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## Evaluation of Public Sector Policy: A Case Study on the Dissolution of Villages in Areas Affected by the Mudflow Disaster in Sidoarjo, Indonesia

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**Abstract:** The 2006 hot mudflow disaster in Sidoarjo, Indonesia, triggered significant social, political, economic, and administrative challenges for both the local government and the affected communities. Among the impacts, several villages and hamlets no longer met the criteria for territorial and population standards, necessitating an urgent resolution to prevent further socio-economic complications and ensure the optimization of government services. This situation has implications for both local governance and population administration. This research adopts a qualitative approach, utilizing secondary data analysis to evaluate the policy response to the villages and hamlets impacted by the mud disaster in Sidoarjo Regency. The findings reveal that the local government has implemented mitigation processes for the affected areas in alignment with the prevailing regulations. However, various policy outcomes were identified, including administrative, governmental, economic, social, cultural, and environmental impacts. Notably, the top-down approach to village and district amalgamation presents anomalies that should prompt the Central Government to reassess its policy-making processes, ensuring that future decisions are more inclusive of community involvement. Additionally, the Sidoarjo Regency Government is urged to monitor and facilitate the long-term sustainability of the policy's effects, ensuring that administrative and social cohesion is achieved in the merged areas. This research contributes to Sustainable Development Goal (SDG) #11, which seeks to foster inclusive, safe, resilient, and sustainable cities and communities.

**Keywords:** Policy Evaluation, Public Sector Policy, Village Dissolution, Village Amalgamation, Mudflow Disaster, Sustainable Cities and Communities

### INTRODUCTION

From 2006 to the present, the mudflow disaster in Sidoarjo Regency has left various problems, including social, political, and economic issues, as well as challenges in public

services by the government. The mudflow phenomenon in Sidoarjo is a unique and intriguing case for research due to its controversial cause, suspected to be linked to human drilling activities, and its chronic persistence since 2006. The multidimensional impact, encompassing social, economic, political, and environmental aspects, opens opportunities for in-depth research related to the relocation of thousands of residents, the loss of productive land, and the challenges in enforcing laws and public policies. Additionally, this disaster presents an interesting study of how the government addresses industrial disasters amid conflicts over legal responsibility and the socioeconomic recovery of the affected communities. Moreover, this rare geological phenomenon provides an opportunity for scientific studies that could offer new insights into environmental crisis management by the government as a policymaker.

One impact of the mudflow is that several villages and urban wards no longer meet the requirements in terms of territorial and population criteria, necessitating an immediate resolution of their status to prevent further social and economic problems and to optimize government services. Article 9 of Law No. 6 of 2014 concerning Villages states that "Villages may be dissolved due to natural disasters and/or for strategic national programs." This will have implications for both territorial and population administration. In line with this policy, the government's role as a regulator becomes crucial. Public Administration illustrates how the government acts as an active regulator, constantly taking initiatives to organize or take steps beneficial for society (Keban, 2008:4).

Based on Presidential Regulation No. 21 of 2017 concerning the Sidoarjo Mudflow Mitigation Agency, it was established that the villages and urban wards affected by the mudflow include Porong Sub-district (Renokenongo Village, Mindi Urban Ward, Jatirejo Urban Ward, and Siring Urban Ward); Jabon Sub-district (Besuki Village, Pejarakan Village); Tanggulangin Sub-district (Ketapang Village, Kedungbendo Village). Administratively, the territorial condition of the areas affected by the mudflow in Sidoarjo Regency is described in Table 1.

**Table 1. Report on Population Numbers in Affected Areas**

No	District Village/Urban Village	Total Population	Number of Family Cards	By Gender		Number of Existing Residents
				Male	Female	
A.	Porong Sub-District					
1	Glagaharum Village	4.804	1.476	2.459	2.345	according to data
2	Renokenongo Village	1.929	693	965	964	No residents
3	Mindi Urban Village	2.977	1.035	1.519	1.458	260 residents
4	Jatirejo Urban Village	1.088	389	551	537	No residents
5	Gedang Urban Village	5.413	1.784	2.723	2.690	according to data
6	Siring Urban Village	806	286	394	412	No residents
7	Porong Urban Village	5.206	1.704	2.607	2.599	according to data
B	Jabon Sub-District					
1	Besuki Village	1.240	423	659	581	No residents
2	Dukuhsari Village	5.375	1.641	2.740	2.635	according to data
3	Pejarakan Village	928	316	476	452	existing 480 inhabitants
4	Kedungcangkring Village	5.015	1.563	2.516	2.499	according to data
C	Tanggulangin Sub-District					
1	Kedungbendo Village	1.545	496	786	759	No residents

