

# **IMPLEMENTATION OF COLLABORATIVE POLICIES FOR THE DEVELOPMENT OF TOURISM VILLAGES IN BINTAN REGENCY, RIAU ISLANDS PROVINCE**

**Mohd. Zamir Ambiya**

Universitas Satyagama, Indonesia

Email: zamir.ambiya@satyagama.ac.id

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## **Abstract**

This study was conducted to determine the Implementation of Collaborative Policy for Tourism Village Development in Bintan Regency, Riau Islands Province. Tourism has experienced a very rapid development so that the demand for varied tourist objects and destinations is getting higher, the presence of tourist villages is one of the answers to these needs. The role of the government and related stakeholders is becoming increasingly important in collaborating to respond to these developments. This research is designed descriptively - qualitatively. To see the Policy Implementation of Bintan Regent Regulation No. 31 of 2022 concerning tourist villages and villages, researchers used Ryan Nugroho's Policy Implementation Theory (2004: 159) and Emerson, Nabatchi and Ballough's Collaboration Theory (2012). This research was conducted in the tourist village of Bintan Regency, Riau Islands Province. The results showed that the implementation of the collaborative tourism village development policy in Bintan Regency has not been effective. This is due to the low proactivity of collaboration elements. To address this challenge, the research designed a collaboration model called the "POROS 1X-5Y in 5W-1H MODEL," which offers a systematic approach to improving the effectiveness of collaboration. Based on the findings, the implementation of collaboration policies still requires strengthening collaborative aspects in order to optimally support the development of tourist villages. The designed model is expected to be a strategic reference in the management and development of tourist villages in the future.

Keywords: Implementation, Policy, Collaboration, Government, Tourism, Tourism Village.

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## **INTRODUCTION**

The tourism sector is one of the country's main sources of foreign exchange after oil and gas, coal, and palm oil. Although this sector is the most affected by the COVID-19 pandemic, tourism still plays an important role in driving national, regional, and village economic growth. At the global level, tourism has grown rapidly, recording around 715 million international trips annually and generating more than USD 475 trillion in revenue, with an average growth rate of 4% per year. The World Tourism Organization (WTO) even highlighted the Asia Pacific region, including Indonesia, as the world's fastest-growing major tourist destination.

This great potential provides strategic opportunities, one of which is for Bintan Regency, which has abundant natural and cultural wealth. In order for the tourism sector to make a significant contribution as a pillar of future development, serious, directed, and professional management is needed. Bintan Regency's geographical position close to Singapore provides a competitive advantage, considering that Singapore receives

nearly 15 million international tourists per year. Around 1 million people from Singapore visit the Riau Islands every year, with 15% of them visiting Bintan. In addition, Bintan offers easy accessibility through a short journey using fast ferries, a market segment similar to Singapore, and an attraction for high-income Singaporean expats. Bintan is seen as a complement to Singapore, providing new tourist spaces and a variety of attractions that are not available in the country. With geographical advantages and strategic attractions, Bintan's tourism development has very promising prospects, both from internal and external perspectives.

However, Riau Islands Province still faces a number of challenges in the tourism sector, as explained in the Strategic Plan of the Riau Islands Provincial Tourism Office. From the external side, challenges include the existence of 19 outermost islands, including 1 island in Bintan, which is directly adjacent to neighboring countries, which poses challenges in improving the welfare of the local community. In addition, the considerable distance between districts, cities, and sub-districts is an obstacle in providing sea transportation infrastructure that can accelerate mobility.

On the internal side, there are several obstacles, including the lack of marine tourism events that are able to attract tourists to this region. The supporting infrastructure for marine tourism is also still inadequate, while the capacity of human resources in the tourism sector, especially in the management of tourist attractions and collaboration with business actors, is still limited. In addition, accessibility to tourist attractions is hampered by the lack of transportation facilities, and tourism promotion, both at the national and international levels, is still not optimal.

