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Scenario Planning of Kuala Kencana Sub-District Proliferation, Mimika Regency Central Papua Province

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ABSTRACT

A sub-district with a Camat as its leader is not an ordinary organization that carries out a certain field of government affairs. But they are responsible for a work area and its contents, namely society and its activities. The Camat's workload is closely related to the size of the area, the number of people served, and their distribution. Kuala Kencana sub-district has an area of 860,74 km² with a population of 27,774 people, making it one of the most densely populated sub-districts in Mimika Regency. You can imagine how hard the task is, coupled with the relatively limited transportation and communication facilities and infrastructure. As a result, many people are not served properly. One way out is to split the sub-district into two so that the coverage area and population served are smaller. On the other hand, the number of ASN serving them increases. This study uses an exploratory method by operationalizing the concept of scenario planning. The stages are Identify Focal Issue (Focal Concern) or Decision; Identify Key Forces; Identify Driving Forces (change drivers); Identify Uncertainty; Selecting the Scenario Logic; Fleshing Out the Scenario. The research produced three scenarios. The normal scenario for the Proliferation of the Kuala Kencana Sub-district followed PP 17 of 2018 regulations; the above normal scenario for the Proliferation of the Sub-district was carried out with the support of affirmative policies from the Central Government. In the sub-normal scenario, the village/village administrative proliferation is carried out first before the sub-district Proliferation

INTRODUCTION

Communities need the government as an organization that provides permanent services¹, because other organizations, such as private-profit organizations and nonprofit organizations, cannot meet many important parts of their needs. For-profit private organizations will fail to meet societal needs regarding externalities and public goods. Likewise, private nonprofit organizations can only provide services on a small and simple scale and are limited to certain layers of society.

The development of world society due to the information and communication technology revolution has led to various disruptions in all fields, including in the relationship between the government and its people. The current government is demanded to be more open, responsive, and proactive in dealing with various problems faced by society.

Community demands can be met more quickly if ICT is used at the national and regional levels. The government has made various applications that make it easier for the public to access information and services provided by the government. However, they have not yet reached the optimal stage, like in the private sector, which can serve 24 hours a day, seven days a week, or 24/7.

Other problems arise, especially in large areas with scattered residents, but infrastructure facilities such as roads and internet networks are still limited or constitute "blank spot areas." Such problems arise in inland areas such as the islands of Papua and Kalimantan and remote, outermost, and underdeveloped small islands. Affirmative policies are needed that differ from regions with "normal" situations and conditions.

Mimika Regency, which was originally a part of Papua Province, is now part of the newly formed Central Papua Province, also facing the problems described above. Based on data from the Ministry of Home Affairs, this District has an area of 21,693.51 km², with a population (2021) of 311,731 people. Its density is 14 people/km².² The population distribution is uneven because most are grouped around the urban area of Tembagapura and coastal areas. In mountainous areas, the population is sparse and spread out in small groups. This, of course, expands in providing services to the community.

Administratively, Mimika Regency consists of 18 sub-districts, 19 village administratives, and 133 villages, with varying levels of population density, as shown in the following table.

Table 1. Name of Sub District, Village/Village Administrative, Total Population, Area, and Density in Mimika Regency

No.	Sub-district name	Village administrative	Village	Total population (people)	Area (km ²)	Population density (people/km ²)
1.	Mimika Baru	11	3	142.909	1.509,48	94,67
2.	Agimuga	-	8	876	2.198,56	0,40
3.	Mimika Timur	1	5	10.179	290,48	35,04
4.	Mimika Barat	-	7	2.966	1.187,85	2,50
5.	Jita	-	10	1.526.	1.962,33	0,78
6.	Jila	-	12	1.755	622,83	2,82
7.	Mimika Timur Jauh	-	5	3.520	2.035,36	1,73
8.	Mimika Tengah	-	5	4.260	526,67	8,09
9.	Kuala Kencana	2	8	27.774	860,74	32,27
10.	Tembagapura	1	13	23.022	2.586,86	8,90
11.	Mimika Barat Jauh	-	5	2.030	2.485,89	0,82

