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Transforming Building Permit Services through the Implementation of Building Approval (Persetujuan Bangunan Gedung/PBG) Policy in Barru Regency.

Sri Hardianti Lukman
ITBA Al Gazali Barru
srihardianti@algazali.ac.id
Rahmi Rais
ITBA Al Gazali Barru
rahmirais@algazali.ac.id

ABSTRACT

This study examines the implementation of Barru Regency Regional Regulation Number 4 of 2022 concerning Buildings and identifies the factors that hinder its implementation. The study is based on a normative legal perspective, supported by the empirical findings presented in Surahmi's (2025) undergraduate thesis. The analysis focuses on four dimensions of policy implementation: communication, resources, disposition, and bureaucratic structure. The findings indicate that the implementation of the regulation has been carried out through the involvement of the Public Works, Spatial Planning and Settlement Areas Office (PUTR and PERKIM) and the Investment and One-Stop Integrated Services Office (DPMPTSP). However, its implementation has not yet been optimal. In terms of communication, information dissemination and public socialization have not reached all communities, particularly those in rural areas. Regarding resources, the availability of competent technical personnel, operational facilities, equipment, and internet connectivity remains limited. In terms of disposition, government officials have demonstrated commitment and a positive attitude toward implementing the regulation, although improvements in supervision are still necessary. Meanwhile, the bureaucratic structure has established a division of responsibilities and administrative procedures through the Building Management Information System (SIMBG), but inter-agency coordination and service efficiency require further improvement. The main obstacles include insufficient public understanding, limited human resources, inadequate supporting infrastructure, and administrative procedures that are not yet fully efficient. This study recommends strengthening public socialization, improving technical personnel capacity, providing adequate infrastructure, simplifying administrative procedures, and enhancing institutional coordination. These measures are expected to strengthen legal certainty, accountability, and effective building governance in Barru Regency.

Keywords: Building Regulation, Policy Implementation, Building Approval, Legal Certainty, Barru Regency.

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A.INTRODUCTION

Building permit services constitute an essential component of public administration because they regulate how buildings are planned, constructed, modified, and utilized within a particular jurisdiction. These services are not merely administrative procedures but also represent an instrument of government control to ensure building safety, spatial conformity, environmental sustainability, and public protection. Effective building governance requires a regulatory framework that integrates administrative requirements with technical standards and institutional responsibilities. In this context, the quality of building permit services reflects the government's capacity to deliver transparent, efficient, accessible, and accountable public services. The transformation of conventional licensing systems has become increasingly important as governments seek to simplify administrative procedures and improve interactions with citizens. Digital technologies provide opportunities to streamline applications, facilitate information exchange, and strengthen institutional coordination. Nevertheless, digital transformation should involve organizational reform and improvements in service processes rather than simply transferring administrative procedures to electronic platforms (Mergel et al., 2019; OECD, 2020). Therefore, building permit service transformation needs to be understood as an institutional and governance reform aimed at improving public service quality.

Globally, construction permitting is recognized as an important regulatory instrument for balancing economic development, investment facilitation, and public safety. Governments are expected to establish clear procedures for obtaining construction approvals while maintaining adequate technical controls over building quality and safety. The World Bank's Doing Business framework previously assessed construction permitting through procedures, time, costs, and building quality control, demonstrating that licensing performance involves both administrative efficiency and regulatory safeguards (World Bank, 2020). More recent approaches to business regulation also emphasize the importance of combining regulatory quality with the effectiveness of public services and the efficiency of administrative processes (World Bank, 2024). Digital government development has further encouraged public institutions to adopt integrated, data-driven, and user-oriented service models (OECD, 2020). However, technological adoption alone does not automatically eliminate bureaucratic complexity, institutional fragmentation, or coordination problems. Public organizations must also adapt their internal structures, professional

competencies, and relationships with service users (Janssen & Estevez, 2013; Mergel et al., 2019). Consequently, the transformation of building permit services requires an integrated approach that connects regulatory compliance, digital administration, institutional capacity, and citizen-oriented governance.

