

## Implementation of the Village/Kelurahan Merger Process in Areas Affected By Lapindo Lumpur

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### ABSTRACT

The Sidoarjo Hot Mud Disaster which inundated several villages in the Porong, Jabon and Tanggulangin Districts caused various problems including social, political, economic problems as well as the paralysis of government services including services in the fields of education, health and regional administration carried out by the Village/District Governments affected by the mud. The areas affected by the mudflow are in accordance with the Map of Areas Affected by Mud Disasters in the attachment to Presidential Regulation No. 21 of 2017 concerning the Sidoarjo Mud Management Agency covering 2 villages in Jabon District, namely Besuki Village and Pejarakan Village, 1 Village, namely Renokenongo Village and 3 Villages, namely Mindi Village, Jatirejo Village and Siring Village in Porong District, 2 Villages in Tanggulangin District, namely Ketapang Village and Kedungbendo Village. In this research, a qualitative descriptive approach was used using interview, observation and documentation data collection techniques. This research uses program implementation theory by David C. Korten to determine the implementation of the Village/Subdistrict merger program in affected areas through 3 program implementation indicators, namely, Program, Implementing Organization and Group Targets. The results of the research state that the Sidoarjo Regency Government has implemented programs as an implementation of Regent Regulation Numbers 1 and 4 concerning the Merger of Subdistricts and Villages in Sidoarjo Mudflow Affected Areas. In interviews and observations conducted by the author, obstacles were also found in the implementation of the program, namely, the regulations regarding the merger of villages and sub-districts affected by mud still do not fully accommodate the problems that occur when merging villages and sub-districts affected by mud in Sidoarjo Regency.

**Keywords:** Public Policy, Policy Implementation, Merger of Regions, Villages

### INTRODUCTION

The Sidoarjo Hot Mud Disaster which inundated several villages in the Porong, Jabon and Tanggulangin Districts caused various problems including social, political, economic problems as well as the paralysis of government services including services in the fields of education, health and regional administration carried out by the Village/District Governments affected by the mud. (Rojiba & Wisnu, 2016). The areas affected by the mudflow are in accordance with the Map of Areas Affected by Mud Disasters in the attachment to Presidential Regulation No. 21 of 2017 concerning the Sidoarjo Mud Management Agency covering 2 villages in Jabon District, namely Besuki Village and Pejarakan Village, 1 Village, namely Renokenongo Village and 3 Villages, namely Mindi Village, Jatirejo Village and Siring Village in Porong District, 2 Villages in Tanggulangin District, namely Ketapang Village and Kedungbendo Village (Shofwan & Agustina, 2023).

Based on a study regarding the elimination and merger of Village/Subdistrict areas affected by the Sidoarjo Hot Mud, there are three important findings regarding community needs that must be immediately responded to, namely; first, the issue of merging and abolishing villages/sub-districts. The aspirations of the population have different views depending on the factual position of the existing government system (Arhas et al., 2022; Fajri et al., 2024; Juharni et al., 2023; Niswaty et al., 2020). In Tanggulangin District, for example, the majority of residents still want their village/sub-district to be preserved even though a small part of the area is sinking. However, for residents of villages/sub-districts in other sub-districts that have drowned, most of the population has moved so that the normal village/sub-district government system no longer applies (Elika et al., 2017). Second is the population problem. For residents who move, they feel that it is no longer effective to take care of all administrative matters over long distances. Meanwhile, changing residency status is still difficult because technical

issues such as compensation for some land and TKD/Assets are still unclear so they feel they will experience losses if one day there is a sale of these assets, the last being Village Funds and Subdistrict Funds which cannot be allocated and absorbed. properly because the village/kelurahan has lost its territory and objects.

The response to these three things calls for them to be regulated through a regional regulation so that it does not drag on. According to the provisions outlined in article 8 of Regulation Number 1 of 2017 Concerning Village Arrangement Regarding Village Formation by the Central Government, it is stated that the Central Government can initiate the formation of villages in special and strategic areas for the national interest, without paying attention to the requirements for Village formation. The formation of a Village by the Central Government as intended may take the form of expanding from 1 (one) village into 2 (two) or more Villages or merging village parts of adjacent villages or merging several Villages into 1 (one) new village.

