

Policy Formulation Of Expansion And Change Status Of Kelurahan To Village In Kampar District Riau Province

Perumusan Kebijakan Perluasan Dan Perubahan Status Kelurahan Menjadi Desa Di Kabupaten Kampar Provinsi Riau

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ABSTRACT

This research departs from the many wishes of the kelurahan community to propose regional expansion. The Kampar Regency Government also gave a good response to follow the public's wishes. However, in the process of the due diligence team found several problems in the field, including the discovery of several villages whose administrative requirements had not been completed, especially the insufficient population, namely the minimum number of 5000 people or 1000 households, then there were several sub-districts where the administrative area boundaries between Kelurahan expansion with the main sub-district and of course this involves 2 interests between the community leaders of the main village and community leaders of the pemekaran village, several sub-districts that will apply for regional expansion do not want to expand their territory to become sub-districts but will immediately become villages while the legal basis governing the division of parts of the sub-district area which immediately became a village, there were no regulations issued either by the Ministry of Villages or by the Ministry of Home Affairs. This research method will be carried out using a qualitative research method with a descriptive type because empirically this research problem is more appropriately studied using a qualitative approach. The results of the study show that the process of determining the policy agenda for dividing sub-districts into villages in Kampar Related district regarding the formulation of the policy agenda for dividing sub-districts into villages, when viewed from the regulations governing the division of sub-districts into villages in outline contains the importance of reviewing legal aspects. Because indeed regulations have not been specifically regulated regarding the division of sub-districts into new villages, there are only government regulations regarding sub-districts or government regulations regarding village division. So that the team involved in the expansion of the area found a dead end from the problems found in the field.

Keywords: Collaborative Governance, Tourism Object Development, Tourism

ABSTRAK

Penelitian ini berangkat dari banyaknya keinginan masyarakat kelurahan untuk mengajukan pemekaran wilayah. Pemerintah Kabupaten Kampar juga memberikan respon yang baik untuk mengikuti keinginan masyarakat. Namun dalam proses due diligence tim ditemukan beberapa permasalahan di lapangan antara lain ditemukannya beberapa desa yang belum dilengkapi persyaratannya terutama jumlah penduduk yang tidak mencukupi yaitu jumlah minimal 5000 jiwa atau 1000 KK, kemudian terdapat beberapa kecamatan yang batas wilayah administrasinya antara pemekaran Kelurahan dengan kecamatan induk dan tentunya ini melibatkan 2 kepentingan antara tokoh masyarakat desa induk dan tokoh masyarakat desa pemekaran, beberapa kecamatan yang akan mengajukan pemekaran pemekaran tidak ingin memperluas wilayahnya menjadi kecamatan tetapi langsung menjadi desa sedangkan dasar hukum yang mengatur pembagian bagian wilayah kecamatan yang langsung menjadi desa belum ada peraturan yang dikeluarkan juga oleh Kementerian Desa atau oleh Kementerian Dalam Negeri. Metode penelitian ini akan dilakukan dengan menggunakan metode penelitian kualitatif dengan tipe deskriptif karena secara empiris masalah penelitian ini lebih tepat dikaji dengan menggunakan pendekatan kualitatif. Hasil kajian menunjukkan bahwa proses penentuan agenda kebijakan pemekaran kecamatan menjadi desa di Kabupaten Kampar Terkait mengenai rumusan agenda kebijakan pemekaran kecamatan menjadi desa, jika dilihat dari peraturan yang mengatur tentang pemekaran kecamatan. -kecamatan

menjadi desa secara garis besar memuat pentingnya meninjau aspek hukum. Karena memang belum diatur secara khusus tentang pemekaran kecamatan menjadi desa baru, yang ada hanya peraturan pemerintah tentang kecamatan atau peraturan pemerintah tentang pemekaran desa. Sehingga tim yang terlibat dalam perluasan kawasan menemukan jalan buntu dari permasalahan yang ditemukan di lapangan.

