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Original Article

Implementation of Regional Regulation No. 12 of 2006 Concerning Boundary Line (Case Study of Boundary Line Violations in Tangerang Regency)

Dafina Putri Rahmawati[1*], Wahyu Beny Mukti Setiyawan[2]

[1,2]Political Science Study Program, Universitas Negeri Semarang, Indonesia
Email: [1)] dafinarhm@students.unnes.ac.id, [2)] muktibeny@mail.unnes.ac.id

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Abstract

This research examines the implementation of Regional Regulation No. 12 of 2006 concerning Building Boundary lines in Tangerang Regency, as well as factors influencing violations of these regulations. The method used is a case study with a qualitative approach through field data collection. The results show that the implementation of the regional regulation has not been optimal due to various obstacles in supervision, socialization, and rule enforcement. Additionally, social and administrative factors also contribute to the high number of violations. This research provides an overview of the challenges faced in implementing boundary line regulations and serves as an important reference for local governments to improve policies and supervision mechanisms to increase community compliance. It is hoped that the results of this study can serve as a basis for formulating more effective strategies in enforcing boundary line regulations in the future.

Keywords: Boundary Line, Regional Regulation No. 12 of 2006, Policy Implementation, Violations, Tangerang Regency.

1. Introduction

Both developing and developed countries are currently facing problems related to uneven population distribution. Indonesia, as a developing country, has a population that increases every year, causing population density in Indonesia to increase very sharply. Indonesia's population reaches 281,603.8 thousand people (BPS Provinsi Sulawesi Utara, 2024). The increase in population results in higher demand for housing, offices, shops, malls, entertainment venues, educational facilities, and other buildings.

The 1945 Constitution defines development as an effort to advance general welfare, which is related to national development. The increase in Indonesia's population results in increased primary needs, one of which is housing. A house is a building that can support human daily activities. By providing housing evenly to the community, the Indonesian government needs to create programs to fulfill the primary needs of its people (Yuris & Sudiro, 2023).

Tangerang Regency is an administrative area of Banten Province that has a fairly large area, consisting of 29 sub-districts, 28 urban villages, and 246 villages with an area of 95,961 Ha or 959.61 km². Tangerang Regency experiences significant population growth development every year. This is partly due to immigration growth because Tangerang Regency has economic attraction and job opportunities. The following data shows the population increase in Tangerang Regency. It can be seen that population growth in Tangerang Regency

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increases every year. This is proven by the population in 2021 being 3,185,552 people, while in 2022 the data increased to 3,273,321 people, and in 2023 it increased significantly to 3,309,365 people with a percentage of 4.18 (BPS Kabupaten Tangerang, 2023).

Table 1. Population Growth Rate of Tangerang Regency

Year	Population	Population Growth Rate
2021	3,185,552	1.10
2022	3,273,321	2.76
2023	3,309,365	4.18

Source: Central Statistics Agency of Tangerang Regency

The population growth in Tangerang Regency accompanied by urbanization has challenges ranging from environmental, social, economic, and governance aspects that affect the quality of life of the community. Available land for housing is increasingly limited, especially in areas close to city centers and industrial areas. Massive development and high demand for property have caused land prices to soar, making it difficult for low-income communities to access. This situation results in many people being unable to rent or buy land in strategic locations, so they are forced to seek alternatives such as building structures in unsuitable areas.

Regional Regulation No. 12 of 2006 concerning Building Boundary lines has regulated the boundaries between plot/yard/land sections called setback areas where buildings may and may not be erected or activities may be conducted. The development of boundary lines is intended to minimize the risk of building construction that endangers the environment and human life. According to Warta Global Nasional, on the banks of Kali Alar Jiban located in Kohod Village and Kramat Village, Pakuhaji Sub-district, Tangerang Regency, at least 436 houses were demolished using excavators by Satpol PP (Civil Service Police Unit) for violating building construction regulations by standing on irrigation land located 10 meters from the river bank.

