

UDC 332

THE RATIONALITY OF THE POLICY ON THE EXPANSION OF SUBDISTRICTS IN THE ARCHIPELAGO REGION: A STUDY IN LINGGA REGENCY

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ABSTRACT

Regional expansion is a product of public policy, as the government's effort to solve general problems. Within the framework of rationality, the expansion policy should be the result of a rational choice, including the selection of alternatives for achieving goals, containing fundamental and appropriate values to achieve the desired result. This study describes formulating the sub-district expansion policy in the Lingga Regency, and the rationality actors use in the policy. The method used in this research is a qualitative research method with research informants consisting of parties directly involved in the sub-district expansion policy process. The research results show that the sub-district expansion policy carried out by the Lingga Regency Government is based on Government Regulation No. 19 of 2008. Although it does not meet the requirements, the sub-district expansion is still implemented because there is a legal basis for exceptions for areas whose islands are separated from the main sub-district with consideration of service effectiveness and efficiency. There are at least five rationalities used by the Lingga Regency Government in the sub-district expansion policy: technical rationality, economic rationality, legal rationality, social rationality, and substantive rationality.

KEY WORDS

Rationality, policy, expansion.

The history of the life of the nation and state in Indonesia records that the peak of the political constellation that gave a very significant influence on the principles of decentralization and autonomy adopted was during the 1998 reformation. At that time, the demands of each region for "real" autonomy were increasingly sticking out. Therefore, to respond to each area's needs for genuine independence and political stability, the Government issued Law No. 22 of 1999 concerning Regional Government which adheres to the principle of autonomy as widely as possible.

The journey of decentralization and autonomy in Indonesia does not stop there. The Government continues looking for the ideal form of devolution and independence appropriate and suitable for implementation in Indonesia. In the end, Law No. 32 of 2004 concerning Regional Government was born with the principle of balanced autonomy. Replacing Law No. 22 of 1999, which the Unitary State of the Republic of Indonesia decided was not good enough. Law No. 32 of 2004 isn't perfect, though. So, Law No. 23 of 2014 about Regional Government, which is the most recent Regional Government Law in Indonesia, finally took its place.

Sometimes things are forgotten about decentralization and autonomy. In the context of decentralization and freedom, it tends to only talk about rights and authorities. Yet, at the same time, the rights and rules will always balance the obligations and the ability to carry out these rights and regulations.

If in the past, when decentralization and autonomy were still centralized, local governments tended to always wait for "guidance" and instructions from the Government, but with the implementation of "real" decentralization and autonomy in the government system in Indonesia, the role of local governments, especially district governments /cities are becoming

increasingly important and are likely to increase. Local government officials are also required to have a higher ability in planning, implementing programs that have been made, and carrying out the structuring of local government organizations. Structuring the organization of regional apparatus is essential because it is the driving force in implementing decentralization and autonomy. In structuring regional apparatus organizations, provincial governments are given the authority to regulate and form regional apparatus organizations according to the needs of their respective regions while still referring to higher-level regulations.

One of the regional apparatus organizations with a reasonably strategic position in the region is the subdistrict organization which plays a functional role in government administration, development, and community services. As a regional organization that functions to serve people's lives with fairly complex dynamics, the sub-district, of course, faces various obstacles. In an administrative organization, the most frequently encountered problems are managerial compared to political ones. The complexity of the issues faced is closely related to the large number of people served, the level of community heterogeneity (origin, education, age, economic capacity), regional characteristics, and the number of villages/urban villages in the work environment to the problem of a span of control.

Lingga Regency, when it was first formed (in 2003), only consisted of 5 sub-districts: Singkep District, West Singkep District, Lingga District, North Lingga District, and Senayang District. However, until 2022, the Lingga Regency Government has formed eight new sub-districts through the sub-district division mechanism, bringing the total number of sub-districts in Lingga Regency to 13 sub-districts.