## **RESEARCH METHOD**

This study uses a descriptive-qualitative approach to describe the situation, facts, and conditions regarding the implementation of collaborative policies in the development of tourism villages in Bintan Regency accurately and systematically. The research was conducted in seven tourist villages, namely Ekang Anculai, Pengudang, Berakit, Sebong Lagoi, South Toapaya, Busung, and Mapur Villages. The focus of the research is on describing the factual conditions related to the implementation of collaboration policies and identifying effective collaboration models. The research population includes various parties involved in the development of tourist villages. Meanwhile, samples were selected using the purposive sampling method with certain criteria that are relevant to the research objectives. The sample includes the Head of the Bintan Regency BAPEDA, the Head of the Bintan Regency BPS, the Head of the Bintan Regency Tourism Office, the head of the tourism village, the chairman of the Village Consultative Body, the chairman of the Tourism Village Communication Forum, representatives of private company management, MSME actors, the head of the Tourism Awareness group, the head of the Tourism NGO, and community leaders in each tourism village.

Data collection techniques are carried out through observation, interviews, and documentation. The data obtained was analyzed using several stages. First,

categorization is carried out by rearranging the results of document reviews, observations, questionnaires, and interviews into more systematic categories. Second, priorities are determined by identifying the most relevant, valid, and frequently occurring categories. Third, the determination of completeness is carried out to ensure that all categories have answered the research problem. Data analysis is descriptive-qualitative without using mathematical calculations. With this approach, the research explores answers to problems regarding the effectiveness of the implementation of collaborative policies for the development of tourist villages. This research is based on three main hypotheses, namely:

1. The implementation of the Tourism Village Development Collaboration Policy in Bintan Regency, Riau Islands Province has not been running effectively."
2. "The implementation of the Tourism Village Development Collaboration Policy in Bintan Regency, Riau Islands Province has not been running effectively because the elements of collaboration are still passive (not proactive).

**"POROS 1X-5Y in 5W-1H MODEL"** is an effective collaboration model in the development of tourist villages by tourism village managers with third parties in Bintan Regency, Riau Islands Province".

## **RESULTS AND DISCUSSION**

### **RESULT**

In line with the spirit of developing tourist villages in the Bintan Regency area, the Bintan Regency Government has issued a policy in the form of Bintan Regent Regulation No. 31 of 2022 concerning Bintan Regency Villages and Tourism Villages. In Chapter VI, Development of Tourism Villages and Tourism Villages, Article 12:

The development of Tourism Villages or Tourism Villages can be carried out through:

- a. Infrastructure development of Tourism Villages or Tourism Villages;
- b. Marketing of Tourism Villages or Tourism Villages;
- c. Strengthening the institution of Tourism Villages or Tourism Villages;
- d. Partnership cooperation; and
- e. Development of tourist villages or tourist villages.

In the fourth part, Cooperation, article 16;

- 1) Partnership cooperation is carried out by Village and Tourism Village Managers with third parties in order to improve the welfare of the village community or tourist village.
- 2) Cooperation as intended in paragraph (1) is stated in a cooperation agreement in writing witnessed by the Village Head or Village Head and Sub-district Head, Culture and Tourism Office.

Article 17 :

Cooperation between the Tourism Village Manager and a third party as referred to in article 16 can be in the form of, among others:

- a. Cooperation in business revenue sharing;
- b. Production cooperation;

- c. Management cooperation; and
- d. Cooperation for business places.

However, the results of the study show that the implementation of this policy has not been optimal. It can be seen from the theory of policy implementation, it will be seen with Ryan Nugroho's theory of policy implementation which has 4 stages of policy implementation, namely:

### **Intervention Programs**

The results of interviews with respondents revealed that there is no intervention program designed to support the implementation of this policy.

#### 1. Intervention projects

There are no intervention projects directly related to the implementation of Perbub No. 31 of 2022, based on respondents' statements.

