Implementation of Regional Expansion Policy in Indonesian Territory: A Cost and Benefit Perspective

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Abstract

Cost and benefit analysis is carried out to assess whether the costs associated with financing a feasibility study outweigh the potential benefits. Cost refers to the financial resources used in conducting the study, while benefits cover possible risks of project failure, including opportunity costs, start-up costs, and capital costs. A comprehensive evaluation is carried out to determine whether the costs associated with funding the feasibility study outweigh the potential benefits. This research approach uses a qualitative approach, where the method focuses on research by describing the phenomena that occur. The type of research used is descriptive. Data collection with biometric mapping was carried out on the VOSViewer application, then, in the text format of the data, which was inputted and analyzed with VOSViewer, the results of research developments in the implementation of the smart city program obtained the conclusion. The results of the expansion of the regions revealed the gloomy situation of the government's performance and the development of the public in the 70 regions resulting from the expansion. In addition, the process of regional expansion is the strengthening of ethnic and religious identity politics and the rise of narrow regional insights. Regional expansion is the best solution for every problem that occurs in the region. The creation of justice and equity between the central and regional governments. The formation of new autonomous regions is expected to bring services closer to the community, the implementation of an effective and efficient government wheel and democratization at the regional level.

Keywords: Local Government; Regional Expansion; Cost and Benefit Analysis

Introduction

Expansion of regions in a philosophical order is intended to increase the welfare of society. Historically, The Founding Fathers have established Article 18 of the 1945 Constitution (hereinafter referred to as the 1945 Constitution) as the legal basis for local government in Indonesia. The establishment of a new autonomous region is one part of efforts to organize administrative areas which aim, among other things, to facilitate the provision of public services, shorten the span of control, provide space for local communities to develop their potential more optimally, and create service effectiveness.

With regard to the formation of autonomous regions, it is not enough to interpret the 1945 Constitution by only focusing on Article 18 of the 1945 Constitution, but must be systematic with Article 1 Paragraph (1) of the 1945 Constitution which stipulates that the State of Indonesia is a Unitary State in the form of a Republic, in which the territory of the Unitary State of the Republic of Indonesia will be divided into regions. The provisions contained in Article 18 of the 1945 Constitution which stipulates that the Unitary State of the Republic of Indonesia is divided into provinces, regencies and cities having their own government regulated ------

by law, and city is hierarchical-vertical. Based on the amended provisions of Article 18 of the 1945 Constitution, it is clear that the Unitary State of the Republic of Indonesia will be divided into provinces, districts and cities, as well as system changes. which was previously centralized then became decentralized, in which the government gave flexibility to the regions to carry out regional autonomy.

Article 18 Paragraph (5) stipulates that regional administration carry out the widest possible autonomy, except for government affairs which are determined by law as the affairs of the central government. The implementation of regional autonomy as clearly mandated in the 1945 Constitution, is aimed at managing the regional government system within the framework of the Unitary State of the Republic of Indonesia. Implementation is carried out by giving flexibility to the regions to carry out government authority at the regional level.

The autonomy given to the regency and city regions is carried out by giving broad, real, and accountable authorities to the regional governments in a proportional manner. This means that the delegation of responsibilities will be followed by distribution arrangements, equitable utilization of national resources, as well as central financial balance.

Article 4 paragraph (3) of Law Number 32 of 2004 (hereinafter referred to as Law No. 32 of 2004) stipulates that the formation of an autonomous region may be in the form of a merger of several regions or parts of a region that are side by side/division of one area into two or more regions. Article 1 point 7 Government Regulation Number 78 of 2007 Concerning Procedures for Formation, Abolition and Merger of Regions (hereinafter referred to as PP No. 78 of 2007) stipulates that regional formation is the granting of status to certain areas as provincial areas or regency/city areas.

Article 32 Paragraph (1) of Law Number 23 of 2014 (hereinafter referred to as Law No. 23 of 2014) stipulates that regional formation is in the form of regional expansion and regional mergers. relating to regional expansion, Article 33 Paragraph (1) of Law no. 23 of 2014 stipulates that regional expansion is the splitting of a province or regency/city area into two or more new regions or a merger of regional parts from adjoining regions in one provincial area into one new region. In connection with regional expansion, philosophically, there are two objectives of regional expansion. interests, namely the public service approach to the community, and to increase the welfare of the local community, as well as shorten the span of government control.

