

THE ROLE OF THE REGIONAL ADMINISTRATION OF THE TUBAN REGENCY REGIONAL SECRETARIAT IN MANAGING VILLAGE AND SUB- DISTRICT BOUNDARIES

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Abstract

The affirmation of village and urban village boundaries is a crucial aspect in ensuring orderly governmental administration and minimizing territorial conflicts. Tuban Regency, with its extensive and complex geographical conditions, requires coordinated and regulation-based boundary management. This study aims to analyze the role of the Regional Administration Division of the Tuban Regency Regional Secretariat in managing village and urban village boundaries. The research employs a descriptive qualitative method, with data collected through observation, interviews, and documentation. Data were analyzed inductively using triangulation techniques to ensure validity. The findings reveal that the Regional Administration plays a strategic role as a facilitator, regulator, and catalyst, as proposed by Gede Diva. As a facilitator, it mediates and coordinates boundary affirmation processes among neighboring villages and urban villages. As a regulator, it applies Minister of Home Affairs Regulation Number 45 of 2016 as the primary legal framework. Meanwhile, its role as a catalyst is reflected through cross-sector collaboration and community involvement, particularly in the implementation of the Gemapatas program. Overall, the Regional Administration significantly contributes to legal certainty, administrative order, and the support of sustainable regional development.

Keywords: Local Government, Regional Administration, Territorial Boundaries, Tuban Regency, Villages and Urban Villages.

A. INTRODUCTION

Indonesia, as an archipelagic nation with extraordinary geographic and cultural diversity, has come a long way in building a government system responsive to local realities (Borolla et al., 2025). History records that regional government management in Indonesia began with a highly centralized system during the Dutch colonial era, where central control was dominant and the concept of autonomy was virtually unknown (Suriadi, H. et al., 2023).

Over time, this regional division system has undergone continuous adjustments to reflect the dynamics of government, entering the era of regional autonomy (Murniati, 2016). In this context, each region is required to have clear administrative boundaries as a basis for governance (Sunarso H, 2023). Following the enactment of Law Number 6 of 2014 concerning Villages and its implementing regulations, the confirmation of village and sub-district boundaries has become a primary focus of local governments to ensure administrative order, reduce the potential for territorial disputes, and provide legal certainty in regional management and public service delivery (Sary et al., 2023).

Tuban Regency is one of the regencies located in East Java Province. Tuban Regency is located at 111030' – 112035' East Longitude and 6040'- 7018' South Latitude. Regional

Boundaries, to the north bordering the Java Sea. To the east with Lamongan Regency. To the south with Bojonegoro Regency and to the west with Central Java Province. Tuban Regency has a land area of 1,839.94 km² with a coastline of approximately 65 km stretching from east to west (Barat & Yunita, n.d). This coastal area crosses five districts, namely Palang, Tuban, Jenu, Tambakboyo, and Bancar Districts. In addition to land areas, Tuban Regency also has a fairly large marine water area, which is approximately 22,608 km². Administratively, Tuban Regency is divided into 20 sub-districts, encompassing 328 villages and sub-districts, with the lowest level of government comprising 1,734 neighborhood associations (RW) and 6,796 neighborhood associations (RT). This situation makes boundary management in Tuban Regency complex. The diverse topography and social conditions of Tuban require the establishment of village and sub-district boundaries that are not only administratively accurate but also acceptable to the local community (Tumiwa M, 2022). In this regard, clear boundaries are crucial for effective government administration and minimizing boundary conflicts.

In the context of regional administration, the responsibility for boundary management generally rests with the Regional Secretariat, which oversees general government and regional affairs (Gafar et al., 2022). This work unit acts as a driving force for coordination between relevant parties and facilitates the process of determining village and sub-district boundaries. Furthermore, regional administration also plays a role in preparing technical documents in the form of boundary maps and regional coordinate data, as well as formulating internal regional government policies as the basis for confirming village and sub-district administrative boundaries. (Az-zahroh, U. U., & Hardjati, S. 2025)

One of the most common problems is disagreement over the boundaries of each village with neighboring villages. Therefore, territorial administration plays a crucial role in defining and managing territorial boundaries. To understand more deeply how territorial administration functions, Gede Diva's (2019) theory is highly relevant. Gede Diva states that an efficient and ideal government is one that functions as a facilitator, regulator, and catalyst. Therefore, Gede Diva's (2019) theory is crucial for understanding and analyzing how the Territorial Administration of the Tuban Regency Regional Secretariat has carried out its function of managing village and sub-district boundaries effectively, efficiently, and with a focus on good governance.