#### 2. Intervention Activities

From the results of interviews with research respondents, it can be known and concluded that there have been no intervention activities related to policy implementation (Perbub no. 31 of 2022). According to the tourism office, there are several activities that have been carried out, but they do not refer to Perbub no. 31 of 2022. This activity is an initiative of the tourism office which is not a proposed activity from related stakeholders:

*"As in 2023 through non-physical DAK, the Implementation of Capacity Building for Tourism and Creative Economy Human Resources at the Basic Level of the Tourism and Creative Economy Resource Development Program will be carried out in 4 trainings:*

1. Digitalization Training: Branding, Marketing, and Sales in Tourism Villages, Homestays, Culinary, Souvenirs, Photography (Non-Physical DAK),
2. Security and Safety Training in Tourist Destinations/Attractions (Non-Physical DAK),
3. Diving Tour Guide Training (DAK Non-Physical),
4. Training on Improving Innovation and Hygiene of Culinary Dishes in Tourism Destinations (DAK Non-Physical) and in the Implementation of Capacity Building for Tourism and Creative Economy Human Resources at the Basic Level of the Tourism and Creative Economy Resources Development Program, there are 2 trainings;

1. Tourism Village Management Training (Non-Physical DAK) and Homestay / Pondok Tourism Business Management Training (Non-Physical DAK). To note, tourism village training is a mandatory training that must be carried out by regions that have tourist villages".

#### 2. Community (Beneficiary)

According to the implementation theory, benefits for the community must be created after the existence of programs, projects, and intervention activities. However, the results of the interviews show that until now the community has not felt the direct benefits of the policy.

Thus, it can be concluded that the implementation of Perbub No. 31 of 2022 has not been carried out effectively, marked by a lack of planned interventions and no real impact on the community. Furthermore, the research then evaluated collaboration in the implementation of Bintan Regent Regulation No. 31 of 2022 concerning Bintan Regency Villages and Tourism Villages using the Collaborative Government Regime (CGR) theory from Emerson, Nabatchi, and Balough (2012). The analysis focuses on three main elements: *System Context*, *Drivers*, and *Collaboration Dynamic*.

### ***System Context***

#### a. Resource Conditions

The results of the interviews show that the collaborative policy resources for the development of tourism villages are inadequate. Lack of awareness of the importance of collaboration causes policy implementation to not run effectively.

#### b. Legal Framework

The legal framework has been available in the form of a Regent Regulation, but minimal socialization to stakeholders makes policy implementation not optimal.

#### c. Previous Failures

Similar policies were not implemented before because stakeholders were less involved in the formation and implementation of policies. As a result, each party moves individually without good coordination.

#### d. Political Dynamics and Power Relations

Weak coordination and high sectoral egos make the main policy objectives blurred. This worsens the implementation process and policy outcomes.

#### e. Conflict and Trust Levels

Conflicts and lack of trust between stakeholders occur due to the absence of solid coordination and collaboration.

### **Drivers**

There is no clear driver in the implementation of this policy. Leadership and interdependence between stakeholders have not been realized. The regulations have not been fully implemented, so the policy points are not visible in practice. Each party only carries out what they can without coordination and cross-party support.

### **Collaboration Dynamic (Kolaborasi Dinamis)**

#### a. Principle Engagement

Stakeholders have not realized the importance of their role in collaborating on the development of tourist villages, so the involvement of principles is not visible.

#### b. Shared Motivation

Joint motivation between stakeholders has not yet been formed, so the implementation of policies does not have a clear direction.

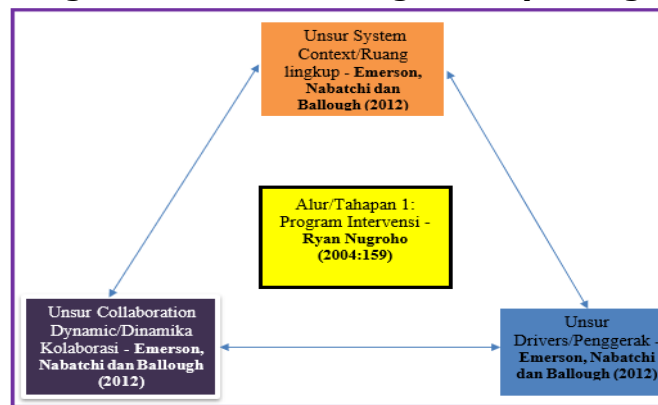
#### c. Joint Action Capacity

Coordination and collaboration for joint action have not yet occurred. Tourism villages are still seen as passive objects, without collaborative efforts involving key actors, such as tourism awareness groups (pokdarwis) and village-owned enterprises (bumdesa).