In this case, the researcher chose Tangerang Regency as the research location for several strategic reasons relevant to the topic raised. First, Tangerang Regency is one of the areas with very rapid urbanization growth, marked by increasing population and infrastructure development. Second, Tangerang Regency also has diversity in social and economic conditions, which allows researchers to explore variations in community understanding and compliance with boundary lines. Third, the role of the Spatial Planning and Building Department in implementing Regional Regulation No. 12 of 2006 concerning Building Boundary lines. Collaborative efforts between government and community in maintaining environmental sustainability have become an interesting phenomenon for researchers to study further.

The phenomenon of violations of boundary lines in Tangerang Regency is increasingly emerging along with increased development activities and settlement expansion. These violations include development that exceeds river, road, and protected area setback boundaries, which ultimately have the potential to cause environmental and spatial planning problems. This situation shows challenges in enforcing established regulations, including Regional Regulation No. 12 of 2006 concerning Building Boundary lines. Lack of community awareness, weak supervision, and limited resources of local government apparatus are factors that contribute to worsening these conditions.

In addition, inter-agency coordination and supervision mechanisms for regional regulation implementation still require further evaluation. Although there are regulations that clearly regulate boundary line provisions, field implementation is often not in accordance with

applicable provisions. In this context, it is important to examine the extent of the effectiveness of policies established by local governments in preventing and taking action against boundary line violations. This study is important to provide a more comprehensive picture of spatial policy implementation dynamics in Tangerang Regency, while serving as input for formulating more effective policy strategies in the future.

Based on the background description above, the researcher wants to know more deeply about the extent to which Regional Regulation No. 12 of 2006 concerning Building Boundary lines has been implemented in Tangerang Regency, what steps have been taken by the local government and related agencies in implementing the regulation. In addition, the researcher also wants to know the factors that support and hinder the implementation of Regional Regulation No. 12 of 2006 concerning Building Boundary lines as well as the impact of regulation implementation on spatial planning and building permits in Tangerang Regency. Therefore, this research seeks to examines the implementation of Regional Regulation No. 12 of 2006 concerning Building Boundary lines in Tangerang Regency, as well as factors influencing violations of these regulations

2. Literature Review

2.1. Definition of Public Policy Implementation

Implementation can be understood through two approaches. The first approach places implementation as an initial stage before dissemination of curriculum design is carried out (Usman, 2002). In this approach, implementation includes a series of processes that include elaboration of program objectives, identification and description of new resources, and demonstration of learning methods to be used.

Meanwhile, the second approach, Usman (2002) emphasizes more on the program improvement stage through direct interaction between program developers and field implementers, such as teachers. In this approach, the implementation process includes evaluation of planned new programs, testing of new resources and materials to be integrated into existing programs, and adjustments based on trial results and empirical experience of practitioners. This interaction is usually carried out through forums such as workshops or discussions to gather input. The implementation process is considered complete when the program has gone through comprehensive improvement stages (Mamonto et al., 2018).

2.2. Public Policy Implementation According to G. Edward III

According to George Edward III in (Widodo, 2021), policy implementation is an important process that requires mature planning and preparation. Without good preparation, even though policies have been well formulated, the objectives of these policies will not be achieved. Conversely, if policies are not properly formulated, good implementation will not bring desired results. Edward III identifies four main variables that influence policy implementation, namely communication, resources, attitude/disposition, and bureaucratic structure, which interact simultaneously and influence the effectiveness of policy implementation (Mariane et al., 2024).

3. Methods

This research uses qualitative methods with a case study approach to examine the implementation of Regional Regulation No. 12 of 2006 concerning Building Boundary lines in Tangerang Regency. Qualitative methods (Sugiyono, 2022) examine natural conditions with researchers as the main instrument. This approach allows deep understanding of policy implementation and its inhibiting factors. This research aims to descriptively describe the dynamics of boundary line violations in the field.

