

Effectiveness and Challenges in Governing Indonesia's Nusantara Capital

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Abstract

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This study aims to analyze the effectiveness of the implementation of Law Number 3 of 2022 concerning the State Capital in establishing efficient and adaptive central government governance, as well as to identify the main challenges in its institutional implementation. Using a normative juridical approach, the study finds that the establishment of the Nusantara Capital Authority as the primary executing institution has been a strategic step in developing a new governance framework that is digitally-based, integrated, and sustainable. Nevertheless, its effectiveness faces several institutional challenges, including inter-agency coordination, bureaucratic capacity, and fiscal sustainability. The urgency of addressing these challenges lies in the need to strengthen accountability, institutional stability, and public participation to ensure that governance reforms align with the national development vision. This research highlights the critical importance of harmonizing institutional functions and optimizing governance mechanisms to achieve long-term sustainable development objectives, while maintaining efficiency and adaptability in managing the new capital city.

1. Introduction

The relocation of the State Capital (*Ibukota Nusantara/IKN*) from Jakarta to East Kalimantan is one of the largest strategic policies in the history of Indonesian government governance. This policy is legally regulated through Law Number 3 of 2022 concerning the IKN, which is oriented not only towards moving the administrative center but also towards the transformation of national government governance towards a more efficient, adaptive, and sustainable model.¹ This move is based on the urgency to address various problems in Jakarta, such as population density, traffic congestion, environmental degradation, and increasingly sharp regional development disparities.²

Conceptually, Law No. 3 of 2022 provides the legal basis for the establishment of the Nusantara Capital Authority (Otorita IKN) as a government institution responsible for the planning, development, and administration of governance in the IKN area. This Authority acts as a new model of governance that prioritizes institutional innovation, bureaucratic efficiency, and the application of sustainability principles in every aspect of development.³ However, in practice, the implementation of this law faces various challenges, both in terms of institutional aspects, inter-agency coordination, and regulatory and financing aspects.⁴

¹ Dian Herdiana. "Pemindahan ibukota negara: Upaya pemerataan pembangunan ataukah mewujudkan tata pemerintahan yang baik." *Jurnal Transformatif* 8, no. 1 (2022): 1-30.

² Suryadi Jaya Purnama and Chotib Chotib. "Analisis kebijakan publik pemindahan ibu kota negara." *Jurnal Ekonomi Dan Kebijakan Publik* 13, no. 2 (2023): 153-166.

³ Nurimna Fadliah, Fatmawati Fatmawati, and Hafiz Elfiansyah Parawu. "Implementasi Kebijakan Persampahan Berbasis Collaborative Governance Di Kota Makassar." *Universitas* 1, no. 2 (2021): 3.

⁴ Wahyu Laksana Mahdi. "Telaah Politik Hukum Pembentukan Badan Otorita Ibu Kota Negara dalam Sistem Ketatanegaraan Indonesia." *Jurnal Hukum Lex Generalis* 3, no. 10 (2022): 841-854.

One of the main challenges that arises is the synchronization of policies between the central and regional governments. The authority relationship regulated in Law No. 3 of 2022 demands a balance between the autonomy of the IKN Authority and central government control, to prevent overlapping in the implementation of governmental duties.⁵ Another challenge relates to the participation of local communities and socio-economic integration in the new development area. According to Hidayat,⁶ local community empowerment is key to maintaining social stability and strengthening the legitimacy of IKN development in the public eye.

In addition, the issue of transparency and accountability of development policy is an important highlight. Cohen,⁷ emphasize that the process of capital relocation must be accompanied by bureaucratic reform that stresses digital governance systems and data-based governance to avoid repeating the slow and hierarchical patterns of the old bureaucracy. In this context, Wahyudi,⁸ affirm that the power of the Head of the Authority in preparing development plans needs to be accompanied by a strong supervisory mechanism to guarantee public accountability.