Kata kunci: *Collaborative Governance*, Pengembangan Obyek Wisata, Pariwisata

1. Introduction

Philosophically, regional expansion aims to bring the government closer to those who are governed, because the farther the government is from the governed, the more difficult it will be for the people to receive good services from the government. Kelurahan division is one of the most desired issues of the kelurahan community in Kampar Regency, Riau Province. Based on data sourced from the Community and Village Empowerment Office of Kampar Regency, there are around 3 sub-districts that have proposed regional expansion.

Within the substantive framework, which is based on the idea that the expansion of kelurahan areas is a product of public policy, which must be in the realm of government efforts to solve public problems in the area concerned, therefore efforts must be made to be within the rail of policies that are based on the public interest.

By regulation, the division of kelurahan areas is further regulated in Government Regulation Number 17 of 2018 concerning Subdistricts and the division of villages is regulated in Minister of Home Affairs Regulation Number 1 of 2017 concerning Village Management. From the legal basis of division, it only discusses the issue of division of sub-districts and also discusses issues related to village expansion.

Based on the description above, the authors put forward several research problems that occurred in Kampar Regency, Riau Province, including the following: 1) Of the kelurahans that wanted to expand their territories, it was found that there were several kelurahans that had not met the administrative requirements, namely a minimum population of 5,000 and 1,000 heads of households. 2) There were still a number of kelurahans that were going to apply for division, the administrative boundaries between the main kelurahan and the expanded kelurahan were not yet clear, so that the division of the kelurahan area was still constrained by the process of boundary requirements that had not been met; 3) Most of the sub-districts that are going to be expanded do not want to be split into sub-districts but want to immediately expand into a design. This is of course related to the wishes of the sub-district community who seek to pursue the 1 billion 1 village government program, so that the paradigm of the sub-district today is more likely to change its status from sub-district to village; 4) There is no legal umbrella (regulation) from either the Ministry of Villages or the Ministry of Home Affairs which specifically regulates the conversion of a sub-district into a village, causing stakeholders to be confused about how to expand a sub-district which immediately becomes the village.

Based on the phenomena that the authors have described above, the authors are interested in conducting a research study with the title "Formulation of Expansion and Changes in the Status of Kelurahan to Village in Kampar District, Riau Province".

2. Literature Review

Public policy is a set of interrelated decisions taken by public actors and is directed at a particular goal and is also used as a tool to achieve that goal. One of the ways to understand the policy formulation process is to understand the characteristics of the existing political regimes and political systems. Or in other words, every public policy should pay attention to the characteristics of the political system and its relation to society. To ensure the success of

policy implementation, a public policy optimally accommodates the various interests of its stakeholders.

Policy formulation in practice will involve various actors, both from state actors and non-state actors or what Anderson calls in Abdul Wahab (2005) as official policy-makers and non-governmental participants. Official policy makers are those who have legal authority to be involved in public policy formulation. According to them, they consist of the legislature; executive; administrative bodies; as well as courts. Legislature refers to members of congress/council who are often assisted by their staff. The executive refers to the President and his cabinet. Meanwhile, administrative bodies according to refer to policy implementing agencies. On the other hand, the courts are also actors who play a major role in formulating policies through their authority to review policies and their interpretation of the constitution. With this authority, court decisions can affect the content and form of a public policy.

The formulation and process of changing public policies will now be determined more by external forces and interests. (Therefore, Dunn, 2016) provides information that public policy is a process of political activity. The process describes a series of interdependent stages between agenda setting, policy formulation, policy adoption, policy implementation, and policy evaluation. Although it is widely accepted that public policy is difficult to implement, most policy failure analyzes are considered the most rational process. Public policy studies teach that several stages in the policy process have different jobs and goals, although in the end they will be re-evaluated (Hill, 2005; Stewart, 2009).

According to Martson, Public Relations (PR) activities should use the RACE formula (Research, Action Plan, Communication and Evaluation) meaning that a PR practitioner/institution such as the Puskombluk (Public Communication Center) of the Ministry of Health must know a lot about organizational conditions, programs, audiences and components. other communication support before launching a PR program that will fully support the implementation of a policy.