3.1. Data Collection Techniques

This research uses three data collection techniques: observation, interviews, and documentation. Observation is conducted directly in areas affected by boundary line violations in Tangerang Regency to review the implementation of Regional Regulation No. 12 of 2006. Interviews are conducted with several sources from the Spatial Planning and Building Department to obtain in-depth information related to supervision and regulation enforcement. Documentation is used to collect written data, regulations, and field photos as complementary and strengthening data validity.

3.2. Data Validity Techniques

Data validity testing in this research is conducted through triangulation methods, including technique triangulation and source triangulation. Technique triangulation is conducted by combining interview, observation, and documentation results. While source triangulation is validation of data by collecting information from various different informants. Thus, a more accurate and accountable picture is obtained regarding the implementation of Regional Regulation No. 12 of 2006 concerning Building Boundary lines.

3.3. Data Analysis Techniques

Data analysis techniques in this research are conducted through three main stages: data reduction, data presentation, and verification or conclusion drawing, as proposed by Miles and Huberman in (Sugiyono, 2022). Data reduction includes the process of selecting, filtering, and organizing relevant information to be systematically arranged and provide a clear picture of observation results. After that, data is presented in structured form to facilitate researchers in understanding findings and drawing conclusions. The final stage is verification, namely evaluating data validity and compiling conclusions based on descriptive analysis that has been conducted, to ensure validity and depth of understanding of the phenomena studied (Rijali, 2019).

4. Results and Discussion

4.1. Implementation of Boundary line Regional Regulation

Tangerang Regency Regional Regulation No. 12 of 2006 concerning Building Boundary lines is still valid and used as a legal basis in spatial planning regulation, particularly in the building permit process. However, the implementation of this regulation in the field still faces various obstacles. Based on interview results with the Spatial Planning and Building Department, it is known that the level of community understanding of this regulation is still low. Many residents do not clearly know the contents and provisions of boundary lines, and some of them know but still deliberately violate the rules.

Violation cases are quite common, one of which occurred in the Serang Raya Road area, where the community-built fences without understanding the correct boundary line measurement rules. This shows that legal awareness and compliance with spatial planning

regulations are still the main challenges in implementing the regulation. The community tends to ignore technical aspects of spatial regulation, either due to ignorance or weak supervision at the local level. In this case, the community actively participates in maintaining process accountability and responsiveness (Zaelani et al., 2022). In practice, many people only understand boundary lines as flexible physical boundaries, when in fact boundary lines are an important part of spatial planning that must be obeyed.

The Spatial Planning and Building Department conducts routine supervision twice a year. However, this supervision greatly depends on the capacity of Technical Implementation Units (UPT), where one UPT can handle up to nine sub-districts. Limited personnel and area coverage make supervision unable to be conducted comprehensively and continuously (Mahendra & Yustiawan, 2023). This causes most violations to be known only after buildings are erected, which then complicates the enforcement process (Mukhlis et al., 2021).

Regulation socialization is conducted every year, although it has not reached all layers of society evenly. This socialization is generally conducted by the Investment and One-Stop Integrated Services Office (DPMPTSP), particularly in the context of development permits. On the other hand, boundary lines themselves consist of various types, such as fence, river, coastal boundary lines, and so on, which have their respective technical rules. This complexity adds its own challenges in the field implementation process (Suminar & Zaenuddin, 2023).

The Tangerang Regency Government, through the Spatial Planning and Building Department (DTRB), has made various efforts in handling violations of Regional Regulation No. 12 of 2006 concerning Building Boundary lines. These efforts include socialization to building owners, routine monitoring, and enforcement of buildings that violate boundary line provisions. A persuasive approach becomes the initial stage through gradual warning letters (SP), namely SP 1 to SP 3, which if not responded to, will be continued with SP 4. If building owners still do not make adjustments or demolish independently, a Demolition Order will be issued by DTRB, which is then executed by the Civil Service Police Unit (Satpol PP). In practice, demolition implementation is usually preceded by placing heavy equipment at the location at night before execution is carried out.