Table 1 – Sub-District as a Result of Expansion in Lingga Regency

No	Sub-District as a Result of Expansion	Parent Subdistrict	Basic Formation
1	Singkep Pesisir	Singkep	Lingga Regency Regional Regulation No. 4 of 2012
2	Singkep Selatan	Singkep	Lingga Regency Regional Regulation No. 5 of 2012
3	Lingga Timur	Lingga	Lingga Regency Regional Regulation No. 6 of 2012
4	Selayar	Lingga	Lingga Regency Regional Regulation No. 19 of 2012
5	Kepulauan Posek	Singkep Barat	Lingga Regency Regional Regulation No. 6 of 2014
6	Katang Bidare	Senayang	Lingga Regency Regional Regulation No. 3 of 2018
7	Temiang Pesisir	Senayang	Lingga Regency Regional Regulation No. 3 of 2018
8	Bakung Serumpun	Senayang	Lingga Regency Regional Regulation No. 3 of 2018

Source: Research processed data.

We are seeing the phenomenon of the division of sub-districts that occurred in Lingga Regency, which reached the more than double the number of sub-districts since the beginning of the formation of the District. It becomes interesting for us to analyze what rationality is the basis for the Lingga Regency Government in carrying out policies for constructing new sub-districts by dividing. existing District

LITERATURE REVIEW

To help figure out if the Lingga Regency Government's plan to add more sub-districts makes sense, several kinds of literature will be used as references which include: the concept of public policy, public policy models, and the concept of regional expansion, and the idea of sub-district organization.

Public Policy

Policy has an essential role in the administration of the state because it is an instrument that the Government can use in regulating state life. Because of the importance of public policy's role in the state's administration, (Nugroho, 2011) positions public Policy. Furthermore, (Nugroho, 2011) explains that the state is a formal political identity that has at least four main components. First are the components of state institutions, namely government institutions (executive), legislative institutions (legislative), and judicial institutions (judicial). Second is the component of the people as citizens. The third is the territory that is recognized for its sovereignty. Fourth is the public policy component. This definition shows that the policy idea involves behaviour with a purpose and is essential to the policy definition. After all, the Policy must show what is done rather than proposed in some activities on a problem. Carl J Federick's opinion on public policy is in line with the idea of James E Anderson (in Islamy, 2009).

By definition, many experts agree that public Policy's purpose is to solve problems. In addition to Carl J Federick and James E Anderson, as described above, another expert, namely Woll (in Tangkilisan, 2003), also defines public Policy as many government activities to solve societal problems, either directly or through various institutions that affect people's lives. Based on explanations of several experts above regarding public Policy, the relation to this research is that the formation of a new sub-district through the process of sub-district expansion carried out by the Lingga Regency Government is one example of a policy that indeed aims to solve existing problems. Therefore, it is necessary to explore further what problems happened so that the Lingga Regency Government took this Policy and its objectives.

Public Policy Models

The Policy should not just be a sentence written and has a regulatory nature. Furthermore, public policy must be able to apply effects to the object of the procedure itself. Therefore public policy needs to be designed as well as possible (Andhika, 2019). For the resulting public policies to be of good quality, several policy models can be applied according to the object of the procedure itself. (Dye, 2013) divides the policy model into eight models as follows:

Table 2 – Public Policy Models

No	Public Policy Models	Description
1	Process Model	The process model views policy-making as a series of political activities.
2	Institutional Model	The institutional model focuses on the effects of political institutions and Government on public Policy.
3	Rational Model,	The rational model implies that the Government should choose policies that maximize societal benefits and minimize costs.
4	Incremental Model,	The incremental model sees public Policy mainly as a continuation of past government activities by simply modifying or supplementing activities.
5	Group Model	Group theory views public Policy as the result of struggles among groups.
6	Elite Model	The elite model views public Policy as the impact of political institutions and Government on public Policy.
7	Public Chose Model	The public choice theory uses economic analysis to study public policy.
8	Game Theory Model	Game theory describes Policy as the result of the interaction between two or more rational participants.

Source: (Dye, 2013).

At a macro level, the policy model that can be used to analyze the regional expansion policy is the rational choice model (Tresiana, 2015). As Simon (in Parsons, 2006) states, Building an analytical choice model in policy formulation begins by defining Policy as an alternative selection from some existing alternatives. Hence, that rational choice includes selecting other options to achieve fundamental goals and values and appropriate to accomplish the desired result. Furthermore, (Wahab, 2008) states that three essential things

concern the use of the rationality model in policy formulation: first, whose values and goals must be considered in policy making. Second, the Policy may not mention the goals to be achieved by an organization. Third, in practice, it is not easy to find actors considering all available alternatives.

