districts Kusan Hulu, Tanah Bumbu Regency
 In the picture above service model held in the sub districts Kusan Hulu is not different from the other

sub districts in Tanah Bumbu regency. The applicant first submit the file to the registration booth, if less complete, the file is returned to the applicant to complete the necessary files, if the file is complete, the application process is continued. If the applicant still require follow-up services (like family card, SKCK/certificate of police records, birth certificate, and others), the applicant must proceed to the related institution.

4.4. Recommendation Model: realizing Integrated Administrative Services sub-District of Professionalism and Quality

The government has issued various policies as a follow-up effort to carry out public service activities, such as Permendagri No. 24 of 2006 on Guidelines Implementation of integrated administrative services. Furthermore, the Government through Permendagri No. 4 of 2010 on Guidelines for Integrated Administrative Services of sub districts. Determined that all of the sub districts has implemented an integrated administrative services at the latest in 2015. Integrated Administrative Services of sub districts is a management innovation to get closer, simplify, and speed up administrative services licensing/non licensing in sub-district level, especially for sub districts far from the Office Government District or city and difficult to reach because of geographic conditions and road infrastructure inadequate.

In order to improve the quality and closer service to the community and considering the geographical conditions. The Government considers it necessary to optimize the role of the sub districts as the area leader in providing public services. Therefore, it is necessary to stipulate Regulation of the Minister of the Interior on the Guidelines an integrated administrative service of sub districts. Integrated Administrative Services of sub districts is implementation a public service in the sub-district from the proposal stage to the stage of publication of the document in one place. Based on the description above, for the implementation of quality of public services, then arranged recommendation models Integrated Administrative Service as follows:

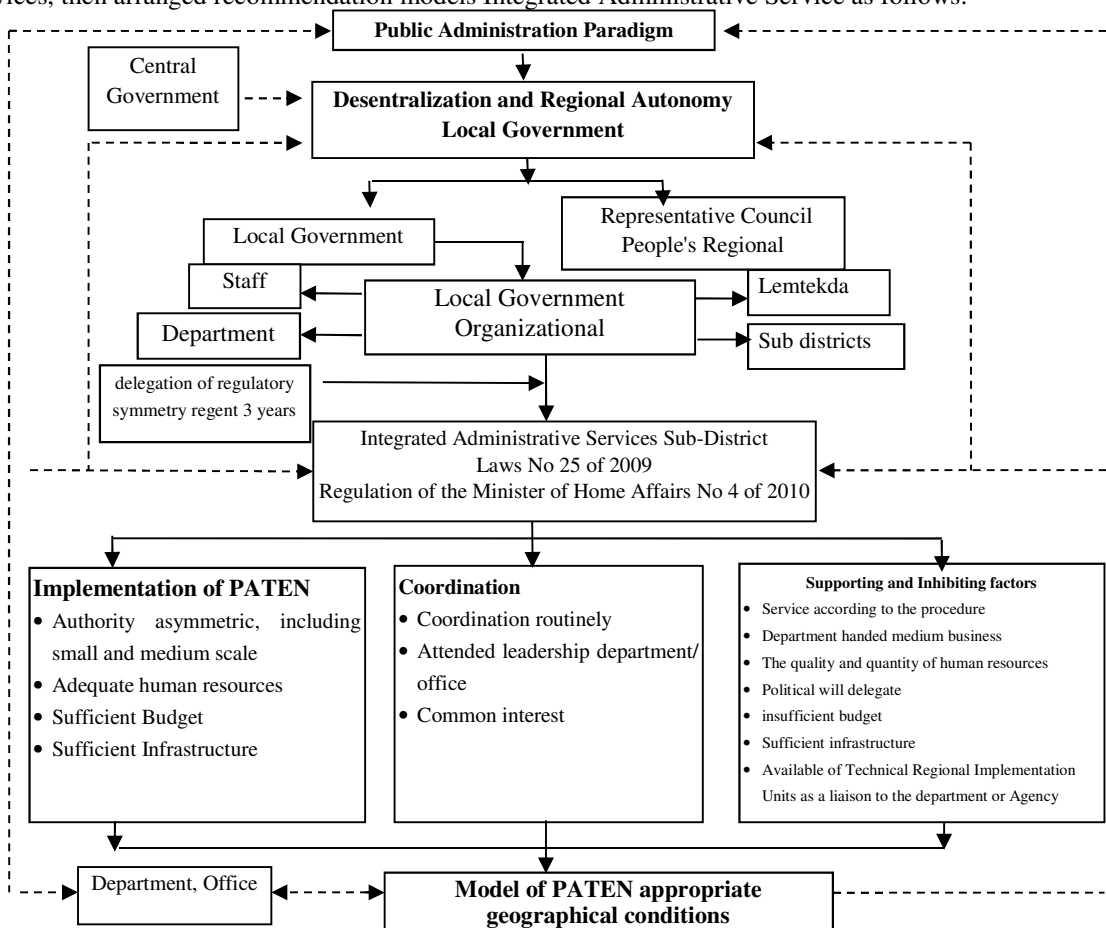


Figure 8. Recommendation Model of PATEN in sub districts Kusan Hulu, Tanah Bumbu Regency

5. Conclusion

The result of the dissertation research gives four conclusions, *firstly*: In Kusan Hulu Sub-district: the implementation of decentralization is asymmetric, related to Governability which is concerning to ability to implement governance function in region. *Secondly*, The applicable local capacity is demanding dissimilar grant

for each region. *Thirdly*: the distribution of authority, responsibility, and the source of finance to provide public service. Administration delegation gives more authority. *Fourthly*: the model of readiness of integrated administration service in accordance with region's geographical condition of Kusan Hulu Sub-district is one door and integrated model.

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Legislation

- Law Number 32 of 2004 regarding Regional Government
- Government Regulation No. 19 of 2008 on the sub districts
- Law Number 25 of 2009 on Public Service
- Regulation of the Minister of Home Affairs No. 24 of 2006 (dated July 6, 2006) on Guidelines for the Implementation Integrated services of One Stop.
- Government Regulation No. 4 Year 2010 on Guidelines for Integrated Administrative Services sub districts.

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