
ANALYSIS OF THE IMPLEMENTATION OF THE INTEGRATED INDUSTRIAL AREA DEVELOPMENT POLICY FOR TUKAK SADAI PORT IN SOUTH BANGKA REGENCY, BANGKA BELITUNG ISLANDS PROVINCE

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Article History

Received: 17 November 2025

Accepted: 17 December 2025

Published: 31 December 2025

Abstract

South Bangka Regency sits near Indonesia's Archipelagic Sea Lane (ALKI 1), giving Tukak Sadai Port the potential to anchor a port-based integrated industrial zone and stimulate local competitiveness. Yet a policy gap across central, provincial, and district levels has raised concerns about whether the program is being implemented effectively. This study aims to explain why implementation of the Tukak Sadai Port Integrated Industrial Area (KIT) remains suboptimal, using Grindle's policy implementation framework (policy content and implementation context) as the main analytical lens. A qualitative descriptive design was employed, drawing on interviews, field notes, and official documents, and analyzing data by matching empirical patterns with the theoretical indicators. Findings show that implementation has progressed and produced local multiplier effects (infrastructure expansion, MSME development, commodity absorption, and job creation), and the project has entered Phase II aligned with the spatial plan (RTRW). However, coordination among regional apparatus organizations and partners is uneven, several supporting studies have not been completed, and governance arrangements with the area manager (PT RBA) require clearer oversight and evaluation. The study recommends establishing a Bappeda-led coordination team and issuing district-level regulations to strengthen legal certainty, accountability, and inter-agency synchronization.

Keywords: Integrated Industrial Area, Policy Implementation, Tukak Sadai Port.

A. INTRODUCTION

South Bangka Regency is one of three regencies in the Bangka Belitung Islands Province, established in 2003, with abundant natural resources in the plantation and marine sectors. In addition to its natural resources, South Bangka Regency also possesses a strategic geographical position. South Bangka Regency is located near ALKI 1 (Indonesian Archipelagic Sea Lane 1), which is served by international shipping routes through Jakarta, Europe, Singapore, Hong Kong, Japan, and the United States. This geostrategic position offers opportunities for the South Bangka region to capture the global supply chain for industrial, trade, and logistics activities. The following are international shipping routes and Indonesian Archipelagic Sea Lanes (ALKI):

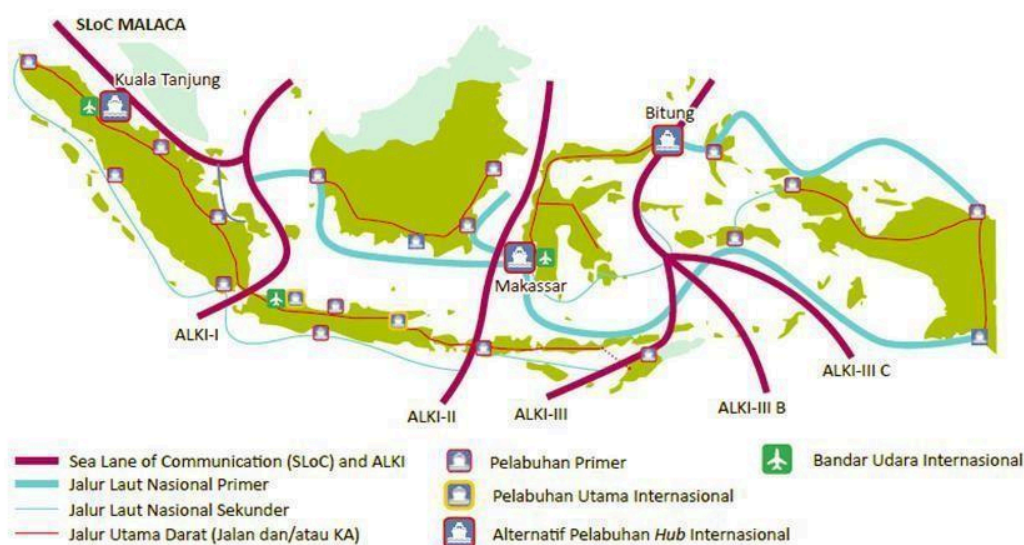


Figure 1. International Shipping Routes and Indonesian Archipelagic Sea Lanes (ALKI)
Source: Processed by Researchers, 2026

Based on Figure 1.1, South Bangka Regency possesses a number of natural resources and geostrategic advantages that have not been effectively utilized to stimulate the local economy. This is evident in South Bangka's economic growth, which slowed from 6.42% (excluding oil and gas) in 2011 to 4.40% (excluding oil and gas) in 2014 (Source: South Bangka Regency GRDP, 2015).

