

Implementation of Regional Development Planning Policies at the Regional Development Planning Agency of Central Sulawesi Province

(Study on the Preparation of the 2024 Central Sulawesi Provincial Government Work Plan)

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Abstract

The aim to be achieved in this research is to obtain an overview of the Implementation of Regional Development Planning Policies at the Regional Development Planning Agency of Central Sulawesi Province (Study of the Preparation of the Regional Government Work Plan for Central Sulawesi Province in 2024). This type of research is descriptive, with a total of 5 informants, whose determination uses purposive techniques. Apart from that, the data collection techniques in this research were through observation, interviews and documentation. With a data analysis method with three steps, namely data condensation, presenting data (data display), and drawing conclusions or verification (conclusion drawing and verification). Based on the results of research using Edward III's theory which has been discussed, the implementation of regional development planning policies at the Regional Development Planning Agency of Central Sulawesi Province (Study on the Preparation of Regional Government Work Plans for Central Sulawesi Province in 2024) has not been implemented well. This is due to the number of competent planning apparatus is still limited, community participation is still low, public consultations are not carried out and there are obstacles in the fragmentation aspect, namely adjustments to the sipd-ri application which results in the time at several stages not being in accordance with the schedule for preparing the 2024 RKPD.

Keywords: policy implementation, communication, resources, disposition, bureaucratic structure

Introduction

Planning is a process for determining appropriate future steps, through a sequence of priority choices taking into account the availability of resources. In the mandate of Law Number 25 of 2004 concerning the National Development Planning System, it is stated that the National Development Planning System is a single development planning unit that produces long-term, medium and annual development plans implemented by ministries or state institutions and communities at the village, district, City, Provincial and National.

Furthermore, to increase the capacity of regional governments in developing their duties and functions in the field of development in the long, medium and annual term, a Regional



Development Planning Agency (Bappeda) was formed. So that at this time, the Regional Government is not only implementing the tasks of the Central Government, but has a greater capacity to accommodate the aspirations of citizens in its region, in the form of formulating development plans aimed at meeting the real needs of the region. (Bappenas: 2002).

The Regional Development Planning Agency (Bappeda) of Central Sulawesi Province is the leading sector supporting element of government affairs in the field of development planning which is the regional authority of Central Sulawesi Province, which is led by a Head of the Agency who is under and directly responsible to the Governor, through the Regional Secretary of Central Sulawesi Province. Central Sulawesi Province Bappeda was formed based on Governor Regulation Number 57 of 2022 concerning Position, Organizational Structure, Duties and Functions and Work Procedures of Regional Apparatus.

Furthermore, technical instructions regarding the preparation of regional development planning documents for regional governments are regulated through the Regulation of the Minister of Home Affairs of the Republic of Indonesia (Permendagri) Number 86 of 2017 concerning Procedures for Planning, Controlling and Evaluation of Regional Development, Procedures for Evaluation of Draft Regional Regulations concerning Regional Long-Term Development Plans (RPJPD) and Regional Medium Term Development Plans (RPJMD), as well as Procedures for Amendments to Regional Medium Term Development Plans (P-RPJMD) and Amendments to Regional Government Work Plans (P-RKPD).

The Regional Government Work Plan (RKPD) is a regional government development planning document for a period of one year which is prepared to determine regional development steps and policies, through a priority scale, involving various stakeholder elements, in order to utilize and allocate existing resources. The 2024 Central Sulawesi Province RKPD is the third year planning document in the 2021-2026 Central Sulawesi Province RPJMD period. The 2024 Central Sulawesi Province RKPD carries the theme "Accelerating Inclusive and Sustainable Economic Transformation Based on Superior Commodities Supported by Competitive Human Resources", the development theme is guided by the central government's annual planning document or what is called the Government Work Plan (RKP) for 2024. 2024 which means that the development of Central Sulawesi Province in 2024 is directed towards Indonesia becoming a developed country, accelerating the achievement of national development targets in the Central Sulawesi Region, realizing a more prosperous and more advanced Central Sulawesi by paying attention to the principles of democracy, equality and justice.