Based on the conditions and several problems mentioned, and based on the Minutes of the Meeting of the Ministry of Home Affairs on 3 June 2020 with the Integrated Team for Handling the Merger of the Sidoarjo Mudflow Area, it was decided that the Village Merger in the Sidoarjo Mudflow Affected Area was initiated by the Central Government because it was in the area affected by the Sidoarjo Mudflow. there is a national strategic interest in regional development, and the Ministry of Home Affairs is the initiator. Furthermore, after the initial decision from the Central Government, this is a legal step and remembering that the Regional Government, in this case the Sidoarjo Regency Government, must immediately make a Regional Regulation regarding Village Mergers in affected Village areas, taking into account the provisions of Minister of Home Affairs Regulation Number 1 of 2017 Concerning Village Management. Meanwhile, for the problem of merging sub-districts based on existing conditions, as stated in article 19 of Government Regulation Number 17 of 2017 Concerning Subdistricts, after there is a joint agreement between the Regional Head and the DPRD regarding the merging of Sub-districts, a legal effort is needed, bearing in mind the Regional Regulation concerning the merging of Subdistrict Areas which affected by the Sidoarjo mudflow.

The issuance of the Village/Kelurahan merger process has been carried out systematically step by step by the Regional Government of Sidoarjo Regency which is guided by the Regulation of the Minister of Home Affairs Number 1 of 2017 concerning Village Arrangement and the Discretion Letter of the Minister of Home Affairs Number 100.3.1.1/8185/SJ which aims to expedite administering government, filling legal gaps, providing legal certainty, overcoming government stagnation in certain circumstances for the benefit and public interest (Wahid et al., 2023). The Sidoarjo Regency Government's follow-up in overcoming the problems described above is made in the Action Plan for handling the merger of villages/sub-districts affected by the Lapindo mudflow in Sidoarjo (Mey Intakhiya et al., 2021). From the description of the data on the problems of merging and eliminating villages/subdistricts affected by the Lapindo Sidoarjo mudflow, the author is interested in researching how the policy for merging villages/subdistricts affected by mudflow in Sidoarjo Regency is implemented in the Sidoarjo Regency Regional Regulations concerning Mergers of Villages/Subdistricts in the Sidoarjo Mudflow Affected Areas. is an inhibiting factor in implementing the village/subdistrict merger policy in areas affected by the Lapindo mudflow in Sidoarjo Regency.

## METHOD

In this research, researchers used a descriptive qualitative approach as the main method in describing and analyzing the implementation of the village/subdistrict merger process in the Lapindo mudflow affected area in Sidoarjo Regency. This research was carried out at the Government Section of the Sidoarjo Regency Regional Secretariat as the coordinator in the process of merging the villages/subdistricts affected by the Sidoarjo Lapindo Mudflow. The focus of the research is analyzing how the policy of merging villages/subdistricts affected by the Lapindo mudflow in Sidoarjo Regency is implemented in the Sidoarjo Regency Regional Regulations concerning Mergers of Villages/Subdistricts in the Regions Affected by the Sidoarjo Mudflow and analyzing what the inhibiting factors are in the implementation process. Data collection techniques use interview, observation and documentation techniques. In order to deepen information regarding the implementation of the merger of villages/subdistricts affected by the Lapindo mudflow in Sidoarjo Regency, researchers conducted interviews with interview informants namely the Regional Secretary of

Sidoarjo Regency, Assistant for Government and People's Welfare of the Regional Secretary of Sidoarjo Regency, Head of the Population and Civil Registration Service of Sidoarjo Regency, Head of the Government Department Sidoarjo Regency Regional Secretariat, Porong Subdistrict Head, Tanggulangin Subdistrict Head, Jabon Subdistrict Head, Young Expert Policy Analyst, Regional Development Sub-Coordinator, Government Section, Sidoarjo Regency Regional Secretariat. In order to strengthen the information from the informants, researchers also carried out a snowball sampling technique by conducting interviews with affected communities (Fadli, 2021). Data collected from the observation, interview and documentation process was tested for data validity using data triangulation techniques. Researchers used data analysis techniques based on the views of Milles, Huberman, & Saldaña (Suprianto, 2024).