Indonesia also changed its style of government, from centralized to decentralized. These two trends coincided with globalization driving global capital flows which directly increased pressure on Indonesia's environment. This paper evaluates the decentralization of environmental management programs in Indonesia and focuses on the implications of these changes (Setiawan & Hadi, 2007).

Previously, the procedures for forming, deleting and merging regions were regulated in PP No. 129 of 2000 replaced by PP No. 78 of 2007. In its development, many areas resulting from division have not been or have not been felt by the community, and even have the potential to cause new problems, so that this raises the question of how are the areas that have been divided but have not achieved the objectives of the expansion of the area itself? Based on the explanation above, then the author is interested in conducting an in-depth study of the procedures for the expansion of autonomous regions within the territory of the Unitary State of the Republic of Indonesia based on Law Number 23 of 2004 concerning Regional Government. As well as regulatory solutions for autonomous regions that have just been expanded but are declared to have failed in implementing regional autonomy based on Law Number 23 of 2014 concerning Regional Government (Bauw, 2018).

Indonesia also changed its style of government, from centralized to decentralized. These two trends coincided with globalization driving global capital flows which directly increased pressure on Indonesia's environment. This paper evaluates the decentralization of environmental management programs in Indonesia and focuses on the implications of these changes (Setiawan & Hadi, 2007).

Regional expansion refers to the division of provinces, regions, districts and urban areas into several regions. Indonesia recently created new administrative regions at the provincial, city and district levels. This is made possible by Law no. 23 of 2014 concerning Regional Government, as the 1945 Constitution does not specifically regulate the formation or division of regions. However, Article 18B paragraph (1) recognizes special regional government units which are regulated by law.

The purpose of regional expansion is to improve people's welfare through improving services, democracy, economy, management of regional potential, security, and central and regional relations. The purpose of this division is to increase sustainable resources, encourage harmony and development between sectors, and strengthen national integration. Achieving this goal requires improving the quality of resources in all fields, especially human resources, to improve organizational performance and provide better service to the community while supporting regional development.

The main purpose of creating or expanding a territory is to improve the welfare of society as a whole, including aspects such as culture, politics, and the economy. Although the creation of new autonomous regions may result in higher government spending, Article 2 of Law no. 129 of 2000 aims to improve people's welfare by taking steps such as forming, expanding, abolishing, or merging regions (Hukum, 2018).

Methods

This research approach uses a qualitative approach, where the method focuses on research by describing the phenomena that occur. The type of research used is descriptive. Data collection with biometric mapping was carried out on the VOSViewer application, then, in the text format of the data, which was inputted and analyzed with VOSViewer, the results of research developments in the implementation of smart city programs obtained conclusions (Jumanah et al., 2023).

Results and Discussion

As for the results of this study, as presented by Tryatmoko (2016) Indonesia's plan to expand the area has caused problems for the government both at the national and regional levels. The budget for the regions is getting bigger and more difficult for the central government to control. Corruption and other problems also arise. At the local level, there are problems with politics, law and management. Expansion has led to more power for certain groups, weakened institutions, and made it harder for democracy to work. Some local governments struggle to manage.

Research on regional expansion policies was carried out in 2019. The research results presented by Aminah et al. (2019) found that when new regions are created in Indonesia, it is often not done with the aim of helping the community. Even though the government has been doing this for almost 20 years, it hasn't exactly made things any better for the people who live there. This study also found that not all decisions to create new areas are good decisions.

Almost all of the newly created areas did not have very good living conditions. The study recommends that everyone involved in making decisions should think about what is best for the people who live there, not just what they want. The study also says they should use a different way of measuring how well things are going, so they can get a better idea of how to make things better.