The 2024 Central Sulawesi Province RKPD uses a development planning approach based on Thematic, Holistic, Integrative and Spatial. Thematic is the determination of themes that are priorities within a planning period, Holistic is the thematic explanation of development programs into comprehensive planning from upstream to downstream of a series of activities, Integrative is efforts to integrate the implementation of development program planning as seen from the role of ministries/institutions/regions/other stakeholders and efforts to integrate various funding sources, and Spatial, namely the elaboration of development programs in one regional unit and inter-regional linkages.



The preparation of the RKPD for Central Sulawesi Province in 2024 uses a Bottom Up approach, namely by capturing community aspirations through Public Consultation activities, Musrenbang at the Village/District level, Sub-district Musrenbang, Regency/City Musrenbang and Provincial Musrenbang. The results of the agreement that has been determined by the community at the Regency/City level in the form of an official report on the results of the Musrenbang agreement will become input material to be included in the provincial development planning document in 2024 taking into account the authority of the provincial government.

Furthermore, the preparation of the 2024 Central Sulawesi Province RKPD uses a Top Down approach, namely by implementing existing national policies in the Central Sulawesi Province area through the Presidential Regulation concerning the 2024 Government Work Plan and the Minister of Home Affairs Regulation concerning general guidelines for the preparation of the 2024 RKPD which is the result of an agreement in Development Planning Technical Coordination Meeting held by Ministries/Agencies together with Regional Government.

The Central Sulawesi Province Musrenbang was held on April 11 2023 at the Best Western Coco Palu Hotel which was attended by the Regional Head, Forkopimda, Chairman and Members of DPRD, Regional Secretary, Head of Provincial Bappeda, Head of Regency/City Bappeda, Independent PPD Assessment Team for 2023, resulted in an agreement submitted in the 2024 Central Sulawesi Province RKPD Musrenbang Agreement Results Minutes, Number: 028/19.36/Bid.IV.

The 2024 Central Sulawesi Province RKPD Strategic Issues are as follows:

1. Competitive Human Resources
2. Added value and productivity of regional superior product sectors
3. Regional infrastructure connectivity
4. Poverty and Stunting
5. Disaster Resilience, Climate change and environmental carrying capacity
6. Bureaucratic reform.

To support national development, the regional development priorities of Central Sulawesi Province for 2024 are as follows:

1. increasing the competitiveness of regional superior products and commodities which has an impact on increasing added value and community income
2. strengthening connectivity between regions and basic infrastructure to reduce regional disparities
3. strengthening and improving the quality of competitive human resources as the main driving force of the economy
4. increasing disaster resilience, climate change and increasing the carrying capacity of the environment
5. acceleration of bureaucratic reform

Then the direction of regional development policy in Central Sulawesi Province is divided into four clusters, namely as follows:

1. PASIGALA Urban Cluster (Palu City, Sigi Regency and Donggala Regency)



- Development of the City of Palu with the main functions of service and industry trade, education and disaster research World Tourism City (Ripparkot Palu) based on a five-dimensional earth park, with quality disaster mitigation
 - Development of regional infrastructure network systems in low disaster prone areas and moderate disaster prone areas:
 - Development of buffer settlement areas in parts of Sigi Regency and Donggala Regency
 - Improved regional movement network system
 - Development and monitoring of water resources networks to reduce the risk of liquefaction disasters.
2. BOLIPAMUSO Agropolitan Cluster (Buol Regency, Tolitoli Regency, Parigi Moutong Regency and Poso Regency) and Archipelago Food Area (Sigi and Donggala)
- Development of supporting infrastructure for agropolitan, agroindustry, agribusiness and agrotourism
 - Increasing the accessibility of the Bolipamuso agropolitan route and the archipelago food area agropolitan
 - Downstream agricultural production in the form of management of agricultural products, plantations and fisheries as well as marketing is at the center of activity, namely Parigi Moutong Regency as an agro-industry
 - Downstream agricultural production in the form of management of agricultural products, plantations and fisheries as well as marketing is at the center of activity, namely Parigi Moutong Regency as an agribusiness center and agrotourism center.
 - Accelerating the development of archipelago food areas in Sigi district and Donggala district
3. MORUBANG Industrial Cluster (Morowali Regency, North Morowali Regency and Banggai Regency)
- The development of industrial areas has a multiplier effect on the development of residential areas and activity centers
 - Industrial downstreaming requires integrated accessibility
 - Use of green belts for the development of cultivation areas bordering protected areas
 - Coastal border development
 - Restoration of ex-mining land as an upstream mining industrial area
4. BALATOJU Marine Tourism and Fisheries Cluster (Banggai Regency, Banggai Islands Regency, Banggai Laut Regency and Tojo Una-una Regency)
- Improving the quality of marine tourism objects
 - Creating an integrated package between regions by improving shipping routes
 - Protection and supervision of marine ecotourism potential
 - Improving facilities and infrastructure for developing fisheries potential and its processing.

