



CAPITAL CITY RELOCATION AND CHANGING REGIONAL BOUNDARIES IN KUPANG REGENCY (SEMAU ISLAND CASE)

Ajis Salim Adang Djaha^{1*}, Peter de Rozari², and Syukur Muhaymin Adang Djaha³
^{1,3} Nusa Cendana University (Faculty of Social and Political Science, Nusa Cendana University, Kupang, Indonesia)

² Nusa Cendana University (Faculty of Economics and Business, Nusa Cendana University, Kupang, Indonesia)

*Corresponding Email: ajissalim5464@gmail.com

ABSTRACT

The changing boundaries of the Kupang Regency area was carried out due to the relocation of the regency capital to Oelamsi. The relocation of the capital has caused of good principles governance such as efficiency, effectiveness, responsiveness and accessibility of Kupang Regency government services in Semau Island community to experience a significant decline. These principles are difficult to implement due to geographic, demographic and economic factors of the community. This condition encouraged the initiative of the community who wanted to join the Kupang City government area. The initiative was conveyed during the administration of Yonas Salean as Mayor of Kupang and Frans Lebu Raya as Governor of East Nusa Tenggara with the main reason being "far away and access costs that cannot be reached by most Semau residents". This initiative is in line with the theory of gravity "center-periphery". The Kupang attraction as the capital of Kupang City is stronger than the attraction of Oelamasi as the capital of Kupang Regency. This research conducted by mixed method. Quantitative in the form of a survey with 565 respondents and qualitative through focus group discussions (FGD) by community leaders and Semau traditional leaders as representatives of 14 villages. The results of the FGD showed that most of the leaders "agreed" if Semau was diversioned into Kupang City, but there was a suggestion from FGD participants that it was necessary to ask all Semau residents about the diversion. Based on this proposal, a survey was then conducted, the results of which showed that 386 (68.32%) respondents agreed, 81 (14.34%) disagreed, and 98 (17.35%) were hesitant about the transfer of Semau from Kupang City. It is recommended that the results of this study be the basis for academic feasibility if the transfer process begins.

Keywords: (a) Capital city relocation, (b) Changes regional areas, (c) efficiency, (d) effectiveness, (e) responsiveness, (f) accessibility, (g) gravity theory



1. INTRODUCTION

Kupang Regency area since its formation (August 11, 1958) with law number 64 year 1958 was covering the West Timor plains, Rote Island, Ndao Island, Sabu Island, Raijua Island, Semau Island and several other small islands. Kupang City was originally one of the sub-districts, namely Kupang Sub-district. In its development, Kupang Sub district was upgraded to the status of Kupang Administrative City (Kotif) based on Government Regulation Number 22 of 1978 dated July 1, 1978, overseeing two sub-districts, namely North Kupang Sub-district and South Kupang Sub-district. Then in 1966 its status was upgraded to the Level II Regional Municipality of Kupang based on law Number 5 of 1966 dated: April 11, 1966. Since 1966 – October 2010 Kupang is the center of two regional governments, namely Kupang Regency and Kupang City. Since October 22, 2010, the capital of Kupang Regency has officially been moved from Kupang City to Oelamasi having previously been located in Kupang City since 1958.

The relocation of the capital city from Kupang to Oelamasi from the perspective of the ‘center – periphery’ regional planning is actually not a problem, it is still considered strategic because the distance from a number of peripheral sub-district (peripheral areas) such as (South Semau, Semau, West Kupang, East Amfoang, North Amfoang, Northwest Amfoang, Southwest Amfoang, West Amarasi and South Amarasi) is relatively the same with a relatively similar level of access difficulty. However, the presence of Kupang City which is geographically located between the sub-district (Semau, South Semau, West Kupang) and all land transportation facilities from these sub-districts all go through the Kupang City area so that it is considered inefficient, ineffective, and far access by the community, and the responsiveness of the Kupang Regency Government is low when compared to the services provided in Kupang City.

