

Original Research Article

Implementation of Building Approval Policy in Pasuruan District

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Abstract: This research aims to describe and analyze building approval policies and identify inhibiting and supporting factors in implementing building approvals in Pasuruan Regency. The approach in this research is qualitative research with a descriptive approach. The location of this research is in Pasuruan Regency. The sampling technique used was non-probability sampling, and in determining research, informants used the purposive sampling method. The data collection techniques used were observation, interviews and documentation. For data analysis techniques in this research, Moleong's analysis concept (2021) is used, namely data collection, study and analysis, data reduction, data preparation, data categories, and checking the validity of the data. The results of this research found that socialization regarding building approvals had yet to be carried out by the Pasuruan Regency Government. The disposition or willingness of those implementing the building approval policy in Pasuruan Regency to have the will and compliance to carry out the building approval policy according to standard operational procedures. The building approval service mechanism is by existing SOPs. Coordination in the Pasuruan Regency is all systemized. The internal inhibiting factor is that the server often experiences downtime or maintenance. Meanwhile, external inhibiting factors include the length of time it takes for applicants to return files that need to be revised, the double costs, namely in addition to the levy fees, applicants also have to pay for consultant services, and the unequal distribution of consultants' abilities in consultation sessions. Supporting factors include budget support, clear SOPs, and the placement of their employees in public service malls for building approval services. In the future, the Pasuruan Regency Government should hold its outreach for building approvals, include the outreach in the budgeting for the following year, and be more selective in verifying application documents regarding consultants.

Keywords: Building Approval, Government Services, Policy Implementation.

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1. INTRODUCTION

The primary function of government is to provide services to the community. It is hoped that this service will be optimal in impacting public satisfaction with the government's performance and realizing the welfare of its people. Optimizing community services is one way of establishing a decentralized government. With decentralization, the government can be closer to the people so that services will be faster, cheaper and more accessible in the framework of sustainable development, which makes cities and settlements inclusive, safe, resilient and sustainable with targets for integrated city development, urban infrastructure and services, as well as disaster risk and urban climate change. One method used by local governments is to

carry out spatial and regional planning properly and correctly.

Building construction is one of the regional space utilization activities. The building to be erected needs to be arranged according to the purpose and function of the building use. The Building Approval (PBG) policy aims to control, direct and control space utilization and provide legal certainty for building owners, where the implementation still needs to be improved with indicators that many people still need building approval.

Pasuruan Regency is a district located in East Java Province with an area of 1,474 km² and 24 sub-districts. Pasuruan Regency has much potential for

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industry, trade, agriculture, and tourist destinations because of its geographical location, which ranges from mountains and land to sea. Pasuruan Regency is also located in the Golden Triangle, where Pasuruan Regency is the route from Malang to Surabaya and vice versa, as well as from Banyuwangi to Malang or Surabaya. This can be a trigger for more incoming investment. The large number of investors coming in can result in more and more buildings being built, whether for private residences, government or industry itself. However, the number of buildings constructed is inversely proportional to the recorded building approval certificate.

It was recorded that up to 2022, based on the Pasuruan Regency Regional Government Administration report (LPPD 2022), there were 3,145 buildings with PBG out of 874,708 in Pasuruan Regency. This shows that it is only 0.36% and will increase to 0.45% in 2023 with 3,935 buildings with PBG in Pasuruan Regency. So, many buildings are still standing without valid permits in Pasuruan Regency, namely 99.64% in 2022 and 99.55 in 2023.

The large number of buildings that do not have PBG is due to the lack of understanding among the people in Pasuruan Regency regarding the importance of Building Approval, so people need to understand what Building Approval is and the importance of PBG. Efforts have been made to carry out outreach regarding building approval regulations. However, outreach is limited to entrepreneurs and has yet to reach the maximum level for communities with private residences. Based on the problems above, it is interesting that researchers are interested in conducting more in-depth research regarding implementing building approvals in the Pasuruan Regency.

This research aims to describe and analyze the implementation of building approval policies in the Pasuruan Regency and identify factors inhibiting and supporting the implementation of building approvals in the Pasuruan Regency. Bureaucrats can consider the benefits of this research to find the right solution to the problem of obtaining building approvals in Pasuruan Regency.