Juridically, the Central Sulawesi Provincial Government has established the Central Sulawesi Province RKPD with Governor Regulation Number 15 of 2023 concerning the 2024 Central Sulawesi Provincial Government Work Plan on July 3, 2023, with details of the number



of programs being 398, the number of activities being 1,135 and the ceiling Rp. 5,418,637,590,713.

However, in fact, there are still several obstacles in the implementation of regional development planning policies, namely the low level of community involvement in the preparation of regional development plans, namely the failure to carry out public consultation activities which are one of the initial stages of drafting the RKPD, the availability of expert planning functional apparatus at the Provincial Bappeda. Central Sulawesi is still limited, and there is a change in the application required for regional governments to assist in the preparation of regional planning documents from initially using sipd.go.id to sipd-ri.go.id which causes regional operators to need time to adjust to the new system, this resulted in several stages of the process of preparing development planning documents not being in accordance with the schedule and time for preparing the 2024 RKPD document.

Implementation According to Experts

A very simple understanding of implementation is as expressed by Jones (1991) in Pramono (2020:57-58) where implementation is defined as "getting the job done" and "doing it". However, the simplicity of this formulation means that policy implementation is a policy process that can be carried out easily. This is different from the implementation of policies, whether good or bad, will be greatly influenced by the behavior of policy implementers. However, policy implementation is an important aspect of the entire policy-making process.

According to Situmorang (2016:173) implementation is crucial in the public policy process. A policy program must be implemented to have the desired impact or goal. Salusu in Tahir (2014:55-56) states, "implementation is the operationalization of various activities to achieve a certain target and touches all levels of management from top management to the lowest employees".

In principle, policy implementation is a way for a policy to achieve its goals, nothing more or less. To implement public policy, there are two steps available, namely implementing it directly in the form of programs or through the formulation of derivative policies or derivatives of the policy. Public policy in the form of laws or regional regulations is a type of policy that requires explanatory public policies or is often termed implementing regulations. Public policies that can be directly operationalized include Presidential Decrees, Presidential Instructions, Ministerial Decrees, Regional Head Decrees, Service Head Decrees, etc. (Dwijowijoto and Nugroho, 2006:158-160).

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Apart from that, Winarno (2009: 101), stated that "Policy implementation is a legal administration tool where various actors, organizations, procedures and techniques work together to implement policies to achieve the desired impact or goal". Based on Winarno's opinion, policy implementation is seen in a broad sense, as a complex phenomenon which may be understood as an output and outcome process, involving actors, organizational procedures and techniques to achieve the desired goals.

Based on the various opinions above, it can be seen that the definition of implementation is a process related to policies and programs that will be implemented by an organization or institution, especially those related to state institutions and includes facilities and infrastructure to support the programs that will be implemented. the.

