

Evaluation of the New Autonomous Region (DOB) Policy and its Implications for Citizens in West Bandung Regency, Indonesia

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Abstract

The New Autonomous Region (DOB) conducted in West Bandung Regency in 2007 made many fields relevant for evaluation. The reason is that West Bandung has been established as a new regency for almost two decades, but several problems are still visible to the public, including poverty, education, and health services. Therefore, this paper will examine several important aspects of West Bandung Regency in an evaluative manner. In addition, it will also explain the implications of the DOB policy on community life in West Bandung. Therefore, this paper relies on Dunn's policy evaluation theory and Leo Agustino's evaluation model, as well as several arguments from many previous policy researchers. Methodologically, this research uses a qualitative method with an exploratory analysis approach where data is obtained from interviews and observations of related sources. The results of the study explain that the evaluation of DOB policies in West Bandung Regency still shows several shortcomings in the health and education sectors, especially in the dimensions of efficiency, equity, responsiveness, adequacy, and other dimensions according to Dunn. Meanwhile, from Leo Agustino's perspective, the aspects of apparatus resources, institutions, and infrastructure are still part of what needs to be improved in West Bandung Regency. The DOB policy, which has been running since 2007, has not yet had significant implications for citizens in the aspects of welfare and human development, although some aspects of public services have shown improvements.

Keywords: The New Autonomous Region, Evaluation, Policy, Implication.

1. Introduction

The decentralization system implemented in Indonesia facilitates the existence of local governments with all the authority such as budget rights, and the right to make policies and run their wheels of government. This system is considered ideal rather than the centralized system that was run for decades with full control from the central government. The logic used in

understanding decentralization is bottom-up. This principle allows all forms of policy to be generated from analysis at the lower level through a device called local government. So far, the regions are considered to be the party that best understands the objective conditions of their environment so that they are given authority. However, local governments are often not always successful in implementing several policies so evaluation steps need to be taken. On the other hand, the spirit of regional progress continues to be fostered so that the assumption arises that regional progress will increasingly occur if supported by increasingly strengthened regional authority. The implication is that the spirit of forming new regions from regions that are considered too large or less successful always exists so that in some cases the New Autonomous Region (DOB) policy is implemented.

The New Autonomous Region (DOB) policy brought the spirit of progress and better regional welfare. Based on its benefits, Juanda (2007) states that regional expansion provides several benefits for new regions and local communities, which are grouped into 5 benefits, namely improving local government services to the community, the possibility of managing natural resources with the principles of local wisdom and sustainability, community participation and a sense of belonging can increase, equitable community welfare can be realized. several expected benefits should be the main benchmark in seeing the New Autonomy policy so that the DOB policy targets become clearer in their achievements.

Several noble ideals that are present in the idea of regional expansion are always wrapped in great enthusiasm because the assumption is that if the region is separated from its parent region, it will be better, considering that the area becomes more affordable and specific. The problem turns out to be not that easy, many of the regional expansion agendas that have been carried out still leave a number of homework such as aspects of regional community education that have not improved, health services that are still less than optimal, to the welfare of citizens who are still concerned. The data generated from the evaluation by the Ministry of Home Affairs shows that 78% of DOB policies are considered failures and that means only 22% are successful, this fact is obtained from the assessment of regional readiness, especially in the aspect of public services. A number of these aspects can be examined in depth through a series of policy evaluations.

In order to comprehend the DOB policy, at least it is necessary to see how the region develops and grows after the expansion. As is the case with what is to be studied in this paper which seeks to embody the evaluation of the DOB policy in West Bandung Regency. The DOB policy rolled out in West Bandung will not only be examined from an evaluation perspective but will also be seen in its practical implications for citizens. So that this paper will describe in depth about the state of West Bandung Regency after the DOB from several vital aspects that are directly related to the services and welfare of West Bandung residents.

Obviously, the progress of a post-expansion region will take time, due to the development of supporting aspects such as infrastructure, bureaucratic systems, budget readiness and so on. Some of these aspects make the progress of DOB regions cannot be done instantly. But for the West Bandung Regency, which has been established for more than a decade, it seems to have shown readiness for the policy evaluation stage. This paper will specifically highlight the evaluation of the DOB policy in West Bandung Regency and question its implications for citizens. These two aspects of looking at policy are inseparable.