2. LITERATURE REVIEW

Policy implementation in the public policy cycle is a critical stage after the public policy is formulated because the policy can be successful or unsuccessful depending on its implementation. Implementation shows how a policy is translated and implemented in programs or plans, both managerially and technically operationally (Amanah, Ngarawula and Sadhana, 2023; Farada Yoga, Sadana and Prianto, 2023). Sadhana (2011) states that implementing public policy is an activity to understand what actually happens and how programs and activities are carried out so that it will be seen what should be done and what should not be done.

According to the Big Indonesian Dictionary, government is a system of exercising authority and power to regulate a country's social, economic and political life or its parts. According to Sadhana (2011), the government is the holder of the people's trust to fulfill the people's needs and desires, so the government must be active and anticipatory towards public problems. Government goals are achieved through a system commonly called the Government system. One of the government systems is decentralization. According to Ndraha (2008), in the decentralization system through public choice and state policy, the state hands over some of its powers, substance and procedure to the state as the authority to regulate and manage the household, both in its community and region.

Government Regulation No. 16 of 2021 explains that Building Approval is a permit given to building owners to build new, change, expand, reduce and maintain buildings per building technical standards. This PBG regulation replaces the previous regulation known as Building Construction Permit (IMB), a permit given to building owners to build new, change, expand, reduce and maintain buildings based on applicable administrative and technical requirements.

3. METHODOLOGY

3.1 Research Design

This research uses a qualitative approach with a descriptive approach. Descriptive research attempts to describe events, symptoms and occurrences that are happening now and then describe them as they are.

3.2 Research Informants

In this research, the sampling technique used is a non-probability sampling technique, where sampling does not pay attention to the rule of chance. In determining research, informants use purposive sampling because the samples are based on a definite population assessment.

3.3 Scope and Location of Research

This research is located in Pasuruan Regency. The researchers chose this location because Pasuruan Regency has a strategic position where Pasuruan Regency is in the middle of the Malang - Surabaya and Banyuwangi - Surabaya routes. Pasuruan Regency also has areas ranging from land and sea to mountains that can attract investors to invest and travel. Pasuruan Regency has an industrial area, namely Pasuruan Industrial Estate Rembang (PIER), which will continue to develop with more and more investors coming in.

3.4 Data Collection and Analysis Techniques

The author used interview, observation and documentation techniques to collect data and information. The data was analyzed using the Moleong concept (2021), namely data collection, study and analysis, data reduction, data preparation, data categories, and checking the validity of the data.

4. RESULTS AND DISCUSSION

4.1 Results

One indicator of the success or failure of implementing public policy is communication, where one form of communication is carried out in the form of socialization, which is a form of conveying policy information not only to policy implementers but also to the target group of the policy, namely the public. Based on the results of interviews regarding whether any socialization has been carried out, it can be concluded that socialization has not been carried out by the Department of Water Resources, Human Settlements and Spatial Planning (SDACITA), but for the time being, it is only run by the One Stop Integrated Services and Investment Service. Furthermore, regarding who the targets were in the socialization, it was found that the SDACITA Service did not carry out the socialization, so there were no targets in this activity. So far, the socialization has been carried out by the Department of Investment and Investment Service Integrated One Stop (DPMPTSP), with PBG's target being the community of micro, small and medium enterprises and the business community.

Based on the results of interviews regarding the budget, it was found that the implementation of PBG was supported by the annual budget at the Department of Water Resources, Human Settlements and Spatial Planning; however, for the Department of Investment and One-Stop Integrated Services, there were no funds for the implementation of PBG itself. Furthermore, regarding budget support, there is no financial support of its own because socialization has yet to be carried out by the Department. Socialization funds are available for the Investment and One-Stop Integrated Services Service, but socialization covers the whole.

In the implementation context, the authority to carry out PBG rests with two agencies, namely the Water Resources Service, Cipta Karya (SDACITA) and the Department of Investment and Service One Stop Integrated (DPMPTSP). Based on the results of interviews regarding who carried out the PBG socialization, it was found that the Department of Investment and One-Stop Integrated Services carried out the socialization. In contrast, the Department of Water Resources, Human Settlements and Spatial Planning did not carry out the socialization.