No	District Village/Urban Village	Total Population	Number of Family Cards	By Gender		Number of Existing Residents
				Male	Female	
2	Ketapang Village	1.399	503	730	669	existing 840 inhabitants

Source: Population and Civil Registration Office (2021)

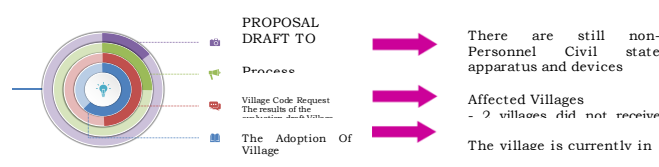
Table 1 shows the population conditions in the affected areas, highlighting discrepancies between records and actual conditions in the field. There are no residents currently occupying these affected areas, yet administratively, there are still individuals using the affected area as their official address for various reasons. Given these field conditions, a specific public administration policy is required to address this issue. Public administration, according to Keban (2008:4), is the process through which public resources and personnel are organized and coordinated to formulate, implement, and manage decisions in public policy. Consistent with this, in 2022, the Central Government, through the Ministry of Home Affairs, issued Minister of Home Affairs Decree No. 100.1.1-6117 of 2022 regarding the Assignment and Updating of Codes, Administrative Government Area Data, and Islands to address this problem by merging affected villages and urban wards, aiming to achieve optimal government performance and public services for the community.

**Table 2. Merged Villages and Sub-Districts**  
**According to Ministry of Home Affairs Decree No. 100.1.1-6117 of 2022**

No.	Affected Area 1	Affected Area 2 (Parent)	Result Area Merger
1	Mindi Village	Porong Village	Porong Village
2	Siring Village and Jatirejo Village	Gedang Village	Gedang Village
3	Renokenongo Village	Glagaharum Village	Glagaharum Village
4	Besuki Village	Dukuhsari Village	Dukuhsari Village
5	Pejarakan Village	Village Kedungcangkring	Kedungcangkring Village
6	Kedungbendo Village	Ketapang Village	Ketapang Village

Source: Sidoarjo Regency Government (2023)

The Minister of Home Affairs Decree No. 100.1.1-6117 of 2022, which merged the affected villages and urban wards, should have provided a clear resolution to the issues related to the mudflow in Sidoarjo Regency. However, in practice, there were several stages of policymaking that did not align with Minister of Home Affairs Regulation No. 1 of 2017 on Village Reorganization, where the issuance of the village and urban ward merger policy should have been preceded by a Regional Regulation on the merger of villages and urban wards affected by the mudflow in Sidoarjo Regency, as further illustrated in the following figure:



Source: Legal Documentation and Information Network (JDIH) of Sidoarjo Regency and Governance Division of the Regional Secretariat of Sidoarjo Regency

**Figure 1. Draft Regional Regulation Preparation Process for Village Mergers According to Ministry of Home Affairs Regulation No. 1 of 2017 and Existing Conditions in Villages and Sub-Districts Affected by the Mudflow**

The inconsistency with the regulation has further complicated the efforts of the Sidoarjo Regency Government to solve on-the-ground problems, as illustrated in Figure 1. In terms of territorial administration, there are still non-ASN personnel and several village and urban ward officials, as well as BPD (Village Consultative Body) members, who are not accommodated in the organizational structure of the villages and urban wards. Furthermore, the issuance of the Minister of Home Affairs Decree coinciding with the preparation of the 2023 Village Budget (APBDes) has become an obstacle in drafting the 2023 APBDes. Some villages should have drafted their budgets, but their dissolution due to the decree resulted in legal inconsistencies. Another issue is that Kedungbendo and Renokenongo villages did not receive village funds since 2022, unlike Besuki and Pejarakan villages, which continued to receive funding. This discrepancy in village fund distribution was not accommodated in the Minister of Home Affairs Decree regarding village funds in the affected areas merged with the parent region.