Referring to the research locus, West Bandung Regency is a new autonomous region (DOB) resulting from expansion, through the Law of the Republic of Indonesia Number 12 of 2007 concerning the Establishment of West Bandung Regency. West Bandung Regency has been separated from the Parent Regency for more than 10 years, in fact, it still has not been able to improve the welfare of the community. The number of poor people in West Bandung is still high, around 11.15 percent of the population. This means that one in 10 KBB residents is categorized as poor. Based on data from the Central Statistics Agency (BPS), there are 198,644 impoverished people in KBB and they are spread across 16 sub-districts in West Bandung.

Besides the welfare aspect, West Bandung Regency (KBB) also needs to be highlighted in the aspects of education and health. The reason is that many junior high school graduates do not want to continue their education to the SMA / SMK level. There are 40 percent in the southern region who have dropped out of school due to economic problems, the location of the school is too far away, and the level of public awareness is still low. Many complaints submitted by residents are infrastructure problems and the location of schools that are too far from where students live. Thus, in this condition, students who want to go to school need a vehicle or extra operational costs. Moreover, the existence of private schools is still minimal, which has an impact on the choice not to continue schooling.

Meanwhile, in the health sector, the West Bandung Regency is far from being free from the behavior of residents who are openly defecating. This condition is evident in 165 villages, only 73 villages have declared open defecation free (free from open defecation). In addition, the stunting problem is still relatively high, totaling 10,487 children. In addition, the problem of neonatal deaths in West Bandung Regency has increased every year. In 2016, 114 cases of infant deaths were recorded, in 2017 it amounted to 123, and in 2018 it increased to 144 cases.

Some of the above problems are the objective conditions of West Bandung Regency at this time. Therefore, these facts emphasize that this research is very important to do. By holistically understanding the evaluation of DOB policies in West Bandung, it is hoped that it will be able to clearly explain the main problems that make the above problems occur. Given that one of the main indicators in measuring DOB policy is public services, this paper will also dissect the implications of DOB from the perspective of citizens as those who receive and use services.

Based on the information above regarding the dynamics of the DOB policy in West Bandung Regency, this paper will examine how the evaluation of the DOB policy in West Bandung Regency and its implications for the welfare of citizens. This question is one of the important aspects to be analyzed in the context of West Bandung Regency and has become a gap in many regional autonomy studies.

The research question above will be interesting if it is answered with the right data and academic theory concepts. So in this study, researchers borrowed Dunn's ideas about policy evaluation with dimensions that were neatly arranged starting from effectiveness, efficiency, adequacy, responsiveness, equity, and accuracy. In addition, to enrich the repertoire of analysis and deepen the evaluation, the author also wants to borrow Leo Agustino's policy evaluation model which focuses on evaluating the aspects of apparatus, institutions, facilities, finance, and regulations. Dunn's ideas will be used to understand in depth the evaluation of DOB policies in West Bandung

from the state's perspective, while Leo Agustino's ideas will be used to explain the implications of DOB for the citizens of West Bandung Regency.

As an academic foundation, this paper also refers to several previous studies on regional autonomy policies which ultimately led the author to the main idea of understanding DOB in West Bandung Regency. The first study that can be used as a reference is what Andik Wahyun Muqoyyidin said in his study on new regional expansion and regional autonomy which tries to explain the empirical facts and concepts of regional expansion in post-reform Indonesia, the results of which emphasize the fact that regional expansion policies are now more dominated by political processes than technocratic processes, so that vital aspects that should be the main substance of regional expansion are not well realized, besides that the implications of regional expansion in several changes are often not responded to with good readiness such as changes in budget, authority, regional income and others. Another similar study was also conducted by Didi Febriyandi who found that the DOB policy on Sebatik Island, North Kalimantan, showed more political dimensions so that regional readiness was neglected. The next study was conducted by Rini Maisari who found that most DOB policies in Indonesia, especially West Papua, were not deeply calculated about the characteristics and urgency of the problem, even though according to her the DOB policy should only be carried out if it is in a critical situation.

2. Methods

This article used qualitative research with an exploratory analysis approach. One of the main characteristics of qualitative research is its emphasis on deepening meaning rather than generalization. Therefore, qualitative research produces descriptive data in the form of descriptions, writings, or paintings in a systematic and interconnected manner in analyzing objects, cases, or phenomena observed (Nazir, 2011). The object of study observed in this article is the New Autonomous Region policy in West Bandung Regency from the perspective of policy evaluation and practical implications for community life in West Bandung.

The primary data collection process was carried out through interviews with several relevant parties such as the government, the community, DPRD, and a number of related institutions while secondary data was obtained through a literature study of a number of relevant reading materials both conventionally obtained and data accessed online. The data collected was then sorted to test its consistency and credibility. Data triangulation is important to ensure the accuracy of information for analysis. Data analysis by means of triangulation can make it easier for researchers to take a substantial point of view from various reading sources that become references.