## RESULT AND DISCUSSION

### Implementation of Village/Subdistrict Mergers in the Lapindo Mud Affected Area in Sidoarjo Regency

To review further the phenomena that occur in the field, the author uses the program implementation suitability model proposed by David. C. Korten (1988:11) namely that a program will be successfully implemented if there is conformity of the three elements of Program Implementation (Raviansyah dkk, 2022). First, compatibility between the program and its users, namely the compatibility between what the program offers and what the target group (beneficiaries) need. This can be seen from the program carried out by the Sidoarjo Regency Government in structuring the area after the merger of the villages/subdistricts affected by the Sidoarjo mudflow for residents in the affected areas. Second, compatibility between the program and the implementing organization, namely the compatibility between the tasks required by the program and the capabilities of the implementing organization. This can be seen through the Regional Civil Service Organization which was assigned by the Sidoarjo Regency Government to carry out the Village/Subdistrict merger program in the affected areas in accordance with the main tasks and functions of each OPD. Third, compatibility between the user group and the implementing organization, namely the compatibility between the conditions decided by the organization to be able to obtain program output and what the program target group can do. This can be seen through program data collected by each OPD through beneficiaries to support the creation of good regional planning in areas affected by the Sidoarjo mudflow.

#### 1. Programs

An element of program implementation is that the program must be designed taking into account the needs and context of the target community (Igrisa, 2022). This can be done by conducting in-depth research and analysis, as well as by involving the community in the program design process. Programs must have clear, measurable and achievable goals, as well as effective strategies to achieve them. The compatibility between program and utilization can be seen from the steps taken by the Sidoarjo Regency Government in implementing the process of merging villages/sub-districts affected by mud, including:

##### A. Verify Regional Boundaries

As stated in Article 20 Paragraph (1) of the Minister of Home Affairs Regulation Number 1 of 2017 concerning Village Arrangement, "verification of requirements (Village Establishment) takes the form of Administrative Verification and Technical Verification", then technical verification in the field is carried out as a condition for carrying out the final process of Village boundary verification. and Subdistricts from the Geospatial Information Agency. The sub-districts that are the object of the sub-district merger as stated in the draft regional regulation on the Merger of Sub-Districts Affected by the Sidoarjo Mudflow are: Kelurahan Mindi Kec Porong; Jatirejo Village, Porong District; Siring Village, Porong District ; Porong Village, Porong District; Gedang Village, Porong District Apart from the proposal for merging sub-districts as mentioned above, Sidoarjo Regency also submitted a proposal for merging villages in areas affected by the Sidoarjo mudflow which has received approval from the Minister of Home Affairs through the Letter of the Minister of Home Affairs 100.3.1.1/8185/SJ dated 15 November 2022 regarding Response, which conveys the mandate that The Sidoarjo Regency Government will immediately prepare a Draft Regional

Regulation Concerning Village Mergers and improve government administration facilities in the Villages that become Parent Villages as a result of Village Mergers and submit a report to the Minister of Home Affairs through the Director General of Regional Administration Development and the Director General of Village Government Development.

That the village area codes that were merged into the main villages, namely Besuki Village, Pejarakan Village, Renokenongo Village, Kedungbendo Village, have been deleted, so that the consequence is that these villages do not receive village funds from the central government. Thus, the process of merging villages affected by the Sidoarjo mudflow must be hastened. The 8 (eight) villages that are the objects of the merger of villages affected by the Sidoarjo mudflow are: Desa Renokenongo kec Porong; Glagaharum village, Porong district; Ketapang village, Tanggulangin sub-district; Kedungbendo village, Tanggulangin sub-district; Besuki village, Jabon district; Kedungcangkring village, Jabon district; Dukusari village, Jabon district; ejarakan Village, Jabon district

**Table 1. Geospatial Information Agency Technical Verification Results Regarding Village/Subdistrict Boundaries in Sidoarjo Mudflow Affected Areas**