No.	Sub-district name	Village administrative	Village	Total population (people)	Area (km ²)	Population density (people/km ²)
12.	Mimika Barat Tengah	-	9	2.320	2.292,46	1,01
13.	Kwamki Narama	1	9	13.750	12,86	1.069,21
14.	Hoya	-	6	1.097	563,78	1,95
15.	Iwaka	-	7	10.981	492,73	22,29
16.	Wania	3	4	58.904	197,32	298,52
17.	Amar	-	6	2.055	1.801,50	5,59
18.	Alama	-	11	2.045	365,92	1,14

Source: Mimika Regency in Figure, 2021

The table above shows that the number of village administrative and villages in Mimika Regency is 152. When divided into 18 sub-districts, the average number of village administrative/village in one sub-district is 8,445. This average number is below the provisions in Law Number 23 of 2014 concerning Regional Government and Government Regulation Number 18 of 2016 concerning Sub-Districts. But the average number below standard is not a problem if the sub-district had been formed before the enactment of Law Number 23 of 2014 because the regulation is not retroactive. Meanwhile, to form Sub-Districts in the future, it is necessary to follow positive laws.

The 18 sub-districts in Mimika Regency are grouped into three clusters, namely the urban cluster, the mountainous cluster, and the coastal cluster. The urban cluster includes five sub-districts (Kuala Kencana sub-district, Kuala Kencana sub-district, Wania sub-district, Iwaka sub-district, and Kwamki Narama sub-district). The mountainous cluster includes five subdistricts (Copperpura sub-district, Jila sub-district, Agimuga sub-district, Alama sub-district, and Hoya sub-district). The coastal cluster includes eight subdistricts (East Mimika sub-district, Middle East Mimika sub-district, Far East Mimika sub-district, West Mimika sub-district, Central West Mimika sub-district, Far West Mimika sub-district, Jita sub-district, and Amar sub-district).

Looking at the average population density, you will get 88.207 people/km² for each sub-district, with the lowest density in the Agimuga sub-district of

0.40 people/km², while the highest density is in the Kwamki Narama sub-district of 1,069.21 people/km². Kuala Kencana sub-district has an area of 860,74 km² with a population of 27,774 people. One can imagine how the Camat serves a small population and is spread over a large area with little road and internet infrastructure facilities. Therefore, the sub-district management patterns commonly used in densely populated areas with adequate infrastructure cannot be fully used in Mimika Regency. In other words, a special policy is needed that favors the interests of the community by considering the situation and conditions of the area and its population.

One way out is to divide the sub-district into two so that the coverage area and population served are smaller. On the other hand, the number of ASN serving it increases. But dividing sub-districts now is not as easy as it used to be by directly making Regency/City Perda. Law Number 23 of 2014 concerning Regional Government and Government Regulation Number 18 of 2016 concerning Regional Government Organizations and Government Regulation Number 17 of 2018 concerning sub-district have different provisions. Basic requirements must be met; the following subdistrict proliferation process cannot be continued.

Given the region's condition and situation and the population's distribution in Mimika Regency, which is unlike other regions, it is necessary to carry out studies and strategies so that the Proliferation of the sub-district can be carried out through specific

policies. There must be political courage to make a breakthrough using the "thinking out of the box" approach as long as it does not conflict with the constitution and laws. At the same time, the regulations must conform to the philosophical foundation on which they are compiled, namely providing optimal service to the community so that they can become more prosperous and happier over time.

METHODS

This study uses an exploratory method using the concept of scenario planning operationalization.³ Explorative qualitative research is an approach to exploring and understanding the meaning of individuals or groups in responding to social or human problems.⁴ In the first stage, the Author examines how the local community perceives the application of the proliferation concept of the Kuala Kencana sub-district, Mimika Regency.

In the next stage, to analyze the problem and develop a strategy in this research, the following steps are carried out:

1. Identify Focal Issue (Focal Concern) or Decision;
2. Identify Key Forces;
3. Identify Driving Forces (change drivers);
4. Identify Uncertainty;
5. Selecting the Scenario Logic;
6. Fleshing Out the Scenario.⁵

Data collection techniques used are interviews, documentation, and observation. At the same time, the informants comprised the Head of Governance Section, the Sub-District Head, the Sub-District Secretary, the District Staff, the Village Head, and the community