3. Results and Discussion

Reviewing the Evaluation of DOB policies in West Bandung Regency

West Bandung has been established as a regency for almost two decades, making many aspects of the policies rolled out in West Bandung Regency necessary to be examined in depth to

measure the extent to which the DOB policy can have a significant impact on the welfare of citizens and regional progress. Therefore, policy evaluation is considered to be the right aspect to see and measure the policy programs carried out. As stated by Jones in Agustiono (2023) policy evaluation is considered capable of testing the quality of policy programs carried out by the government. In addition, Dye in Agustino (2018) also said that policy evaluation is important to do because only with the evaluation process can the consequences or impacts of policies be studied.

After examining the various policy concepts above, it is appropriate for the DOB policy applied to West Bandung Regency to be evaluated to see at what level the policy objectives have been achieved. This narrative is also conveyed by Wollmann (2007) that evaluation in the most general concept involves examining the extent to which policy objectives have been achieved. Situating two important aspects, namely education and health, is a very logical reason considering that these are the primary aspects for citizens. In addition to the fundamental position of education and health in the rights of citizens, we need to recall the historical traces of the formation of West Bandung Regency also rests on the will to advance the lives of citizens and improve their welfare.

To comprehend the current DOB policy in West Bandung more discursively, Dunn in his theory has offered a rigid evaluation concept by presenting various dimensions of assessment that can be used in the evaluation process. The first dimension highlighted by Dunn is the effectiveness aspect which emphasizes that policy evaluation must see the extent to which the target has been achieved. In the effectiveness dimension, based on the informants met, both from the community and from the government, it is clear that there is a significant impact felt by the citizens of West Bandung Regency after the establishment of the DOB policy in 2007. For Dunn, facts like this are important to see the extent to which the targets that have been set have been achieved.

If we are concerned with policy principles in general, then from an evaluation perspective there can be no perfect policy in terms of implementation or achievement of goals, especially since this involves a broad field and involves a long period. However, the direction of existing policies shows a positive trend. So in this section Dunn's theory that the effectiveness dimension of the DOB policy in West Bandung Regency shows some positive nuances, especially in the aspect of public services. But other parts also still need a lot of improvement. According to Dunn, this is a logical consequence considering that the efficiency dimension will be maximized if other dimensions show a significant positive trend. In line with the argument above, Sutikno and Maryunani in their study also explained that regional expansion into new administrative areas was intended to narrow the scope of services to produce efficiency in many aspects.

Although the effectiveness dimension shows nuances that tend to be positive, the efficiency dimension shows something different. The reason is that as explained by one of the Acting Disdik of West Bandung Regency indeed in terms of development from 2017 the graph rose but the acceleration was slow and it became a process of increasing achievements and felt the change even though in a reformist spirit of development it is certainly still not satisfactory. This narrative is reinforced by the HLS figure in 2022 which only increased by less than one percent. In the health sector, it also still shows interesting data, because in some cases the community has easy access to health, but in other cases, it shows stagnation.

In the adequacy dimension, West Bandung Regency has shown changes that can be felt directly by the community. One of them is about the sufficiency of the number of schools from elementary to senior high school levels. Reinforced by an explanation from the West Bandung Regency Education Office that currently formal education facilities are available and easily accessible. A detailed review of the adequacy in the education sector in West Bandung Regency and the results still show that there are aspects that need to be improved. However, in general, the public perspective tends to give a positive response to changes in the education sector in West Bandung Regency.

Table 1: Number of senior high schools in West Bandung Regency from 2012-2020

NO	KECAMATAN	Tahun 2012	Tahun 2013	Tahun 2015	Tahun 2018	Tahun 2019	Tahun 2020
1	Rongga	1	1	2	2	2	2
2	Gunughalu	1	1	1	1	1	1
3	Sindangkerta	3	4	5	5	5	5
4	Cililin	5	6	7	7	7	7
5	Cihampelas	1	1	1	1	1	1
6	Cipongkor	3	4	4	4	4	4
7	Batujajar	3	4	3	3	3	3
8	Saguling	-	1	2	2	2	2
9	Cipatat	1	1	2	2	2	2
10	Padalarang	4	4	6	6	6	5
11	Ngamprah	2	3	4	5	5	5
12	Parongpong	1	2	3	3	3	3
13	Lembang	7	8	11	11	11	11
14	Cisarua	2	2	3	3	3	3
15	Cikalongwetan	2	3	3	3	3	3
16	Cipeundeuy	3	3	4	4	4	4
JUMLAH		46	48	61	62	62	61

(Source: Researcher, 2023)

The data presented in the table above shows that the number of senior high schools in West Bandung Regency is spread across all sub-districts. Even in the period 2012 to 2020 there were several additions to the number of schools in several sub-districts. This means that for the education sector, the availability of senior high schools in West Bandung can also explain that other levels of education such as elementary and junior high schools are also available in sufficient numbers.