No	Stages	Period	Inspection Report Number	Information
1	Completeness of data and documents	13/12/2022 – 16/12/2022	16.10/PBW/IGD.04.05/12/2022	Complete
2	Working Map and Selection of Base Map	13/12/2022 – 16/12/2022	16.11/PBW/IGD.04.05/12/2022	Appropriate
3	Typology and Attributes of Spatial Data	13/12/2022 – 16/12/2022	16.15/PBW/IGD.04.05/12/2022	Appropriate
4	Village Boundary Map	13/12/2022 – 16/12/2022	16.16/PBW/IGD.04.05/12/2022	Appropriate

Source: District Secretariat Government Section. Sidoarjo 2024

Data and documents for confirming village/subdistrict boundaries in areas affected by mud in Sidoarjo Regency have been verified/examined by the Regional Boundary Mapping Center of the Geospatial Information Agency and are declared to have met the technical specifications of Minister of Home Affairs Regulation Number 45 of 2016 concerning Guidelines and Determination of Village Boundary Confirmation. The condition for implementing the Regional Regulation on Village/Subdistrict Mergers is that there is confirmation of Village/Subdistrict boundaries which have been technically verified by the Geospatial Information Agency.

There are several obstacles in verifying the confirmation of the boundaries of Villages/Subdistricts affected by mud, namely, where the collection of initial coordinate points for Villages and Subdistricts affected by mud carried out by each Village/Subdistrict apparatus is carried out by employees who are not yet skilled in taking coordinate points, and this is compounded by the lack of Existing facilities in villages and sub-districts affected by mud are an obstacle in verifying regional boundaries. However, this was anticipated by the Sidoarjo Regency Government through assistance with regional boundary work carried out by the District Apparatus for villages and sub-districts affected by the mud. It can be concluded that the Sidoarjo Regency Government has facilitated the areas affected by the Sidoarjo mudflow through verifying village/district boundaries in the areas affected by the mudflow. A total of 4 villages and 2 sub-districts resulting from the merger of villages/sub-districts were affected by the mud.

#### B. Socialization of Regional Planning in Villages/Subdistricts is visible

The Sidoarjo Regency Government, in its handling of problems after the merger of villages/subdistricts affected by the Sidoarjo mudflow, focuses on effectiveness and excellent service to the community in the areas affected by the mudflow. Socialization of regional planning was carried out in each village and sub-district affected by the mud by presenting Technical OPD consisting of the Sidoarjo Regency Community and Village Empowerment Service, the Sidoarjo Regency Population and Civil Registration Service, the Government Section of the Sidoarjo Regency Regional Secretariat, and 3 (three) sub- districts and The affected areas are Jabon District, Porong District and Tanggulangin District and also present the Sidoarjo Regency DPRD



**Figure 1. Socialization of Village/Subdistrict Arrangements in Mud Affected**  
Source: Documentation of Districts in Affected Areas in 2023

The documentation shown in the picture above shows that the Sidoarjo Regency Government is opening up to capture community aspirations through a socialization approach. It is hoped that the Village/Subdistrict merger policy will not create obstacles for the Sidoarjo Regency Government from serving the community in the affected areas. This socialization is an activity for structuring the Village/Subdistrict which is combined with the main Village/Subdistrict. The output or results after the socialization of regional planning activities is the existence of an agreement between the affected Village/Subdistrict and the Main Village/Subdistrict.

Below, the author presents data from observations in each sub-district in the mud-affected areas related to the regional arrangement resulting from the merger of villages/sub-districts affected by the mud.

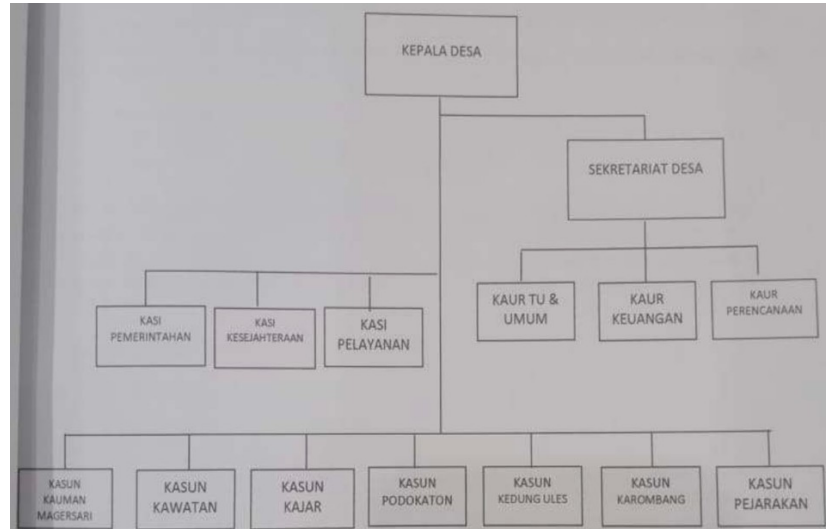
In Ketapang Village, through the Village Deliberation Meeting held on Saturday, April 8 2023, discussions were held regarding the merger of the Ex Villages. Kedungbendo to Ketapang Village regarding the arrangement of work procedure organization units for Ketapang Village Apparatus as stated in (Ketapang Village Regulation Number 1 of 2023 Concerning Work Procedure Organization Units, 2023).