Various difficulties experienced and felt by the community in the three sub-districts (South Semau, Semau, and West Kupang) then a number of community leaders then had the initiative to hold a deliberation and submit the results to the Kupang City Government and the East Nusa Tenggara (NTT) Provincial Government. The results of the deliberations of the Semau and South Semau community leaders were submitted to Kupang City during the Yonas Salean administration, and to NTT Province during the Frans Lebu Raya administration. Meanwhile, West Kupang community leaders submitted their initiatives to Kupang City at the same time. The initiatives submitted to the NTT Provincial Government during the Victor Bungtilu Laiskodat administration were asked to be assessed for their academic feasibility. The author was entrusted as a research team from Undana to review its academic feasibility in 2020. The researcher's argument for conducting this research from the perspective 'gravity theory and social cohesion theory'. There are two conditions that theoretically need to be studied, namely whether the distance factor - the theory of gravity explains that distance affects people's desire to travel, because to cover that distance requires time, energy, and cost. The further the distance separating the two locations, the lower the desire of people to travel. The attraction referred to in this study is the attraction of the service center to the back or outskirts.



The problem of this research is "is it feasible for the Semaue and South Semaue sub-districts to be transferred from the Kupang Regency area to the Kupang City area? The purpose of this study is to provide rational considerations for the NTT Provincial Government to organize the Kupang Regency and Kupang City areas through regional adjustments by transferring Semaue and South Semaue Sub-districts on Semaue Island which are in the Kupang Regency area to the Kupang City area.

The results of this study were published and discussed by the public – especially stakeholders – because after waiting for four years, even Governor Victor B. Laiskodat has ended his term, the change in the boundaries of the Kupang Regency area by moving the Semaue Island area to Kupang City has not occurred. This situation also proves the doubts of community leaders during the FGD that our agreement in this study was not followed up to completion, we are the ones who will feel the political impact – for example 'neglect' – from the attention of the Kupang Regency Government.

2. RESEARCH METHODS

This research is conducted by means of mixed methodology. A qualitative method is used for cultural analysis, when a quantitative method is used for economic analysis and community behaviors towards the transfer of the Semaue area from Kupang Regency to Kupang City. The location of this study in Kupang Regency, especially in Semaue District, South Semaue District and Kupang City.

This study focused on the quality of public services in efficiency, effectiveness, and accessibility side of Kupang Regency government to Semaue District community and South Semaue District community. In order to find out the aspirations of the Semaue community, the researcher collected the data by qualitative and quantitative. Qualitative data collection was conducted by using FGD techniques and in-depth interviews with traditional leaders as the informan, other community leaders and professional workers who were determined by using purposive sampling techniques. Then the quantitative data was conducted by using community behavior survey techniques. The survey was conducted in 14 villages with samples 565 respondents were determined using cluster random sampling technique. Determination of respondents who conducted by using accidental sampling technique on 17 years old residents.

3. RESEARCH RESULTS AND DISCUSSION

The Regional Arrangement consists of Regional Formation and Regional Adjustment (Article 31 paragraph 3 Law Number 23/2014). This study is more concerned with regional adjustments. Adjustments are implemented by considering regional capacity in providing services. Regional capacity uses parameters as stated in Article 36 of Law Number 23 of 2014 : (a) geography as seen from the location of the district/capital city; (b) the demographics as seen from population distribution; (c) security as seen from social conflict; (d) socio-political, customs, and traditions as seen from social cohesion, community participation in general elections, and community organizations; (e) economic potential as seen from economic growth, and development of superior regional potential; (f) ability to organize government as seen from accessibility of basic services (education, health, infrastructure).



The area of each region (province, district/city, sub-district, village/ward) is not the same. Some are narrow, some are wide, and some are very wide. In addition, often the capital of the province, district/city, sub-district is not in the center for more efficient and effective service (ease of access in terms of time, cost, and energy) to all outlying areas. This condition causes inefficient and ineffective services for all areas. The ease and difficulty of outlying areas in reaching the center of government (capital) of the district/city is also determined by the support of available infrastructure and transportation facilities.

In addition to the ease of public access to the center of government, the government also has difficulty in responding to all community needs quickly and appropriately. Long distances, difficult terrain, inadequate transportation facilities, high transportation costs are considerations for every Regency/City Government official to reach outlying areas.

The characteristics of the relationship between the Regency City and the back area (such as Oelamasi City with Semau and South Semau) can be categorized into a generative city, or parasitic city, or enclave city (closed). A generative city is when the city and the back area have a functional relationship, meaning they complement each other. A parasitic city is a city that does not function much to help the back area and can even kill various businesses that are starting to grow in the village (Robinson, 2012:127-128). The various difficulties faced in responding to community necessary, and the various difficulties of the community when accessing government service centers, are considerations for a region to be reviewed for reorganization in Law Number 23 of 2014 known as "Regional Adjustment".