RESULTS AND DISCUSSION

Table 2. Research Gap on Issues Related to Subdistrict Proliferation

No	Research Title	Research Issues	Research result	<i>Research Gap</i>
1	Feasibility Analysis Of Tana Righu Subdistrict Proliferation, West Sumba District, East Nusa Tenggara Province (Sulthon and Yusi, 2017)	The sub-district proliferation is intended for regional arrangement; many enclave areas must be rearranged.	The study results show that the Tana Righu sub-district is the most appropriate for expansion in West Sumba. Apart from that, the recommendations from the researchers are the arrangement of enclave boundaries, improvement of planning systems, the use of ICT systems in administering the government, and the arrangement of sub-district organizations.	Research (Sulthon and Yusi, 2017) only look at it from one perspective: regulation from the Central Government. Meanwhile, this article looks at the proliferation in Kuala Kencana from an administrative perspective and emphasizes the specific aspects of Papua (affirmative).

2.	The Effectiveness of Sub-district Proliferation in Improving the Development, a Qualitative Descriptive Study in Insana Tengah sub-district, North Central Timor Regency, East Nusa Tenggara Province (Agustinus and Mutia, 2019)	Subdistrict proliferation for equitable development in North Central Timor Regency	The study results show that the sub-district proliferation policy in increasing development in Insana Tengah District has not been effective due to the weak role of the sub-district in providing services to the community. Budget limitations, inadequate transportation facilities and infrastructure, damaged road conditions, and the lack of active community participation in supporting the implementation of development in Insana Tengah District are classic reasons.	Research (Agustinus and Mutia, 2019) analyzes and measures the effectiveness of sub-district proliferation, while this research provides three scenarios and policy recommendations to the Mimika District Government regarding proliferation in Kuala Kencana District
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Source: Processed by Researchers

Community Perceptions of the Proliferation of Kuala Kencana District

Public perception is very important and intended to answer strategic questions in scenarios built for social research.⁶ Public perceptions

represented by community leaders, religious leaders, education leaders, women's leaders, and youth leaders illustrate that most of the Kuala Kencana community agrees with the Proliferation of the sub-district.



Diagram 1. of Community Responses to the Proliferation of the Sub-District

Community leaders who answered agree were 48 people (96%), and disagreed were two people (4%); religious leaders who answered agreed were 50 people (100%); educational leaders who answered

agreed were 50 people (100%), Community leaders women who answered yes were 45 people (90%) and did not agree, namely five people (10%). Youth leaders who answered agreed were 46 people (92%)

and disagreed with four people (8%). The reason is as follows:

Table 3. Reasons for the Proliferation of Kuala Kencana Sub-District

Reasons	Order
suboptimal service	1
for progress and prosperity	2
close service, accessible and open job opportunities to the community	3
closer service	4
accelerate service and development	5

Source: Results of Data Processing, 2022

Scenario Planning For The Proliferation Of The Kuala Kencana Sub-District
Normal Scenario
The Proliferation Of The Sub-District Follows Regulatory Requirements

For the basic requirements to have specificity according to regional characteristics, annex PP 17 of 2018 is explained as follows. The basic requirements for establishing a sub-district in the Papua and West Papua regions consist of the following:

- a) A minimum of 500 (five hundred) people or 100 (one hundred) households in each Village and a

- minimum of 1000 (one thousand) people or 200 (two hundred) households in each sub-district;
- b) The minimum area of 12.5 Km²;
- c) The minimum number of Villages/village administrative that become the coverage area is ten villages/village administrative for regency and five villages/village administrative for cities;
- d) The minimum age for the Main sub-district is five years.

Guided by the aspects of the basic requirements above, the Proliferation projection of the Kuala Kencana Sub District can be described as follows.

1) Population Basic Requirements

Table 4. Population Basic Requirements

No.	Indicator	Explanation	Information
Basic Requirements			
1.	Population		
	1. Total Population	Minimum 500 people or 100 households for the Papua and West Papua regions	Fulfill

From the population variable, based on Mimika Regency in Figure, 2021 data, the total Population of the Kuala Kencana Sub-District is 27,774.



Diagram 2. The Population Pyramid of Kuala Kencana Sub-District

The Population of the Kuala Kencana Sub-district in 2019 was 18,017, consists of 9,776 males (54.26 percent) and 8,241 females (45.74 percent). In 2018, there were 17,676 people, 9,660 men (54.65 percent) and 8,016 women (45.35 percent). The sex ratio (comparison between male & female residents)

of the Kuala Kencana sub-district is the largest in Bhintuka (1.30). It means that for every 100 women, there are 134-135 men. And the smallest is in Utikini III Village (107.68). It means that per 100 women, there are 102-103 men.