Furthermore, (Dunn, 2003) states that the rational choice model in formulating public Policy is multi-rational because a policy is not appropriate to be said to be irrational because there must be another point of view that can see the Policy as rational. The basis of rationality in policy choices (Dunn, 2003) is divided into several forms, namely:

1. Technical rationality considers effective results with exemplary technical or technological aspects;
2. Economic rationality is more aimed at efficient results by considering financial aspects;
3. Legal rationality is more concerned with aspects of violation or compliance with the law;
4. Social rationality prioritizes social aspects in consideration of policy making;
5. Substantive rationality considers all aspects (multi aspects) in policy-making.

The Concept of Regional Expansion Regional

Expansion is something related to the determination of regional boundaries and the size of the autonomous region. The purpose of the regional expansion is to reduce the span of bureaucratic control (geographical conditions), economic efficiency, and the effectiveness of democracy. As stated by (Khairullah & Cahyadin, 2006), the region's expansion is intended to reduce the growth gap and inequality between areas. In the national context, the development gap between regions causes the overall national development goals not to be achieved.

In addition, the essence of expansion, both regarding concepts, process criteria, and objectives, are nuanced in the efficiency and effectiveness of implementing government functions. In that context, organizational development occurs as a need for fast and appropriate services (Effendy, 2009).

In the context of regional expansion, the approach based on economic concepts is the most widely used economically and practically. This concept aims to develop critical sectors in specific locations so that progress will spread throughout the region. Parr (in Khairullah & Cahyadin, 2006) states that there are four concepts of regional expansion, namely:

1. Reviving underdeveloped areas, also called "depressed areas," have high unemployment rates, low incomes per person, low levels of population welfare, and few facilities and utility services.
2. This concept emphasizes the level of regional concentration. It aims to form the correct spatial structure, especially in parts of non-metropolitan areas, which means suppressing its role too large.
3. Modifying the city system controls urbanization toward growth centres by regulating the urban design with a well-structured hierarchy. Therefore, it is expected to reduce population migration to big cities.
4. The achievement of regional balance arises due to the unsatisfactory inter-regional economic structure, which usually considers the level of welfare and is related to the unutilized natural resources in some areas.

In Indonesia, at this time, developing symptoms of widespread demands for regional formation in almost all parts of Indonesia. However, the background and reasons for these proposals vary, which in general can be categorized as the community's welfare for the ongoing regional Government or the existence of inequality in the local people's interest distribution.

According to (Fitriani et al., 2005), there are at least four factors that drive and cause the high enthusiasm of regional elites to carry out the regional expansion, namely; (a) In terms of effectiveness and efficiency (administrative dispersion) considering the area is so large, the population is dispersed and underdevelopment, (b) The existence of fiscal benefits guaranteed by law for the new regions such as the General Allocation Fund, Natural

Resource Revenue Sharing Fund, Regional Original Income, and others, (c) Bureaucratic and Political Rent-Seeking. Besides, the "hidden" motive is Gerrymander /an attempt to win the election by politically dividing the electoral District.

Sub-district Organizations

It has been briefly explained in the preceding that the existence of sub-district institutions has long existed and is rooted in the culture of the Indonesian nation. During the Dutch colonial era, there was a form of government organization at the sub-district level called the "Onder District." As the name implies, Onder District is part of a district (Kewedanan). The Head of the Onder District is called the Assistant Wedana, who has the task and function of assisting the Head of the District.

With time and changes in the political sphere of Government, the authority and role of the District were reduced, and part of it was handed over to the Onder District. This situation continued until the post-independence period. Then, based on positive law, a sub-district as a substitute for the name of the Onder District is designated as an administrative area that carries out the deconcentration principle. Meanwhile, the District or the board of directors was liquidated and underwent a metamorphosis in terms of position and authority in the form of the "Assistant Regent/Mayor" institution.

In Pasundan land, the term "Cutak" was known, whose duties and authorities were almost the same as the current Camat, namely fostering and supervising an area consisting of several villages or hamlets. In addition, the term "Kemantren" is a specific area intensively trained by a police officer (Pagar Praja). This Kemantren is part of a sub-district which is also an embryo for forming a new sub-district organization.

