



Original Article

Evaluation of the Performance of BAPPEDA Gayo Lues Regency in the Process of Preparing the Regional Development Work Plan

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Abstract:

The Gayo Lues Regency Government Work Plan (RKPK) is a planning document prepared as a guide for the implementation of the Gayo Lues Regency Budget and Revenue and Expenditure. BAPPEDA as an agency that has the duties, principals and functions of planning regional development in the focus of RKPD planning includes situation analysis, formulation of vision, mission and objectives, identification of programs and activities, budgeting, public consultation and approval. This research aims to analyze the performance of BAPPEDA in the process of preparing the RKPK and the factors that influence the process of preparing it. The theory used is the Organizational Performance theory according to Agus Dwiyanto with indicators of productivity, responsiveness and accountability. The research method uses a qualitative approach. The research results show that the performance of BAPPEDA Gayo Lues in the RKPK preparation process is still not optimal, this is due to the implementation of the RKPK preparation from preparation to completion not being on time, as well as inconsistencies between the RKPK and the KUA/PPAS and the RAPBD. In the productivity aspect, it is known that BAPPEDA's performance greatly determines the success in preparing the District Development Work Plan. The problem that occurs is the RKPK not being completed on time according to the specified targets. Factors that influence BAPPEDA's responsiveness include human resources, sufficient budget and collaboration with stakeholders. by external factors such as political intervention which results in a lack of transparency and affects public accountability. The internal factor that influences the performance of BAPPEDA Gayo Lues Regency is that the number of human resources who are expert planners is still very minimal and the workload is not balanced with the number of human resources, while the external factor that influences the performance of BAPPEDA Gayo Lues Regency is the influence of political bureaucracy in preparing the RKPK which also influences the inconsistency of the RKPK

Keywords: Performance, BAPPEDA, RKPK, Organization



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Introduction

National Development and Law No. 32 of 2004 concerning Regional Government, as amended several times, most recently by Law No. 23 of 2014, mandates that in the implementation of governance, Regional Governments are obligated to formulate regional development planning as an integral part of the national development planning system. This regional development planning includes the Regional Long-Term Development Plan (RPJPD) for a period of 20 years, the Regional Medium-Term Development Plan (RPJMD) for a period of 5 years, and the Regional Development Work Plan (RKPD) for a period of 1 year. As a strategic regional planning document, the RKPD must take into account and consider various aspects, such as: The desired ultimate goals; Targets and priorities to achieve them (which reflect the selection from various alternatives); The timeframe for achieving these targets; Problems encountered; Capital or resources to be used and their allocation; Policies for implementation; The individuals, organizations, or entities responsible for execution; and Mechanisms for monitoring, evaluating, and supervising its implementation.

Development is a manifestation of the will and ability of a country to develop towards a more advanced direction, as well as what the Indonesian people want is to be able to develop in order to realize a community life that is on par with other more advanced countries. For this reason, national development carried out by the Indonesian people is a series of sustainable development efforts that cover the entire life cycle of society, nation, and state in order to carry out the task of achieving national goals. Gayo Lues Regency in implementing the preparation of annual programs that are continuous between agencies is still less than optimal, so that in the preparation of the Regional Development Work Plan (RKPD) starting from the determination of the RKPD which is not on time, and there are differences in macroeconomic assumptions in 2020. Based on the results of the researcher's initial observations, it is known that the Implementation of the preparation of the Regional Development Work Plan (RKPD) from the preparation to not on time, and There are assumptions of differences in Macroeconomics in 2020 and there is inconsistency between the RKPD and the KUA/PPAS and the RAPBD. The suboptimal implementation of BAPPEDA's function as the preparation of the Regional Development Work Plan (RKPD) of Gayo Lues Regency, in the era of regional autonomy, BAPPEDA as a regional apparatus whose performance is required to be higher in implementing regional autonomy. Based on this phenomenon, researchers are interested in studying the Evaluation of the Performance of BAPPEDA Gayo Lues Regency in the Process of Preparing the Regional Development Work Plan.

In this study using several theoretical studies such as performance, organizational performance, performance evaluation, planning, regional development, regional development planning, bureaucracy and political processes. Colguit, Lepine, and Welson (2011) stated that performance is the value of a collection of work behaviors that are beneficial or not beneficial in advancing the achievement of company goals. The success of an organization is influenced by performance, for that every company will try to improve employee performance in achieving the goals of the organization that have been set. Performance measurement is the process of assessing work progress and the effectiveness of actions in achieving goals ([Robertson, 2002](#)). The achievement of organizational goals cannot be separated from the influence of the overall environment which includes the internal