Government services and development in the region (center - periphery), the peripheral region is often neglected. This neglect is more due to operational costs, distance, infrastructure and transportation or transportation facilities. These disruptive factors can be overcome by the management pattern applied, namely by delegating authority and assignment (assistance tasks). Delegation is carried out from the Regent to the Sub-district Head in the implementation and control, and handing over affairs to the village government through assignment authority. The factor that usually interferes with delegation and assignment is the intelligence of human resources at the sub-district and village levels in receiving and implementing delegated and assigned authority.

UNDP in Dwiyanto (2006:79) stated that good governance has eight principles, such as (1) participation, (2) transparency, (3) accountability, (4) effectiveness and efficiency, (5) legal certainty, (6) responsiveness, (7) consensus, (8) equality and inclusiveness. These principles are not all used as the focus of the study. Some of the principles reviewed in relation to this study are responsiveness, efficiency and effectiveness. One additional aspect of regional management is accessibility (Sadyohutomo, 2009).

Responsiveness is the responsiveness of service providers to the hopes, desires, aspirations and demands of service users. Efficient is the best comparison between output and input. A service is said to be effective if externally the service provided can meet the needs of stakeholders, or provide satisfaction for stakeholders and internally can achieve the targets that



have been set (Agus Dwiyanto, 2006). Accessibility of Public Services, ease of obtaining services with criteria such as (1) The total distance from all residents to the prospective facility location is the smallest; (2) the furthest distance from the population to the prospective location is the minimum, (3) the number of residents by each service unit must be greater than a certain number as a threshold criterion for the feasibility of the service unit, (4) The number of residents served must be smaller than the service capacity to be placed (Sadyohutomo, 2009).

The following are the views of the Kupang Regency Government, Kupang City Government, and Semaue Community regarding the planned changes to regional boundaries due to the relocation of the Kupang Regency capital to Kupang City.

The results of the FGD with traditional leaders and other community leaders showed that most of those present in the discussion agreed that Semaue should be transferred to Kupang City on the grounds that it is more difficult to reach Oelamasi City than Kupang City. To Kupang the cost is cheaper, the time is less and the mobility of Semaue residents to Kupang City in economic matters is higher, even the highest than Oelamasi. It means that when we are going to Kupang, not just one affair, but many affair can be solved. That's why is said to be low cost. However, it is not known whether Kupang City government service are better than Kupang Regency Government services. In FGD, the community leaders asked to not only interview to community leaders, but also interview to Semaue community about they opinion.

This inquiry was followed up with a survey of 565 respondents spread across 14 villages in Semaue and South Semaue sub-districts. The following are the results of a survey of Semaue community behaviors towards diversion planning to Semaue and South Semaue Sub-districts to Kupang City.

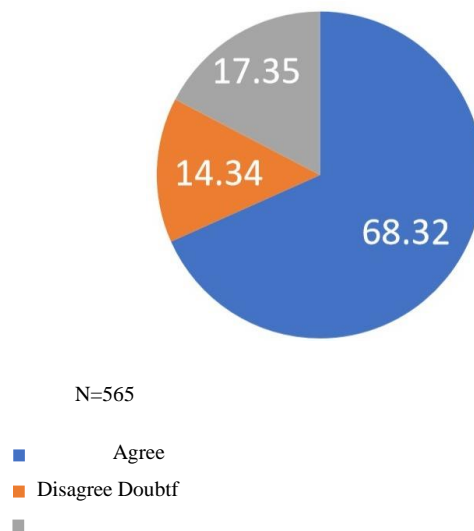
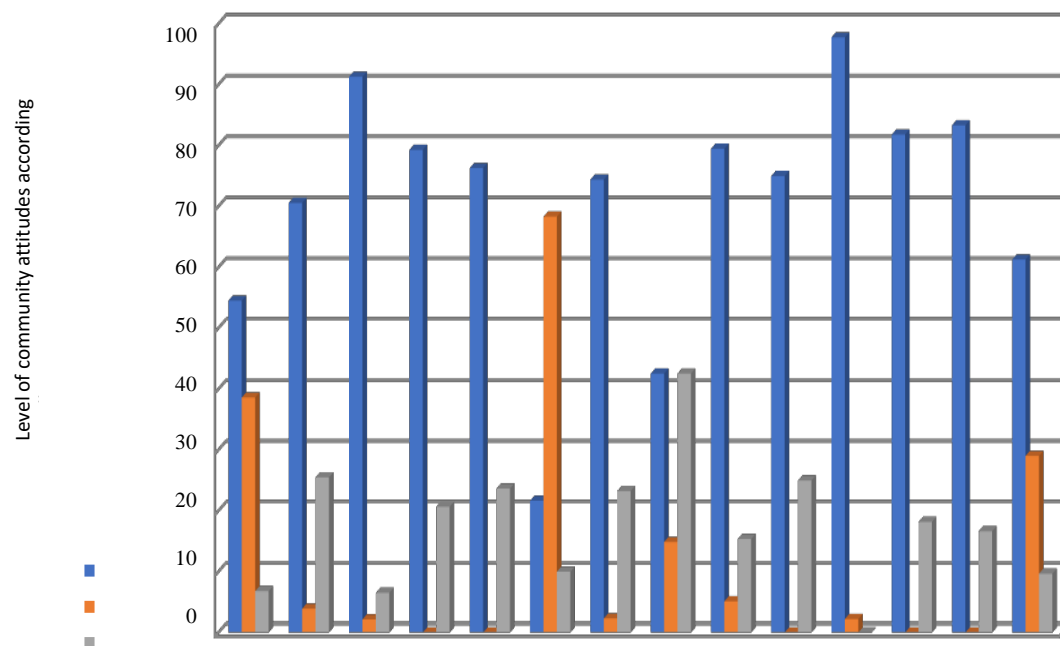