In addition, another study by Nico Schulte Nordholt examines sub-district government organizations emphasizing the relationship between Camat and Lurah (Kepala Desa). According to Nordholt (in Wasistiono et al., 2009), the study of sub-districts means covering three work environments, namely: Sub-districts in the sense of the Camat Office, Sub-districts in the sense of territory, in the mind of a Camat as the head and Camat is the father of the "Territory Leader".

Like the wheel of life, the position of the sub-district organization also experiences ups and downs, along with changes in government political policies that apply as favourable laws.

The sub-district organization in the perspective of Law Number 5 of 1974 concerning the Principles of Government in the Regions is an extension of the (central) Government. At that time, the sub-district was the head of the region. During the enactment of Law Number 5 of 1974, the regional division model was known according to its nature. These namely areas have autonomy or also called autonomous regions, formed based on the principle of decentralization consisting of Autonomous Regions at Level I and Autonomous Regions at Level II. In addition, there is also a division of administrative areas formed based on the principle of deconcentration. Article 72 of Law Number 5 of 1974 states that the Republic of Indonesia's territory is divided into three administrative areas: Province or the State Capital, Kabuptan or Municipality. A City can be formed at the lowest level, namely the District and District levels, and if deemed necessary, between the District and District levels. Administrative.

Judging from the system of Government of the Republic of Indonesia, particularly concerning the implementation of the deconcentration principle, the sub-district is the spearhead of the central Government, which directly deals with the broader community. Therefore, the position of the sub-district organization is as an instrument of the central Government in the area to carry out the principle of deconcentration.

Law No. 22 of 1999 was an apparatus for the district and city areas (Article 66 Paragraph 1), and the sub-district was the working area of the cat as a district and city apparatus. City the area. From the two definitions regarding sub-districts above, (Wasistiono et al., 2009) takes an inventory of the differences as follows:

1. The sub-district, originally a territory of authority (ambts-Kring), turned into a working area. The power region shows jurisdictional control, while the work area is more of a service area to the community;

2. The sub-district, which was initially formed in the context of implementing the deconcentration principle, changed to implementing the principle of decentralization.

In this case, the sub-district becomes a front-line government institution serving the community. It is in line with the paradigm of bringing services closer to the community (close to a customer) used by the private sector. The goal is to make services to the community faster, more accessible, and more transparent.

Given the importance and uniqueness of Camat's duties, his working area is the front line of Government. The front line of Government must be free from partial political interests and work solely for the interests of the entire local community. The meaning of the front line here is that it is on the front line that the Government as sellers and citizens as customers meet and conduct transactions on the one hand, and the other hand on the front line that is; two parties, namely the Government as the promisee with the community as the promised party and the customer, walk together towards the agreed goal: the Bhineka Tunggal Ika Nation (Ndraha, 2010).

Then Law No. 22 of 1999 was changed to Law No. 32 of 2004. The changes included the position of the sub-district as a district/city regional apparatus and the sub-district head being the executor of some government affairs under the authority of the Regent/Mayor.

Article 120 paragraph (2) of Law Number 32 of 2004 states that Regency/city regional apparatuses consist of regional secretariats, DPRD secretariats, regional offices, regional technical institutions, sub-districts, and urban villages. The article shows that there are two significant changes, namely:

1. The sub-district is no longer the administrative area of Government and is perceived as territory. With the new paradigm, the sub-district is a work area or area where the sub-district head works;
2. The Camat is an apparatus of the Regency and City Regions and is no longer the head of the administrative area of Government; thus, the Camat is no longer the sole ruler who functions as the government, development, and community administrator, but is the executor of some of the powers delegated by the Regent/Mayor.

In addition, the Camat also carries out general government duties and attributive authorities as stipulated in Article 126 paragraph (3). Then in Government Regulation Number 19 of 2008, Article 15 paragraph (1) also explains the general duties of the Government. Furthermore, Article 15, paragraph (2) added signs of authority that need to be delegated by the Regent/Mayor to the Camat to handle some regional autonomy affairs.

Law No. 32 of 2004, arrangements for sub-district organizations were explicitly stated in Government Regulation No. 19 of 2008 concerning Districts.