B. LITERATURE REVIEW

The Role of Government as Facilitator, Regulator, and Catalyst

The theory of the government's role as a facilitator, regulator, and catalyst explains that modern governments no longer function solely as policy implementers, but rather as strategic actors managing the dynamics of public interest (Handini et al., 2025). As a facilitator, the government plays a role in providing coordination, mediation, and technical support to ensure effective governance processes. As a regulator, the government is tasked with establishing rules, guidelines, and legal standards that ensure orderly administration and legal certainty. Meanwhile, the role of catalyst positions the government as a driving force that encourages accelerated development through cross-sector collaboration and community participation. These three roles complement each other and form an important foundation for effective and adaptive regional governance, including in the management of administrative boundaries (Diva, 2019). Indicators:

- Facilitating coordination and mediation between regions
- Establishing and implementing regulations
- Accelerating processes through cross-sector collaboration
- Community and stakeholder involvement

- Supporting orderly government administration

Territorial Administration

Territorial administration theory emphasizes the importance of managing administrative regions as the basis for orderly and effective governance. Clear territorial boundaries are a prerequisite for the division of authority, development planning, asset management, and the provision of public services. Territorial administration functions to coordinate the technical, legal, and social aspects of establishing and confirming territorial boundaries. Unclear administrative boundaries have the potential to lead to conflicts of authority, territorial disputes, and obstacles to regional development. Therefore, the role of regional apparatuses responsible for territorial administration is strategic in ensuring legal certainty and the stability of local governance (Sary et al., 2023; Az-zahroh & Hardjati, 2025). Indicators:

- Clarity of administrative boundaries
- Coordination between villages and sub-districts
- Preparation of technical documents and boundary maps
- Prevention of boundary conflicts
- Legal certainty of territorial administration

Good Governance

The theory of good governance emphasizes that governance must be based on the principles of transparency, accountability, participation, effectiveness, and legal certainty. Good governance views the government as a steward of public interests and is accountable to the community (Dahlia N, 2023). In the context of regional government, this principle is crucial to ensure that all policies and administrative processes, including boundary management, are implemented fairly and openly. Boundary management in accordance with good governance principles can minimize conflict, increase public trust, and support sustainable development. Thus, the implementation of good governance serves as a normative framework that strengthens the role of regional administration in maintaining orderly regional governance (UNDP, 1997; Bovens, 2007). Indicators:

- Transparency of the boundary confirmation process
- Accountability of administrative implementation
- Community participation in boundary determination
- Effectiveness and efficiency of governance
- Legal certainty and administrative justice

C. RESEARCH METHODOLOGY

This research uses a descriptive qualitative method, which describes a phenomenon based on conditions occurring in the field (Ramadhan, 2021). Data collected are in the form of words, images, or documents, thus de-emphasizing numbers. After data analysis, the results are presented in descriptive form for easy understanding. The researcher served as the primary instrument, while data collection was conducted through observation, interviews, and documentation. Data analysis was conducted inductively to understand the meaning, uniqueness, and phenomena that occurred. (Sugiyono, 2022)

In the context of this research, this approach was used to examine the role of the Territorial Administration of the Tuban Regency Regional Secretariat in managing village and sub-district boundaries, including planning, implementation, coordination, and obstacles encountered in the process of determining and confirming boundaries. Data validity was achieved through triangulation techniques, ensuring the reliability of the information generated. The results of this study are expected to provide a comprehensive understanding of how territorial boundary management is implemented, while also highlighting the strategic

role of Territorial Administration in supporting orderly administration in regional government administration.

D. RESULT AND DISCUSSION

With the rapid development in Tuban Regency, the need for village and sub-district land is increasing, both for infrastructure, housing, industry, and public services. This situation has a direct impact on the importance of clear and firm village and sub-district boundaries, because these boundaries serve as the basis for development planning, village asset management, and the provision of services to the community. Unclear boundaries have the potential to cause conflicts between adjacent villages, overlapping authorities, and obstacles in the implementation of regional development. Therefore, the Territorial Administration of the Tuban Regency Regional Secretariat plays a crucial role in managing and confirming village and sub-district boundaries so that development can proceed in an orderly manner. In carrying out this role, the Territorial Administration is required not only to be able to facilitate but also to function as a regulator that ensures compliance with statutory provisions, as well as as a catalyst that encourages the acceleration of the completion of territorial boundary confirmation. This role is in line with Gede Diva's Theory (2019), which states that an effective and ideal government is a government that is able to function as a facilitator, regulator, and catalyst in managing the dynamics of development and community interests.

The Role of Territorial Administration as a Facilitator



Figure 1. Data Adjustment and Signing of the Village and Sub-district Boundary Agreement Minutes

Source: Processed by Researchers, 2025

The government's role as a facilitator is to support and facilitate all program implementation to achieve predetermined objectives. In this role, the government acts as a party that provides the facilities and coordination space needed so that various activities can run effectively and directed (Siregar, Y. H et al. 2023). The government's role as a facilitator is realized by supporting and facilitating program implementation to achieve predetermined objectives. In managing village and sub-district boundaries, the Regional Secretariat of Tuban Regency Regional Administration implements this role by adjusting data from boundary tracking results and providing coordination space between adjacent villages and sub-districts. This process aims to align perceptions between parties by referring to technical and historical data so that the agreed-upon boundaries have administrative clarity and are acceptable. In addition, the Regional Administration facilitates the signing of the minutes of the boundary agreement as a form of administrative validation of the results of the joint deliberation. This document serves as an important basis for the process of determining village and sub-district

boundaries by the regional government and serves to minimize the potential for future territorial disputes. This implementation demonstrates that the facilitator role played by the Territorial Administration aligns with Gede Diva's Theory (2019), which emphasizes the government's role as a mediator between interests, streamlining processes, and promoting effective and orderly governance.