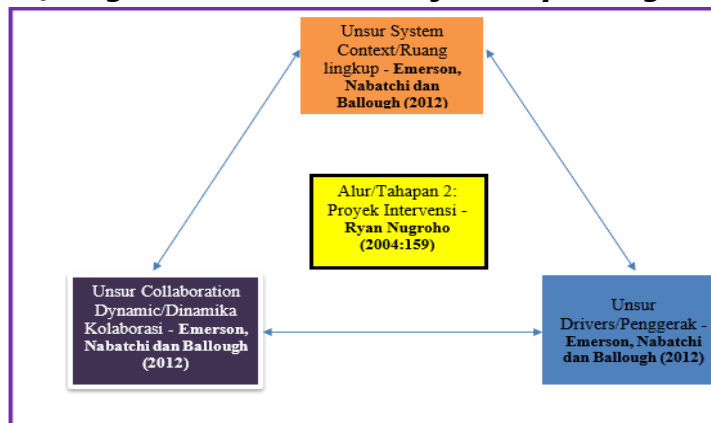
## DISCUSSION

Policy Implementation by Ryan Nugroho (2004:159) In *Collaborative Governance* Emerson, Nabatchi and Ballough (2012), can be described through several stages seen in the following figure.

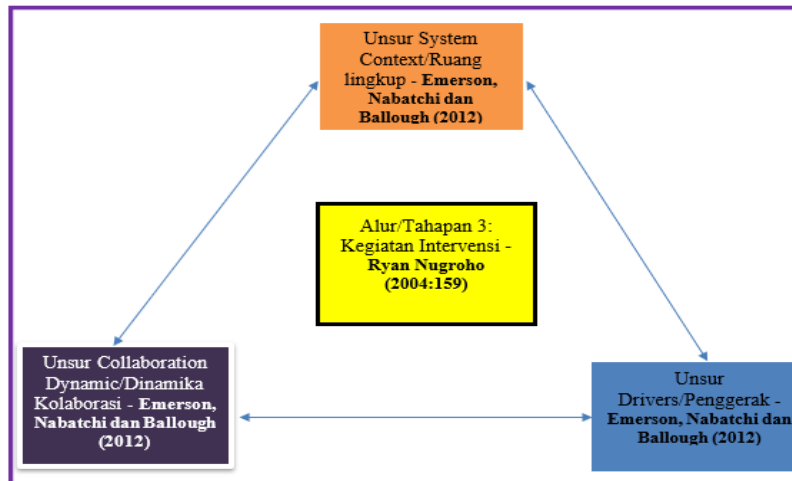
**Figure 1. Flow/Stage 1: Intervention Program - Ryan Nugroho (2004:159)**



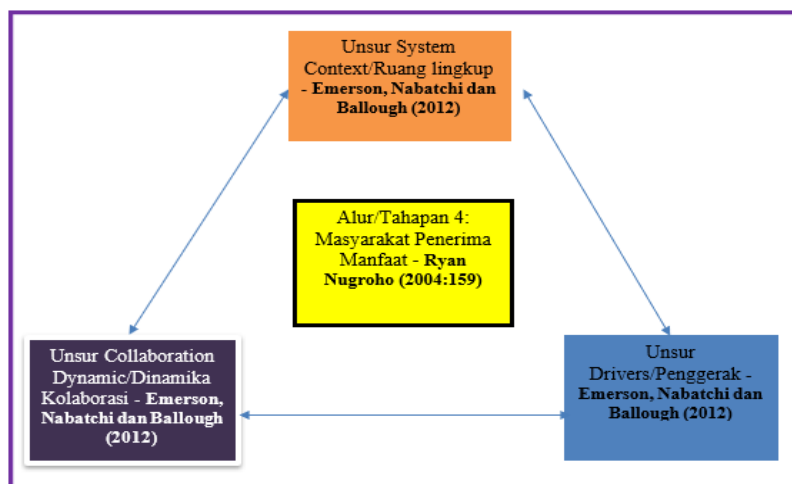
**Figure 2. Flow/Stage 2: Intervention Project - Ryan Nugroho (2004:159)**



**Figure 3. Flow/Stage 3: Intervention Activities - Ryan Nugroho (2004:159)**



**Figure 4. Plot/Stage 4: Beneficiary Communities - Ryan Nugroho (2004:159)**



From the analysis that has been found in the research results, the whole can be formulated in the following table;