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Bibliometric Mapping

Based on the bibliometric mapping that the author did in the VOSViewer application, the results obtained were 644 documents divided into 6 clusters. Based on the data text format, which is inputted and analyzed with VOSViewer, the development of research results in the field of smart city program implementation obtained the following results:

Visualization of Co-word Map Network

The results of the co-word map network visualization of research development in the field of cost and benefit analysis of the implementation of regional expansion in Indonesia are divided into 4 clusters as shown in Figure 1 below:



Figure 1 Co-word Map Network Visualization

Source: Data Processed by VosViwer, 2023

According to Tupan, (2019) states the cluster density view, is an item (label) that is marked the same as the item that is visible. Each item point has a color that depends on the density of the item at that time. It identifies that the color of a point on the map depends on the number of items associated with other items. This section is very useful for obtaining an overview of the general structure of a bibliometric map by paying attention to the items considered important for analysis. Through this worksheet, we can interpret the most used keywords in a publication (Jumanah et al., 2023).

Figure 2

Overlay Visualization



Source: Data Processed by VosViwer, 2023

Overlay Visualization

Figure 2 shows an Overlay visualization that maps the author's historical footprint in research in the field of information architecture, this mapping is characterized by the presence of nodes that have varied colors and edges that connect one researcher with other researchers. Dark colors at nodes indicate research that was carried out in the past for a predetermined period of time (Zakiyyah et al., 2022).

Figure 3



Co-word Map Density Visualitation

Source: Data Processed by VosViwer, 2023

Co-word Map Density Visualization

Figure 3 above shows the density map which is the result of an analysis using all research development articles on the cost and benefit analysis of implementing regional expansion policies in Indonesia in supporting regional expansion in Indonesia. In the figure there will be 6 clusters if sorted by keywords.

Cost and Benefit of Region Expansion

A thorough cost and benefit analysis is conducted to assess whether the costs associated with financing the feasibility study outweigh the potential benefits. Cost refers to the financial resources used in conducting the study, while benefits cover possible risks of project failure, including opportunity costs, start-up costs, and capital costs. A comprehensive evaluation is carried out to determine whether the costs associated with funding the feasibility study outweigh the potential benefits. Costs require the monetary assets used in carrying out the study, while benefits include the possible dangers of project failure, such as lost opportunities, start-up costs, and capital outlay. This careful assessment will provide valuable insights to make an informed decision. By carrying out a careful cost and benefit analysis, one can effectively determine whether the costs involved in financing a feasibility study outweigh the potential benefits. These expenses or costs are the financial investments made to carry out the feasibility study, while the potential gains include the possibility of project failure and the associated opportunity costs, start-up costs, and capital costs (Handavani, 2010).

As for several regions that have succeeded in carrying out regional expansion, one of them is Siak Regency, Riau Province as the results of the study which affect the success of division from the economic aspect are determined by high economic growth (higher than the main district), high per capita GRDP growth (higher than the main district). parent), the growth of the district's per capita GRDP contribution to the province's GRDP is high and the poverty

rate is low in the new autonomous regions. Some of the factors that determine the success of the expansion of an area are: The poverty rate of an area is a factor that is quite influential on the success of the expansion of an area. Even though the per capita GRDP of an area is quite high, if the poverty rate is also high, then the area is not considered successful. For example, Pelalawan Regency has a relatively high GRDP per capita, higher than its parent Regency, and also higher than Siak Regency as an area that is categorized as successful, however, the poverty rate for Pelalawan Regency is also high, so this affects the value of the economic performance index of Pelalawan Regency has a high GRDP, this has not made Pelalawan Regency a successful new autonomous region, especially in terms of the regional economic aspect (Saputri, 2016).

Some notes that must be known that regional expansion has a general impact as follows. First, the impact of cultural expansion; bring positive implications in the form of social, political and cultural recognition of the local community. However, this can also trigger conflict which in turn creates horizontal and vertical problems in society. Disputes between the parent regional government and the newly created regional government regarding the transfer of assets and territorial boundaries. Public service; capable of shortening the geographical distance between residential areas and service centers, as well as narrowing the span of control between local governments and government units under them. Besides that, it is possible to present new types of services, such as electricity, telephone services, and other urban facilities, especially in the capital area of the expansion area. However, expansion also has negative implications for public services. This is due to the need for spending on apparatus and other government infrastructure which has increased in significant amounts in line with the formation of the DPRD and the bureaucracy in the areas resulting from the division.