In Indonesia, the governance of building construction has undergone significant regulatory changes following the enactment of Government Regulation No. 16 of 2021 concerning the implementation of Law No. 28 of 2002 on Buildings. One of the most important changes is the introduction of Building Approval (Persetujuan Bangunan Gedung or PBG), which replaces the previous Building Construction Permit (Izin Mendirikan Bangunan or IMB) framework. PBG establishes an approval mechanism based on compliance with applicable building technical standards, while the Building Worthiness Certificate (Sertifikat Laik Fungsi or SLF) serves as an instrument for confirming the functional suitability of buildings (Government of Indonesia, 2021). The regulation also provides for the use of the Building Management Information System (Sistem Informasi Manajemen Bangunan Gedung or SIMBG) to support building administration, technical assessment, approval issuance, and supervision. At the regional level, local governments retain important responsibilities in implementing building regulations and providing related public services. These responsibilities are consistent with the broader framework of regional governance established under Law No. 23 of 2014 concerning Regional Government (Republic of Indonesia, 2014a). Furthermore, Law No. 25 of 2009 concerning Public Services emphasizes the principles of transparency, accountability, efficiency, and service quality in public administration (Republic of Indonesia, 2009).

In Barru Regency, the implementation of building governance is supported by Regional Regulation of Barru Regency No. 4 of 2022 concerning Buildings. This regulation was enacted on July 4, 2022, and replaced Regional Regulation No. 9 of 2016 concerning Buildings. Its provisions cover building functions and classifications, technical standards, building administration, public participation, and administrative sanctions (Barru Regency Government, 2022). The regulation provides a local legal foundation for ensuring that building construction activities comply with administrative and technical requirements. The Barru Regency Government is therefore expected to translate these regulatory provisions into accessible and effective building approval services. The 2026 Regional Government Work Plan also identifies the 2022 building regulation as one of

the local regulations supporting the regional business climate (Barru Regency Government, 2025). This indicates that building governance is relevant not only to regulatory compliance but also to regional development and investment facilitation. Accordingly, the implementation of PBG policy in Barru Regency provides an important context for examining the relationship between local regulatory frameworks, digital licensing systems, and the quality of public services.

Despite the establishment of a comprehensive regulatory framework, the transformation of building permit services may encounter several administrative and institutional challenges. The transition from IMB to PBG requires adjustments in administrative procedures, technical assessment mechanisms, institutional coordination, and public understanding of the new licensing system. The use of SIMBG also requires adequate technological infrastructure and personnel capable of managing digital applications and technical documentation. Potential implementation challenges include limited public understanding of PBG requirements, difficulties in preparing technical documents, delays in processing applications, and coordination problems among institutions responsible for licensing and building assessment. These issues should be examined as research questions rather than assumed to be established conditions in Barru Regency. The distinction between regulatory requirements and actual administrative practices is particularly important because formal procedures do not always reflect the experiences of service users (World Bank, 2020). Furthermore, the effectiveness of digital government depends on organizational readiness, institutional integration, and the ability to respond to citizens' needs (OECD, 2020). Therefore, empirical investigation is necessary to identify how PBG services are implemented and what factors influence their performance in Barru Regency.

Previous studies on public sector digital transformation have emphasized that technological innovation should be accompanied by organizational and institutional changes. Mergel et al. (2019) explain that digital transformation involves broader changes in public organizations, including service delivery, administrative processes, organizational culture, and relationships with stakeholders. Similarly, Janssen and Estevez (2013) highlight the importance of platform-based governance and streamlined administrative structures in improving government operations and encouraging stakeholder collaboration. The OECD (2020) further identifies digital-by-design approaches, data-driven public sectors, government as a platform, openness, user-driven services, and proactive administration as important dimensions of digital government. In the field of

construction regulation, the World Bank (2020) demonstrates that construction permitting should be assessed through both administrative efficiency and building quality control. In Indonesia, Government Regulation No. 16 of 2021 establishes the regulatory and administrative framework for implementing PBG and managing building-related services through SIMBG (Government of Indonesia, 2021). These perspectives provide a theoretical and regulatory foundation for examining the transformation of building permit services. However, they also indicate the need to investigate how national regulatory and digital governance frameworks operate within specific local government contexts.