Figure 1. Distribution of Respondents' Behaviors towards the Transfer of All from Kupang Regency to Kupang City.



Semau community behaviors can be seen in their distribution based on the village



	Boko nusa n	Otan	Uita o	Huile lot	Uias a	Hansi si	Batui nan	Letb aum	Naik ean	Akl e	Uitiu hana	Ona nsila	Uitiu htua n	Uiibo a
% Setuju	54.54	70.59	91.3	79.3	76.31	21.67	74.42	42.55	79.49	75	97.78	81.82	83.33	61.29
% Tidak Setuju	38.63	3.92	2.17	0	0	68.33	2.33	14.89	5.13	0	2.22	0	0	29.03
% Ragu-ragu	6.81	25.49	6.53	20.68	23.68	10	23.25	42.55	15.38	25	0	18.18	16.66	9.68

Figure 2. Semau Community behaviour through the diversion from Semau, Kupang Regency to Kupang City

From the data tendency in the image above, it shows that most respondents have a positive behavior (agree) to the diversion planning from Semau, Kupang Regency to Kupang City. The distribution of community behavior based on villages in Semau and South Semau Districts also mostly have an behavior of agreeing to the diversion plan. Only the people of Hansisi village have more negative behavior than positive behavior.¹ In Letbaun Village, there are equal numbers of positive and doubtful behavior. The level of doubt is quite high, namely the same as positive behavior, the reason is that moving to the city will require new documents that will be processed again, the moving process is not easy and takes a long time.

The tendency of negative behaviors after being confirmed to the field data collectors, there was one interesting situation where each data collector was accompanied by an officer. Before the community expressed their behavior, it was preceded by an explanation from the village head or village official who accompanied them in the Helong/Rote language where the data collector did not understand what was being discussed. A number of respondents when asked the reason



for their behavior, the person concerned was silent for a moment occasionally looked at the officer, then gave the answer: they did not understand because there had been no socialization from the government and moving to the city would not necessarily provide better service than the district; but there were those who just smiled without reason. Another tendency was when data collectors visited respondents without being accompanied by officers, most of them had a positive behavior (agreed) to the plan and immediately gave reasons for their behavior when asked by the data collector. Therefore, the researcher is of the view that there was bias in data collection in Hansisi.

The main reasons from respondents who agreed or even strongly agreed are closer, cheaper and the travel time is shorter. The additional reasons are related to service later is faster and easier. For respondents who disagreed, a number of reasons were identified, namely there had been no socialization from the Regional Government, moving to the city does not necessarily mean better service from the district, worrying about not getting village funds/can be lost because moving to the city changes the status of the village to a sub-district, the community will change the existing population data again, city taxes will be more expensive than district taxes, do not believe in the campaign promises of candidates for Provincial DPRD Members, will the remote area allowance be lost, the position of honorary workers is threatened, and fear that the negative impact is greater than the positive.