Following up on the Minister of Home Affairs Decree No. 100.1.1-6117 of 2022, the Sidoarjo Regency Government implemented the decree in accordance with the prevailing situation and conditions, with the consideration that public service priorities should not be significantly disrupted. With the implementation of this policy, a general policy evaluation is needed, encompassing the estimation or assessment of the policy in terms of substance, implementation, and impact (Anderson, 2008). Policy analysis formulates the root causes of the problem and then develops various alternative solutions that will be adopted in policy implementation. In this study, policy evaluation includes process evaluation, outcome evaluation, and impact evaluation (Keban, 2019; Anderson, 2015). Based on the description of the urgency of the problem, this research analyzes the evaluation of process implementation, outcome evaluation, and impact evaluation in the dissolution of villages and urban wards in areas affected by the Sidoarjo mudflow.

This study on "Evaluation of Public Sector Organizational Policy: A Case Study on the Dissolution of Villages in Areas Affected by the Mudflow Disaster in Sidoarjo, Indonesia" will contribute significantly to achieving Sustainable Development Goal #11, which aims to make cities and settlements inclusive, safe, resilient, and sustainable. This study offers critical insights into how government policies in addressing environmental disasters affect urban governance and settlement sustainability. By evaluating the effectiveness of village dissolution as a policy response to disaster crises, this research highlights aspects of community resilience, social inclusion, and protection of vulnerable groups, which are key elements in creating resilient settlements. Furthermore, the findings of this study may help formulate more adaptive and sustainable policy recommendations for managing disaster-affected areas, ultimately supporting the transformation of cities into safer and more inclusive environments in the future.

Public administration is the process of organizing and coordinating public resources and personnel to formulate, implement, and manage decisions in public policy. Additionally, public administration demonstrates how the government acts as a single authoritative agent or regulator, taking an active role in initiating steps and measures that are essential or beneficial for the community (Keban, 2008:4).

Public administration theory also discusses the role of bureaucracy in dealing with complex challenges, including disaster emergency response and the recovery of affected areas. In this context, the Sidoarjo case study illustrates how the government strives to balance bureaucratic efficiency and social justice, particularly ensuring that affected communities continue receiving inclusive public services and have their rights protected. From the perspective of public administration theory, policy evaluation includes analyzing the effectiveness of policy implementation, inter-agency coordination, and public participation in decision-making—all of which are key elements in public administration. Therefore, this research contributes to public administration literature by providing an empirical example of

how public sector policies face real and complex challenges in the context of a disaster while also examining the extent to which public administration theory can be applied to analyze policies affecting local communities and environmental sustainability.

Agustino (2006:6) defines public policy as a fixed decision characterized by consistent and repetitive behavior that compels the public to comply with the decision. Public policy is a series of governmental actions aimed at resolving public issues through a complex process, from formulation to evaluation (Agustino, 2006). In this context, the policy evaluation for village dissolution can be analyzed through several key elements of public policy. First, the policy process involves stages of formulation, implementation, and evaluation, with this study focusing on the evaluation stage to assess the policy's effectiveness in aiding affected communities. Second, public policy theory highlights the role of policy actors, such as the government, communities, and affected groups. In Sidoarjo, various actors were involved in the complex policy process, consistent with the analysis of public policy actors' interactions. Third, public policy emphasizes the importance of the policy environment, such as social, economic, and political conditions, which in this case are heavily influenced by the mudflow disaster crisis. Finally, policy evaluation assesses whether the policy has achieved its objectives. In this study, evaluation is conducted to determine the impact of village dissolution on social inclusion, community resilience, and settlement sustainability. Thus, public policy theory provides a relevant framework for analyzing public policies in the context of the mudflow disaster in Sidoarjo.

Policy evaluation is conducted to improve or refine policy agendas, which are formulated from various public issues. In policy analysis, the root causes of problems are identified, followed by the search for alternative solutions. Policy evaluation includes process, outcome, and impact evaluation (Keban, 2019; Anderson, 2015).

According to Keban (2019), public policy evaluation aims to assess the extent to which a policy has achieved its goals, how policy implementation is carried out, and its impact on the community. In the Sidoarjo case study context, the village dissolution policy evaluation can be seen from several perspectives. First, from the perspective of policy effectiveness, this study evaluates whether the policy successfully addressed the issues resulting from the mudflow, such as resident relocation and local economic recovery. Second, from the perspective of efficiency, the focus is on resource allocation during policy implementation, allowing this study to analyze how government resources were utilized in implementing the village dissolution. Third, the evaluation of social and economic impacts is highly relevant, as the policy directly affects the lives of those impacted by the mudflow.