Furthermore, the aspect of fiscal and environmental sustainability is also a crucial issue in the effectiveness of implementing Law No. 3 of 2022. Rahmawati and Waskur (2023) in their study on ecological justice highlight that the IKN project

⁵ Nurimna Fadliah, Fatmawati Fatmawati, and Hafiz Elfiansyah Parawu. "Implementasi Kebijakan Persampahan Berbasis Collaborative Governance Di Kota Makassar." *Universitas* 1, no. 2 (2021): 3.

⁶ Rahmatul Hidayat. "Representasi Pembangunan Ibu Kota Nusantara (IKN) dalam Media Nasional Indonesia Tahun 2023 (Sebuah Pendekatan Analisis Wacana Kritis)." *CORE: Journal of Communication Research* (2023): 57-67.

⁷ Julie Cohen. *Between truth and power*. OxfordOxford University Press, 2019.

⁸ Fajar Satriyawan Wahyudi. "Proyek pemindahan IKN: Upaya tata kelola pemerintahan yang baik ataukah untuk pengembangan ekonomi." *Humantech: Jurnal Ilmiah Multidisiplin Indonesia* 2, no. 9 (2023): 1890-1908.

must consider the balance between economic development and environmental preservation to avoid creating new disparities. Meanwhile, Maku et al.⁹ highlight administrative problems arising from the policy of relocating Civil Servants (*Aparatur Sipil Negara*/ASN) to the IKN area, which has the potential to trigger bureaucratic resistance and competence gaps among apparatuses.

On the other hand, Mustikarini (2023) shows that the success of the IKN Law implementation also depends on employment and welfare policies that can support the socio-economic life of the communities around the new development area. In a broader context, Afriyana,¹⁰ highlights the importance of the mental preparedness and perception of the ASN towards changes in the work environment as an indicator of the success of the governmental institutional transition in IKN.

Thus, the implementation of Law No. 3 of 2022 is not just an administrative issue, but a complex process of government governance reform that requires cross-sectoral coordination, transparency, and strengthening institutional capacity. The effectiveness of this law can be measured by the extent to which the IKN Authority is able to carry out its mandate in creating efficient and adaptive governance, and the extent to which the policy can overcome social, economic, and political challenges on the ground. Therefore, this research is directed to answer two main questions:

⁹ Sumanti Maku, Rustam Hs Akili, and Yusrianto Kadir. "Analisis Strategi Politik Hukum Terhadap Kebijakan Pemindahan Ibu Kota Negara Dalam Perspektif Geopolitik Dan Geostrategi." *Iblam Law Review* 3, no. 2 (2023): 152-172.

¹⁰ Affan Afriyana. "Analisis Persepsi Aparatur Sipil Negara Terhadap Pemahaman Reformasi Birokrasi Untuk Mendukung Optimalisasi Kinerja." *Jurnal Agregasi: Aksi Reformasi Government dalam Demokrasi* 10, no. 2 (2022): 98-107.

How effective is the implementation of Law Number 3 of 2022 in realizing efficient and adaptive central government governance in the IKN Nusantara area, and What are the main challenges in the institutional implementation of Law Number 3 of 2022, particularly related to inter-agency coordination and the sustainability of IKN Nusantara development, and why is their handling urgent

2. Methods

This research uses a normative juridical method, which focuses on the study of positive legal norms that are valid and relevant to the implementation of Law Number 3 of 2022 concerning the State Capital. This approach was chosen because the problem studied is conceptual and normative, namely related to the effectiveness of applying legal provisions, institutional structure, and government governance mechanisms regulated in the legislation. Through this approach, the research systematically examines the legal principles, regulations, and policies that form the basis for the implementation of the state capital relocation and the establishment of the Nusantara Capital Authority.

In the normative juridical method, the main data sources used are legal materials, both primary and secondary. Primary legal materials include the 1945 Constitution of the Republic of Indonesia, Law Number 3 of 2022 concerning the State Capital, and various implementing regulations such as Government Regulations and Presidential Decrees that regulate the institutions and authority of the IKN Authority. Secondary legal materials include legal literature, previous research results, scientific journals, and public policy documents that support the

conceptual analysis regarding the implementation of the law. Meanwhile, tertiary legal materials are used as complements to strengthen the understanding of terms, concepts, and legal theories used in the analysis.