Most of the people who agree assess that the services of the District Government to the community have not been satisfactory. This dissatisfaction is related to administrative government services such as population affairs (Resident Identity Cards, Family Cards, birth certificates, death certificates, marriage certificates), processing of business permits and social services in the fields of education and health. This dissatisfaction is related to the following two things: (1) the long distance so that it takes a long time to reach the district capital in Oelamasi; (2) the costs incurred are very large for a small community. The experience of a villager Efrahim Salean, a resident of Onansila Village, Semaui Selatan District when they processed a Family Card during 4 (four) round trips spent around Rp.896,000 for transportation, food and drink. It can takes 3 to 4 hours to reach the district capital. Viewed from an economic aspect; this problem creates an opportunity cost for Semaui Island people.

Opportunity cost is defined as "the loss of potential benefits from other alternatives, when one alternative is chosen" (The New American Oxford Dictionary). This opportunity cost is a key concept in economic that describes the basic relationship between scarcity and opportunity. In a nutshell, this concept is an economic concept where the perpetrator will give up one opportunity to take another opportunity by spending a certain cost. This opportunity cost is not only limited to monetary costs, but also the real cost of lost output, pleasure or benefits, to lost time. In the case of the community on Semaui Island, the opportunity cost experienced is in the form of lost community income that should have been obtained from economic efforts carried out such as in the fields of agriculture, animal husbandry, fishing, motorcycle taxis or retail businesses that they own, due to the loss of time in handling matters in distant places.



The result of FGD with Kupang Regency Government (Regent, Komite I DPRD, Government assistant 1, and several leaders of Regional Organizations) were firmly rejected the diversion plan from Semau and South Semau areas to Kupang City. During the FGD, most of the time was used to question the basis for implementing the study on the transfer of areas, so that the focus of the discussion shifted from the application of good governance principles to the legality, authority, and interests of the parties who initiated the study. All informants in the FGD - the Regent of Kupang, two members of Commission I of the Kupang Regency DPRD, and Assistant I of the Kupang Regency Regional Secretariat - rejected the study on the transfer of the Semau and South Semau Districts from Kupang Regency to Kupang City. They deeply regretted why such developments in aspirations were not discussed first with the Kupang Regency government as the host. Even doubting the truth and accuracy of the aspirations of the Semau community, because during the implementation of the Sub-district Musrenbang, there were never any aspirations of that kind from the village head or from community leaders.

The Kupang City Government (Mayor of Kupang and Chairman of the Kupang City DPRD) have different views. The Mayor of Kupang is of the view that regarding the transfer of territory from Kupang Regency to Kupang City, we are neutral. The Mayor of Kupang does not want to be seen as seizing other people's territory. Ethically, we are not allowed to take the initiative for this purpose. If possible, the Provincial Government, Kupang Regency and Kupang City should sit together to discuss this matter. But of course based on the aspirations of the community. The Mayor admitted that the people of Kupang Regency who are in the western part of Kupang City had met him to convey their aspirations so that they would be allowed to join Kupang City, but the aspirations were not responded to, instead suggesting that they be submitted to the Kupang Regency Government. However, if the final results of this study state that it is feasible to be transferred, we are ready to accept it. The Chairman of the Kupang City DPRD also has the same view as the Mayor of Kupang. It's just that when viewed from a humanitarian perspective - the Semau community travels a long distance through Kupang City with transportation and accommodation costs and a lot of time - if they want to enter Kupang City, I agree more.

The Provincial Government took the initiative to ask academics to conduct a study based on Semau community initiative submitted by a number of community leaders when they visited NTT Governor Frans Lebu Raya while he was leading NTT. At this stage, the Provincial Government cannot be said to agree with the proposal. However, what is called a community proposal needs to be followed up. If the results are feasible, they will be followed up according to applicable regulations, but if they are not feasible, the Provincial Government has an obligation to explain it to the Semau community.