The formulation of the policy for determining the UMP in Central Sulawesi pays little attention to the procedure for determining the UMP, does not comply with existing laws and regulations, especially the Provincial Wage Council does not conduct a proper survey to obtain valid data on the actual Decent Living Needs (KHL) for Workers and Laborers in Central Sulawesi. To analyze the focus of this research problem, the authors use the theory of Public Policy Formulation/Public Policy Formulation by William N Dunn, where according to Dunn (2000; 26-29), that Public Policy Formulation/Formulation goes through 5 (five) stages of the process, namely: 1) Formulation Stage Problem; 2) Forecasting Stage; 3) Recommendation Stage; 4) Monitoring Stage; 5) Evaluation Stage.

Policy formulation is an important stage in the formation of public policy. As written by Charles Lindblom and several other experts, in understanding the policy formulation process we need to understand the actors involved or actors in the process of forming the policy, both official and unofficial actors. As stated by Charles Lindblom, that in order to understand who actually formulates the policy, one must first understand the characteristics of all actors and (participants), what part or role they play, the authority or form of power they have, and how they relate to each other. as well as watching each other. Of the various types of actors, according to Lindblom, each of these actors has a specific role which includes: ordinary citizens, organizational leaders, members of the DPR, leaders of legislative institutions, party activists, party leaders, judges, civil servants, engineers, and managers. business world.

So that policy makers can formulate the problem correctly and precisely, Patton and Sawicki (Subarsono, 2005) propose seven stages in formulating the problem as follows: 1) Think about why a symptom can be considered a problem; 2) Set limits on the problem to be solved; 3) Gather facts and information related to the problem; 4) Formulate goals and objectives to be achieved; 5) Identification of the policy envelope (variables that influence the

problem); 6) Show the costs and benefits of the problem to be overcome; 7) Formulate the policy issue well.

Kraft and Furlong explained that policy formulation is the design and drafting of policy objectives and strategies in achieving a policy. According to Anderson, policy formulation is related to efforts to answer the question of how alternatives are agreed upon for the problems that are developed and who participates.

Public policy formulation is the earliest step in the overall public policy process. Therefore what happens in this phase will greatly determine the success or failure of public policies made in the future. According to Anderson in (Winarno, 2007) policy formulation involves efforts to answer the question of how various alternatives are agreed upon for the problems that are developed and who participates. Thus, human resources are an important element in implementing the Convention on the Rights of the Child which has been ratified.

According to Shabbir G Cheema, the formulation of public policies that are carried out through democratic governance (DG) processes and systems will generate more benefits compared to other systems. DG will help ensure government is responsive and accountable to the people. DG implementation encourages institutions to create conditions for community participation, to bring benefits for community development and create competitiveness for regional economic development. This prompted the researcher to determine the title "Policy Formulation Process for Formation of New Autonomous Regions in Indonesia, Democratic Governance Perspective".

The expansion of the Norton Region is quoted from (Muluk, 2007) revealing that this boundary arrangement is related to economic efficiency and democratic effectiveness. Economic efficiency considerations that form the basis for determining regional boundaries include several things: a) low travel and communication costs; b) the extent to which local governments are able to meet financial, land and other resource needs from within their own regions so as to minimize economic dependence; c) minimize costs due to the spill over activity of an area; d) facilitate collaboration and coordination among the various types of services provided; e) adapting the territory to private, voluntary and public bodies and related interests to facilitate cooperation and coordination for the common good.

According to (Makaganza, 2008) the term regional division is actually used as an effort to soften language which states the process of "separation" or "breaking" of a region to form a new local administrative unit. Viewed from the perspective of the philosophy of harmony, the term separation or division has a negative connotation, so that the term expansion of regions can be more suitable to be used to describe the process of creating new post-reform autonomous regions in Indonesia.

According to Khairullah and Malik Regional development is intended to reduce growth gaps and inequalities between regions. In the national context, the existence of development gaps between regions causes the overall national development goals to not be achieved.