The analysis approach in this research is carried out through legal interpretation and legal construction. Legal interpretation is used to understand the meaning of the norms contained in the legislation systematically, historically, and teleologically, to assess whether the provisions in Law No. 3 of 2022 are in line with the objectives of forming the new state capital. Meanwhile, legal construction is carried out to develop logical and structured legal arguments in answering the research problem formulation, especially regarding the effectiveness of the law's implementation and the institutional challenges faced.

In addition, this research also uses a conceptual approach to understand the concept of efficient and adaptive government governance as intended in the IKN Law. Through this approach, theories of state administrative law and good governance principles are studied to assess the extent to which the implementation of the law is able to reflect the principles of transparency, accountability, and bureaucratic effectiveness. The collected data and legal materials are analyzed qualitatively-descriptively, by describing the existing normative conditions, then linking them to the context of implementation and institutional challenges on the ground.

Thus, the normative juridical method in this research aims to provide a comprehensive understanding of how the legal norms contained in Law No. 3 of 2022 are implemented in the practice of government administration in IKN

Nusantara. The analysis results are expected to contribute to strengthening the theory and practice of constitutional law and provide constructive recommendations for improving the institutional system of the IKN Authority in the future.

3. Results and Discussion

3.1. Transformation of Governance Through the Implementation of Law No. 3 of 2022: Analysis of the Effectiveness and Institutional Dynamics of the IKN Authority

The implementation of Law Number 3 of 2022 concerning the State IKN is a monumental step in the effort to restructure the central government governance of Indonesia. The government has begun the implementation of this policy by establishing the Nusantara Capital Authority (*Otorita Ibu Kota Nusantara* /OIKN) as the main implementing institution for the development and administration of governance in the new capital area. OIKN has a special status that combines administrative, planning, and supervisory functions, and is directly responsible to the President. Through this institution, it is hoped that a more efficient, modern, and integrated pattern of governance will be created, which is capable of becoming a new model for national government administration in the digital era.¹¹

The government has carried out several important stages in the implementation of this Law, including the preparation of the development masterplan, the determination of administrative areas, and the preparation of the

¹¹ Dian Herdiana. "Pemindahan ibukota negara: Upaya pemerataan pembangunan ataukah mewujudkan tata pemerintahan yang baik." *Jurnal Transformatif* 8, no. 1 (2022): 1-30.

legal basis for coordination between ministries. These steps mark the beginning of the transformation process of government institutions toward a more synchronized and results-oriented system. In addition, several ministerial functions have begun to be transferred gradually, including the placement of ASN in the initial structure of OIKN as part of the central bureaucracy's adaptation process to the new location and work pattern.¹²

The implementation of Law No. 3 of 2022 also demonstrates the government's serious efforts to realize the principle of good governance through the integration of governance that emphasizes efficiency, accountability, and transparency. OIKN is designed as an institution that implements performance-based management, supported by a digital governance system and the concept of a smart city. This governance design allows the central government to operate more adaptively to global dynamics and community needs, while strengthening the legitimacy of the public bureaucracy in the eyes of citizens.¹³

However, the effectiveness of implementing this law still depends on the consistency of implementation and the government's ability to adjust the legal framework to the administrative reality on the ground. Several studies show that inter-agency coordination remains a major challenge in accelerating the implementation of the IKN policy. Differences in perception and overlapping authority between central institutions and OIKN can hinder policy effectiveness,

¹² Sumanti Maku, Rustam Hs Akili, and Yusrianto Kadir. "Analisis Strategi Politik Hukum Terhadap Kebijakan Pemindahan Ibu Kota Negara Dalam Perspektif Geopolitik Dan Geostrategi." *Iblam Law Review* 3, no. 2 (2023): 152-172.

¹³ Wahyu Laksana Mahdi. "Telaah Politik Hukum Pembentukan Badan Otorita Ibu Kota Negara dalam Sistem Ketatanegaraan Indonesia." *Jurnal Hukum Lex Generalis* 3, no. 10 (2022): 841-854.

especially in terms of cross-sectoral development planning.¹⁴ In addition, the dynamics of the relationship between the central government and the regional government in East Kalimantan require legal harmonization so that the implementation of development does not cause administrative conflicts or authority disparities.