The Role of Territorial Administration as a Regulator

The government's role as a regulator is reflected in its efforts to establish direction and guidelines to maintain balance in development implementation. This is accomplished through the formulation and issuance of various regulations aimed at ensuring effective program implementation and ensuring administrative order in the development process (Firdaus, R. 2020). This is realized through establishing direction and guidelines in development implementation to ensure effective and orderly government administration. In managing and confirming village and sub-district boundaries in Tuban Regency, the Territorial Administration of the Regional Secretariat fulfills this role by utilizing Minister of Home Affairs Regulation Number 45 of 2016 concerning the Confirmation of Village Boundaries as the primary foundation. This regulation serves as a legal reference for every stage of boundary confirmation, from tracking and determining coordinate points to administrative boundary determination. The implementation of Home Affairs Ministerial Regulation No. 45 of 2016 allows regional governments to have clear and uniform guidelines for addressing village and sub-district boundary issues. This regulatory role provides legal certainty and prevents overlapping authority between administrative regions. Thus, Territorial Administration not only ensures compliance with laws and regulations but also contributes to the realization of orderly and equitable governance, in line with Gede Diva's Theory (2019), which positions the government as the director and controller of the regional development process.

The Role of Territorial Administration as a Catalyst



Figure 2. Tuban Regency Government and National Land Agency Conduct Earthquake Rehabilitation in Jenu District

Source: Processed by Researchers, 2025

The government's role as a catalyst is reflected in its ability to position itself as a party that encourages and accelerates the development of regional potential. In this role, the government acts not only as a policy implementer but also as a driving force capable of triggering the growth of social capital and increasing the participation of various parties in the development process. (Al Azis, M. V. N. 2022)

To optimize the government's role as a catalyst, active efforts are needed to encourage the involvement of other parties with the competence and capacity in the development process, so that development implementation can proceed more dynamically and

collaboratively. (Raintung, A., Sambiran, S., & Sumampow, I. 2021). The government's role as a catalyst is reflected in its ability to encourage and accelerate the development of regional potential through the involvement of various parties. In the context of boundary and land management, the Regional Administration of the Tuban Regency Regional Secretariat plays a catalytic role by encouraging collaboration between the local government, the National Land Agency (BPN), sub-district governments, village governments, and the community. This is evident in the implementation of the Community Movement for the Installation of Boundary Markers (Gemapatas) in Jenu District, which actively involved many stakeholders. The involvement of the Territorial Administration in Gemapatas activities is not only administrative, but also acts as a driving force that accelerates the realization of orderly land administration and certainty of territorial boundaries. By synergizing across sectors and encouraging community participation in the installation and maintenance of boundary markers, the Territorial Administration plays a role in building social capital and awareness of the importance of clear territorial boundaries. This implementation demonstrates that the catalytic role carried out by the Territorial Administration of the Tuban Regency Regional Secretariat is in line with the concept of Gede Diva (2019), where the government functions as an agent for accelerating development through collaboration and active participation of various parties.

E. CONCLUSION

Based on the research results, it can be concluded that the Territorial Administration of the Tuban Regency Regional Secretariat plays an important and strategic role in managing village and sub-district boundaries. This role is carried out through its functions as a facilitator, regulator, and catalyst, as stated by Gede Diva (2019). As a facilitator, the Territorial Administration is able to provide a space for coordination and mediate interests between adjacent villages and sub-districts by adjusting tracking data and facilitating the signing of minutes of territorial boundary agreements. This role not only contributes to the creation of administrative boundary clarity but also helps build social understanding so that the potential for territorial conflict can be minimized. As a regulator, the Territorial Administration carries out its functions guided by Minister of Home Affairs Regulation Number 45 of 2016 concerning the Affirmation of Village Boundaries as the legal basis for every stage of territorial boundary management. The existence of this regulation provides legal certainty and is an important instrument in maintaining administrative order and preventing overlapping authority between regions. Meanwhile, its role as a catalyst is evident in efforts to encourage cross-sector collaboration and community participation, particularly through the Gemapatas activity involving local governments, the National Land Agency (BPN), sub-district governments, village governments, and the community. The involvement of these various parties demonstrates that the Territorial Administration plays not only an administrative role but also a driving force, accelerating the realization of boundary certainty and building collective awareness of the importance of boundary clarity as a foundation for regional development.

In line with these conclusions, the researchers recommend continuing to strengthen the role of territorial administration in the sustainable management of village and sub-district boundaries in Tuban, as boundary management is crucial for achieving community well-being and good governance.

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