After Law No. 32 of 2004, the regulation of regional Government underwent another change the issuance of Law No. 23 of 2014 concerning Regional Government. Based on the law, in principle, the position of the sub-district organization has not changed much from Law Number 32 of 2004. However, a significant change occurred in the organizational structure where the urban village was previously a separate organization regulated by its regulations (Government Regulation No. 73 of 2005) and is now part of the sub-district area. During Law Number 23 of 2014, more specific sub-district arrangements were regulated through Government Regulation 17 of 2018 concerning sub-districts.

Furthermore, (Wasistiono et al., 2009) said that development in government organizational units, especially sub-districts, was not evenly distributed, especially in certain parts of the region which had orbits relatively far from the sub-district office. Government services have not touched the community in remote areas of the sub-district government, and there is still much potential that has not been connected or managed optimally, so there are gaps in community services and development in certain parts of the sub-district government work area.

Sub-district institutional forms constructed as a result of a process of co-evolution between sub-district institutions and organizations (sub-district institutional changes) at each period or stage will show the uniqueness the supporting pillars of sub-district institutions. Therefore, the peculiarities of the supporting posts of sub-district institutions will have implications for the extent to which sub-district institutions can become a system of

organization and control of resources. Therefore, the sub-district as an institution has three main characteristics in carrying out its functions and roles: jurisdiction, poverty rights, and rules of representation.

METHODS OF RESEARCH

This research was designed to describe the object of study regarding the process and rationality preferences of the sub-district expansion policy in Lingga Regency. Therefore, the research method used is qualitative. The types of data to be collected include:

1. Primary data sourced from field observations and interviews with informants; and
2. Secondary data comes from essential documents in the form of sub-district expansion policy documents, reports and notes on feasibility studies carried out by the study team, meeting minutes and agenda of the Lingga Regency DPRD meeting in the Secretariat of the Council, and other information from books and other local/national media.

The credibility test (validity) uses data and information rechecking (Cresswell, 2003). Research informants are subjects who are directly involved, or at least know, have information and competence related to the sub-district expansion policy in Lingga Regency. The informants of this research consisted of the Sub-District Expansion Committee, the Academic Study Team, the Head of the Governance Section, Members of the Lingga Regency DPRD, and the sub-district head (the main sub-district).

RESULTS AND DISCUSSION

Explains how the division mechanism in Lingga Regency is used to make sub-districts

Since its inception in 2013, the Government of Lingga Regency has been recorded to have formed three new sub-districts through the sub-district expansion mechanism. Namely, in 2012 there were four sub-districts (Singkep Pesisir Sub-District, South Singkep Sub-District, East Lingga Sub-District, and Selayar Sub-District). In 2014, there was one sub-district (Posek Islands Sub-District), and lastly, in 2018, three sub-districts (Katang Bidare Sub-District, Bakung Serumpun Sub-District, and Temiang Pesisir Sub-District).

The process of forming the sub-district refers to Government Regulation No. 19 of 2008 concerning Districts. Based on Government Regulation, sub-district formation must meet the territory administrative, technical, and physical requirements. Administrative requirements include:

1. The minimum age limit for government administration is 5 (five) years;
2. The age limit for an administering village and urban village government to be formed at least 5 (five) years;
3. The decision of the Village Consultative Body (BPD) or other names for Villages and Village Communication Forums or other names for sub-districts in all sub-districts, whether they are candidates for new sub-district coverage areas or parent sub-districts concerning approval for the formation of sub-districts;
4. The decision of the Village Head or another name for the village and the Decree of the Lurah or another name for the sub-district in the entire sub-district area, both those that will become the scope of the new sub-district area and the parent sub-district regarding approval for the establishment of a sub-district;

Regional physical requirements include:

1. The coverage area is that the regency area consists of at least ten villages/urban villages, and the city area consists of at least five villages/urban villages;
2. The location of the prospective capital city takes into account aspects of spatial planning, availability of facilities, accessibility, geographical conditions and area, population, socio-economic, socio-political, and socio-cultural;
3. Government facilities and infrastructure include buildings and land for the sub-district office that can be used to provide services to the community;

4. Based on the academic study document for the formation of the sub-district, the Lingga District Government has met the following requirements for the sub-district it has set up:

Table 3 – Completion of The Requirements for the Formation of the Sub-District In the Lingga District

No	Sub District	Administrative Requirements	Technical Requirements	Regional Physical Requirements	Conclusion
1	Singkep Pesisir	✓	✓	✗	Not Fulfilled
2	Singkep Selatan	✓	✗	✗	Not Fulfilled
3	Lingga Timur	✓	✓	✗	Not Fulfilled
4	Selayar	✓	✓	✗	Not Fulfilled
5	Kepulauan Posek	✗	✗	✗	Not Fulfilled
6	Katana Bidare	✗	✓	✗	Not Fulfilled
7	Temiang Pesisir	✗	✓	✗	Not Fulfilled
8	Bakung Serumpun	✗	✓	✗	Not Fulfilled

Source: Academic Study Document (processed).