This phenomenon is intended to spur economic growth and increase South Bangka Regency's competitiveness relative to other regions in Indonesia. Accelerated economic development requires several key prerequisites, including: increased human resource capacity, increased productivity, efficiency, and added value of natural resources, strengthened scientific and technological capacity, and the provision of integrated and equitable infrastructure, taking into account its regional and global geostrategic position.

Beyond all these anticipated positive impacts, the Tukak Sadai Port Industrial Park (KIT) should provide the greatest possible benefits, especially to the communities surrounding the industrial area and the people of South Bangka. Therefore, the people of South Bangka need to prepare themselves, especially in terms of human resource capabilities, to participate and take part in activities related to industrial areas and become competitive nationally and globally. The following data shows the Human Development Index (HDI) for South Bangka Regency for 2020–2024:

Tabel 1. HDI Kabupaten Bangka Selatan 2020 – 2024

Years	HDI	Improvement (%)
2020	68,10	0,14
2021	68,24	0,88
2022	69,12	0,15
2023	69,27	0,74
2024	70,01	

Source: Processed by Researchers, 2026

From this data, it can be seen that the Human Development Index (HDI) of South Bangka Regency remains low. Therefore, it is crucial to utilize regional potential through strategic area development to boost its HDI.

B. LITERATURE REVIEW

Grindle's Policy Implementation

Grindle's framework views policy implementation as a political-administrative process that determines whether policy objectives are actually realized in actions and outcomes on the ground (Grindle, 1980). Implementation success is determined by two major sets of variables: policy content and implementation context (Grindle, 1980). Policy content emphasizes the impacted groups, the types of benefits promised, the level of change demanded, the location of decision-making, the characteristics of program implementers, and the resources provided (Grindle, 1980). The implementation context highlights the power structure and strategies of actors, the characteristics of institutions/regimes, and the level of compliance and responsiveness of target groups and implementers (Grindle, 1980). Through these two lenses, issues such as competing interests, cross-organizational coordination, and the need to strengthen the legal basis can be interpreted as a combination of policy design and implementation governance issues (Grindle, 1980). Indicators:

- Policy content:
 - Interests affected
 - Types of benefits generated
 - Degree of expected change
 - Location/level of decision-making
 - Program implementers and their capacity
 - Resources (budget, human resources, facilities)
- Implementation context:
 - Power, interests, and strategies of actors
 - Institutional characteristics and coordination mechanisms
 - Compliance and responsiveness of implementers/target groups

Implementasi Edwards III (Four Key Variables)

Edwards III describes implementation as a process heavily influenced by the bureaucracy's ability to translate policy decisions into consistent and coordinated actions (Edwards III, 1980). This model emphasizes four key variables: communication, resources, implementer disposition/attitude, and bureaucratic structure (Edwards III, 1980). Communication determines whether policy messages are communicated clearly and are not contradictory across organizational levels (Edwards III, 1980). Resources and disposition determine whether implementers have the real capacity and political-bureaucratic will to implement policies according to their objectives (Edwards III, 1980). Bureaucratic structure, particularly standard operating procedures (SOPs) and fragmentation of authority, influences smooth cross-unit coordination and reduces implementation distortions (Edwards III, 1980).