The Kupang Regency Government questioned the rules that were the basis for this study. This can be read in the provisions of Law Number 23 of 2014 Chapter VI concerning Regional Arrangement. Article 31 paragraph (1) In the implementation of Decentralization, Regional Arrangement is carried out. (2) Regional Arrangement is aimed at: (a) realizing the effectiveness of the implementation of Regional Government, (b) accelerating the improvement of community

Ajis Salim Adang Djaha, Peter de Rozari, and Syukur Muhaymin Adang Djaha

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welfare, (c) accelerating the improvement of the quality of public services, (d) improving the quality of governance, (e) improving national competitiveness and Regional competitiveness; and (f) maintaining the uniqueness of customs, traditions, and Regional culture. Regional Arrangement consists of Regional Formation and Regional Adjustment (Article 31 paragraph 3 of Law Number 23/2014). This study is more concerned with regional adjustment. Adjustment is carried out by considering the capacity of the region in providing services. Regional capacity uses parameters as stated in Article 36 of Law Number 23 of 2014, namely: (a) geography as seen from the location of the district/city capital; (b) demographics as seen from the distribution of the population; (c) security as seen from social conflict; (d) socio-political, customs, and traditions as seen from social cohesion, community participation in general elections, and community organizations; (e) economic potential as seen from economic growth, and development of superior regional potential; (f) ability to organize government as seen from accessibility of basic services (education, health, infrastructure). The regional adjustment referred to in this study is the change in regional boundaries (Article 48 paragraph 1a of Law 23/2014), namely the boundaries of the Kupang Regency and the boundaries of the Kupang City by transferring the Sema District and South Sema District from Kupang Regency into Kupang City area. The results of this study will be the basis for a proposal to the Government for changes to the boundaries of the area stipulated by law (Article 48 paragraph 2 of Law 23/2014). The implementation of good governance can be realized through the application of a number of principles. According to UNDP in Sedarmayanti (2004:5), among others, through the principle of participation, the principle of responsiveness, the principle of effectiveness and efficiency. A number of these principles have been accommodated in the provisions of Article 31 paragraph 2 of Law 23/2014. It is in this framework that a district/city area is organized. If in its development a number of these principles cannot be implemented properly by a district/city area, then it is necessary to organize the region through regional adjustment steps. Before regional adjustments are made, a study needs to be conducted on the capacity of the region in providing public services. Service capacity can be studied through a number of parameters as stated in Article 36 of Law 23/2014. The study conducted certainly refers to these parameters. In the case of the geographical position of Sema District and South Sema District, the parameters used are (a) geography as seen from the location of the district/city capital; (b) socio-political, customs, and traditions as seen from social cohesion, community participation in general elections, and community organizations; (c) the ability to organize government as seen from the accessibility of basic services (education, health, infrastructure). Sema residents who want to get services from the Regency Government with offices in Oelamasi must go through the area and center of government of Kupang City, and the Kupang Regency Government who wants to go to Sema District and South Sema District on Sema Island must go through the area and center of government of Kupang City.

This study was conducted in 2020. The results of the study show that the relocation of the capital of Kupang Regency to Oelamasi is no longer seen as a strategic position for the people on

Ajis Salim Adang Djaha, Peter de Rozari, and Syukur Muhaymin Adang Djaha

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Semau Island. The Semau community itself feels the effects of a non-strategic position which has consequences for ease of access - time and cost - so they submitted a request to the City and Provincial Governments to join Kupang City. In addition to conveying these aspirations, the results of a survey of 14 villages with 565 respondents also showed that the majority of 68.32% agreed with the transfer plan. Therefore, it is necessary to make regional adjustments by changing the boundaries of the Kupang Regency and Kupang City areas and transferring the Semau and South Semau Districts on Semai Island which are in the Kupang Regency area to the Kupang City area.

The results of this study were followed up, but until the Governor who took the initiative to push for this study to be carried out ended his term of office, it had not shown the results as expected.

4. CONCLUSION

The territory change of Kupang Regency and Kupang City as a consequence of capital relocation of Kupang Regency to Oelamasi by diversion Semau District and South Semau District areas into Kupang City area which was recommended at the end of 2020 to 2024 have not been carried out. Meanwhile, the results of the study which stated that it was feasible to be further processed in accordance with applicable laws and regulations have given great hope to the Semau community. If this is not resolved, it will reduce the level of public trust in the NTT Provincial Government and also Undana which was given the trust to conduct this study. Therefore, for further studies need to carried out in order to determine the various factors that are obstacles in the process of changing regional boundaries.

ACKNOWLEDGEMENT

This article is part of Collaborative Research Result of the East Nusa Tenggara Province Border Management Agency with Institute of Research and Service of Nusa Cendana University, Kupang, in 2020 with the tittle of the Study is Administrative Diversion Areas of Semau District, Kupang Regency to Kupang City.

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