In addition, the Regional Government also coordinates across agencies, such as with the Road and Water Resources Department if violations occur in river setback areas and Satpol PP as field enforcement implementers. This coordination aims to strengthen synergy between institutions in carrying out supervision and regulation enforcement functions.

Based on interview results with the Secretary of the Spatial Planning and Building Department of Tangerang Regency, Mrs. Erni Nurlaeni, ST., it is known that in 2023 in the building data collection activity report along the Cisadane River Basin (DAS), 12 buildings were found that did not comply with coordinate lines established in the regulation. In addition, land use that should be designated for open space or industrial functions was actually misused, thus conflicting with spatial planning provisions.

Table 2. Building Violations in Cisadane River Flow in 2023

Address	Business Type	Total LT/LB	LT/LB Affected by GSS	Designated Area
Jl. Kalibaru Gaga, Gaga Village, Pakuhaji Sub-district	Plastic Recycling	LT ±1,725 M² LB ± 500 M² (Semi-permanent Building)	LT ± 841 M² LB ± 400 M² (Semi-permanent)	River setback, Industrial designation area
Jl. Slapang Raya No. 198, Gempol Sari Village, East	Thinner Warehouse	LT ± 3,211 M² LB ± 630 M²	LT ± 1000 M², Building affected by GSS has been demolished	River setback, Urban residential area

Address	Business Type	Total LT/LB	LT/LB Affected by GSS	Designated Area
Sepatan Sub-district				
Kalibaru Village, Pakuhaji Sub-district	Shipyard	LT ± 20,000 M² LB ± 2,900 M²	LT ± 10,000 M² LB ± 700 M²	River setback, Industrial designation area
Jl. Kalibaru RT 03/05, Gaga Village, Pakuhaji Sub-district	-	INDEPENDENT DEMOLITION COMPLETED	Completed	River setback, Industrial designation area
Gaga Village, Pakuhaji Sub-district	Ice Production	LT ±2,960 M² LB ± 776 M²	LT ± 841 M² LB ± 400 M² (Semi-permanent)	River setback, Industrial designation area
Jl. Kalibaru Gaga, Gaga Village, Pakuhaji Sub-district	Plastic Waste	LT ± 1,261M² LB ± 450 M² (Semi-permanent)	LT ± 1000 M² Building affected by GSS has been demolished	River setback, Industrial designation area
Gaga Village, Pakuhaji Sub-district	Plastic Waste	LT ±3,709 M² LB ± 542 M² (Permanent building)	LT ± 10,000 M² LB ± 700 M²	River setback, Industrial designation area
Jl. Slapang Raya No. 198 A, Kp.Kelor, East Sepatan Sub-district	Helmet Painting Factory	LT ± 6,500 M² LB ± 3,700 M²	LT ± 841 M² LB ± 400 M² (Semi-permanent)	River setback, Urban residential area
Gaga Village, Pakuhaji Sub-district	Laundry	LT ± 1,088 M² LB ± 315 M²	LT ± 1000 M² Building affected by GSS has been demolished	River setback, Urban residential area
Gaga Village, Pakuhaji Sub-district	Plastic Recycling	LT ± 4,034 M² LB ± 1,825 M²	LT ± 10,000 M² LB ± 700 M²	River setback, Industrial designation area
Gaga Village, Pakuhaji Sub-district	Plastic Recycling	LT ± 3,265 M² LB ± 492 M²	LT ± 841 M² LB ± 400 M² (Semi-permanent)	River setback, Industrial designation area
Gaga Village, Pakuhaji Sub-district	Plastic Recycling	LT ± 1,969 M² LB ± 1,107 M² (Permanent & Semi-permanent Building)	LT ± 1000 M² Building affected by GSS has been demolished	River setback, Industrial designation area