The effectiveness of implementing Law No. 3 of 2022 can also be seen from the aspect of human resources and institutional readiness. According to Afriyana,¹⁵ the preparedness of ASN is an important indicator in assessing the extent to which the bureaucracy can adapt to changes in the new government structure. ASN placed in OIKN are required to have adaptive capabilities towards digital systems, cross-sectoral work culture, and a collaborative work environment. This is in line with the government's vision to make OIKN a symbol of the future bureaucracy that is efficient, results-oriented, and responsive to global challenges.

Besides institutional and human resource aspects, the success of implementing this Law is also related to the social and participatory dimension. Hidayat,¹⁶ emphasize the importance of local community empowerment around the IKN area so that the development process is not only top-down but also involves community elements as part of inclusive governance. Without the active participation of local communities, the institutional transition process is feared not

¹⁴ Nurimna Fadliah, Fatmawati Fatmawati, and Hafiz Elfiansyah Parawu. "Implementasi Kebijakan Persampahan Berbasis Collaborative Governance Di Kota Makassar." *Universitas* 1, no. 2 (2021): 3.

¹⁵ Affan Afriyana. "Analisis Persepsi Aparatur Sipil Negara Terhadap Pemahaman Reformasi Birokrasi Untuk Mendukung Optimalisasi Kinerja." *Jurnal Agregasi: Aksi Reformasi Government dalam Demokrasi* 10, no. 2 (2022): 98-107.

¹⁶ Rahmatul Hidayat. "Representasi Pembangunan Ibu Kota Nusantara (IKN) dalam Media Nasional Indonesia Tahun 2023 (Sebuah Pendekatan Analisis Wacana Kritis)." *CORE: Journal of Communication Research* (2023): 57-67.

to be fully effective and could lead to social resistance. Therefore, the implementation strategy of Law No. 3 of 2022 needs to consider social, economic, and cultural aspects so that the administration of new governance in IKN can proceed harmoniously.

The effectiveness of this Law is also tested through public supervision and accountability mechanisms. Wahyudi,¹⁷ assess that the large authority held by the Head of OIKN in development planning must be balanced with a strong control and transparency system to prevent misuse of power or inefficiency in the use of state resources. In this regard, strengthening internal audit mechanisms and performance evaluation are important instruments for maintaining the credibility of OIKN as a new institution in the central government structure.

Furthermore, the effectiveness of implementing the IKN Law is also influenced by fiscal policy stability and the sustainability of development financing. According to Purnama and Chotib,¹⁸ fiscal policy for IKN development must be designed carefully so as not to impose an excessive burden on the state finances in the future. The application of the principle of fiscal sustainability is important because the IKN development project requires long-term funding that must be managed with high accountability. Therefore, the effectiveness of this Law is not only determined by institutional regulation but also by budget governance and supporting macroeconomic policies.

¹⁷ Fajar Satriyawan Wahyudi. "Proyek pemindahan IKN: Upaya tata kelola pemerintahan yang baik atukah untuk pengembangan ekonomi." *Humantech: Jurnal Ilmiah Multidisiplin Indonesia* 2, no. 9 (2023): 1890-1908.

¹⁸ Suryadi Jaya Purnama and Chotib Chotib. "Analisis kebijakan publik pemindahan ibu kota negara." *Jurnal Ekonomi Dan Kebijakan Publik* 13, no. 2 (2023): 153-166.

The implementation of Law No. 3 of 2022 has created a strong legal foundation for the transformation of Indonesian government governance.¹⁹ OIKN as a new institution has successfully become a symbol of bureaucratic reform that prioritizes efficiency, technology, and transparency. However, its effectiveness still depends on how the government maintains policy consistency, strengthens inter-agency coordination, and ensures public participation at every stage of development. Thus, the implementation of this law can be said to be effective normatively, but still requires institutional strengthening and operational policies to fully realize efficient and adaptive central government governance in IKN Nusantara.