Meanwhile, Anderson (2015) emphasizes the importance of evaluating policies from the perspective of policy implementation and their long-term impacts. The evaluation must include the policy implementation process—how the policy is executed, whether it aligns with the plan, and what obstacles are encountered. In the case of village dissolution in Sidoarjo, the evaluation may include an analysis of the coordination among different levels of government, community involvement in decision-making processes, and the readiness of infrastructure to support relocation. Additionally, this study analyzes whether the village dissolution policy could create resilient and sustainable settlements in line with Sustainable Development Goal 11, as well as how the policy affects the socio-economic lives of communities in the long term. Thus, policy evaluation theory provides a comprehensive framework for assessing this village dissolution policy, including effectiveness, efficiency, implementation, and both short-term and long-term socio-economic impacts.

## **METHOD**

This study employs a qualitative approach with secondary data analysis as the primary method to describe and analyze the policy evaluation concerning the dissolution of villages and



urban wards in areas affected by the mudflow in Sidoarjo Regency, one of the cities in Indonesia. The research was conducted at the Government Affairs Section of the Regional Secretariat of Sidoarjo Regency, focusing on the policy evaluation of the dissolution of villages and urban wards in the mudflow-affected areas. The evaluation encompasses the process, outcomes, and impacts of dissolving and merging the affected villages and urban wards. Data collection techniques include interviews, observations, and documentation (Hair et al., 2010).

The method aims to deeply understand the processes and impacts of policies implemented by the Sidoarjo Regency Government. In secondary data analysis, the researcher collected and analyzed data from various sources, including government policy documents, official reports, statistical data, academic articles, and media reports. This data was then qualitatively analyzed to identify patterns, themes, and contexts related to policy effectiveness, implementation efficiency, and impacts on the affected communities. This approach enables the researcher to evaluate policies holistically, linking them to public policy and evaluation theories while providing a comprehensive overview of how the village dissolution policy contributes to social resilience and settlement sustainability in disaster-affected areas.

## RESULTS AND DISCUSSION

### Process Evaluation

The process of dissolving villages and urban wards affected by the mudflow in Sidoarjo Regency was based on Minister of Home Affairs Decree No. 100.1.1-6117 of 2022 regarding the Assignment and Updating of Codes, Administrative Government Area Data, and Islands. The reorganization process for the affected villages and urban wards, as stated in Minister of Home Affairs Regulation No. 1 of 2017 on Village Reorganization, Article 67 paragraph (1), mentions that "Regents/Mayors shall propose a Draft Regional Regulation of the Regency/City concerning the formation, dissolution, merger, and/or change of status to the governor for evaluation..." This indicates that the merging of villages/urban wards affected by the mudflow in Sidoarjo Regency should have followed a specific process in which the Regent of Sidoarjo must draft a Regional Regulation on the merger of affected villages/urban wards, to be subsequently submitted to the Governor for evaluation.

However, in practice, Minister of Home Affairs Decree No. 100.1.1-6117 of 2022 on the Assignment and Updating of Codes, Administrative Government Area Data, and Islands was issued on November 9, 2022, and came into effect as of the date of issuance without following the procedures set forth in existing legislation. According to Robert Chamber (1996), the Bottom-Up (grassroots development) approach provides opportunities for the general public to participate in development by emphasizing community participation. This relates to the top-down approach employed by the central government in implementing the policy of eliminating and merging administrative codes of areas affected by the mudflow in Sidoarjo Regency, resulting in insufficient public participation in the policy's implementation. This phenomenon can be described as a legal issue in the determination of the merger of villages and urban wards affected by the mudflow in Sidoarjo Regency. To address legal issues related to the substance of the regulations, a new legislative framework needs to be established to ensure legal certainty.

Policy can be defined as actions aimed at achieving certain proposed objectives by individuals, groups, or governments within a particular environment, overcoming obstacles while seeking opportunities to achieve desired goals (Widodo, 2007:13). In line with this, the Sidoarjo Regency Government took several follow-up actions by drafting a Regional Regulation governing the merger of villages and urban wards affected by the mudflow, where the process must adhere to Minister of Home Affairs Regulation No. 1 of 2017 on Village Reorganization, which includes the following stages:

1. **Proposal of Draft Regional Regulation to the Regional People's Representative Council (DPRD)** – Discussions are held to reach an agreement between the DPRD of Sidoarjo Regency and the Sidoarjo Regency Government (Regent of Sidoarjo).
2. **Provincial Evaluation** – Evaluate the Draft Regional Regulation as a legal product that will be ratified as a policy on village mergers.
3. **Request for Village Code** – The result of the evaluation of the Draft Regional Regulation on village mergers is sent to the Central Government (Ministry of Home Affairs) to assign new village codes and eliminate the old ones.
4. **Promulgation of the Regional Regulation on Village Mergers** – The regulation is promulgated by the Sidoarjo Regency Government as a legitimate regional policy that can be enforced.