The reality of a centralized government structure (centralization), regional disparity (regional disparity), injustice, and inequality in terms of equitable distribution of development (regional inequality), on the one hand there is an acceleration of development and a buildup of manufacturing, on the other hand, development has proceeded very slowly, driving the strong currents of regional demands regions to carry out regional expansion (Booth, 2011; Kuncoro, 2002).

The expansion of regions has the aim of improving people's welfare, accelerating services, democratic life, improving the regional economy, increasing the management of regional potentials, security and order, and harmonious relations between the central and regional governments. The purpose of implementing the division is in accordance with Government Regulation Number 129 Article 2 of 2000. (Ayu, 2012).

In principle, regional expansion is carried out to optimize the reach of services to the community (Rasyid, 2007). Furthermore, the division of districts/cities into several new districts/cities is basically an effort to improve the quality and intensity of services to the community (Khairullah & Cahyadin, 2006). Regional division aims to shorten the span of government control, open regional development inequalities and create a strong regional economy for the achievement of community welfare, so that regional expansion is expected to bring services closer to the community, open new opportunities for community empowerment efforts and increase the intensity of development for the welfare of society. However, furthermore, regional expansion can lead to spatial conflicts if it is not accompanied by clear development area system boundaries (Harmantyo, 2007).

The main aim of regional expansion is to create space for participation in regional politics and to bring in money from the center to the regions. However, in order to expand an area, there must be comprehensive socialization beforehand to the people who want expansion about the problems that must be faced after the division. Because regional expansion is neither easy nor cheap. Regional expansion should be a solution to a problem faced, instead of adding to problems or creating new problems. The purpose of the expansion will not be achieved if it is not prepared seriously. The community will actually receive increasingly poor service, the regional bureaucracy will not be able to provide all types of services, and basic infrastructure will not be provided properly. If the infrastructure is not yet available, then the new regional head will only be preoccupied with fixing this matter and forgetting the people's daily problems.

Regional expansion is the splitting of provincial, regency and city areas into more than one area. Regional expansion in Indonesia is the formation of new administrative regions at the provincial and city and regency levels from the parent. The newest legal basis for regional expansion in Indonesia is Law no. 23 of 2014 concerning Regional Government.

Weick and Quinn (1999), argue that the expansion policy as a form of restructuring is a "focus on changing rather than change". This means that restructuring by agents of change (regional heads) is more focused on change activities rather than on the impact (results) of change according to the will of the local community. In other words, expansion is more concerned with methods, not goals (results) that have a positive impact on the people in the region.

According to (Wibawa, 1994) the process of implementing policies is interpreted into programs and projects followed by physical actions that will cause a consequence in the form of results, effects or results. Dunn further divides the consequences of a policy into 2 (two) categories, namely output and impact. Outputs are goods, services or other facilities received by certain groups of people, both target groups and other groups that are not intended to be touched by the policy. Meanwhile, impact is a change in physical or social conditions as a result of policy output.

3. Research Methods

The type of research used in this research is qualitative which describes the actual situation of what was there at the time of the research based on the author's observations in the field by collecting data, clarifying and analyzing it so that an analysis formulation of the problems encountered is obtained. Then with the qualitative research method, this method seeks to provide an overview of the situation in the field so that this method aims to accumulate data, so that conclusions can be obtained from the research.

Research sites

This research was conducted in Kampar Regency, Riau Province, because the authors saw many problems that occurred when the sub-district area was divided into a village.

According to the author, some sub-districts do not want to develop into sub-districts anymore, but instead immediately become villages.

Research informants and key informants

In qualitative research, the main consideration in data collection is the selection of informants and key informants. In qualitative research the term population is not used. Research informants and key informants are people who provide information about the problems to be studied.

As already mentioned, the selection of the first informant and key informant is very important, so it must be done carefully, because this research and the people chosen are considered to be the most knowledgeable about the research problems that occur in the field. The researcher decided that the key informant in this study was the Regent of Kampar himself. These key informants were then asked to provide recommendations for selecting the next informants, provided that these informants feel that they are assessing the conditions of the work environment so that data synchronization and validation occurs.