Table 3 above shows that none of the eight sub-districts established by the Lingga District Government has met the requirements for sub-district formation. It is not without basis because if it refers to PP No. 19 of 2008, district/city local governments are indeed allowed to form the sub-districts in an area that includes one or more islands, the requirements of which are excluded from administrative needs, territorial physical requirements, and technical requirements. As was already said, the effectiveness and efficiency of services, the amount of control and power given to rural communities on remote and outermost islands, and, as the Government's representative, the governor's approval are all things that need to be taken into account. Therefore, based on empirical geographical conditions, the eight sub-districts established by the Lingga Regency Government are indeed included in the exception category regulated because the eight sub-districts are in the form of islands separated from the main sub-district. It is also the basis for the Lingga Regency Government to continue to form the eight sub-districts even though they do not meet the requirements for developing a sub-district.

The policy rationale for the formation of sub-districts through the division mechanism in Lingga Regency

According to Dunn (2003), policy decisions can be based on five types of rationality: technical rationality, economic rationality, legal rationality, social rationality, and substantive rationality. Therefore, by using Dunn's opinion, it can be analyzed the rationality used by the Lingga Regency Government in the Policy for the Establishment of the District through the expansion process is as follows:

Technical Rationality,

The essence of expansion, whether it concerns the concept, process criteria, and objectives, all of which have nuances in the efficiency and effectiveness of the implementation of functions- functions of Government, in that context, organizational development occurs as a need for fast and appropriate services (Azam & Wijaya, 2011).

As an archipelagic area, most of the Lingga Regency area is an ocean that reaches 90%, and the rest is the Land. Therefore, problems in archipelagic regions such as in Lingga Regency are becoming increasingly important. Moreover, they need special attention given

the condition of the archipelagic areas, which are all limited and tend to lag behind other regions.

The lack of infrastructure, the wide span of control, and the lack of transportation routes connecting the islands are the main problems in Lingga Regency. Of course, it will impact the effectiveness and efficiency of services. For example, to obtain benefits at the sub-district level, people living on islands that are separated from the main sub-district must take the sea route using regular ferries or using motorized boats (Pompong), and it is not uncommon for people to stay overnight in the main sub-district and can only return the next day. Of course, this becomes very ineffective and inefficient in terms of cost and time.

Therefore, developing archipelagic areas such as Lingga Regency through sub-district division is urgent. Establishing new sub-districts, especially the areas separated from the main island, is expected to increase the effectiveness and efficiency of services at the sub-district level.

In addition, the condition of the people living on islands that are separated from the main sub-district also still requires empowerment from the local Government. Therefore, with the establishment of a new sub-district, the Lingga Regency Government hopes that community empowerment on islands that are separated from the main sub-district can be further improved because the local Government, through the sub-district, can see firsthand the reality of community conditions and what the needs of the people of the islands are separated from the main sub-district.

Economic Rationality

In addition to the effectiveness of services and span of control, economic factors, especially equitable development, are also the reason for regional expansion. As stated by (Effendy, 2009), in addition to the need for fast and appropriate services, organizational development embodied in the increase also aims for equitable development.

Not much different from Effendy (Dalam Rasyid, 1997) previously mentioned that forming new administrative areas is a future need for our Government. In addition to expanding administrative regions, it is the answer to the need for equitable development. It will also ensure the tasks and functions of the organization and management of the area.

In the Policy for forming sub-districts through division, equitable development is also a policy issue that develops in the community. Because so far, the development allocation for the islands that are separated from the main sub-district is felt to be lacking, so development activities are supposed to be slow and uneven.