The programs supporting the drafting process of the Regional Regulation in this research (Prayoga, 2024) are:

1. **Verification of Village Boundaries** – Resulting in the verification of the boundaries of villages and urban wards affected by the mudflow, formalized through the Official Record of the Geospatial Information Agency on the Technical Verification Results for Village/Urban Ward Boundary Assertion in Sidoarjo Regency No. 16.17/PBW/IGD.04.05/12/2022, consisting of six verified boundary maps ready to be included in the Regional Regulation.
2. **Territorial Reorganization Socialization** – Aimed at establishing an agreement between the affected areas and those to be merged, resulting in the stipulation of a Village or Urban Ward Regulation as a result of the merger.
3. **Asset Inventory** – Aimed at inventorying all assets in the affected areas for subsequent transfer to the merged region and reporting to the Central Government through the Ministry of Political, Legal, and Security Affairs for compensation for the affected area's assets.
4. **Population Document Reorganization** – Facilitated changes to civil administration records for residents in the affected areas.
5. **Termination of Village Consultative Body (BPD)** – Conducted to provide compensation to BPD members from affected areas, with severance payments amounting to IDR 2,500,000 for each BPD member.

Prayoga (2024) explains that the implementation of the village/urban ward merger process in the mudflow-affected areas of Sidoarjo Regency follows Korten's (1988:11) model of program implementation alignment. According to this model, successful implementation can occur if decision-making is carried out in a down-top manner—incorporating community aspirations implemented by the government to accommodate the entire community's needs, rather than the top-down approach employed in the field, in which the dissolution and merger of villages/urban wards affected by the mudflow in Sidoarjo Regency was implemented by the Central Government, specifically the Ministry of Home Affairs.

## Results Evaluation

Dunn (2000: 21) distinguishes five types of policies: policy problems, policy alternatives, policy actions, policy outcomes, and policy utility. Regarding policy outcomes, Dunn (2000: 21) explains that policy outcomes are the impacts that result from a series of policy actions that have been implemented. In this study, the Minister of Home Affairs Decree No. 100.1.1-6117 of 2022 concerning the Assignment and Updating of Codes, Administrative Government Area Data, and Islands mandates that the villages and urban wards mentioned in the decree must undergo territorial mergers to address the stagnation of governance in areas affected by the Sidoarjo mudflow.

The process of merging the affected villages and urban wards in Sidoarjo is embodied in Sidoarjo Regency Regional Regulation No. 1 of 2023 concerning the Merger of Urban Wards in the Mudflow-Affected Areas of Sidoarjo and Regional Regulation No. 4 of 2023 concerning the Merger of Villages in Mudflow-Affected Areas of Sidoarjo. These regulations represent the implementation of Minister of Home Affairs Regulation No. 1 of 2017 on Village Reorganization, Article 67 paragraph (1), which states that "Regents/Mayors shall propose a Draft Regional Regulation of the Regency/City concerning the formation, dissolution, merger, and/or change of status to the governor for evaluation...".

The Minister of Home Affairs Decree, which merges the mentioned villages and urban wards, was supposed to provide a clear resolution to the issues arising from the mudflow in Sidoarjo Regency. However, in reality, there were several policy-making stages that were inconsistent with Minister of Home Affairs Regulation No. 1 of 2017 on Village Reorganization. The issuance of the policy on merging villages and urban wards should have been preceded by the establishment of a Regional Regulation on the merger of villages and urban wards affected by the mudflow in Sidoarjo Regency.