3.2. Institutional Challenges and the Urgency of Handling the Implementation of Law Number 3 of 2022 in the Nusantara Capital

The implementation of Law Number 3 of 2022 concerning the State IKN not only presents opportunities for central government governance reform but also raises various complex institutional challenges. One of the crucial issues in the initial stage of implementation is the problem of inter-agency coordination, both at the central and regional levels, which is the main obstacle to the effectiveness of IKN development policy. Cross-ministerial and state institution coordination still faces structural gaps due to overlapping authority and a lack of effective communication mechanisms between authorities. According to Mahdi,²⁰, these coordinating

¹⁹ Indriati Amarini, Yusuf Saefudin, Ika Ariani Kartini, Marsitiningih Marsitiningih, and Noorfajri Ismail. "Digital transformation: creating an effective and efficient court in Indonesia." *Legality: Jurnal Ilmiah Hukum* 31, no. 2 (2023): 266-284.

²⁰ Wahyu Laksana Mahdi. "Telaah Politik Hukum Pembentukan Badan Otorita Ibu Kota Negara dalam Sistem Ketatanegaraan Indonesia." *Jurnal Hukum Lex Generalis* 3, no. 10 (2022): 841-854.

obstacles arise because the institutional transition process of OIKN is still in the formation phase, thus it does not yet have derived legal instruments capable of integrating cross-sectoral functions thoroughly.

A concrete example of this coordinating challenge is seen in the alignment of policies between the Ministry of PPN/Bappenas, the Ministry of PUPR, and OIKN in preparing the master plan and implementing basic infrastructure development. Inconsistencies in regulations and differences in project priorities cause implementation delays on the ground. Hidayat,²¹ emphasize that inter-agency coordination is still administrative, not strategically collaborative, thereby hindering the effectiveness of medium-term policy implementation. In this context, an adaptive and data-based governance approach is needed so that every institution can adjust its function and responsibility to the national development targets in IKN.

Besides coordination, another significant challenge is the sustainability of development, both from fiscal, environmental, and social aspects. Purnama and Chotib,²² state that the success of IKN is highly determined by long-term funding stability that does not burden the state finances. While most of the funding still comes from the State Budget (APBN), private investment support is not yet optimal due to regulatory uncertainty and weak legal guarantees. This condition creates financing risks that can hinder the continuity of main infrastructure development. Therefore, the urgency of handling the fiscal sector is very important so that

²¹ Rahmatul Hidayat. "Representasi Pembangunan Ibu Kota Nusantara (IKN) dalam Media Nasional Indonesia Tahun 2023 (Sebuah Pendekatan Analisis Wacana Kritis)." *CORE: Journal of Communication Research* (2023): 57-67.

²² Suryadi Jaya Purnama and Chotib Chotib. "Analisis kebijakan publik pemindahan ibu kota negara." *Jurnal Ekonomi Dan Kebijakan Publik* 13, no. 2 (2023): 153-166.

development implementation not only proceeds in the initial stage but is also sustainable until the post-relocation period of the government center.

From an institutional perspective, the OIKN faces a major challenge in building internal capacity and an effective governance system. Herdiana,²³ highlights that OIKN is still in the process of forming its organizational structure, recruiting apparatus, and establishing internal supervision mechanisms. This condition results in a coordinating gap with technical ministries that have a role in development implementation, such as the Ministry of Finance, ATR/BPN, and KLHK. As a new institution with ministerial-level status, OIKN is required to have strong managerial and institutional capabilities so that it is not only a project implementer but also a strategic policy planner capable of orchestrating various cross-sectoral interests.

The urgency of strengthening OIKN's institutions is also related to public accountability and transparency aspects. Wahyudi,²⁴ explain that the implementation of large-scale development such as IKN is susceptible to the risk of inefficiency, project overlap, and potential misuse of the budget if not accompanied by a strong supervisory mechanism. In this regard, the application of good governance principles through internal audit, public information disclosure, and periodic evaluation is a necessity to maintain public trust in the IKN project. In addition, transparency is also important to attract investor interest and strengthen

²³ Dian Herdiana. "Pemindahan ibukota negara: Upaya pemerataan pembangunan ataukah mewujudkan tata pemerintahan yang baik." *Jurnal Transformatif* 8, no. 1 (2022): 1-30.