Second, economic development; there are great opportunities for accelerating economic development in new areas. It is not only government infrastructure that has been built, but also physical infrastructure and economic development policy infrastructure issued by the new autonomous regional government. However, acceleration also allows development to be carried out with a large budget spent to finance personnel expenditures and regional government operational expenditures. From a theoretical standpoint, this expenditure can be minimized through economic development policies that cover all regions, so that accelerated economic development is still possible at a low price. The Three Impacts on Defense, Security and National Integration; the expansion of a new autonomous region, for some rural communities and communities in border areas is an important national political issue. For these people, they have never seen and felt the presence of 'Indonesia', both in the form of government symbols, politicians, bureaucracy and even government offices. The division of autonomous regions, therefore, can improve the national political memory in the regions by increasing support for the national government and presenting the government at a lower level. However, the political costs of presenting this new autonomous regional government can often be very expensive, if the political management during and after division cannot be carried out properly (A'yunin & Saputra, 2017).

Policy formation by the government must also be based on the positive impact that will be felt by both the community and the government itself, including policies regarding regional expansion. Following are some of the positive impacts of regional expansion (Kartasasmita. 2007). First, regional division or what is also known as autonomy can help the central government control over the situation of a region, because through regional expansion means the expansion and delegation of government power from the central government to regional

governments. Therefore, the central government does not need to bother checking the condition of the regions one by one. Second, the delegation of power from the central government to regional governments through regional expansion has an impact on the development of these new regions. Where local governments can build their own regions better based on the existing potential that has been submitted by the central government. This condition can help the government's efforts in equitable development. Third, the existence of regional division will have an impact on improving government services to become easier to reach, and the development of districts and villages can also shorten the reach of government services to the community. Fourth, increasing the development. Fifth, regional expansion also has an impact on decreasing rates of unemployment, poverty and malnutrition because services and government control and focus increase on new autonomous regions, so that it also has an impact on improving the quality of human resources in the regions and reducing all forms of social inequality in society. Sixth, increasing economic growth in the regions, and increasing demand for goods and services as an effort to meet the needs of the local community.

Meanwhile, on the other hand, the losses arising from the division of regions, namely as conveyed by Tului (2019) In the Expansion of the Regency Area on Community Welfare in Datah Bilang Baru Village, Long Hubung District, Mahakam Ulu Regency are as follows. First, regional expansion can trigger the desire to break away, so that it can threaten the integrity and security stability of the region and the region as a whole as a country. Second, regional expansion will have an impact on the state of the central government which is neglected, because regional governments will be busy competing in efforts to advance and develop the potential of their respective regions. Third, the existence of regional expansion can also trigger the emergence of forms of social conflict and various examples of social problems in society that are getting higher, due to differences in ethnicity, culture, and regional origin. Which each also has the possibility to try to dominate one another. Fourth, triggering competition for political elites in the regions to increase and even have the possibility to run unhealthy, as well as increase opportunities for corruption, collusion and nepotism. Fifth, regional expansion also has an impact on the more dominant interests of the new local government, such as efforts to harmonize with other regional governments rather than prioritizing the interests of the welfare of the local community.

Region Expansion

One of the divisions that occurred was in West Java Province. In the province of West Java there are 3 regencies that have split their regions, while this data can be seen in the following figure:

Figure 4



Expansion of Three Regions in West Java

The West Java Parliament said that the West Java Provincial Government has pocketed three regions to be divided. In the future, these three regions will be proposed to become New Autonomous Regions (DOB). That the three regions will then be proposed to the central government. The areas that will become new autonomous regions include: North Sukabumi Regency, West Bogor Regency, South Garut Regency. The West Java Parliament will give approval and be proposed to the central government. Regional expansion or the formation of a new autonomous region (DOB) is a positive thing for equal distribution of services and development in West Java. In West Java, it is hoped that the central government's assistance to West Java will be higher because of the large number of districts/cities. In addition, people who currently have difficulty reaching the center of government will have easier access if there is regional division because the center of government will be closer. In West Java, the Sukabumi district consists of 47 sub-districts where it can take hours between the center of government and the far end (Agussalim, 2020). As for the 3 regencies that have been successful in regional expansion, one of them is North Sukabumi Regency which consists of 47 sub-districts.

The Effects of Region Expansion

Some notes that must be known that regional expansion has an impact. First, the impact of cultural expansion which can have positive implications in the form of social, political and cultural recognition of the local community. However, this can also trigger conflict which in turn creates horizontal and vertical problems in society. Disputes between the parent regional government and the newly created regional government regarding the transfer of assets and territorial boundaries. Second, public services that are able to shorten the geographical distance between residential areas and service centers also narrow the span of control between local governments and the government units below them. Besides that, it is possible to present new types of services, such as electricity, telephone services, and other urban facilities, especially in the capital area of the expansion area.