Policy Implementation - <b>Ryan Nugroho (2004:159)</b>	<i>collaborative Governance - Emerson, Nabatchi and Ballough (2012)</i>			
	System Context Elements	Drivers/Mover Elements	Elements of Collaboration Dynamics	
Intervention Programs	There are (many elements)	There is (passive)	None	
Project Intervention	None	None	None yet	
Intervention Activities	There are (many elements)	There is (passive)	None	

	None	None	None yet
Community (Beneficiary)	There are (many elements)	There is (passive)	None
	There is (Not yet)	There is (Not yet)	There is (Not yet)

Source: Research Analysis Results, 2024

Therefore, with the implementation of the policy not yet implemented, a collaborative-based policy implementation construction model for the development of tourist villages was formulated. This model is called **"TOURISM VILLAGE DEVELOPMENT POLICY COLLABORATION MODEL AXIS 1X – 5Y – IN 5W – 1H MODEL."**

**Figure 5. Tourism Village Development Policy Collaboration Model**

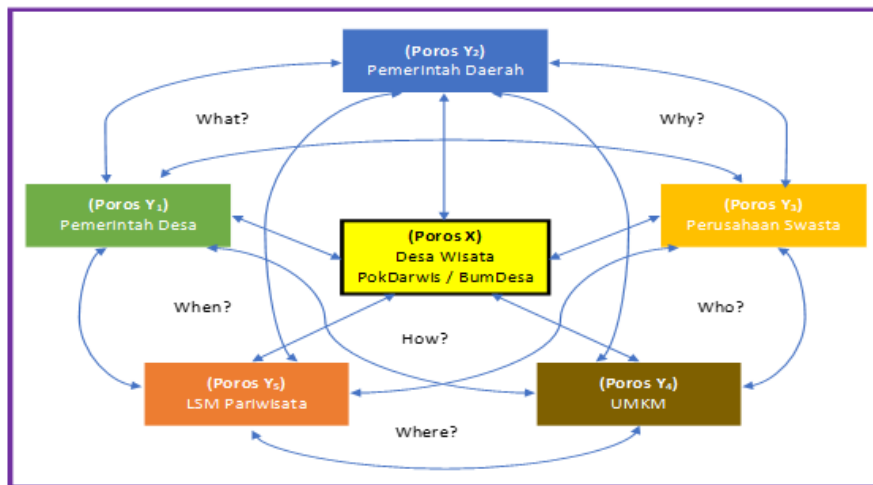


Image Caption :

**Axis X of Tourism Village:** is the Prime *Object and subject*; in tourist villages that are driven by tourism awareness groups (POKDARWIS) or Village-Owned Enterprises (BUMDESA) engaged in tourism in tourist villages.

**Village Government Y1 Axis:** is the subject; namely the Village Government whose village has been designated as a tourist village in accordance with the applicable mechanisms and regulations.

**Y2 Axis of Local Government:** is the subject; namely the Regency/City Regional Government.

**Y3 Axis Private Companies:** is the subject; namely private companies that carry out business activities and their home bases in tourist village areas, both business activities in the tourism sector and other business activities.

**Axis Y4 MSMEs:** are subjects; are local MSMEs in tourist villages and MSMEs in other village areas.

**Axis Y5 Tourism NGOs:** is the subject; is a Social Institution Local community or community engaged in tourism in the district area.

An explanation of the pattern of relationships between axes in **the "AXIS 1X-5Y in 5W-1H MODEL"** collaboration for the development of tourist villages can be seen in the following table:

**Table 1. X and Y axis relationship pattern in "1X-5Y axis in 5W-1H MODEL"**

<b>X-Axis</b>	<b>Y1 Shaft</b>	<b>Y2 Shaft</b>	<b>Y3 Shaft</b>	<b>Y4 Shaft</b>	<b>Y5 Shaft</b>
<b>X – Y1</b>	<b>Y1 – X</b>	<b>Y2 – X</b>	<b>Y3 – X</b>	<b>Y4 – X</b>	<b>Y5 – X</b>
<b>X – Y2</b>	<b>Y1 – Y2</b>	<b>Y2 – Y1</b>	<b>Y3 – Y1</b>	<b>Y4 – Y1</b>	<b>Y5 – Y1</b>
<b>X – Y3</b>	<b>Y1 – Y3</b>	<b>Y2 – Y3</b>	<b>Y3 – Y2</b>	<b>Y4 – Y2</b>	<b>Y5 – Y2</b>
<b>X – Y4</b>	<b>Y1 – Y4</b>	<b>Y2 – Y4</b>	<b>Y3 – Y4</b>	<b>Y4 – Y3</b>	<b>Y5 – Y3</b>
<b>X – Y5</b>	<b>Y1 – Y5</b>	<b>Y2 – Y5</b>	<b>Y3 – Y5</b>	<b>Y4 – Y5</b>	<b>Y5 – Y4</b>

Each X and Y axis must have a clear and measurable answer to the 5W-1H question that leads to the development and growth of the tourist village.

Each X and Y axis must have a clear and measurable answer to the 5W-1H question that leads to the development and growth of the tourist village.

Duties of each shaft :

X :

- 1) Have a clear and measurable answer to the question *of what/what* is the issue?
- 2) Have a clear and measurable answer to the question *of why/why* is needed?
- 3) Have a clear and measurable answer to *who/who's* involved (1X - 5Y)?
- 4) Have a clear and measurable answer to the *question of where?*
- 5) Have a clear and measurable answer to the question *of when/when?*
- 6) Have a clear and measurable answer to the How/How to question?
- 7) Identify the current condition / *existing* tourism village and the management of pokdarwis / bumdes as a whole with SWOT; Strengths, Weaknesses, *Opportunities* and Threats.
- 8) Conduct a SWOT analysis.
- 9) Make a conclusion.
- 10) Identify collaboration points with the Y1,Y2,Y3,Y4 and Y5 axes.
- 11) Coordinate and Collaborate proactively/subject with axes Y1,Y2,Y3,Y4 and Y5.

Y1 :

- 1) Have a clear and measurable answer to the question *of what/what* is the issue?
- 2) Have a clear and measurable answer to the question *of why/why* is needed?
- 3) Have a clear and measurable answer to *who/who's* involved (1X - 5Y)?
- 4) Have a clear and measurable answer to the *question of where?*
- 5) Have a clear and measurable answer to the question *of when/when?*

- 6) Have a clear and measurable answer to the How/How to question?
  - 7) Identify the current condition of the village as a whole, especially related to the status as a tourist village with SWOT; *Strengths, Weaknesses, Opportunities* and Threats.
  - 8) Conduct a SWOT analysis.
  - 9) Make a conclusion.
  - 10) Identify collaboration points with the X,Y2,Y3,Y4 and Y5 axes.
  - 11) Coordinate and Collaborate proactively/subjects with axes X,Y2,Y3,Y4 and Y5.
- Y2 :
- 1) Have a clear and measurable answer to the question *of what/what* is the issue?
  - 2) Have a clear and measurable answer to the question *of why/why* is needed?
  - 3) Have clear and measurable answers to *who/who's* involved (1X - 5Y)?
  - 4) Have a clear and measurable answer to the *question of where?*
  - 5) Have a clear and measurable answer to the question *of when/when?*
  - 6) Have a clear and measurable answer to the How/How to question?
  - 7) Identify the current / *existing* conditions of the Regency Regional Government in general, especially those related to tourism / tourist villages with SWOT; *Strengths, Weaknesses, Opportunities* and Threats.
  - 8) Conduct a SWOT analysis.
  - 9) Make a conclusion.
  - 10) Identify collaboration points with the X,Y1,Y3,Y4 and Y5 axes.
  - 11) Coordinate and Collaborate proactively /subject with axes X,Y1,Y3,Y4 and Y5.
- Y3 :
- 1) Have a clear and measurable answer to the question *of what/what* is the issue?
  - 2) Have a clear and measurable answer to the question *of why/why* is needed?
  - 3) Have clear and measurable answers to *who/who's* involved (1X - 5Y)?
  - 4) Have a clear and measurable answer to the *question of where?*
  - 5) Have a clear and measurable answer to the question *of when/when?*
  - 6) Have a clear and measurable answer to the How/How to question?
  - 7) Identify the current / *existing* conditions of the company in general and in particular related to tourism / tourist villages with SWOT; *Strengths, Weaknesses, Opportunities* and Threats.
  - 8) Conduct a SWOT analysis.
  - 9) Make a conclusion.
  - 10) Identify collaboration points with the X,Y1,Y2,Y4 and Y5 axes.
  - 11) Coordinate and Collaborate proactively / subject with axes X,Y1,Y2,Y4 and Y5.
- Y4 :
- 1) Have a clear and measurable answer to the question *of what/what* is the issue?
  - 2) Have a clear and measurable answer to the question *of why/why* is needed?
  - 3) Have clear and measurable answers to *who/who's* involved (1X - 5Y)?
  - 4) Have a clear and measurable answer to the *question of where?*
  - 5) Have a clear and measurable answer to the question *of when/when?*