Although previous studies and policy frameworks have discussed digital government, public service transformation, and construction permitting, several research gaps remain relevant to the present study. First, much of the existing literature examines digital transformation at a general public administration level rather than focusing specifically on the transformation of building approval services within local government institutions. Second, regulatory studies tend to emphasize the legal framework and administrative requirements, while the relationship between institutional capacity, service procedures, digital systems, and public experiences requires further empirical examination. Third, the implementation of PBG policy at the local level needs to be understood in relation to the specific institutional and administrative conditions of each region. The regulatory framework under Government Regulation No. 16 of 2021 and its supporting provisions, including Minister of Public Works and Housing Regulation No. 22 of 2021 on Building Data Collection, provides an important basis for examining these implementation issues (Government of Indonesia, 2021; Ministry of Public Works and Housing, 2021). This study addresses these gaps by investigating the transformation of building permit services through PBG policy implementation in Barru Regency. Its novelty lies in integrating policy implementation, institutional readiness, digital service governance, administrative coordination, and service user accessibility within a single local governance analysis. Rather than evaluating regulation solely from a legal perspective, the study examines how regulatory change is translated into actual public service practices and institutional transformation.

Based on the background and research gaps, this study aims to analyze the transformation of building permit services through the implementation of the Building Approval (PBG) policy in Barru Regency. Specifically, it examines how Regional Regulation of Barru Regency No. 4 of

2022 is implemented within the framework of national building regulations and local government responsibilities. The study also investigates the administrative procedures and institutional arrangements involved in delivering PBG services, including the utilization of SIMBG as a digital service platform. Furthermore, it seeks to identify the supporting and inhibiting factors influencing service transformation, particularly in relation to human resource capacity, technological infrastructure, interagency coordination, regulatory understanding, and public accessibility. Another objective is to assess how the implementation of PBG policy contributes to the principles of transparency, efficiency, accountability, and responsiveness in local public administration. These objectives are consistent with the principles of public service delivery established under Law No. 25 of 2009 and the responsibilities of regional governments under Law No. 23 of 2014 (Republic of Indonesia, 2009, 2014a). Ultimately, the study is expected to contribute to the development of recommendations for improving building approval services and strengthening local government governance in Barru Regency.

This study positions the transformation of PBG services as an important issue in strengthening local government administrative governance. The implementation of building approval policies requires more than regulatory compliance because it involves institutional adaptation, digital service integration, technical assessment, and effective communication with the public. In this regard, the study examines the relationship between regulatory frameworks, organizational capacity, administrative processes, and service user experiences. The analysis is expected to provide insights into how local government institutions translate national and regional regulations into practical licensing services. It also seeks to explain the extent to which digital systems can support administrative efficiency while maintaining technical standards and public accountability. From a theoretical perspective, the research contributes to discussions on digital governance and public service transformation at the local government level. From a practical perspective, its findings may provide recommendations for improving institutional coordination, strengthening human resource competencies, simplifying administrative procedures, and expanding public access to PBG information. Through this approach, the study is expected to support more transparent, efficient, accessible, and accountable building approval services in Barru Regency.

B.RESEARCH METHOD

This study employs a normative legal research method (normative legal research), which focuses on examining legal norms, statutory regulations, legal principles, and legal concepts related to the implementation of building construction regulations. The approaches used are the statutory approach and the conceptual approach. Primary legal materials include Law Number 28 of 2002 concerning Buildings, Law Number 25 of 2009 concerning Public Services, Law Number 23 of 2014 concerning Regional Government, Government Regulation Number 16 of 2021, and Barru Regency Regional Regulation Number 4 of 2022 concerning Buildings. Meanwhile, secondary legal materials are obtained from legal textbooks, scientific journals, previous research findings, and Surahmi's (2025) undergraduate thesis entitled Implementation of Regional Regulation Number 4 of 2022 concerning Buildings in Barru Regency.

Legal materials are collected through library research by identifying, inventorying, classifying, and examining relevant statutory regulations and literature. The collected materials are then analyzed qualitatively through legal interpretation and examination of the consistency of legal norms, the relationship between national and regional regulations, and the responsibilities of local governments in building administration. The analysis focuses on legal certainty, service procedures, institutional authority, supervision, and accountability in the implementation of Building Approval (Persetujuan Bangunan Gedung/PBG) in Barru Regency. The findings are presented descriptively and analytically to formulate conclusions and legal recommendations for strengthening the governance of building administration.