The Public Policy Implementation Model developed by George C Edward III has four variables that greatly determine the success of a policy implementation, namely as follows:

1) Communication Factors

Successful policy implementation requires that the implementer knows what to do. What are the policy goals and objectives must be transmitted to the target group so as to reduce implementation distortions. If the policy goals and objectives are unclear or even unknown to the target group, there is a possibility of resistance from the group and target. In general, Edward III discussed three important things in communication, namely:

- a) Transmission and distribution of good communication will also produce good implementation. Problems often occur in the distribution of communication, namely there is a misunderstanding (miscommunication) caused by the many levels of bureaucracy that must be passed in the communication process, so that what is expected is distorted midway. The essence and transmission is to change what was previously unknown into knowing, what previously could not become possible and what was initially difficult becomes easy to understand.
- b) Clarity of Information, information received by policy implementers must be clear and not confusing or ambiguous/ambiguous and is a measure of the procedures for administering services and other matters relating to the public service process.
- c) Consistency, requires that the information conveyed be consistent so that it does not cause confusion for policy implementers, target groups or related parties.

2) Resource

Even though the contents of the policy have been communicated clearly and consistently, if the implementer lacks the resources in question, this could be in the form of human resources, budget resources and facility resources. Resources are an important factor for successful policy implementation. Without policy resources, only paper remains as a document. The resources that influence the policy implementation process in the Edward III model are stated to be 3 (three) aspects, namely:

- a) Human resources are the most important resources, not only in terms of quantity or number but also the skills possessed by implementers.



- b) Budget resources, which relate to the adequacy of capital for a policy to ensure the implementation of the policy, because without adequate budget support, the policy will not run effectively in achieving the goals and targets.
- c) Facility resources, namely how implementers get the facilities and equipment they need and get support from the community in providing these facilities.

3) Disposition

Disposition is one factor that has important consequences for effective policy implementation. If the implementers have a positive tendency or attitude or support towards policy implementation then there is a big possibility that policy implementation will be carried out in accordance with the initial decision. Conversely, if implementers have a negative attitude or reject policy implementation because of a conflict of interest, then policy implementation faces serious obstacles. There can be various forms of rejection, as stated by George C Edwards III about the "zone of indifference" where policy implementers through their discretion (discretion) subtly hinder policy implementation by ignoring, delaying and other obstructive actions.

The important things in disposition variables according to George C Edwards III are:

- a) The effect of the disposition or attitude of the implementer will create real obstacles to policy implementation if existing personnel do not implement the policies ordered by their superiors. Therefore, the appointment and selection of policy implementing personnel must be people who are dedicated to the policies that have been established.
- b) Appointment of bureaucrats: the selection and appointment of policy implementing personnel must be people who are dedicated to the established policies.
- c) Incentive: by increasing certain benefits or costs, it may be a motivating factor that makes policy implementers carry out orders well. This is done as an effort to fulfill personal or organizational interests.

4) Bureaucratic Structure

According to George C Edwards III, the two main problems of the bureaucratic structure are:

- a) Standard operating procedures (SOP)

A very important part of organizational policy is that there must be SOPs (Standard Operating Procedures). SOP is a written guideline that is used to mobilize implementers in the division of tasks and functions so that the organization is run effectively so that the set goals can be realized. According to George C Edwards III (1980: 125) SOP is a response that arises from implementors to answer work demands due to lack of time and resources and the desire for similarities in operations. Edward III (1980:141) also explains that routine SOPs designed for typical situations in the past may hinder changes in policy because they are not appropriate to new situations and programs. SOPs may very well hinder the implementation of new policies that require new ways of working or new types of personnel to implement the policy. The greater the policy requires changes in the routine ways of an organization, the greater the probability that the SOP will hinder implementation.



b) Fragmentation

Fragmentation according to George C Edwards III explains that the distribution of responsibility for a policy is spread across several organizational units. Fragmentation originates from pressures outside the bureaucratic unit such as legislative committees, interest groups, executive officials, state contributions and the nature of policies that influence the organization of the public bureaucracy. The more actors and agencies involved in a particular policy and the more interconnected their decisions, the smaller the chances of successful implementation. George C Edwards III stated that in general the more coordination needed to implement a policy, the smaller the chance of success.