Table 5. Total Population of Kuala Kencana Sub-district

No	Village/ Village administrative	Population (Thousand)			Annual Population Growth Rate (%)	
		2010	2015	2019	2010-2019	2015-2019
	(1)	(2)	(3)	(4)	(5)	(6)
1.	Kuala Kencana	2973	3279	3562	18.81	8.63
2.	Pioka Kencana	1601	1766	1919	19.86	8,66
3.	Mimika Gunung	925	975	1058	14.36	8.51
4.	Karang Senang	2758	3076	3344	21.25	8.71
5.	Karya Kencana	1654	1845	2008	21.40	8.83
6.	Bhintuka	1719	1809	1967	14.43	8.73
7.	Jimbi	1103	1230	1336	21.12	8.62
8.	Utikini BAru	847	909	989	16.77	8.80
9.	Utikini II	799	856	932	16.65	8.88
10.	Utikini III	775	830	902	16.39	8.67
	Kuala Kencana Sub-District	15154	16575	18017	18.21	8.71

Source: Kualu Kencana Sub-District, 2020

Then, from the population density in Kuala Kencana Sub district, it reaches one of the most densely populated sub-district in Mimika Regency. Based on

the data analysis above, it can be concluded that the Proliferation of the Kuala Kencana sub-district fulfills the population aspect.

2) Area Basic Requirements

Table 6. Area Basic Requirements

No.	Indicator	Explanation	Information
Basic Requirements			
1.	Area		
	1. Total Area	A minimum of 12.5 km ² for the Papua and West Papua regions	Fulfill

The total area of Kuala Kencana Sub-district is 860,74 km². Narayo Village is the largest area, with 41.05% of the total Sub-district area. At the same time, the smallest area is in Utikini Baru Village, with a coverage of 1.56 %

Table 7. Area in Kuala Kencana Sub-District

No	Village/ Village administrative	Percentage
	(1)	(3)
1.	Kuala Kencana	41.05
2.	Pioka Kencana	-
3.	Mimika Gunung	-
4.	Karang Senang	3.46
5.	Karya Kencana	-
6.	Bhintuka	4.45
7.	Jimbi	-
8.	Utikini Baru	1.56
9.	Utikini II	-
10.	Utikini III	-
	Kuala Kencana	-

Source: Kualu Kencana Sub-District, 2020

Meanwhile, the average distance from the village administrative/village to the district capital is 23 km², (30.6 km²) and the nearest Karangasem Village (12.10 km²) with the furthest distance being Utiini III Village

Table 8. Distance to the Regent's Office

No	Village/ Village administrative	Distance to Regency Capital
	(1)	(2)
1.	Kuala Kencana	22.0
2.	Pioka Kencana	25
3.	Mimika Gunung	25
4.	Karang Senang	12.10
5.	Karya Kencana	15
6.	Bhintuka	22.10
7.	Jimbi	28
8.	Utikini Baru	22.8
9.	Utikini II	29.6
10.	Utikini III	30.6

Source: Kualu Kencana Sub-District, 2020

Based on the data analysis above, it can be concluded that the Proliferation of the Kuala Kencana Sub-district fulfills the area aspect.

3) Basic Requirements for Village/ Village administrative Coverage

Table 9. Basic Requirements for Village/ Village administrative Coverage

No.	Indicator	Explanation	Information
Basic Requirements			
1.	Minimum Number of Villages/Village Administrative		
	1. Number of Villages/ Village administrative	Minimum 10 Villages/ Village administrative	Not Fulfilled

Based on PP 17 of 2018 concerning the Sub-district, the basic requirement for Village administrative/village coverage is a minimum of ten Village administrative/Villages, consisting of ten main Village administrative/Villages and ten Village

administrative/villages Proliferation. While the conditions in Kuala Kencana Sub-District are only ten sub-districts/villages, there are less than ten village administrative/villages if you want Proliferation.