Character is part of the disposition where policy implementation will be effective and efficient if the executive knows what must be implemented, can implement the policy, and has the will to carry out the policy. The desire to carry out PBG also exists among all employees in the SDACITA service, especially in the field of work creation and the DPMPTSP service, because it has become the duty and function of each of these services. The implementer's attitude if there is a violation in the implementation of the PBG is still limited to freezing the PBG or not continuing the PBG

application that has been submitted until the submission file is revised to suit the existing building. Another employee in the field of work creation said that he could not apply the relevant sanctions if there were violations because there were no derivative regulations regarding building construction in Pasuruan Regency. The implementer cannot yet carry out sanctions if there is a violation of the PBG up to demolition; the existing sanctions are still not to continue the application until the technical documents for the application are corrected according to the existing building.

Based on the results of the interview above regarding the PBG application mechanism, first, the applicant must have a Building Management Information System (SIMBG) account and then log in to SIMBG to complete the files requested in SIMBG after the files have been uploaded if they are appropriate and complete during verification then continue for consultation according to the requested file. After all the documents are appropriate, the levy calculation is carried out, and the SKRD (Regional *et al.*) is issued for later payment by the applicant according to the nominal stated and then the validation process, after which the PBG can be issued. Standard Operating Procedures (SOP) regarding PBG also exist as a basis for implementing PBG.

Coordination is an indicator in the organizational structure, where the more complicated the structure is, the more coordination is required to implement a policy. The results are based on interviews regarding coordination between regional apparatus running according to the established flow; after creating works is complete, the following process is at DPMPTSP for publishing PBG. Coordination from each implementor in one service shows that, so far, coordination has been going well in PBG management services.

Apart from looking for information related to policy implementation, researchers also analyzed the obstacles or barriers to implementing building approvals in the Pasuruan Regency. Based on interviews with informants, there are two internal and external factors, each supporting and inhibiting the implementation of the policy; the results show that budget support is one of the internal factors that support the implementation of PBG; apart from that, there is also its SOP related to PBG and the placement of employees in Public Service Mall. From the results of the interview, it can be concluded that several internal factors support the implementation of PBG apart from budget support, namely the existence of clear SOPs related to the implementation of PBG, the placement of their employees in Public Service Malls so that services are faster and more effective to the community.

External factors that influence the success of implementation are that there are many consultants, so the applicant is free to choose a consultant that is suitable

both in terms of cost and consultant ability, the applicant's quick response if there are deficiencies or file revisions are immediately re-uploaded in SIMBG, and several consultants are involved in providing education to applicants.

Apart from supporting factors, there are also inhibiting factors in implementing PBG. The interview results found that the internal factor inhibiting the implementation of PBG was limited human resources, where there were only 2 (two) staff in the building. Furthermore, another thing that can hinder it is the SIMBG server. The Ministry of Public Works and Public Housing's servers sometimes experience downtime and maintenance and limited facilities in the form of only one field car, so they must take turns carrying out field surveys. The external inhibiting factor is the applicant's awareness of doing solicensing. The buildings he owns are mainly for residences, so there are few applications for private residences; the applicant takes a long time to complete the required files revised, even though they have been contacted, and the resolution is also delayed, there is no uniformity in prices for each consultant which is a problem for the applicant, there is no benchmark in the cost of consulting services, so the applicant must choose and sort out for themselves which consultant is competent at a lower cost from other consultants.

4.2 DISCUSSION

Communication is the delivery of information from communicator to communicant. According to Edward III in J. Widodo (2010), communication has three dimensions, one of which is the transmission dimension, namely that policies need to be communicated not only to policy implementers but also to policy targets so that policy objectives are as expected in this case communication can be carried out through socialization. The research and interviews found that socialization has not been thoroughly carried out in the Pasuruan Regency because the SDACITA Service still needs to socialize regarding PBG. The DPMPTSP Service has indeed carried out socialization. However, the socialization carried out is socialization regarding business permits, which is one of the requirements a business permit means having a PBG for the building, so the socialization carried out does not cover the entire technicality of the PBG with the target scope being business actors and Micro, Small and Medium Enterprises, and has not yet touched on communities with the use of buildings as private residences. The PBG policy has not been communicated to the policy target, namely the community as a whole, which has resulted in the policy objectives not being achieved as expected, where every existing building must have a permit or, in this case, PBG.