**Figure 2. Organizational structure of the Ketapang Village Government**  
Source: Ketapang Village, Tanggulangin District, 2023

Based on the work procedure organization units data in Figure 2 there are additional officers in Ketapang village, namely Dyana Puspitasari as Head of TU and General, who previously served as Village Secretary of Kedungbendo. Then there was also the addition of Kedungbendo Hamlet which was led by the Regional Chief Executive/Head of Kedungbendo Hamlet

The regional arrangement in Kedungcangkri Village has been promulgated through Kedungcangkri Village Regulation Number 02 of 2023 Concerning Work Procedure Organization Units for Kedungcangkri Village Government 2023. The SOTK arrangement in Kedungcangkri Village was carried out by adding 1 hamlet resulting from the merger with Pejarakan Village, which was named Pejarakan Hamlet. The resultsof the SOTK arrangement as intended can be seen in the Figure 3:

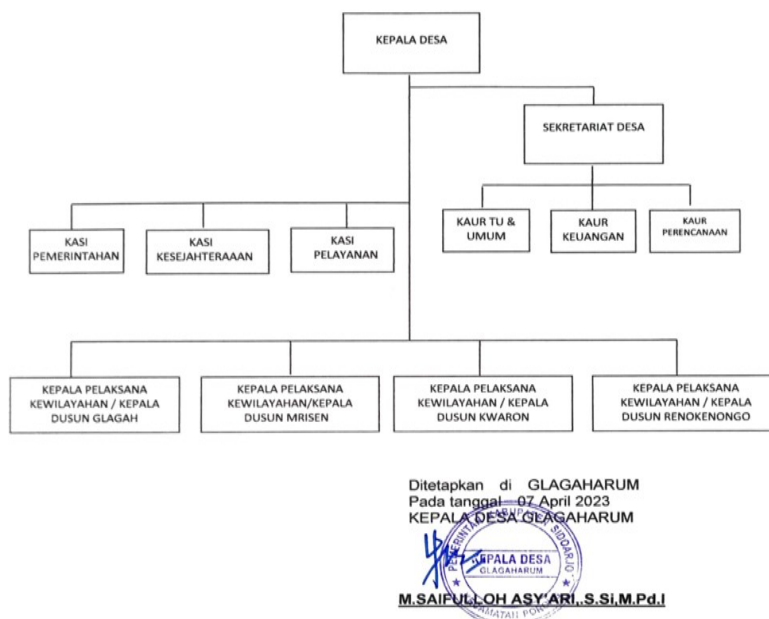


**Figure 3. Organizational structure of Kedungcangkri Village**

Source: Government Section 2023

The regional arrangement of Dukuhsari Village includes areas where there is no SOTK or regional arrangement, only internal transfers are carried out because there are vacancies in the Dukuhsari Village government. The mutation carried out was the transfer of the Head of Dukuhsari 1 Hamlet to Head of the Service Section and the Besuki Village apparatus replaced him as Head of Dukuhsari 1 Hamlet.