Method

The type of research used by researchers is a qualitative descriptive type that studies existing problems and applicable work procedures. Descriptive method according to Sugiyono (2011:21), "descriptive method is a method used to describe or analyze research results but is not used to make broader conclusions". Meanwhile, according to Nazir (2005:4) "the descriptive method is a method for researching the status of a human group, an object, a condition, a system of thought, or a class of events in the present". The aim of this descriptive research is to reveal the facts, circumstances, phenomena, variables and circumstances that occurred while the research was running and present what they are.

Implementation of Regional Development Planning Policies at the Regional Development Planning Agency of Central Sulawesi Province

Multi-stakeholder synergy is needed in efforts to develop development in regional government. The participation of academics, the community, business entities, the media together with the government is one of the keys to the success of the regional development planning process. The process of preparing regional development planning documents, Central Sulawesi Province Bappeda uses a Thematic, Holistic, Integrative and Spatial approach.

From a regional medium-term development perspective, the position or status of the 2024 RKPD is the third elaboration of the implementation of the 2021-2026 Central Sulawesi Province RPJMD. Furthermore, the reference used by the Central Sulawesi Province Bappeda is Minister of Home Affairs Regulation Number 86 of 2017, so that it has a clear legal basis for carrying out activities to prepare regional development planning documents.

1. Communication

Based on the results of research through interviews with the five informants above The consistency of information on the implementation of regional development planning policies regarding the preparation of the 2024 RKPD document has been consistent and has not caused confusion in each target group, namely high-level leadership officials, administrator officials, functional officials, expert planners and implementing staff. This is strengthened by the existence of internal Bappeda meetings, meeting with TAPD and the Assistance Team as well as a Circular



signed by the Regional Secretary regarding the schedule, time and stages of preparing the 2024 RKPD for all heads of regional apparatus within the Central Sulawesi Provincial Government.

2. Resources

Based on the results of research through interviews with five informants at the Central Sulawesi Province Bappeda, research results at the Central Sulawesi Province Bappeda office and looking at Central Sulawesi Province Bappeda asset data in 2023, facility resources, namely facilities and infrastructure, have been met to support the performance of implementing the RKPD document preparation Central Sulawesi Province in 2024 such as the presence of a PC or laptop that has good specifications, the availability of an internet network, the presence of a printer and scanner, the availability of office stationery, the existence of a comfortable work space and meeting room, the existence of official vehicle facilities to support operational activities in accordance with the data assets provided by the finance and assets sub-division of the Central Sulawesi Province Bappeda.

3. Disposition

Based on the results of interviews with five informants in the Central Sulawesi Province Bappeda, incentives were given to the 2024 Central Sulawesi Province Regional Government Work Plan Document (RKPD) preparation team and experts who helped become super admins in the sipd-ri.go.id application. can be given, this is because there are regulations regarding the provision of additional employee income which is regulated in Central Sulawesi Governor Regulation Number 3 of 2023 concerning Additional Employee Income for State Civil Apparatus in Article 53 paragraph 1 which states that employees who have received TPP can be given an honorarium for activities outside the duties and functions of the employee concerned and the volume is limited according to regional financial capabilities.

4. Bureaucratic Structure

As a result of research through interviews with five informants, researchers obtained information that the division of tasks in preparing the 2024 Central Sulawesi Province Regional Government Work Plan Document (RKPD) was clear based on the Decree of the Governor of Central Sulawesi regarding the 2024 RKPD Drafting Team consisting of the Governor, Regional Secretary , Bappeda, BPKAD, Bapenda, Legal Bureau, and Central Sulawesi Provincial Government Assistance Team.

Conclusion

Based on the results of research using Edward III's implementation theory which was described in the previous chapter, the researcher concluded that the implementation of regional development planning policies at the Regional Development Planning Agency of Central Sulawesi Province (Study on the Preparation of Regional Government Work Plans for Central Sulawesi Province in 2024) has not been implemented well , This is due to the limited number



of competent planning officials, the lack of community participation because public consultation activities were not carried out, and the existence of obstacles in the fragmentation aspect, namely adjustments to the e-planning application, namely SiPD-RI, which resulted in times at several stages being inconsistent with schedule for preparing the RKPD for 2024.

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