The research results above are from Syafrizal & Marto (2021), who state that there are other problems in communication, so the public needs to understand everything that must be carried out in processing

building approvals (PBG). Caesar *et al.*, (2023) also stated that the socialization carried out by the Department regarding the importance of having a building permit was also lacking, resulting in the ineffective implementation of the building permit policy in Bekasi City; the socialization carried out still did not reach the community using building permits. These results contradict what Batubara (2023) explained, who stated that in Toba Regency, information regarding building construction permits had been conveyed through circulars to several OPDs, banners and billboards. However, once again, the same thing happened: the information could have been more effective because only a few people participated in the socialization.

Resources have an essential role in policy implementation. Edward III in J. Widodo (2010) stated that if there is a lack of resources, then policy implementation will be less effective; in this case, the resources taken are budget and implementing support. This is in line with the results of research conducted by Caesar *et al.*, (2023), which states that existing budget resources are sufficient to implement building permit policies and socialization in Bekasi City. The results of research and interviews also showed that the annual budget supports the PBG policy in the Pasuruan Regency.

According to Edward III in J. Widodo (2010), the limited available budget limits the quality of services provided to the community, and programs cannot be implemented optimally, thus affecting the success of policy implementation. PBG has been budgeted every year with sub-activities that are already available and implemented so that implementation can proceed according to submitted applications. However, socialization has yet to be budgeted for because it has yet to be implemented. Isnawati *et al.*, (2022) provide other results that the financial resources of the DPMPTSP in Natuna Regency are inadequate, so there are limitations in the process of checking, measuring and validating the legality of buildings at the building construction location.

Meanwhile, for implementers, the PBG policy is implemented by two services, namely the SDACITA and DMPTSP Services, where the SDACITA Service is the technical service for PBG verification, and the DPMPTSP is the licensing agency that issues the PBG itself. Likewise, for the implementers who carry out the socialization, so far, the socialization is still carried out by the DPMPTSP only, but the socialization carried out is the overall socialization, not specifically for PBG; the socialization is carried out regarding business permits, one of the business permit requirements is PBG, and at that time the PBG is socialized.

According to Edward III in J. Widodo (2010), implementers are essential in policy implementation because no matter how clear and consistent the policy is,

it can only be effective if the implementer supports it. Implementing the PBG policy in Pasuruan Regency has been effective, where the policy has been implemented by two regional apparatuses, namely the SDACITA service as the technical Department for handling building engineering and the DPMPTSP as the licensing department for issuing PBG. This result is also explained by Rohalia Meilani (2023), who stated that human resources in the city of Bukittinggi are pretty good. However, in terms of quality and quantity, they could be better in the Job Creation Sector; the number of human resources does not match the workload, so the licensing process is disturbed.

Edward III in J. Widodo (2010) explains that disposition is the desire of policy actors to implement policies optimally to achieve the policy's objectives. The research results showed that policy actors in Pasuruan Regency have a solid will to implement PBG policies by existing SOP regulations because it is their duty and function to implement PBG policies. Regarding the attitude, if there is a violation, it is found that so far, we have not been able to apply sanctions if a violation occurs, whether administrative sanctions, restrictions on construction activities or even demolition, because there are no derivative regulations from the Government Regulation of the Republic of Indonesia Number 16 of 2021. Instead, the PBG application process is stopped until the applicant resolves the violation; in this case, the violation is usually limited to the application file not being the same as the existing physical building.

The results of this research also support research conducted by Syafrizal & Marto (2021), which states that attitudes and behavior in providing services are good because the existing system encourages behavioral change. However, this is different from research conducted by Isnawati *et al.*, (2022), where the response of policy implementers in responding to the latest regulations requiring the public to digitize the building and building information system (SIMBG) from manual building permits has not been appropriately prepared, so the disposition not yet running optimally and sustainably.

Edward III in J. Widodo (2010) explains that an organizational structure in policy implementation that is fragmented and takes too long can increase failures in communication, and deviations occur in receiving instructions so that it will require intensive coordination, which will cause a slowdown in policy implementation. In terms of implementing PBG in Pasuruan Regency, there are clear SOPs for its implementation, so coordination is easy to do. The mechanism for processing PBG starts with the applicant creating an account in SIMBG; the applicant uploads all the required documents in SIMBG; after the files have been uploaded, they will be verified by the implementer, in this case, the official work creation section of SDACITA, if the files are complete then proceed with consultation, then

however, if it has not been completed, it will be returned to the applicant, consultation for technical considerations in terms of the building is adjusted to the files requested after the consultation is complete and appropriate, the amount of levy that the applicant must pay will be issued, followed by validation of the levy payment by the DPMPTSP service, and PBG publication by the DPMPTSP service. Based on the existing mechanism, all PBG service processes have been integrated with the OSS (Online *et al.*) application, which in this case is SIMBG, so that coordination between regional apparatus and each implementor runs well and smoothly.