The results of the merger of villages and urban wards in the mudflow-affected areas of Sidoarjo Regency, which have been promulgated through the Sidoarjo Regency Draft Regional Regulation, are as follows:

- In **Porong Subdistrict**, Renokenongo Village was merged with Glagaharum Village to form **Glagaharum Village**; Mindi Urban Ward was merged with Porong Urban Ward to form **Porong Urban Ward**; Siring Urban Ward and Jatirejo Urban Ward were merged with **Gedang Urban Ward**.
- In **Jabon Subdistrict**, Besuki Village was merged with Dukuhsari Village to form **Dukuhsari Village**, and Pejarakan Village was merged with Kedungcangkring Village to form **Kedungcangkring Village**.
- In **Tanggulangun Subdistrict**, Kedungbendo Village was merged with Ketapang Village to form **Ketapang Village**.

### Impact Evaluation

The policy is a series of actions or activities proposed by an individual, group, or government in a particular environment, especially where obstacles and possibilities exist, to overcome these issues and achieve the intended objectives (Agustino, 2006:7). The policy of dissolving villages and urban wards affected by the mudflow in Sidoarjo Regency, as a top-down policy, does not align with Minister of Home Affairs Regulation No. 1 of 2017 on Village Reorganization. Post et al. (1999) define policy as a plan of action undertaken by government officials to achieve broader goals that significantly affect the lives of a country's population. In the study by Suyandi et al. (2024), it is further explained that impact evaluation focuses more on the output and its impacts than on the process. As stated in the aforementioned descriptions of policies, a policy represents government actions intended to achieve broader objectives that substantially impact the population's lives. This is also true for the communities in the affected areas after the policy of dissolving the villages and urban wards impacted by the mudflow, resulting in various impacts, including:

### Administrative Impact

The administrative impact represents part of the impact of a weakened or completely dysfunctional village governance system. Moenir (2006) explains that effective performance in population administrative services must be supported by several factors to ensure and achieve effective service delivery. These factors include awareness, regulations, organizational structure, income, skills and capabilities, and facilities and infrastructure.



In the study by Virginia et al. (2024), it is explained that the role of the population is fundamental to the structure of a region, requiring the recording, management, and protection of confidentiality regarding civil administrative documents. After the Sidoarjo mudflow disaster, the affected residents scattered to seek new residences outside their original areas. This displacement was not accompanied by complete administrative procedures, resulting in partial administrative migration from the original area to their new places of residence. The reasons for this include the lack of a permanent place for relocated residents in their new locations or their reliance on extended family as their primary support.

Additionally, there were other issues where residents did not perceive administrative migration as an urgent matter since, in practice, they could still easily access village government services, even though the village administration's location had shifted multiple times. However, such disorganized administrative issues cannot be ignored, as they have adverse effects on other government processes, such as elections, national survey data collection, and fulfilling citizens' rights and obligations, particularly their right to government services.

The fundamental rights of every individual in the field of population administrative services include increasing public awareness and their obligations to participate in the implementation of civil administration. It also encompasses the fulfillment of population statistical data, demographic event statistics, and support for the development of a civil administration system aimed at enhancing the delivery of public services without discrimination (Fakruradi, 2011).

### **Impact on Government Apparatus**

The internal impact faced by the regional government also occurred on a serious scale, particularly affecting the subdistrict staff and village officials in the affected areas. The issues encountered by these areas were a systemic impact of the disruption to the demographic and geographic structure of their governance regions. According to Soebagiyo (2013), the implementation of regional autonomy encourages the role and capacity of local governments in regional development and financial management, with the aim of continuous improvement.

As a result, the subdistrict governance system experienced problems in the distribution of budgets that were supposed to be allocated to the affected villages and urban wards. Some affected villages/urban wards were unable to withdraw funds, while others that did withdraw them were unable to spend these funds, making them unutilized as there were no designated activities to finance. In terms of territorial administration, there were still non-civil servant (non-ASN) personnel and several village and urban ward officials, as well as Village Consultative Body (BPD) members, who were not incorporated into the organizational structure of the villages and urban wards concerned.

Consistent with this, research by Shughart and William (2011) suggests that one of the impacts of top-down control is that the individuals setting priorities and making decisions are often separated by multiple layers of management from those at the lower levels. Furthermore, the Minister of Home Affairs Decree, which coincided with the preparation of the 2023 Village Budget (APBDes), has become a hindrance in drafting the 2023 APBDes. Several villages that should have prepared their APBDes were instead deleted as a result of the decree, leading to legal inconsistencies. Another issue was that Kedungbendo and Renokenongo Villages did not receive Village Funds since 2022, while Besuki and Pejarakan Villages continued to receive them.