²⁴ Fajar Satriyawan Wahyudi. "Proyek pemindahan IKN: Upaya tata kelola pemerintahan yang baik ataukah untuk pengembangan ekonomi." *Humantech: Jurnal Ilmiah Multidisiplin Indonesia* 2, no. 9 (2023): 1890-1908.

international legitimacy for the concept of sustainable development promoted by Indonesia.

The next equally important challenge is the readiness of human resources (HR) and bureaucratic adaptation. Afriyana,²⁵ shows that the relocation of the government center does not only mean moving offices and organizational structures but also demands significant bureaucratic culture changes. ASN who serve in OIKN must master digital technology, have a cross-sectoral collaborative work pattern, and be prepared to work in a multicultural environment. The lack of this readiness can hinder the institutional transition and reduce the effectiveness of government administration in the initial stage. Therefore, HR capacity development and digital literacy improvement are urgent needs in the implementation of Law No. 3 of 2022.

From the social side, challenges emerge in the form of local community acceptance of IKN development. Fadilah et al.²⁶ note that some East Kalimantan communities still have concerns related to socio-economic impacts, especially population relocation and changes in spatial planning. The non-involvement of local communities in the planning process potentially creates social resistance that can hinder development. The urgency of resolving this issue lies in the need for effective and participatory public communication strategies so that the community can see the direct benefits of IKN's existence, while also feeling ownership of the national project.

²⁵ Affan Afriyana. "Analisis Persepsi Aparatur Sipil Negara Terhadap Pemahaman Reformasi Birokrasi Untuk Mendukung Optimalisasi Kinerja." *Jurnal Agregasi: Aksi Reformasi Government dalam Demokrasi* 10, no. 2 (2022): 98-107.

²⁶ Nurimna Fadliyah, Fatmawati Fatmawati, and Hafiz Elfiansyah Parawu. "Implementasi Kebijakan Persampahan Berbasis Collaborative Governance Di Kota Makassar." *Universitas* 1, no. 2 (2021): 3.

Besides social challenges, the environmental aspect is also an urgent concern. Maku et al.²⁷ affirm that IKN development, which is oriented towards the concept of a green and sustainable city, demands a high commitment to forest conservation, water management, and carbon emission control. Delays in applying environmental standards in development projects can impact Indonesia's international credibility on sustainability issues. Therefore, the urgency of handling the environmental dimension is an integral part of OIKN's institutional implementation so that IKN development is oriented not only towards the physical but also the ecological.

The main challenges in the institutional implementation of Law No. 3 of 2022 include inter-agency coordination, fiscal sustainability, HR readiness, public participation, and environmental management. The urgency of handling each of these challenges lies in the importance of ensuring an institutional transition that is not only administratively effective but also inclusive, transparent, and sustainable. By strengthening governance, increasing institutional capacity, and building cross-sectoral synergy, the implementation of the IKN Law is expected to become a visionary and adaptive model of government reform for the future of Indonesian bureaucracy.

4. Conclusion

This research indicates that the implementation of Law Number 3 of 2022 concerning the IKN has been a strategic step in realizing central government

²⁷ Sumanti Maku, Rustam Hs Akili, and Yusrianto Kadir. "Analisis Strategi Politik Hukum Terhadap Kebijakan Pemindahan Ibu Kota Negara Dalam Perspektif Geopolitik Dan Geostrategi." *Iblam Law Review* 3, no. 2 (2023): 152-172.

governance that is more efficient, modern, and sustainability-oriented. The establishment of the Nusantara Capital Authority (OIKN) serves as the main pillar of institutional reform, although its implementation still faces various challenges such as inter-agency coordination, human resource readiness, and fiscal and environmental sustainability.

Efforts to harmonize regulations and enhance public accountability are key to the effectiveness of this policy. Furthermore, community participation and transparency in the development process must continue to be strengthened to ensure social legitimacy and long-term sustainability. Overall, the success of implementing Law No. 3 of 2022 depends on the government's ability to maintain cross-sectoral synergy and build governance that is adaptive to national dynamics and global challenges.

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