The supporting informants from this study consisted of the Head of the Governance Section, the Head of the Community and Village Empowerment Office, the Lurah who was going to expand his territory and community leaders in the kelurahan who were going to do the regional expansion. The technique used in determining the informants in this study is the census technique.

4. Results and Discussion

Policy formulation as a process according to Winarno (1989: 53) can be viewed in 2 (two) types of activities. The first activity is to decide in general what should be done or in other words the formulation is directed at obtaining agreement on an alternative policy that is selected, a whole. While further activities are directed at how policy decisions are made, in this case a policy decision includes actions by an official or official institution to approve, change or reject a selected policy alternative. In line with Winarno's opinion, Islamy (1991:77) divides the process of policy formulation into the stages of formulating policy issues, preparing government agendas, formulating policy proposals, validating policies, implementing policies and evaluating policies. Here's the description:

Formulation of Policy Issues

In principle, even though an event, condition and certain situation may cause one or several problems, for it to become a public problem it does not only depend on the objective dimension, but also subjectively, both by society and decision makers, it is seen as a problem. that should be solved or find a way out. Therefore, in order for a problem to turn into a general problem, it is not only enough for many people to live up to it as a problem that needs to be addressed immediately, but the community needs to have the political will to fight for it and more importantly, the problem is positively responded to by the makers.

Policy and they are willing to fight for the general problem to become a policy problem, put it on the government's agenda and try to make it into public policy, so the first step that every policy maker must take is to identify the problem to be solved and then formulate the problem as clearly as possible. This activity is an attempt to determine the identity of a policy problem by first understanding and understanding the nature of the problem so that it will make it easier to determine the nature of the policy formulation process.

From several relevant research informants that the authors found in the field, they gave the view that for the aspect of the formulation of the policy problem itself, namely the existence of a kelurahan today, it is seen by the community that it needs to be divided into a

village because with the birth of a village, there will be more political overtones involving the community because during At the kelurahan level, the community is not directly involved, both in terms of development and what is the need of the community in the area of the Fold Kain and Sungai Pagar sub-districts.

Preparation of the Government Agenda

Because there are so many public problems that have been identified, decision makers will select and determine which problems should receive top priority for serious and active attention, so that usually this government agenda has a specific nature, is more concrete and limited in number.

(Anderson, 1966) mentions several factors that can cause general problems to enter the government's agenda, namely: a) If there is a threat to the balance between groups (group equilibrium), where these groups react and demand government action to take the initiative to address the imbalance; b) Political leadership can also be an important factor in setting the government's agenda, when political leaders are encouraged on considerations of political advantage or their involvement to pay attention to the public interest, so that they always pay attention to public problems, disseminate and propose efforts to solve them; c) The emergence of an extraordinary crisis or event and receiving great attention from the public, thus forcing decision makers to pay close attention to the said event or crisis, by including it on the government's agenda; d) The existence of protest movements including acts of violence, thereby attracting the attention of decision makers to include them on the government's agenda.

Special problems or political issues that arise in society, thus attracting the attention of the mass media and making it the spotlight. This can cause the problem or issue to become more prominent so that more public attention and policy makers are focused on the problem or issue.

From the aspect of preparing the policy agenda, the results of interviews that the author obtained with informants in the field gave the following responses regarding the agenda and steps that must be carried out by the Kampar district government, namely following the flow and rules of the game that have been scheduled by stakeholders' who have mutual interests, in accordance with the letter the task of the division team that has been appointed by the Tapem section of Kampar Regency. Both from representatives of government agencies, from representatives of the urban village community and from the experts themselves who have followed all the stages of the existing agenda.