According to Syaifullah (2019), village governments are also authorized to establish village-level regulations, including Village Regulations, Joint Village Head Regulations, and Village Head Regulations. However, the Minister of Home Affairs Decree regarding Village

Funds for affected areas that were merged into their parent regions did not accommodate these conditions.

### **Economic Impact**

The economic impact caused by the cessation of production activities among the communities affected by the Sidoarjo mudflow disaster can be identified mainly in the agricultural sector, including livestock and similar activities. The destruction of land and the lack of production facilities have resulted in the loss of livelihoods for residents. The findings of a study by Ekawati (2020) reveal that the most anticipated disaster mitigation programs by the community are those in the economic sector, as the majority of professions in the study location are farmers, informal workers, and temporary workers. Ekawati further explains that the central and regional governments, in particular, need to provide consistent, tangible support through mentoring, skills training, and community empowerment so that the residents in the affected areas can remain self-reliant and improve their resilience to become disaster-resilient communities.

Another study conducted by Xiong et al. (2024) shows that local governments' fiscal pressure is a significant barrier to regional entrepreneurship, especially in areas with low fiscal autonomy, limited financial development, and weak legal systems. Based on the phenomenon observed in this research, there are several economic impacts resulting from the policy of dissolving and merging villages and urban wards. Specifically, there are two main aspects to the economic problems:

- i. **Compensation for Residents:** The incomplete compensation payments for residents, whether for the general population or business owners, have led to a disruption in production activities. For those residents who have not yet received full compensation, it is challenging to initiate or diversify their business activities to replace their discontinued ventures. Meanwhile, residents who received compensation funds tended to start new businesses in their new places of residence. Another important factor is the compensation that should be provided to business owners who lost their factories and other assets, which has not yet been fulfilled, whether through cash settlements or relocation. As a result, there are no new business opportunities that can accommodate their former workers, thereby significantly reducing unemployment.
- ii. **Losses Experienced by Residents Across Various Professions:** Generally, residents who do not own paddy fields, livestock, or other productive assets rely on their livelihood from small-scale mobile or stationary trading activities.

### **Social Impact**

The role of social structures and social processes in a community during a disaster can easily be observed in the speed of reconstruction of the affected community. In the case of Lapindo, the social structure of the community was not strong enough to normalize social life within society (Elika et al., 2017). Disasters are extreme contexts that highlight human dependency on external organizations, the environment, and the economic and social structures of both the economy and society (Baker, 2009). In examining the social impact that emerged, it generally did not manifest in tensions or conflicts that resulted in violence. Problems arose from conflicting information related to the overall impact of the mudflow disaster. Some of this information could be verified directly by government officials, but other information experienced distortions, leading to public anxiety, particularly regarding compensation for village treasury lands (TKD)/village assets. This issue was found in almost all the villages/urban wards in the affected area, with varying degrees of distortion. As a result, the interest of some residents in remaining connected to their original area within the affected zone

grew stronger, influencing the resolution of other social issues. There are at least three social issues that need to be addressed:

- i. There is a significant issue involving the misconception that if all TKD/village assets are converted or compensated, the resulting funds will be evenly distributed among the residents. This notion has further reinforced the desire of some residents to stay, remain registered, or at least maintain a connection to their original village.
- ii. For those residents who relocated to new areas, issues of adaptation to the new environment and community have arisen. They feel that they do not have emotional ties with the residents in their new locations. This situation requires adequate support to ensure that the affected residents can acculturate into their new villages or residential locations. Most residents who received compensation could buy houses or reside collectively in residential complexes. If this is implemented, the problem of adapting to a new environment could be resolved.
- iii. For residents originating from affected villages/urban wards that were merged into parent villages/urban wards, there are significant social impacts related to the provision of public and social facilities. An example of this is the provision of cemetery land for residents from the affected areas. The community in the parent villages/urban wards is reluctant to accept these residents unless additional cemetery land is provided for the affected residents.

These social impacts have provided opportunities for certain community groups to gain personal benefits. This is also mentioned in the study by Erika et al. (2017) on the social processes during the mudflow disaster, where it was found that, on one hand, the disaster became a moment that strengthened solidarity within the community, with the formation of social groups organizing the victims to obtain compensation. However, on the other hand, the disaster also potentially triggered social conflicts, leading to the fragmentation of the community into separate social groups (Abdullah, 2008). Therefore, the presence of the Sidoarjo Regency Government is needed in addressing the social impacts. As explained by Golliieb in Ashriati (in Oktaviana, 2009), social support is defined as verbal or non-verbal information, tangible assistance, or behavior provided by people familiar with the subject in their social environment, or in the form of presence and actions that provide emotional benefits or influence the behavior of the recipient.