- Indicators (brief points):
- Communication: transmission, clarity, consistency
- Resources: human resources, budget, information, authority, infrastructure
- Implementor disposition: commitment, acceptance of policy objectives, incentives/sanctions
- Bureaucratic structure: standard operating procedures, division of tasks, fragmentation, and coordination mechanisms

Mazmanian & Sabatier (Policy Implementation Framework)

Mazmanian and Sabatier view implementation as a long process from policy issuance to its impact, focusing on factors that make a policy "easy" or "difficult" to implement (Mazmanian & Sabatier, 1983). They group implementation determinants into three clusters:

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Publisher: Perkumpulan Ilmuwan Administrasi Negara Indonesia

P-ISSN: 1412-9736

E-ISSN: 2828-545X

tractability of the problem (problem controllability), the ability of the policy/regulation to structure the implementation process, and external variables outside the policy (Mazmanian & Sabatier, 1983). Problem controllability encompasses technical complexity, target group heterogeneity, and the behavioral changes required by the policy (Mazmanian & Sabatier, 1983). The ability of regulations to structure implementation requires clear objectives, a clear division of authority, resource support, and operational coordination and oversight mechanisms (Mazmanian & Sabatier, 1983). External variables such as socio-economic conditions, political support, public/media attention, and the commitment of implementing officials can strengthen or weaken policy outcomes (Mazmanian & Sabatier, 1983). Indicators (brief points):

- Problem controllability:
 - Program technical complexity
 - Clarity of cause-and-effect relationships
 - Heterogeneity/characteristics of the target group
 - Level of behavioral change required
- Policy ability to structure implementation:
 - Clarity of objectives and indicators
 - Hierarchy of authority and coordination
 - Availability of resources and derivative regulations
 - Monitoring-evaluation and enforcement mechanisms
- External (non-statutory) variables:
 - Socio-economic and political conditions
 - Support from elites/key actors
 - Pressure from the public, media, and interest groups
 - Stability of commitment and leadership of implementers

C. RESEARCH METHODOLOGY

This study examines why the implementation of the Tukak Sadai Port KIT Development Policy in South Bangka Regency, Bangka Belitung Province, has not been optimal. The author employed a qualitative approach to this research design, considering its analytical approach. The focus in this study is on the process, not the results. Qualitative research emphasizes the quality of analysis. Data collected are not numerical; rather, they come from interview transcripts, field notes, personal documents, and other official documents. The primary objective of this qualitative research is to describe the empirical reality of the problem phenomenon discussed in depth, comprehensively, in detail, and thoroughly. Therefore, the qualitative approach employed in this study involves matching, comparing, and identifying common threads between empirical reality and prevailing theory using descriptive methods.

A research method is a scientific method used to obtain data for a specific purpose. This scientific method means that this activity is based on scientific methods. The problem studied by the related authors discusses Why the Implementation of the Tukak Sadai Port KIT Development Policy in South Bangka Regency, Bangka Belitung Province has not been optimal by using the policy content approach (content of policy) and the context of implementation itself (context of implementation) as an analysis lens is very appropriate using qualitative research methods, with the phenomena that occur in the Human Development Index (HDI) in South Bangka Regency. According to Satori and Komaria, (2011) that qualitative methods provide an overview of the research results later in developing the concept of the research theory used.

D. RESULT AND DISCUSSION

Based on the discussion on the Implementation of the Tukak Sadai Port Integrated Industrial Area Development Policy in South Bangka Regency, Bangka Belitung Province, it can be concluded that the Tukak Sadai Port Integrated Industrial Area Development Policy in South Bangka Regency, Bangka Belitung Province, is not yet optimal. This is due to several indications, including:

- The implementation of the Tukak Sadai Port Integrated Industrial Area inevitably involves many interests, and these interests significantly influence its implementation. The primary focus is synergy between general policies and national and regional development programs.
- The Tukak Sadai Port Integrated Industrial Area has provided multiplier effects for the growth of surrounding economic activity, such as improving and expanding infrastructure, developing MSMEs and community businesses, purchasing fisheries and plantation products for industry, and creating jobs.
- The changes to be achieved through policy implementation can be seen from two indicators: impact indicators and performance indicators. The impact indicator for the development of the Tukak Sadai Port Integrated Industrial Area shows that the production costs or government budget are lower because it is managed by a legal entity, PT Resun Bangka Abadi (RBA). Therefore, the government only develops the area surrounding the Tukak Sadai Port Integrated Industrial Area. However, clear oversight and evaluation are needed as a government partner in supporting area management. Furthermore, the performance indicator demonstrates the involvement of all stakeholders, and synergy is needed in the development of the Tukak Sadai Port Integrated Industrial Area.
- The development of the Tukak Sadai Port Integrated Industrial Area is now in Phase II, which has already begun developing the industrial area based on the South Bangka Regency Spatial Plan (RTRW). This is evident from government policies that already support development. However, several aspects still need to be added to strengthen the legal basis. This includes issuing a special regional regulation (Perda) for the South Bangka government to serve as the primary guideline for limiting development, enabling the optimal participation of regional government agencies.
- In implementing this program, the regional government and the area manager (PT RBA) are currently undertaking infrastructure development and have begun constructing supporting facilities for the Tukak Sadai Integrated Industrial Area. Coordination and collaboration between Regional Apparatus Organizations (APOs) and the Regional Government and Area Manager must be emphasized to avoid errors or deficiencies in preparing supporting factors for the Tukak Sadai Integrated Industrial Area.
- The development of the Tukak Sadai Integrated Industrial Area has not yet been fully supported by the stakeholders who will build the interline, namely the Regional Apparatus Organizations of South Bangka Regency in the Tukak Sadai Integrated Industrial Area. The 2020 Regional Apparatus Organization program will only focus on interline development, a focus not seen in previous years. Bapeda, as the leading sector overseeing the development of the Tukak Sadai Integrated Industrial Area, will

establish a working group (Pokja) for the development of the Tukak Sadai Integrated Industrial Area to better monitor development and ensure synergy and collaboration between the regional government, companies, and the community.

- The strategy of the actors, particularly the Head of South Bangka Regency, in implementing the Tukak Sadai Port Integrated Industrial Zone policy is considered sufficient. This, starting with intensive and tiered communication with the provincial and central governments, and gradual outreach to the community as a development objective, has yielded results, with the Ministry of Industry issuing a decree for the area, and its designation as a National Strategic Area (KSN).
- The government, as the policy initiator, has conducted various outreach activities with the community, as the target of the development. However, outreach is insufficient without the support of human resource development.
- The Regional Apparatus Organizations of South Bangka Regency, as the implementing agencies, have complied with regulations. However, efforts to conduct various studies have not yet been realized by several Regional Apparatus Organizations. Compliance with regulations must be carried out consciously to avoid delays in policy implementation.

In this discussion, the author will analyze the research results based on the theory presented in the previous chapter. The theory used by the author is the policy implementation theory proposed by Merile S. Grindle. Grindle's theory of policy implementation emphasizes that the success of a program or policy implementation process involves two variables: policy content and implementation context.

Policy Content

Policy Interests Influenced by the Development of the Tukak Sadai Industry relate to the various interests that influence policy implementation. This indicator explains that a policy's implementation inevitably involves many interests, and the extent to which these interests influence its implementation, including location selection, permits, land acquisition, land development, infrastructure development, and management.

The central and/or regional governments, in accordance with their respective regulations, provide industrial infrastructure and supporting infrastructure, which must be built by the government to support the development of industrial areas. Industrial area companies are required to provide basic infrastructure within the industrial area, including at least raw water management, wastewater treatment plants, drainage channels, street lighting, and road networks. Industrial area companies may also provide supporting infrastructure and facilities within the industrial area. In its implementation, the development of the Tukak Sadai Industrial Area has a programmatic approach strategy: Synchronizing general policies and national and regional development programs; Reducing inter-regional disparities through the establishment and development of the Tukak Sadai Industrial Area; Strengthening the capacity of the South Bangka Regency Government in implementing socio-economic development, from planning, budgeting, implementation, supervision, maintenance, and evaluation; Strengthening networks between the government, companies, and the community as actors in the development of KITS; and Integrated regional development planning, where various sectoral considerations can be optimally accommodated regionally through mentoring, workshops/seminars, and discussion forums. Based on the above characteristics and the strategic approach to the Tukak Sadai Port Industrial Park (KIT), it can be explained that the interests referred to in the development of the Tukak Sadai Port Industrial Park (KIT) are influenced by policies issued by the central government regarding the targets of the Industrial Zone policy. This, in turn, influences the South Bangka Regency government to

issue policies regarding Industrial Zones in its region. The main conclusions of this study may be presented in a short conclusions section, which may stand alone or form a subsection of a discussion or results and discussion section.