Source: Spatial Planning and Building Department of Tangerang Regency

After various efforts have been made, it can be seen that boundary line violations continue to occur. This shows that the effectiveness of regulation enforcement is not yet optimal. Therefore, the Tangerang Regency Government also takes door-to-door steps in conducting guidance and expanding socialization coverage between sub-districts to increase community awareness. If analyzed using policy implementation theory according to George C. Edward III, the success of public policy implementation is influenced by four main factors:

1) Communication

Socialization and guidance efforts conducted by the Spatial Planning and Building Department show policy communication to the community. However, the still high number of violations indicates that communication has not run optimally, both in terms of delivering

regulation substance and community understanding of the importance of maintaining boundary lines.

2) Resources

The local government has utilized available resources, including cross-agency cooperation and the use of heavy equipment in the enforcement process. However, limitations in personnel, budget, and other supporting facilities become obstacles in continuous supervision and enforcement.

3) Disposition

The commitment and attitude of implementers, especially from DTRB and Satpol PP, are quite firm in carrying out rule enforcement, proven by the existence of procedures from SP1 to SP4 and demolition execution. However, field implementers often face challenges in the form of resident resistance and social pressure that can affect action consistency.

4) Bureaucratic Structure

Rule enforcement has been implemented through clear and gradual mechanisms, but rigid and procedural bureaucratic structures often cause delays in response, especially in handling violations that require quick action.

Overall, the implementation efforts of Regional Regulation No. 12 of 2006 by the Tangerang Regency Government have reflected the dimensions in Edward III's theory. However, its effectiveness is still not optimal because communication has not touched all layers of society, resources are inadequate, and bureaucratic structures tend to slow down the execution process. Therefore, strengthening policy communication, increasing implementer capacity, and simplifying procedures are needed so that regulation implementation can run more effectively and sustainably.

4.2. Supporting and Inhibiting Factors

The implementation of Tangerang Regency Regional Regulation No. 12 of 2006 concerning Building Boundary lines is influenced by various factors, both supporting and inhibiting policy implementation. From the supporting factors side, the success of this policy implementation cannot be separated from solid inter-agency cooperation. The Spatial Planning and Building Department (DTRB) of Tangerang Regency actively coordinates with Satpol PP, Road and Water Resources Department, and sub-district governments in carrying out supervision and enforcement functions against boundary line violations. This collaboration enables more efficient task distribution, especially in technical enforcement and provision of supporting facilities such as heavy equipment.

In addition, the regulatory framework established through Regional Regulation No. 12 of 2006 provides a strong legal basis for officials in carrying out their duties. The existence of systematic enforcement procedures, such as providing warning letters gradually from SP1 to SP4, and the mechanism for issuing demolition orders, becomes technical reference that strengthens the legitimacy of field actions. This regulation plays an important role in building procedural clarity and reducing the potential for arbitrariness in law enforcement.

Another supporting factor is the commitment of field implementers. Officers from DTRB and Satpol PP show consistency in carrying out their duties, both through persuasive approaches to the community and firm actions in the form of demolishing buildings that violate. This commitment is important in maintaining policy implementation integrity, especially when officials must face resistance from uncooperative building owners.

Nevertheless, this policy implementation also faces various obstacles. One of the main obstacles is the low level of community awareness about the importance of maintaining boundary lines. Many building owners build without paying attention to zoning provisions or coordinate lines that have been established, even in areas that should be designated for

industrial functions or green open spaces. Low legal and spatial planning literacy becomes the root of the problem that weakens policy communication effectiveness (Himawan et al., 2022).

In addition, resource limitations become a significant obstacle. The number of supervisory personnel is not proportional to the area that must be supervised. Another inhibiting factor is the existence of local economic and political interests. In some cases, buildings that violate boundary lines are owned by parties who have strong economic power or political networks. This condition often creates pressure on implementing officials, who then become hindered in enforcing rules firmly. Favoritism towards violators due to political considerations clearly damages the principles of justice and rule of law in public policy implementation. Therefore, a comprehensive implementation strategy is needed, including increasing education and community literacy about spatial planning, strengthening implementing bureaucracy capacity, and firm law enforcement free from certain interest interventions. Only with a comprehensive approach can regulations concerning boundary lines be implemented effectively and sustainably.