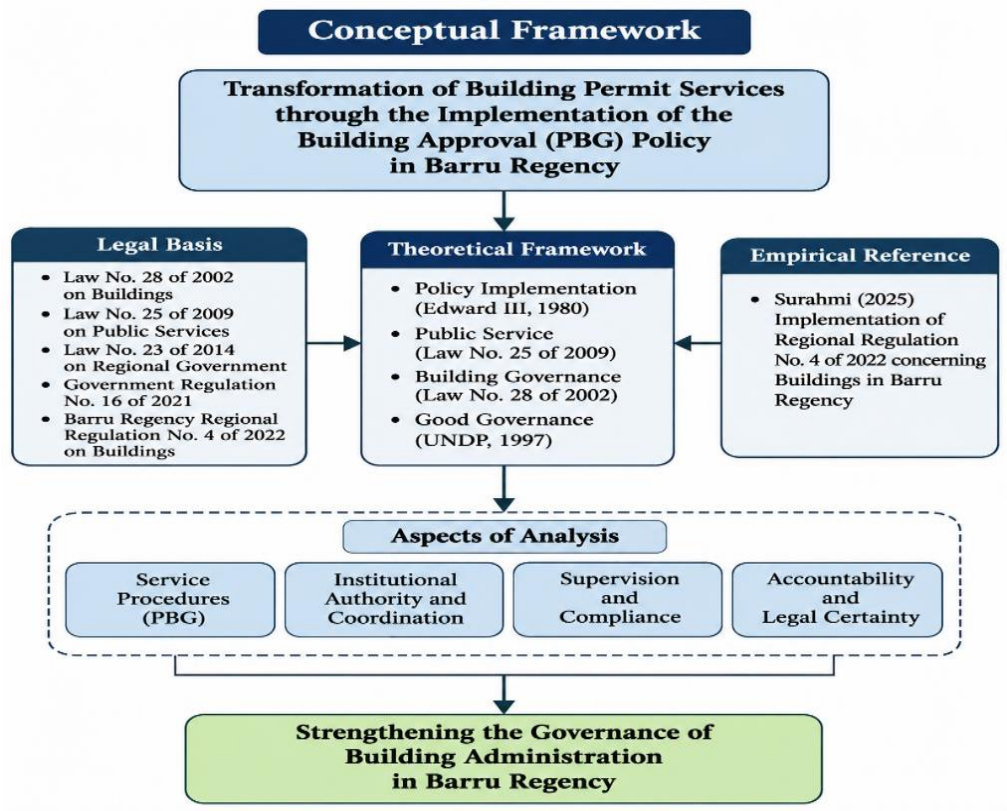


Figure 1 Conceptual Framework of the Implementation of Building Approval (PBG) Policy in Barru Regency

The figure illustrates the conceptual framework of this study, which examines the implementation of the Building Approval (Persetujuan Bangunan Gedung/PBG) policy in Barru Regency based on the applicable legal framework, theoretical perspectives, and previous research, particularly Surahmi (2025). The analysis focuses on four main aspects: PBG service procedures, institutional authority and coordination, supervision and compliance, as well as accountability and legal certainty. These four aspects are used to examine the extent to which policy implementation complies with statutory regulations and the principles of good governance. Through this analysis, the study aims to develop an understanding of PBG policy implementation and formulate legal recommendations to strengthen the governance of building administration in Barru Regency.

C.RESEARCH RESULTS AND DISCUSSION

- Results

The implementation of Barru Regency Regional Regulation Number 4 of 2022 concerning Buildings has generally been carried out by the local government through the Public Works, Spatial Planning and Settlement Areas Office (PUTR and PERKIM) and the Investment and One-Stop Integrated Services Office (DPMPTSP). This regulation aims to ensure orderly construction, building safety, compliance with technical standards, and fulfillment of Building Approval (Persetujuan Bangunan Gedung/PBG) requirements. However, the findings indicate that its implementation has not yet been optimal, particularly in terms of public awareness, institutional capacity, service delivery, and supervision.

In terms of communication, the local government has made efforts to disseminate information about the regulation through village offices, official circulars, internal meetings, billboards, and coordination among relevant government agencies. Socialization activities have also involved DPMPTSP because PBG applications are processed through the Building Management Information System (SIMBG). Nevertheless, these communication efforts have not reached all communities effectively, particularly those living in rural and remote areas. Some residents only became aware of PBG requirements when they intended to construct or renovate buildings. This indicates that public communication and information dissemination still need to be improved.