However, expansion also has negative implications for public services, especially on a national scale, related to the reduced budget allocation for public services. This is due to the need for spending on apparatus and other government infrastructure which has increased in

Source: PRFM News (2023)

significant amounts in line with the formation of the DPRD and the bureaucracy in the areas resulting from the division. Third, economic development, where there are great opportunities for accelerating economic development in new areas. It is not only government infrastructure that has been built, but also physical infrastructure and economic development policy infrastructure issued by the new autonomous regional government. However, acceleration also allows development to be carried out with a large budget spent to finance personnel expenditures and regional government operational expenditures. From a theoretical point of view, this expenditure can be minimized through economic development policies that cover all regions, so that accelerated economic development is still possible at a low price. Fourth, the impact on Defense, Security and National Integration.

The expansion of a new autonomous region, for some rural communities and communities in border areas, is an important national political issue. For these people, they have never seen and felt the presence of 'Indonesia', both in the form of government symbols, politicians, bureaucracy and even government offices. The division of autonomous regions, therefore, can improve the national political memory in the regions by increasing support for the national government and presenting the government at a lower level. However, the political costs of presenting this new autonomous regional government can often be very expensive, if the political management during and after division cannot be carried out properly (A'yunin & Saputra, 2017).

The Urgency of Region Expansion

The division of regions since 1999 can be said to be the political well-being of the national government as mandated in the regional government law which strengthens the new phase of regional autonomy after the centralized New Order power. It's not just a rule of law, constitutionally this step is very legal to take in relation to the wording of Article 18 of the 1945 Constitution which basically concerns the division of provinces, districts and cities. Each of them has its own government (regional autonomy). The main reason for realizing the expansion of regions as has been heralded is to provide better public services and to be closer to the lowest government administration units. Local elites with an interest in expansion, for their own reasons then exposed, not infrequently even explored, all the complaints of public services and regional development, which essentially revealed the ineffectiveness of a certain area being served by the existing government unit.

Based on the complaints or reasons, it is argued that there is a need for regional expansion. The reasons for bringing public services closer, more affordable and it is assumed that they will automatically be more effective and efficient are the proper goals of regional expansion. So far, in general, regional expansion is measured by the functioning of the regional government as a result of expansion, especially regarding services to the community. The people in the regions resulting from the expansion will only be aware of the pre-conditions in the parent regions and the post-expansion conditions in the new autonomous regions. Unfortunately, the evaluation of the results of the division revealed the gloomy situation of the government's performance and development towards the public in the 70 areas resulting from the division. In addition, the process of regional expansion is the strengthening of ethnic and religious identity politics and the rise of narrow regional insights. Most people hope that regional expansion will be the best solution to any problems that occur in the area. The creation of justice and equity between the central and regional governments. The formation of new autonomous regions (expansion of regions) is expected to bring services closer to the community, the implementation of effective and efficient wheels of government and democratization at the regional level (Suaib, 2020).

Conclusion

Pembentukan daerah otonom baru salah satu bagian dari upaya penataan wilayah administratif yang bertujuan antara lain memudahkan pemberian pelayanan publik memperpendek rentang kendali, memberi ruangbagi masyarakat setempat untuk mengembangkan potensi secara lebih optimal, menciptakan efektivitas pelayanan. Hasil pemekaran daerah membeberkan situasi yang muram dari kinerja pemerintahan dan pembagunan terhadap publik di 70 daerah hasil pemekaran. Di samping itu, proses pemekaran daerah adalah menguatnya politik identitas etnik dan religi serta maraknya wawasan kedaerahan sempit. Pemekaran daerah menjadi solusi terbaik atas setiap persoalan yang terjadi didaerah. Terciptanya keadilan dan pemerataan antara pemerintah pusat dan daerah. Pembentukkan daerah otonom baru (pemekaran daerah) diharapkan bisa mendekatkan pelayanan bagi masyarakat, terselenggaranya roda pemerintahan yang efektif dan efisien serta demokratisasi ditingkat daerah.

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