Violations of Tangerang Regency Regional Regulation No. 12 of 2006 concerning boundary lines bring serious impacts on ideal spatial planning and licensing systems. One of the most significant impacts is seen in river setback areas, especially around the Cisadane River Basin (DAS). Illegal buildings standing in river setbacks cause river body narrowing, obstruct water flow, and reduce environmental carrying capacity. This directly contributes to increasing flood intensity in dense residential areas and industrial areas adjacent to DAS. Even in some cases, as reported by Antara (Ma'arif, 2024), local governments through Satpol PP had to demolish hundreds of illegal buildings in river setbacks that potentially endanger community safety.

However, the impact of boundary line violations is not limited to river setback areas. Violations of road boundary lines, such as building construction too close or even encroaching on road bodies, cause traffic lane narrowing, worsen congestion, and endanger road users. Meanwhile, violations in public infrastructure setbacks such as drainage channels, clean water pipelines, and electrical networks can disrupt infrastructure operations, complicate maintenance, and even trigger secondary disaster potential such as electrical short circuits, pipe leaks, or local flooding due to building-covered channels.

This condition reflects weaknesses in several aspects of policy implementation according to George C. Edward III's theory. In the communication aspect, lack of community understanding of boundary line functions and boundaries becomes the main cause of violations. Information from local governments has not been fully conveyed evenly, especially in rapidly developing urban areas. In the resource aspect, minimal supervisory personnel, limited budgets, and lack of spatial planning monitoring digitalization systems become obstacles that weaken development control in setback areas.

Meanwhile, in the disposition aspect, policy implementers often face dilemmas when having to take action against violations involving large-scale business actors or building owners who have political access. Firmness in rule enforcement is still uneven, and this impacts the emergence of injustice in society. The bureaucratic structure aspect is equally important; slow licensing procedures and unoptimal inter-agency coordination cause overlapping authorities and slow response to violations.

The impact of boundary line violations also creates distortions in the licensing system. Many buildings stand outside valid permits or even without permits at all, but continue to operate. This creates inequality between development actors who comply with regulations and those who violate. As a result, community trust in the licensing system decreases, and the government loses legitimacy in enforcing spatial planning.

To minimize these impacts, a more comprehensive policy implementation strategy is needed. Local governments must strengthen communication aspects through continuous education and socialization, optimize technology-based supervision resources, and ensure that policy implementer attitudes reflect alignment with public interests. With this approach, boundary line policies not only become formal legal documents but also real instruments to maintain space sustainability and safety of Tangerang Regency residents.

5. Conclusion

Based on research results regarding the implementation of Regional Regulation No. 12 of 2006 concerning Building Boundary lines in Tangerang Regency, it can be concluded that the implementation of these regulations has not run optimally. Although rules have been established, their application in the field is still less effective, particularly in terms of supervision, rule enforcement, and community socialization. Many buildings stand violating boundary lines, showing inconsistency between policy and field practice. The role of local government in enforcing these violations is still not maximum. One of the main obstacles is the lack of firm sanctions for violators, such as the obligation to pay fines or other administrative actions, which should be efforts to encourage compliance with rules.

The factors influencing the high number of boundary line violations in Tangerang Regency include low community legal awareness, weak supervision from related agencies, and strong economic interests that often ignore spatial planning aspects. Besides that, inter-agency coordination that has not run effectively also worsens this condition. Lack of firmness in applying sanctions, including the absence of technical rules regarding fines or consequences for violations, causes deterrent effects not to be created. Therefore, more serious efforts from local governments are needed to strengthen the implementation of this regulation, both through socialization, increased supervision, and establishment of clear and measurable administrative sanctions.

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