In Glagaharum Village, the regional arrangement is contained in Glagaharum Village Regulation Number 03 of 2023 concerning Organizational Structure and Work Procedures (SOTK) of Glagaharum Village Government, Porong District, Sidoarjo Regency, where there is an arrangement in the form of the addition of Renokenongo Hamlet, led by the Head of Renokenongo Hamlet and covering 1 RW. As in the Figure 4:



**Figure 4. Glagaharum Village Organizational Structure**

Source: Glagaharum Village, Porong District, 2023

On Wednesday 22 February 2023, the local sub-district government held a coordination meeting to organize areas affected by mud in Porong sub-district. The results of the meeting agreed that the arrangement of the merged area would form 1 RT, namely RT.07RW.01 with a total of 59 sub-district heads (KK) with a total of 164 people as stated in the Porong Village Head Decree Number 188/01/438.7.18.1/2023 Concerning Determination and Inauguration Management Chairman of RT 07 RW 01 Mindi Environment, Poroang Village, Porong District.

#### C. Inventory of Village/Subdistrict Assets

Inventory of Village/Subdistrict assets is an activity for collecting data, recording and reporting the results of data collection on Village/Subdistrict assets affected by mud. As explained in the Minister of Home Affairs Regulation Number 1 of 2017 concerning Article 78 paragraph (2) that "Village assets from villages resulting from mergers or changes in status to sub-districts are determined to be inventory items and assets belonging to the Regency/City Regional Government". There is an inventory of Village/Subdistrict assets to inventory Village/Subdistrict assets affected by mud to be reported to the central government for the process of compensation for Village/Subdistrict assets in areas affected by mud.

The process of inventorying Village and Subdistrict assets affected by mud has been carried out starting from recording what assets are submerged in mud to creating coordinate points for the location of assets submerged in mud. The problem with this asset inventory is that village officials in the affected areas do not remember the exact location of the assets that have now been submerged, and the assets of the affected villages/subdistricts are still not recorded in the village/subdistrict regulations. We will later report this asset inventory to the central government so that compensation can be carried out. All villages and sub-districts in the area are affected by the mud as explained by the Head of the District Government Secretariat. Sidoarjo has carried out an inventory of village/subdistrict assets to be used in the process of compensating village/subdistrict assets affected by mud to the Central Government.

It can be concluded that the asset inventory program for villages/subdistricts affected by mud has been carried out well by the Sidoarjo Regency Government. However, in its implementation there are still obstacles, including a lack of knowledge in inventorying village/sub-district assets because in the existing condition the assets have been submerged in mud and devices have forgotten the coordinates of assets submerged in mud.

#### D. Structuring Population Documents

As Law Number 24 of 2013 Concerning Population Administration and also the Decree of the Minister of Home Affairs No. 100.1.1-6117 of 2023 Concerning Providing and Updating Codes, Data for Government and Island Administrative Areas that the occurrence of merging Villages/Subdistricts in areas affected by mudflow must be handled immediately, especially in changes to population data in the affected areas.

The process of structuring population administration for residents of merged Villages/Subdistricts, namely residents in areas affected by mud can join the Main Village or stay by changing data elements, apart from that, residents of affected areas can also choose to move their entire population data (Firmadhani, 2019). This change in population data elements is not coercive to the public, because the public has the right to choose their population status.

The community has the right to choose their residence status in the matter of merging villages and sub-districts affected by mud. We (Sidoarjo Regency Government) are not forcing changes to population data elements, but changes to population data for residents affected by mud are very important. For example, if it is related to assistance for the poor, if it is not changed to the main village/sub-district, it will cause them not to be registered to receive assistance. However, we anticipate something like that with some exceptions for communities in affected areas.

It can be concluded that the arrangement of population documents has been carried out by the Sidoarjo Regency Government in implementing Regent Regulation Numbers 1 and 4 concerning the Merger of Villages and Subdistricts in areas affected by the Sidoarjo mudflow and has received a good response from the community. Any change in population documents as a result of the Village/Subdistrict merger policy is the responsibility of the Sidoarjo Regency Government to



facilitate document changes, however it is important to know that citizens have the right to choose their residence status without coercion from any party. This is also an inhibiting factor for the Sidoarjo Regency Government to exercise control over residents who have not changed their residence status.