Implementation Context

Power, interests, and strategies of the actors involved concern stakeholder involvement in determining strategic steps for the development of the Tukak Sadai Port Industrial Park (KIT). A policy is formulated based on the power held by an organization. This power encompasses the interests of parties both inside and outside the organization. This can also be seen in the development of the Tukak Sadai Port Industrial Park (KIT), where its development is divided based on the authority of each organization. This aims to ensure that each stakeholder takes a portion according to their respective authority, thereby accelerating the realization of the Tukak Sadai Port Industrial Park (KIT) development.

Dividing tasks according to authority is one strategy for accelerating regional development. However, if one actor moves slowly, it will impact the performance of others, as the organizational chain is a system. Therefore, good cooperation and communication within an organization are necessary to achieve the desired goals. This is the case for the actors involved in the development of the Tukak Sadai Port KIT, which is the responsibility of the South Bangka Regency Government as the initiator.

This is based on the need for a port and cargo terminal that can maximize the geo-strategic potential of South Bangka Regency. This potential is also supported by the current condition of ports in other areas, such as Pangkal Balam, which are no longer able to support various port activities due to the port's condition, which makes it difficult to load and unload goods due to the very shallow water channel. This condition also strengthens the policy rationale for developing Tukak Sadai as an alternative logistics node that can reduce congestion, lower distribution costs, and support the movement of bulk commodities (especially fisheries and plantation outputs) and industrial inputs/outputs. In Grindle's terms, the existence of a concrete problem situation (limited port carrying capacity elsewhere) creates a strong *problem-driven impetus* that legitimizes the policy agenda and consolidates political support for the project, including the pursuit of higher-level recognition such as the Minister of Industry decree and the designation of the area as a National Strategic Area (KSN).

However, the same context that justifies the policy also exposes implementation vulnerabilities. Although the strategy of the key political actor (the Regent) is described as "sufficient" particularly through intensive, tiered communication with provincial and central governments and gradual community outreach the effectiveness of this strategy depends on whether it is translated into consistent inter-organizational performance at the local level. Your findings show that not all Regional Apparatus Organizations (OPDs/APOs) have provided full support for "interline" development, and the stronger focus only appears in the 2020 OPD program. This indicates a coordination gap in the bureaucratic chain: when one implementing unit moves slowly (e.g., delays in studies, planning readiness, or sectoral support), the downstream readiness of other units and the overall timeline are affected because implementation is systemic rather than linear.

Institutional characteristics also become decisive in shaping outcomes. The governance arrangement in which the core area is managed by a legal entity (PT Resun Bangka Abadi/RBA) while the government concentrates on surrounding-area development can indeed reduce direct fiscal burdens and accelerate certain operational decisions. Yet, under Grindle's "institutional context," such a hybrid governance model requires a clear accountability architecture particularly oversight and evaluation mechanisms so that the government's role as partner does not become administratively weak or ambiguous. Your

results explicitly point to the need for “clear oversight and evaluation,” which suggests that institutional rules and monitoring routines have not been sufficiently institutionalized, even though the project has entered Phase II development and is already aligned with the RTRW.

The responsiveness and compliance dimension further clarifies why implementation remains “not yet optimal.” On paper, OPDs are described as compliant with prevailing regulations; nevertheless, several have not realized the required studies. This pattern typically signals *formal compliance without operational follow-through*, where agencies accept the policy direction but do not yet internalize it into concrete deliverables (technical studies, feasibility inputs, sectoral integration, or supporting programs). In implementation theory, this is often where delays accumulate: the policy is not “rejected,” but it is not executed with the full administrative discipline necessary to meet timelines and quality standards.