Formulation of Policy Proposals

This stage is an activity of compiling and developing a series of actions necessary to solve the problem, including: a) Identification of alternatives is carried out for the benefit of solving the problem. For problems that are almost the same or similar, alternative policies that have been chosen can be used, but for problems that are new in nature, policy makers are required to creatively find and identify new policy alternatives so that each alternative has clear characteristics, because identification is given. the correct and clear explanation for each policy alternative will facilitate the alternative formulation process; b) Defining and formulating alternatives, aiming for a clear understanding of each alternative that has been collected by policy makers, because the clearer the meaning of the alternatives is given, the easier it will be for policy makers to assess and consider the positive and negative aspects of each of these alternatives ; c) Assessing alternatives, namely the activity of giving weight to each alternative, so that it is clear that each alternative has the value of the good and the disadvantages of each, so that by knowing the weight that each alternative has, decision makers can decide which alternative is more likely to implement/use. To be able to properly

evaluate various alternatives, certain criteria and relevant information are needed; d) Choose a satisfactory alternative. The process of selecting an alternative that is satisfactory or the most likely to be implemented can only be carried out after policy makers have succeeded in evaluating alternative policies. An alternative that has been satisfactorily selected will become a policy proposal that has been anticipated to be implemented and have a positive impact. The stage of selecting a satisfactory alternative is always objective and subjective, in the sense that policy makers will assess alternative policies in accordance with their ratio capabilities, based on consideration of the interests of the parties that will gain influence as a consequence of their choice.

Based on discussions with informants that the author conducted in the field from the aspect of policy proposals, it was explained that the proposals that had been made could not be continued because the sub-district head, who became the proposal for the expansion of the folded cloth sub-district, was not forwarded to the Kampar Regency government, because the sub-district head realized that the legal basis (regulation) which regulates that sub-districts are divided and then the results of the division immediately become villages, so there will be no basis and legal basis. From then on it becomes a problem so that in the author's view what was done by the sub-district head is correct and correct. Because until the problems that occur are discussed at the district level there was also no way out and even the Kampar district government had also consulted the ministry of home affairs and also found no answer in accordance with the demands of the people at the grassroots level.

Policy Approval

As a collective process, policy approval is a process of conforming to recognized principles or accepted standards. The main basis for validating is social variables such as the community's value system, state ideology, political system and so on.

The process of ratifying a policy usually begins with persuasion and bargaining activities (Andersson; 1966, 80). Persuasion is defined as "Efforts to convince others about the truth or value of one's position, so that they want to accept it as their own". Whereas Bargaining is translated as "A process in which two or more people who have power or authority regulate/adjust at least some of the goals that they do not agree on in order to formulate a series of actions that are mutually acceptable even though it is not too ideal for them". Included in the bargaining category are agreements (negotiations), mutual give and take (take and give) and compromise (compromise). Both persuasion and bargaining complement each other so that the implementation of these two activities or processes will expedite the policy approval process.

In the aspect of ratification of the policy, the answer to the research informant in the field stated, among other things: because at the time the sub-district was proposed to become a village, there were also sub-district expansion activities. Then the district government only authorized the sub-district expansion activities to stop the division of kelurahan because if it continued it was fraught with risks because all the stakeholders involved wanted not a single rule to be violated by any policies passed by the Kampar Regency Government.

5. Conclusion

Based on all of the description above, the conclusions that the authors can explain in this study are as follows: First, the process of determining the policy agenda for dividing sub-districts into villages in Kampar Regency Related to the preparation of the policy agenda for dividing sub-districts into villages, when viewed from the existing regulations regulates the division of sub-districts into villages in outline contains the importance of reviewing legal aspects. Because indeed regulations have not been specifically regulated regarding the division of sub-districts into new villages, there are only government regulations regarding sub-districts

or government regulations regarding village division. So that the team involved in the expansion of the area found a dead end from the problems found in the field.

Second, the determinant factors that determine the expansion of kelurahan into villages in Kampar district are the supporting and inhibiting factors. The supporting factor is that with a variety of resources owned, the state or government can provide opportunities to improve the quality of human resources in the Kampar area (especially the sub-districts in Kampar Kiri and its surroundings) through a regional expansion policy. Then the limiting factor is the expansion requirements which have not been met by the folded cloth sub-district, both in terms of the number of families or the number of residents.

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