Table 10. Villages/ village administrative in Kuala Kencana Sub-District

No	Village/Village administrative	Government Status
	(1)	(2)
1.	Kuala Kencana	Village administrative
2.	Pioka Kencana	Village
3.	Mimika Gunung	Village
4.	Karang Senang	Village administrative
5.	Karya Kencana	Village
6.	Bhintuka	Village
7.	Jimbi	Village
8.	Utikini Baru	Village
9.	Utikini II	Village
10.	Utikini III	Village

Source: Kualu Kencana Sub-District, 2020

Table 11. Basic Requirements

No.	Indicator	Explanation	Information
Basic Requirements			
1.	Population		
	1. Total Population	Minimum 500 people or 100 households for the Papua and West Papua regions	Fulfill
2.	Area		
	1. Total area	A minimum of 12.5 km ² for the Papua and West Papua regions	Fulfill
	2. Effective area that can be utilized	Areas that can be utilized for cultivation areas outside protected areas	Fulfill
3.	Control Range		
	1. Average Village distance to the Sub-district government center (Sub-district capital)	The total distance from the village/Village Administrative to the subdistrict government center divided by the number of villages/Village Administrative	Fulfill
	2. Average travel time from the Village to the government center (Sub-district capital)	The total travel time from the village/Village Administrative to the subdistrict government center divided by the number of villages/Village Administrative	Fulfill
4.	Minimum Number of Villages/Village Administrative		
	1. Number of Villages	Minimum 10 Villages/Village Administratives	Not Fulfilled

Source: Results of Data Processing, 2022

From the basic requirements for the Proliferation of the Kuala Kencana Subdistrict, it can be concluded that the population and area aspects have been fulfilled. In contrast, the number of village administrative/village aspects has not been fulfilled.

Scenario Above Normal

Affirmative Policy from the Central Government

Support for regional Proliferation depends on the government's policies that favor the wider community. The dilemma regarding the requirements for sub-district Proliferation is caused by the implementation of regulations that tend to be centralized and various political stigmas regarding the division. In the Papua context, the people need the State because of the people's inability to access public services.⁷ It means that society is in a "weak" condition. That is, the condition of subordinate communities requires a touch of policies that represent the community's position as the main actors of development. While the State has "power."

With a variety of resources owned, the State or government can provide opportunities to improve the quality of human resources in the regions, especially the Papua Province, through a regional proliferation policy. Thus, the requirements for the formation of sub-districts and villages contained in the regulations must be adapted to the conditions of the community, not according to the wishes of the State. So that the principle of development should look at aspects of public service as a serious issue and be studied in depth, both by policy actors from the Papua Province and the central government so that the distribution of services and the main objectives of the government are shaped to materialize in the reality of the Papua region.

Geographical conditions and economic growth determine the community's condition, logically, when groups of people live in areas with very

difficult geographical conditions and very poor economic conditions. These community groups must become the Concern of the State by forming new government administrative areas in the form of Villages and Sub-district so that the provision of public services can help the community. Legislative and executive institutions must have the same view to producing wise regulations for weak people in isolated areas. The agreement will occur when the executive and legislative have the same interests. In this case, the interest that must be encouraged is to present the State to people who live in remote areas and need good and decent public services. But ironically, we are faced with the requirement to form Villages and Sub-district, which seem to place the community in a "strong" condition (PP 17/2018 concerning Sub-district and PP 43/2014 concerning villages). If this is the case, it will be difficult for groups of people who live in remote areas to live decent lives like urban communities who get easy access to public services from the State. So this research encourages the Central Government to provide affirmative policies by providing recommendations for the Proliferation of the Kuala Kencana Sub-district even though it has not met the basic requirements.

Under Normal Scenario

Do Village/ village administrative Proliferation in advance

The number of village/ village administrative in Kuala Kencana Subdistrict is still lacking at least ten village administrative/village, so the alternative strategy that is the final choice is to Proliferation the village administrative/village first and then follow the Proliferation of the subdistrict. However, the choice of this strategy requires a very long time, so it is not to the expectations of the people of Kuala Kencana.