#### E. Dismissal and Provision of BPD Severance Pay

Dismissal of the Village Consultative Body (BPD) in Minister of Home Affairs Regulation Number 110 of 2016 concerning Village Consultative Body. As stated in article 20 paragraph (1) "The dismissal of BPD members is proposed by the BPD leadership based on the results of BPD deliberations with the Regent/Mayor through the Village Head" and further explained in article 37 paragraph (1) "BPD deliberations are carried out in order to produce BPD decisions regarding matters of a strategic nature" and paragraph (2) "Strategic matters as referred to in paragraph (1) such as deliberation to discuss and agree on draft Village Regulations, evaluation of information reports on the implementation of Village Government, establishing BPD rules and regulations, and proposals for dismissal BPD members". Based on Minister of Home Affairs Regulation Number 110 of 2016, the merger of villages/sub-districts includes strategic matters, therefore the dismissal of the BPD can be carried out in accordance with applicable regulations. (Rauf, 2016).

Providing severance pay to BPD members who have been dismissed as explained in Minister of Home Affairs Regulation 110 of 2016 concerning BPD Article 72 paragraph

(1) "BPD members from Villages whose Village status changes to Subdistrict, merging 2 (two) or more Villages into 1 (one) Villages, expansion or abolition of Villages, are honorably dismissed from their positions" and paragraph (2) "BPD members as referred to in paragraph (1) are given awards and/or severance pay in accordance with the financial capacity of the Regency/City Regional Government." The result of the deliberations carried out by the Sidoarjo Regency Government with the Villages in the affected areas was that the BPD in the affected Village was dismissed because the composition of the BPD members in the Main Village had been completely filled. The dismissal was accompanied by an award in the form of severance pay by mutual agreement in the amount of IDR 2,500,000 (Two Million Five Hundred Thousand Rupiah).

The conclusion can be drawn that the Sidoarjo Regency Government has terminated and given severance pay in the amount of Rp. 2,500,000. The dismissal of the BPD will be implemented when Regent Regulation Number 1 and 4 of 2023 concerning the Merger of Villages and Subdistricts affected by the Sidoarjo Mudflow. The dismissal and provision of severance pay is carried out in accordance with the Minister of Home Affairs Regulation Number 110 of 2016 concerning BPD and involves the community in its implementation through village meetings held by the main village and affected villages.

## 2. Implementing Organization

The suitability of the program with the implementing organization must be balanced with having adequate capacity and expertise to run the program, the implementing organization must have sufficient resources such as funds, staff and infrastructure to support the program. The implementing organization must also have a strong commitment to achieving the goals (Nawir et al., 2018; Niswaty et al., 2021; Pangaribuan et al., 2022; Sahabuddin et al., 2021; Salman et al., 2021)

Based on the situation and conditions in the field, this hot mud has existed since 2006 until now and there are also several problems that we are dealing with. Merging villages and sub-districts in areas affected by mud is indeed the best decision considering that the issue of compensation other than village/sub-district assets has been declared resolved by the Coordinating Ministry for Legal and Security Affairs in 2021. We are breaking it down through an action plan to facilitate problems arising from the merger of villages and sub-districts in affected areas, such as, verification of regional boundaries, socialization of regional planning, asset inventory, and pick-up and drop-off for dukcapil administration.

The Sidoarjo Regency Government is following up on the Sidoarjo Regency Regional Regulation concerning the Merger of Villages/Subdistricts affected by mud by making an action plan for implementing the Regional Regulation on the Merger of Villages and Subdistricts affected by mud, including technical verification of affected areas, inventory of Village/Subdistrict assets, arrangement of population documents, socialization regional arrangement, and dismissal of BPD in affected villages. The mutually agreed upon action plan has been implemented according to schedule with the



output in the form of structuring the Village and Main Subdistrict areas as stated in each Main Village Regulation and Main Subdistrict Regulation as attached.

Regional management also includes the ability to carry out government functions effectively and efficiently by using all available potential and resources (Niswaty et al., 2020; Sakawati et al., 2022; Saleh et al., 2024; Yamin & Sari, 2020)." Correspondingly, (Rohmadin & Wasistiono, 2020) states that "ideal regional management includes policies for the formation, merger and adjustment of autonomous regions as well as evaluating the capabilities and development of autonomous regions." How it can be seen through observations and interviews conducted by the author that the regional planning carried out by the Sidoarjo Regency Government has carried out its functions effectively and efficiently through programs that support the implementation of Regional Regulations on the merger of Villages and Subdistricts in areas affected by mud and using potential and resources. existing resources through implementing organizations that mutually support the program. The Sidoarjo Regency Government has implemented a policy that includes the formation, merger and adjustment of autonomous regions in affected areas which is carried out through evaluation and development of autonomous regions.