The research results differ from what was done by Yanto *et al.*, (2022), who stated that PBG always requires a long mechanism process, takes a long time and has slow bureaucracy. The public must go to the RT, sub-district, and sub-district to obtain new DPMPTSP information for industrial buildings and the Katingan Regency Perkim Service for ordinary or non-industrial buildings. The bureaucratic structure presented by Isnawati *et al.*, (2022) is still tied because there has not been optimal coordination, and not all programs and activities involve the community and other agencies.

Apart from several indicators explained previously, researchers also continued their research by identifying internal factors, both supporting and inhibiting, because in implementing programs and activities, each has its supporting and inhibiting factors. In this case, there are several internal supporting factors in implementing PBG, namely, apart from the annual budget support and clear existing SOPs, Pasuruan Regency also places its employees in the Public Service Mall specifically for handling PBG. By placing employees at the Public Service Mall, the public can easily find information about PBG because all services are there. If you experience difficulties creating a SIMBG account or uploading documents, you can directly communicate with the officers there. Communication and coordination are well established between regional officials and implementers and between implementers and applicants.

The internal factors inhibiting the implementation of PBG are the limited number of employees at Cipta Karya, which has pretty heavy workloads, so socialization can still be carried out, one of which is the limited number of existing employees. Apart from that, the SIMBG server, a central server used throughout Indonesia, sometimes still experiences downtime or other technical problems, so, in terms of service, implementers can only wait for the server to return to normal to continue service.

External factors, both supporting and inhibiting, were also studied by researchers to get a broader picture of the implementation of PBG in the Pasuruan Regency. As for the supporting external factors in implementing PBG, based on the results of research conducted, there

are now many consultants available, so these consultants can also help explain PBG to applicants so that applicants can also choose and select competent consultants at minimal costs. External factors inhibiting the implementation of PBG are the length of time it takes for applicants to return files if there are revisions during file verification, the unequal distribution of the capabilities of existing consultants and other additions besides the PBG levy fee, namely that applicants also have to pay consultants for PBG submissions.

5. CONCLUSIONS

Based on the results of the research and discussions carried out, it can be concluded that the Pasuruan Regency Government has not carried out the socialization regarding PBG itself because so far, the socialization carried out has been a comprehensive socialization with the core of the socialization being permission business, PBG is socialized as part of one of the requirements permission business so that the target of socialization is only limited to business actors. In its implementation, PBG is supported and carried out by two agencies, namely the SDACITA Service as the technical service for building construction and the DPMPTSP as the permit. Budget support: The Pasuruan Regency Government budgets annually for the building restructuring program with activities that support its implementation.

The disposition or willingness of PBG policy implementers in Pasuruan Regency to have the will and compliance to implement PBG policies according to the SOP because it is their duty and function to provide PBG-related services. The PBG service mechanism is in accordance with existing SOPs, from creating a SIMBG account, file verification and consultation, paying levies, and issuing PBG. Coordination in Pasuruan Regency is all systemized in SIMBG; when the SDACITA service creation process has been completed, it will automatically be entered into the DPMPTSP account.

The internal inhibiting factors are that the SIMBG server often experiences downtime or maintenance, so it requires more time for service; there needs to be more employees in the SDACITA Service as PBG technical implementers. Meanwhile, external inhibiting factors include the time applicants must return files that need to be revised. These double costs are, in addition to the levy fees, applicants also have to pay for consultant services and the unequal distribution of consultants' abilities in consultation sessions. Factorpusherinternally, besides budget support and clear SOPs, the employees are also placed in the Public Service Mall for PBG Services. Meanwhile, externally, many consultants can assist applicants in submitting PBG.

From the descriptions above, the researcher advises the Pasuruan Regency Government to hold its outreach for PBG as the technical service that organizes

PBG, the SDACITA Service to be able to propose additional employees to the Personnel and Human Resources Development Agency so that it can support the implementation of PBG optimally, and be more selective in verifying application documents regarding consultants so that during the consultation session the consultant's abilities match his or her expertise, where the consultant must have an architectural or civil competency certificate of at least intermediate or even primary level.

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