Furthermore, the equity dimension tries to see how the policies carried out are able to distribute benefits, services and results that reach all groups. This means that this section will test the extent to which the policies implemented touch various segments of society. The research findings show that each community gives its preference regarding education equity in West Bandung Regency. In the fields of education and health, the facilities in West Bandung Regency tend to show specific improvements.

The several dimensions above have at least provided an overview of the extent to which West Bandung Regency has impacted its autonomy to the community. The other dimensions proposed by Dunn also have facts that are no less interesting. Like the dimension of accuracy that needs to be questioned when running the new government, significant developments in terms of citizen welfare did not occur. Regional expansion should make existing policies more affirmative towards the surrounding community because the administrative area and scope of policy become narrower and more specific.

The dimension of accuracy proposed by Dunn tries to see the extent to which the policies that are rolled out target the objects that should be. With the various dimensions proposed by Dunn, it seems that in some aspects West Bandung is still stuttering in achieving the expected evaluation targets. Although in other evaluations it cannot be denied that there are changes that tend to be positive. In other words, the DOB policy in West Bandung in the comprehensive evaluation aspect still shows stagnation and regression in several fields such as human development, poverty rate, and adequacy of apparatus and infrastructure. Although some service units such as schools and health centers have improved from before, especially in terms of accessibility.

Implications of DOB Policy for Residents of West Bandung Regency.

The discourse on regional expansion is always followed by the big idea of progress. This means that in the process of establishing a new region, there must be aspects of progress and improvement of living standards that are to be put forward. That is why the spirit of regional expansion is still widely glorified in many regions in Indonesia. Unfortunately, often after DOB is carried out, the implications for citizens become biased. This situation was analyzed by several previous researchers in their studies who eventually found many answers, ranging from the infrastructure of the new autonomous regions that were not ready, the formation of political interests, and inadequate regional income to several vital aspects that were often ignored in the formation of new regions.

The implications of DOB for citizens are very important considering that the new government formed should be able to provide better services and facilities than before the separation from the parent region. This is also what happened in West Bandung Regency. In this dimension, the evaluation seeks to investigate the extent to which the resulting policy is then able to provide satisfaction for community groups, meet their needs, and represent the preferences and values of their groups (Agustino, 2023). In the context of education policy in West Bandung Regency, several efforts that appear in the policy program implicitly imply that the goal to be achieved is to provide better education services to the community so that the expected benefits can be achieved.

Further analysis of the implications felt by citizens will focus on important aspects of government services. One of these aspects is services in the fields of education and health as well as the welfare of citizens. Education and health are very important to examine considering that these services are carried out directly by the government through existing institutions. If this aspect does not show any improvement in the lives of citizens, it means that the DOB policy still needs to be evaluated in depth again in the implementation process. A striking narrative related to this fact is exposed from what was conveyed by Ebed Hamri, et al that in fact regional expansion was made to organize and run a better administration of new services, if it turns out that the improvement does not occur then regional expansion needs to be reconsidered. In this section, the situation will be presented from the perspective of the state as a service provider and from the perspective of citizens as service users.

According to the West Bandung Regency government, the government's efforts to provide services in the field of education to the community have been carried out from various aspects such as infrastructure development, easy access to schools, providing assistance to the community in the form of scholarships and others. Even now, according to the West Bandung Regency government, they are encouraging the presence of universities and similar higher education institutions to be established in West Bandung. According to Leo Agustino, this infrastructure development can support the presence of excellent services.

In relation to the DOB, the West Bandung Regency government said that regional autonomy will tend to provide a path to progress, because with the DOB an area will be accommodated, centralized, supervised. when viewed as a whole, West Bandung, which consists of 16 sub-districts, can focus more on dealing with various existing problems such as poverty, education and infrastructure and health problems. In addition, the existence of dob also makes public service centers more centralized and closer to the community. This means that at the concept level the government also realizes that the DOB policy should be able to encourage the adequacy of education services for the community.