Finally, the social and resource environment shapes the sustainability of implementation. Community outreach has been conducted, but your findings emphasize that outreach alone is insufficient without human resource development. This point is crucial: infrastructure-heavy projects frequently create expectations of immediate economic benefit, but long-run gains MSME upgrading, local supplier participation, workforce absorption, and reduced social resistance depend on the readiness of local human capital and institutional facilitation. In this context, Bappeda’s plan to establish a working group (Pokja) is a rational corrective strategy to tighten coordination, improve monitoring, and ensure synergy between the local government, the area manager (PT RBA), and the community. Yet, for the Pokja to function effectively, it must be supported by a stronger legal basis (e.g., a specific Perda), clear division of responsibilities, measurable performance targets, and a routine evaluation cycle that can detect bottlenecks early.

The policy has strong political backing and a compelling logistical rationale, and Phase II progress indicates that implementation is underway. Nevertheless, the implementation context is characterized by uneven stakeholder commitment, incomplete administrative preparedness (particularly in studies and interline support), a hybrid governance model that still lacks robust oversight routines, and limited human resource strengthening. These contextual constraints explain why the development policy is progressing but has not yet reached an optimal level of implementation, consistent with Grindle’s view that outcomes are determined not only by policy design but also by power relations, institutional capacity, and the compliance–responsiveness dynamics among implementers.

E. CONCLUSION

Based on the analysis of the implementation of the Tukak Sadai Port Integrated Industrial Area (KIT) development policy, this study concludes that its implementation is not optimal, mainly because the implementation involves many interests that require synchronization across policy levels (central-provincial-regional), uneven cross-OPD coordination, and the need to strengthen partnership governance with the area manager (PT RBA) through clearer monitoring and evaluation mechanisms. On the other hand, the implementation also shows achievements in the form of local economic multiplier effects, progress to RTRW-based Phase II, and key actor strategies that are able to encourage policy legitimacy (e.g., support from the central government), but there are still remaining institutional gaps in the form of an insufficient specific legal basis (Regional Regulations/district-level policies) and the failure to implement supporting studies by some OPDs, while socialization to the community is insufficient without support for human resource development. This context is relevant considering that the HDI of South Bangka is still stated to be low, so capacity building is a prerequisite for policy benefits to be enjoyed more widely.

Interpretatively, these findings suggest that the primary problem is not simply a lack of physical development, but rather a lack of preparedness in implementation governance namely, how policy content (benefits, role allocation, resources) and the implementation context (power distribution, institutional coordination, and implementer compliance and responsiveness) interplay, resulting in ongoing but inefficient and inconsistent progress. Thus, the research objective of explaining the suboptimal implementation of the Tukak Sadai KIT policy through Grindle's content-context lens can be considered achieved.

This research's novel contribution lies in its empirical mapping of the barriers to implementing industrial-port zones within the government-business entity (PT RBA) partnership design, as well as its emphasis on the need for coordination instruments and derivative regulations to "key" cross-regional government agencies' consistency (not just a narrative of policy support). This includes the option of establishing a coordination team under the Regional Development Planning Agency (Bappeda) and the need for district-level policies that regulate the details of area management/development.

As for the suggestions, in practice, local governments and area managers need to strengthen coordination architecture (e.g., Working Group/Bappeda Coordination Team) with a clear mandate, cross-OPD SOPs, performance indicators, and routine monitoring-evaluation cycles to ensure interline readiness, completion of technical studies by OPDs, and integration of cross-sector programs; in terms of policy, it is necessary to prioritize the formation of regional regulations/district policies that regulate development boundaries, the role scheme of the government-PT RBA, and the accountability mechanism for monitoring-evaluation; meanwhile, the limitation of this study is the dominant qualitative approach that has not tested the magnitude of the impact quantitatively/longitudinally (e.g., cost effectiveness, logistics performance, and impact on welfare indicators/HDI), so that further research is recommended to use a mixed-methods design or longitudinal evaluation, expand informants across actors (government, companies, communities/MSMEs), and conduct comparative studies with other industrial areas so that policy recommendations are more precise and can be more strongly generalized.

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