### **Cultural Impact**

The cultural impact that emerged included the need for the affected community to adapt to a new environment, which required time. The affected communities that were to be merged were vulnerable, with many individuals facing challenges related to short-term time orientation and daily life activities, making it difficult to allocate time for self-protection or opportunities to build empowerment (Viswanathan et al., 2009; Wisner, 2004). Based on the residents' experiences, being in a new environment required not only adjustment to the socio-economic conditions but also to customs that they perceived as different from those in their original villages. Social workers are explicitly familiar with the concept of social sustainability, which acknowledges that individuals' health and well-being—including nutrition, housing, education, and cultural needs—must be met (Brennan, 2009). This was experienced by the residents of Glagaharum and Renokenongo in the Porong Subdistrict. On a positive note, these cultural differences did not adversely affect communication patterns among residents, although time was needed for adjustment. Relocating residents from one village or urban ward to another also resulted in the loss of familial ties among local residents. This is because, culturally, most residents in a single village or urban ward still maintain kinship ties.

### **Environmental Impact**

The environmental impacts that emerged were direct impacts of the Lapindo mudflow disaster, leading to general environmental issues in the affected villages. The top-down policy of dissolving and merging administrative areas contrasts with the study by Blesse and Roesel (2018), which argued that in Germany, it is not the central government but the federal states that determine the structure of governance. Chenoweth et al. (2015) suggested that some of the problems in community life are caused by environmental factors, including the physical aspects of the environment itself.

Of the various environmental issues that arose, two main problems were faced by the residents: clean water supply and flooding. The clean water issue occurred in Kedungcangkring Village, Jabon Subdistrict. This need is fundamentally related to enhancing the effectiveness and efficiency of public services, thus necessitating the regulation of merging the mudflow-affected villages in Sidoarjo. Another environmental issue was land subsidence, or the lowering of the ground surface, which occurred in the affected area. This was caused by the continual subsidence of the land surface each year, resulting in prolonged flooding.

These environmental issues also presented new problems for the parent areas that were assigned the responsibility of addressing the problems in the merged affected areas. This situation aligns with the study by Shaw (2013), which concluded that social work organizations include environmental issues as part of their practice focus, similar to NASW California's stance that environmental issues must be incorporated into social work practice and education. This study was reinforced by Bowles et al. (2018), who stated that environmental issues are explicitly identified as relating to the physical and biological environment rather than merely the social environment.

## CONCLUSION

This study on the evaluation of the policy regarding the dissolution of villages and urban wards affected by the mudflow in Sidoarjo Regency utilizes Anderson's (2015) Policy Evaluation Theory, which includes process evaluation, outcome evaluation, and impact evaluation. The Sidoarjo Regency Government has taken follow-up actions in the process of dissolving the villages and urban wards affected by the Sidoarjo mudflow, with all processes being codified in Sidoarjo Regency Regional Regulation No. 1 of 2023 concerning the Merger of Urban Wards in the Mudflow-Affected Areas of Sidoarjo and Regional Regulation No. 4 of 2023 concerning the Merger of Villages in Mudflow-Affected Areas of Sidoarjo.

Observations and interviews revealed that, in the **Process Evaluation** of the policy regarding the dissolution of the affected villages and urban wards, efforts are needed to address legal issues related to the substance or subject matter regulated. Therefore, a new legislative framework needs to be established to ensure legal certainty. In the **Outcome Evaluation**, it was found that the Sidoarjo Regency Government has promulgated the entire process of merging the affected villages and urban wards as per the prevailing regulations. In the **Impact Evaluation**, several impacts of this policy were identified, including administrative impacts, impacts on government apparatus, economic impacts, social impacts, cultural impacts, and environmental impacts.

The anomalies found in the top-down policy of dissolving and merging the affected villages and urban wards in Sidoarjo Regency should serve as an evaluation for the central government in formulating future policies. Adjustments to existing regulations should be made to avoid further problems while ensuring community involvement in every decision-making process. The Sidoarjo Regency Government should also oversee and facilitate the sustainable impacts of this policy for the communities in the merged areas, both administratively and socially.

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