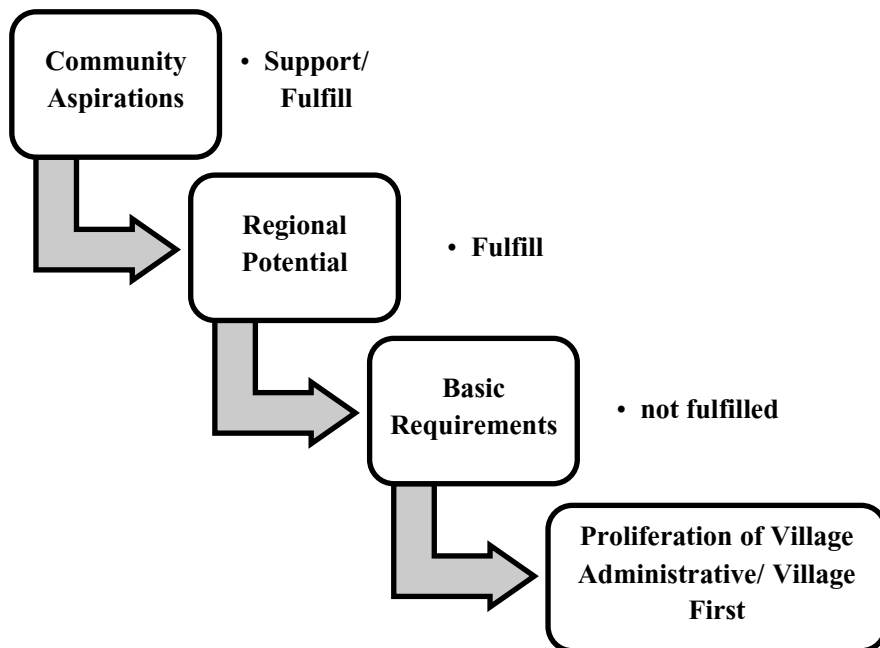


Diagram 3. Alternative Strategy

The scenario for arranging villages in the main sub-district is proposed to be ten villages, as shown in the following table

Table 12. Main Sub-District

Main Sub-district consists of the following:
1. Kuala Kencana
2. Pioka Kencana
3. Karang Senang
4. Karang Senag 1
5. Karya Kencana
6. Bhintuka
7. Jimbi
8. Utikini Baru
9. Utikini II
10. Utikini III

Source: Results of Data Processing, 2022

While the coverage area of the Proliferation sub-district, with the arrangement of villages, is shown in the following table

Table 13. The Proliferation Sub-District

The Proliferation Sub-district consists of the following:
1. Mimika Mountain Village
2. Proliferation Village
3. Proliferation Village
4. Proliferation Village
5. Proliferation Village
6. Proliferation Village
7. Proliferation Village
8. Proliferation Village
9. Proliferation Village
10. Proliferation Village

Source: Results of Data Processing, 2022

CONCLUSION AND SUGGESTION

Conclusion

Based on the description in the explanation of the previous chapters, several conclusions can be drawn as follows:

1. Community aspirations are carried out to determine the community's desire for the plan for structuring the Kuala Kencana Sub-district area, indicating a strong desire from the community to support the plan to form a new sub-district within the current Kuala Kencana sub-district area.
2. In the normal scenario, the sub-district division follows the regulatory requirements, namely PP 17 of 2018 concerning sub-districts. From the basic requirements for the Proliferation of the Kuala Kencana Subdistrict, it can be concluded that the population and area aspects have been fulfilled. In contrast, the number of village administrative/village aspects have not fulfilled it.
3. In the above normal scenario, sub-district Proliferation is carried out even though it has not fulfilled the basic requirements with the support of affirmative policies from the Central Government.

4. Under a normal scenario, Proliferation the village/village administrative before proliferating the sub-district. This strategy is less familiar among the community because it takes a very long time for the Sub-district to be divided, so it is not accommodating to the aspirations of the people who want it immediately.

Suggestion

While waiting for the Subdistrict proliferation policy to be realized, the following things can be done:

1. Considering that the sub-district is a regency/city regional apparatus and receives the delegation of part of its authority from the regent/mayor, the implementation of the Proliferation of the sub-district should be followed by the delegation of some of the authority from the regent/mayor to the sub-district head following its potential and the fundamental problems encountered, both in the Sub-district that will be formed/expanded as well as the main Sub-district;
2. Arranging the design of the sub-district organization according to the potential and characteristics of the sub-district (sub-district typology) as well as the pattern and nature of the sub-district authority delegated by the regent;

3. Arranging the performance budget and logistical needs of the Sub-district based on the

variable magnitude of the Camat's authority and the potential problems of each Sub-district.

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