Regarding resources, the implementation of this regulation is supported by personnel from PUTR and PERKIM and DPMPTSP, who are responsible for administrative and technical services. Some employees have participated in technical training related to PBG and SIMBG. However, the number of competent technical personnel remains insufficient to handle applications and conduct building inspections throughout Barru Regency. In addition, limited equipment, internet connectivity, operational vehicles, and other supporting facilities have affected the effectiveness and speed of public services. These limitations demonstrate that institutional resources need to be strengthened to support the effective implementation of the regulation.

In terms of disposition, the findings indicate that government officials have demonstrated a positive attitude and commitment to implementing Regional Regulation Number 4 of 2022. Employees continue to provide services in accordance with applicable procedures and assist applicants in understanding administrative requirements, including the use of online services. The community generally perceives service officers as helpful and professional. However, the commitment of policy implementers still needs to be strengthened through more intensive field supervision, consistent service delivery, and continuous improvements in the quality of public services.

Regarding the bureaucratic structure, the implementation of the regulation involves coordination between PUTR and PERKIM and DPMPTSP. Applications are submitted through SIMBG and initially undergo administrative verification by DPMPTSP before being forwarded to PUTR and PERKIM for technical assessment. The assessment covers spatial planning compliance, building structures, and supporting technical documents. The results are subsequently returned to DPMPTSP for the licensing process. Although the division of responsibilities and service procedures have been established, lengthy administrative processes and less-than-optimal coordination between agencies continue to affect service efficiency.

The research identifies insufficient public socialization and limited public understanding as major obstacles to implementing the regional regulation. Many residents do not fully understand the obligation to obtain PBG before constructing or modifying buildings. Information dissemination has only reached certain villages, while communities in more remote areas have not received adequate explanations. Consequently, some residents remain unfamiliar with application procedures, required documents, and the benefits of obtaining official building approval. Therefore, more comprehensive and continuous public outreach is necessary to improve public awareness and compliance with the regulation.

Another significant obstacle is the limited availability of human resources and supporting infrastructure. The shortage of qualified technical personnel has resulted in delays in technical verification and field inspections. Limited facilities, equipment, internet access, and operational vehicles have also affected public service delivery and building supervision across the regency. Furthermore, the online application system creates difficulties for residents who have limited

digital and administrative skills. These conditions indicate that the effectiveness of policy implementation depends not only on the existence of legal regulations but also on adequate institutional capacity, qualified personnel, and sufficient supporting infrastructure.

Overall, the research concludes that the implementation of Regional Regulation Number 4 of 2022 concerning Buildings in Barru Regency has been carried out but has not yet achieved optimal results. The main challenges include limited public understanding, insufficient technical personnel, inadequate supporting facilities, and coordination and bureaucratic procedures that require improvement. Therefore, strengthening public outreach, providing technical assistance to communities, improving employee capacity, upgrading service infrastructure, and simplifying administrative procedures are essential measures. These efforts are expected to strengthen building governance and support the realization of safe, orderly, and legally compliant building construction in Barru Regency.

- Discussion

The implementation of Barru Regency Regional Regulation Number 4 of 2022 concerning Buildings demonstrates that the effectiveness of a regional policy depends not only on the existence of a legal framework but also on the capacity of government institutions to translate regulatory provisions into actual public services. The findings show that the local government has established implementation mechanisms through PUTR and PERKIM and DPMPTSP, particularly in the administration of Building Approval (PBG) through the SIMBG system. However, the implementation has not been fully optimal because public awareness, institutional resources, and coordination mechanisms still require improvement. This situation indicates a gap between the objectives of the regulation and its practical implementation. Van Meter and Van Horn (1975) explain that policy implementation is influenced by policy standards and objectives, resources, communication between organizations, characteristics of implementing agencies, the disposition of implementers, and the surrounding social, economic, and political environment. Therefore, the implementation of the building regulation in Barru Regency requires an integrated approach involving regulatory enforcement, institutional strengthening, and community participation.