### 3. Target group

The suitability of the target group with the implementing organization must have clear and effective communication between the target group and the implementing organization. The target group must have confidence in the implementing organization and its ability to carry out the program. Apart from that, a mutually beneficial partnership must also be established between the target group and the implementing organization (Gani, 2018; Kurnia & Astuti, 2017; Maulana, 2019).

The Sidoarjo Regency Government has facilitated a program in the policy of merging villages/subdistricts affected by mud. This is in line with the target group implementation indicators according to David C. Korten where the target group and the implementing organization must have clear and effective communication between the target group and the implementing organization. The target group here is the community in the affected area and the organization in question is the Sidoarjo Regency Government. Good communication between the Community and the Sidoarjo Regency Government can be seen through deliberations held by the Sidoarjo Regency Government to capture the aspirations or desires of the Community in the affected areas. The existence of good communication will result in policies that are effective, efficient and right on target.

### **Factors Inhibiting the Implementation of the Village/Subdistrict Merger Process in the Lapindo Mud Affected Area in Sidoarjo Regency**

Based on research conducted by the author in the field regarding the Implementation of the Village/Subdistrict Merger Process in the Lapindo Mud Affected Area in Sidoarjo Regency where the measurement indicators use David C. Korten's theory, namely that a program will be successfully implemented if there is conformity of the three elements of Program Implementation.

1. Suitability between the program and the users, namely the match between what the program offers and what the target group (beneficiaries) need.
2. Conformity between the program and the implementing organization, namely the compatibility between the tasks required by the program and the capabilities of the implementing organization.
3. Compatibility between the user group and the implementing organization, namely the compatibility between the conditions decided by the organization to be able to obtain program output and what the program target group can do.

The Sidoarjo Regency Government has implemented Sidoarjo Regent Regulation Number 1 and Number 4 of 2023 concerning the Merger of Villages and Subdistricts in Sidoarjo Mud Affected Areas. Obstacles in implementing these regulations are in making several decisions, such as the appointment of the Head of the Main Village of several villages that have merged, who must be dismissed and appointed an Acting Village Head according to the recommendation of the Regent of Sidoarjo.

The policy of merging villages and sub-districts in a top-down manner has given rise to the assumption by some parties that this policy is used for some special interests. This is because the Decree of the Minister of Home Affairs Number 100.1.1-6117 of 2022 concerning the Granting and Updating of Codes, Data on Government Administrative Areas and Islands was issued earlier than the issuance of Sidoarjo Regent's Regulations Number 1 and Number 4 of 2023 concerning the Merger of Villages and

Subdistricts in the Region Affected by Sidoarjo Mud. However, the problem of these obstacles can be resolved by the Sidoarjo Regency Government through socialization of regional planning and assistance with village and sub-district deliberations to immediately accommodate the aspirations of the people of the affected areas which are combined into the main village/sub-district.

## CONCLUSION

Research indicates that the Village/Subdistrict Merger Process in the Lapindo Mud Affected Area in Sidoarjo Regency is progressing well. It aligns with David C Korten's program implementation model, where success hinges on three elements: compatibility with users, the implementing organization, and the community. The Sidoarjo Regency Government's programs, such as boundary verification, socialization, and asset inventory, have been well-received due to community involvement in decision-making. Challenges identified include delays caused by central government discretion on regional codes, affecting decisions on village and subdistrict mergers. These challenges stem from inconsistencies with existing regulations, highlighting a need for clearer policy alignment from the central government to empower local governments. To improve future initiatives, the author suggests aligning central government policies with established regulations to provide legal clarity for local governments. Additionally, they propose expanding the "Regulation of Population Documents" program to include other necessary documents, easing transitions for affected residents. Furthermore, they recommend ongoing monitoring of compensation for affected village assets, enabling communities to utilize resources effectively. In essence, while the implementation of the merger process shows promise, addressing regulatory inconsistencies and expanding supportive programs are crucial for sustained success in Sidoarjo Regency's affected areas.

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