As a region with an active population development rate, the demand for education services continues to increase. Demographic demands, technological developments, and global flows that enter through information transmission processes will of course indirectly give the same demands for education services. Therefore, to respond to this, the West Bandung Regency Government is also optimizing one of them by adding schools and teachers.

The implications that will be directly felt by the community will also be present in health services. This is because this aspect is directly related to the objective conditions of citizens such as stunting, maternal and child mortality, sanitation and hygiene. Some of these aspects seem like common things but are very important to discuss in the context of policy evaluation in West Bandung. In interviews with several residents in West Bandung Regency, most of them said that health facilities have begun to be available in the form of health centers that can at least be accessed in each sub-district. Other respondents also considered that some health services need to be improved such as the number of medical personnel, facility improvements, service responsiveness and others. This aspect is also discussed by Dunn in the Responsiveness dimension which more specifically highlights the government's response in providing services to citizens in various aspects.

Overall, the impact of the DOB policy in West Bandung can be seen from general indicators such as the HDI. In the government's statistical records, it is precisely after the DOB policy that there is no significant change in the HDI figure. Even with various special efforts such as additional budget allocations for education, West Bandung's HDI did not skyrocket. The stagnation exposed in the data shows that in human development West Bandung still has a number of obstacles. This point is a very important aspect to review the success of the DOB policy that was rolled out because the ultimate goal of all policies is for the benefit of citizens.

Serious problems in human development in West Bandung are increasingly evident when there is a decrease in HDI in 2019 towards 2020. Of course, this is one of the unexpected implications of a regional expansion process. If it is true that in the regional expansion agenda there is hope for human development and improving the lives of citizens, then this figure has manifested its failure clearly. Moreover, if we also examine the welfare aspects of citizens who are still poor, then the DOB policy in West Bandung Regency can be said to have no significant implications for residents in the region. if the nuances of stagnation are visible, it is possible that the formation of this new region is actually not ready to be done.

Table 1: HDI of West Bandung Regency (2013-2021)

Human Development Index (HDI) West Bandung Regency 2013-2021 Period								
2013	2014	2015	2016	2017	2018	2019	2020	2021
63,93	64,27	65,23	65,81	66,63	67,46	68,27	68,08	68,29

(Source: bandungbaratkab.go.id, 2022)

In a broader narrative, Rossi, et al. explain in their theory cluster that policy evaluation has many hierarchies, namely Evaluation of program costs and efficiency, Evaluation of outcomes and impacts, Evaluation of process and implementation, Evaluation of design theory, Evaluation of requirements and Evaluation Assessment. Therefore, these basic elements of evaluation can be described in the form of a hierarchy, each of which rests on the figures below it. The basic level of the evaluation hierarchy relates to a program need. An assessment of the nature of a social problem and the need for intervention yields diagnostic information that supports effective program design, i.e. a program theory of how to address the social conditions that the program will improve.

Hierarchically, the evaluation of the outcomes and impacts of a policy has a high position, which is at the top two. This means that the evaluation in this section has a high level of urgency. Referring to this principle, the DOB Policy in West Bandung Regency also has great urgency to see its impact and implications, which in this study specifically leads to West Bandung residents. The various perspectives above have manifested a lot about the impact of policies on the lives of citizens, especially in the fields of education, welfare, and health.

Considering the age of West Bandung Regency, which has been established as a New Administrative Region for 17 years, changes may have occurred in many fields in the lives of its citizens. So it becomes very interesting to see the implications of DOB on the lives of citizens, especially welfare and human development. But in its journey, it is evident that there has been no significant impact, with the fact that poverty is still widely found and the Human

Development Index figures also tend to stagnate and decline. So in this aspect, the DOB policy has not made a contribution that is relevant to the spirit of its formation.

4. Conclusion

The evaluation of DOB policies in West Bandung Regency shows several shortcomings in the health and education sectors, especially in the dimensions of efficiency, equity, responsiveness, adequacy, and other dimensions according to Dunn. Meanwhile, from Leo Agustino's perspective, the aspects of apparatus resources, institutions, and infrastructure are still part of what needs to be improved in West Bandung Regency. The evaluation process carried out reveals the objective situation in vital aspects in West Bandung related to the fields of education and health that are carried out.

The DOB policy, which has been running since 2007, has not yet had significant implications for citizens in the aspects of welfare and human development, although some aspects of public services have shown improvements. But in general, the significant implications of the DOB policy have barely been seen to have a direct impact on the citizens of West Bandung.

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