- 6) Have a clear and measurable answer to the How/How to question?
  - 7) Identify the current condition / *existing* MSMEs as a whole, both local MSMEs, tourist villages and surrounding villages with SWOT; *Strengths*, Weaknesses, *Opportunities* and Threats.
  - 8) Conduct a SWOT analysis.
  - 9) Make a conclusion.
  - 10) Identify collaboration points with axes X, Y1, Y2, Y3, and Y5.
  - 11) Coordinate and Collaborate proactively/subjects with axes X, Y1, Y2, Y3, and Y5.
- Y5 :
- 1) Have a clear and measurable answer to the question *of what/what* is the issue?
  - 2) Have a clear and measurable answer to the question *of why/why* is needed?
  - 3) Have clear and measurable answers to *who/who's* involved (1X - 5Y)?
  - 4) Have a clear and measurable answer to the *question of where?*
  - 5) Have a clear and measurable answer to the question *of when/when?*
  - 6) Have a clear and measurable answer to the How/How to question?
  - 7) Identify the current / *existing* conditions of tourism NGOs and the tourism community as a whole with SWOT; Strengths, Weaknesses, *Opportunities* and Threats.
  - 8) Conduct a SWOT analysis.
  - 9) Make a conclusion.
  - 10) Identify collaboration points with the X,Y1,Y2,Y3 and Y4 axes.
  - 11) Coordinate and Collaborate proactively /subject with axes X,Y1,Y2,Y3 and Y4.

Tourism Village (pokdarwis / bumdesa), because in addition to being an object to be developed, it is also a subject (Axis X) must be given legitimacy as a prime *driver* / main mover by the Y axis and the Y axis recognizes and respects the legitimacy that has been given. With this legitimacy, axis X holds the main control in terms of initiation and coordination to ensure that each axis proactively collaborates in accordance with matters that have been mutually agreed between the X and Y axes which are outlined in the form of a memorandum of agreement (MoU) document

## CONCLUSION

Based on the results of the study, it can be concluded that the implementation of collaborative policies in the development of tourist villages in Bintan Regency has not been carried out effectively. This ineffectiveness is caused by the passivity of elements of collaboration, including a lack of proactivity in policy implementation. In addition, the flow or stages of policy implementation which include intervention programs, intervention projects, intervention activities, and community involvement as beneficiaries have not been available or implemented optimally. In the Collaborative Governance aspect, important elements such as system *context*, drivers, and *collaborative dynamics* show passive performance. The impact can hinder positive achievements in the provision and implementation of the flow or stages of policy implementation that should be well structured. As a solution, this study has designed and proposed a collaboration model

that is believed to increase the effectiveness of tourism village development in Bintan Regency. The model, called *the "POROS 1X-5Y in 5W-1H MODEL"*, is designed to be an effective and applicable collaborative approach in involving various stakeholders, including governments, the private sector, communities, and non-governmental institutions.

Therefore, the results of this study support the initial hypothesis, namely that the implementation of the collaborative policy for the development of tourist villages in Bintan Regency has not been effective, mostly due to weaknesses in the element of collaboration. However, with the implementation of *the "POROS 1X-5Y in 5W-1H" model*, it is hoped that collaboration between stakeholders can be increased to encourage the development of tourist villages that are more structured, efficient, and have a positive impact on the local community

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