Another reason in the economic field that is also a consideration for forming sub-districts through division is the community economic empowerment program. The current allocation of community economic empowerment funds is considered unable to accommodate and reach all communities, especially people in island areas that are separated from the main sub-district, which is economically weaker. Therefore, with the Policy of forming sub-districts through division, the expected impact is that the allocation of funds for economic empowerment of the community will also increase so that it can accommodate and reach all communities, especially in island areas separated from the main sub-district.

Although the economic factor is one of the rational reasons that must be considered in the Policy of formation and expansion, we need to understand that to accelerate development in archipelagic regions. Therefore, a particular procedure is carried out comprehensively, with a welfare approach required. The emphasis of action is not only on the economic side but also on welfare and social justice. The main objective is to minimize disparities between the archipelago and other regions.

Legal Rationality

The Policy for forming sub-districts through the division by the Lingga Regency Government is based on PP No. 19 of 2008. The regulation gives authority to district/city local governments to develop sub-districts in their respective regions through regional

regulations with a note that they must meet the requirements for the formation of sub-districts.

As already explained, none of the Lingga District Government's eight sub-districts has met the requirements for developing a sub-district. However, the Lingga Regency Government still established these eight sub-districts. Remote and outermost islands with a note must first obtain approval from the governor as a government representative. The District Government exploited this regulatory/legalistic opportunity in establishing the eight sub-districts.

Social Rationality

The Policy for forming sub-districts through the expansion carried out by the Lingga District Government is a response to the aspirations that develop in the community. As has been done, the formation and development is a proposal or aspiration from the District. It can be seen in forming the eight sub-districts where all submissions for the construction and expansion of sub-districts come from the sub-district expansion committee, whose members are members of the community who are members of the prospective sub-district area to be formed. The District also agrees on the areas that will be incorporated in the future sub-district area to be developed, including deciding on the name of the sub-district and the capital of the sub-district to be formed. Therefore, not only the sub-district expansion committee, the plan for the formation and expansion of this sub-district also received support from the entire community, both members of the sub-district that will be formed and people from the parent sub-district. The Lingga Regency Government, in this case, only follows up on the proposals or aspirations of the community by facilitating the process of forming and expanding sub-districts such as preparing budgets for meetings, preparing budgets for academic studies, preparing regional regulations, discussing regional rules with DPRD, ratification of provincial laws, to administering regional codes.

Substantive Rationality

In formulating the Policy for establishing the eight sub-districts referred to, the Lingga Regency Government has also considered all related aspects. Starting from the aspect of service effectiveness and efficiency, aspects of community empowerment in island areas that are separate from the main sub-district, aspects of economic growth and equitable development, aspects of legislation, especially those related to a local government authority, and requirements for the formation of sub-districts, aspects of community aspirations, aspects of regional financial capacity and the availability of human resources for the apparatus.

CONCLUSION

The Policy for establishing eight sub-districts through the division mechanism carried out by the Lingga District Government is based on Government Regulation No. 19 of 2008. Even though it does not meet the requirements, the Policy for forming sub-districts can continue to be carried out because there are rules that exclude conditions for areas that cover one or more islands that are separated.

By borrowing an opinion (Dunn, 2003), the rationalities used by policy actors in formulating policies for the formation of sub-districts through division include technical rationality with consideration of service effectiveness and efficiency as well as community empowerment on islands separate from the parent sub-district, economic rationality with the reflection of growth and development. Economic equity, legal rationality based on Government Regulation No. 19 of 2008, social rationality by taking into account the proposals for the formation and expansion of sub-districts originating from the community, as well as substantive rationality by considering all related aspects to aspects of regional financial capacity and the availability of human resources for the apparatus.

Limitation of the Study

This study only looks at the rationality of the Policy for the formation of sub-districts through the expansion carried out by the Lingga Regency Government, in general, using the opinion (Dunn, 2003) which divides policy rationality into technical rationality, economic rationality, legal rationality, social rationality, and substantive rationality. Nevertheless, there may be still rationalities or other considerations, especially from the elite, in carrying out the Policy for the formation and expansion because there were rumours that the construction and development of sub-districts were also oriented toward the preparation of the formation of new autonomous regions and the interest of adding electoral areas in the general election of members—Legislative Council of Lingga Regency. Because of this, more research needs to be done to find out what other reason policymakers in the Lingga Regency use to make decisions about how to form and grow sub-districts.

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