The communication dimension indicates that information dissemination is an essential factor in ensuring public understanding and compliance with building regulations. Although the local government has conducted socialization through village offices, official announcements, meetings, and coordination between agencies, these activities have not reached all communities equally. Limited information has resulted in some residents remaining unfamiliar with PBG application procedures, administrative requirements, and the importance of building compliance. This condition is consistent with Edwards III's (1980) implementation model, which emphasizes that effective policy implementation requires clear, consistent, and properly transmitted communication. In addition, adequate resources, positive implementer attitudes, and an effective bureaucratic structure are necessary to support policy implementation. Consequently, the local government needs to strengthen direct socialization, provide accessible information services, and expand public assistance, particularly for communities in rural areas.

Furthermore, the limitations of human resources and supporting infrastructure demonstrate that institutional capacity plays a significant role in determining the success of building regulation implementation. The availability of competent technical personnel, adequate operational facilities, reliable internet access, and sufficient administrative support is essential for conducting technical verification, processing applications, and supervising building construction. Although government officials have demonstrated commitment to implementing the regulation, these efforts may not produce optimal results without sufficient institutional support. Hill and Hupe (2014) emphasize that policy implementation should be understood as a process of operational governance involving multiple actors, administrative levels, and institutional relationships. In this context, coordination between PUTR and PERKIM and DPMPTSP needs to be strengthened through clearer working procedures, more efficient administrative processes, and improved technical capacity.

From a legal and governance perspective, the findings indicate that the implementation of Regional Regulation Number 4 of 2022 requires stronger institutional accountability, legal certainty, and effective supervision. The existence of SIMBG and established administrative procedures represents an effort to improve the quality of building approval services. Nevertheless, the effectiveness of these mechanisms depends on public accessibility, transparency of procedures, consistency of implementation, and the government's ability to monitor compliance with applicable building standards. Therefore, strengthening the implementation of this regulation

should include continuous public education, improvement of technical personnel capacity, provision of adequate infrastructure, simplification of administrative procedures, and more effective coordination among relevant institutions. These measures are important to ensure that the regulation does not merely function as a formal legal instrument but also produces tangible benefits by promoting safe, orderly, and legally compliant building development in Barru Regency.

D.CONCLUSION ANDA RECOMMENDATIONS

- Conclusion

Based on the research findings and discussion, it can be concluded that the implementation of Barru Regency Regional Regulation Number 4 of 2022 concerning Buildings has been carried out through the involvement of the Public Works, Spatial Planning and Settlement Areas Office (PUTR and PERKIM) and the Investment and One-Stop Integrated Services Office (DPMPTSP). However, its implementation has not yet been optimal. This is reflected in four aspects: communication, resources, disposition, and bureaucratic structure. Communication has been conducted through socialization and information dissemination, but it has not reached all communities. Human resources and supporting facilities remain limited, although government officials have demonstrated commitment to implementing the regulation. Furthermore, the division of responsibilities and administrative procedures have been established, but coordination and service efficiency still need improvement.

The main factors hindering implementation are insufficient public socialization and understanding, limited technical personnel, inadequate supporting infrastructure, and administrative procedures that are not yet fully efficient. These obstacles affect public awareness of the obligation to obtain Building Approval (PBG), the speed of administrative services, and the effectiveness of building supervision. Therefore, the implementation of Regional Regulation Number 4 of 2022 requires stronger institutional capacity, improved coordination, and more accessible public services to achieve orderly, safe, and legally compliant building construction in Barru Regency.

- Recommendations

a) Strengthening Public Socialization: The Barru Regency Government, particularly PUTR and PERKIM and DPMPTSP, should conduct continuous and comprehensive socialization activities to improve public understanding of Regional Regulation Number 4 of 2022, especially regarding PBG requirements, application procedures, and building technical standards.
b) Improving Human Resources and Infrastructure: The local government should increase the availability and competence of technical personnel through professional training and capacity-building programs. Supporting facilities, including operational vehicles, technical equipment, internet connectivity, and digital service infrastructure, should also be improved to accelerate administrative services and field supervision.
c) Enhancing Institutional Coordination and Supervision: PUTR and PERKIM and DPMPTSP should strengthen inter-agency coordination by clarifying responsibilities, improving administrative procedures, and conducting regular monitoring and evaluation. The government should also provide assistance to communities experiencing difficulties using SIMBG so that building approval services become more accessible, transparent, and accountable.

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