and external aspects of the organization. (Steers 1985), revealed that the influence of the internal environment is to create a cultural and social milieu where it takes place towards the goals or climate of the organization and a picture of changes that occur in the internal organization, for example changes in the goals of the organization, and the influence of the external environment is changes that occur outside the organization, for example changes in the structure of society, changes in economic conditions, political situations or increasing demands directed at the organization from society, institutions or other institutions outside the organization. Development is a multidimensional process involving important changes in a structure, socio-economic system, community attitudes and national institutions and acceleration of economic growth, unemployment, inequality and eradication of absolute poverty, with the intention of implying that development means a process towards changes intended to improve the quality of life of the community itself. In general, development can be interpreted as a process of change from one national condition to a national condition that is considered better or continuous progress towards improving human life that is stable. Development requires planning because development needs are greater than available resources. Through planning, development activities are intended to be formulated that can efficiently and effectively provide optimal results in utilizing available resources and developing existing potential. Development according to Siagian (2012) is usually defined as "a series of efforts to realize growth and change in a planned and conscious manner taken by a nation state towards modernity in the context of national development. The performance measurement indicators expressed by experts, the researcher chose to use the organizational performance measurement indicators proposed by Agus Dwiyanto (2006). The researcher chose to use the theory of performance measurement proposed by Agus Dwiyanto (2006) because it is considered appropriate, more precise and more capable of measuring organizational performance and factors that influence the Preparation of the Regional Development Work Plan (RKPD) at the BAPPEDA of Gayo Lues Regency. The performance measurement indicators proposed by Agus Dwiyanto (2006:50) include five indicators, namely productivity, quality of service, responsiveness, responsibility and accountability. Of the five indicators above, the researcher chose to use only three indicators, namely productivity, responsiveness and accountability. The three indicators can be considered representative of several indicators that are widely used to assess the performance of a public organization from within and outside the organization..

To carry out development in a coordinated area between development actors or what is known as the work planning area, BAPPEDA is an agency that has the task, main and function of implementing development planning in a region. Planned development and coordination with each other can be realized well if regional institutions coordinate with each other in carrying out their duties. Seeing this, the duties and roles of the Regional Development Planning Agency (BAPPEDA) institution. Regarding the activities that must be carried out by the Regional Development Planning Agency (BAPPEDA) every year, it is a very important function in regional development planning management. Therefore, the role of BAPPEDA is very important in determining development planning in a region, so that the success of a region can be determined by the performance of BAPPEDA in carrying out its duties and functions in regional institutions.

Metode

In this study, the author uses a qualitative research method. This study uses a qualitative descriptive approach and case study. Qualitative research is the collection of data that is excavated and obtained from natural field situations. Or as it is, without manipulation with experiments or testing. Sugiyono (2018) Various theories about qualitative research, because this type of research focuses on describing data in the form of sentences that have deep meaning from the information and behavior observed. Research data is in the form of facts that researchers find in the field. The qualitative research approach not only includes the question of why, but most importantly includes the question of how, demanding answers regarding the nature of the relationship between symptoms or concepts, while what, who, where, when, how to demand answers regarding the process. In this study, the efforts that will be made by the researcher as the main instrument in collecting data from the focus of the research include observing, conducting interviews, and collecting documentation related to the research object. The study also emphasizes objectivity and honesty which are realized by explaining the purpose of the research to the informant. The data and information used in this study were obtained from observation and interviews. Information obtained from direct observation, interview notes, interview recordings, and photos of activities. This information is in documents and event records that are processed into data.

Results

Performance of BAPPEDA Gayo Lues Regency in the Process of Preparing the Regional Development Work Plan

1) RKPK Completion Not on Time by BAPPEDA Gayo Lues

The performance of BAPPEDA is not optimal in the process of compiling the Gayo Lues RKPK, resulting in delayed implementation of program activities and impacting regional development targets that cannot be achieved according to planning, then can result in a lack of effectiveness and efficiency in program implementation and a decrease in the credibility of the regional government. The cause of the untimely completion of the RKPK is the lack of coordination between SKPK and BAPPEDA, especially in collecting data and information on the budget and SKPK targets, causing the RKPK to be completed late and having an impact on the hampered discussion and ratification process in the DPRK.

As is known, the preparation of the RKPK by BAPPEDA Gayo Lues is carried out by young expert planners through the results of information and data collection provided by SKPK to be compiled into RKPK. Young Expert Planners have a very crucial role in the RKPK process at BAPPEDA. As the spearhead in technical implementation, they are responsible for various tasks that support the achievement of a quality and timely RKPK.

There are 12 Young Expert Planners at BAPPEDA Gayo Lues, based on the results of the researcher's observations, this number is still too minimal for the duties of young expert planners at BAPPEDA Gayo Lues with a high workload, so that it is the cause of the delay in completing the preparation of the RKPK due to the lack of human resources to compile information and data that has been collected from all SKPK. Meanwhile, the role of young expert planners is very important in compiling the RKPK and is the cause of BAPPEDA's performance being less than optimal due to the lack of

resources in the field of young expert planners. The process of preparing the RKPK by BAPPEDA Gayo Lues is carried out by Young Expert Planners who have a role in Collecting relevant data from various sources, both internal BAPPEDA data and external data from related institutions, Analyzing data in depth to identify trends, problems, and potential for regional development, Playing an active role in formulating the concept and design of the RKPK, starting from the vision, mission, objectives, to programs and activities to be implemented, Coordinating with related regional apparatuses to obtain input and data needed in preparing the RKPK, Compiling RKPK documents systematically and comprehensively, in accordance with the established format and guidelines. However, BAPPEDA's performance was not optimal in the process of preparing the RKPK due to the minimal number of young expert planners in BAPPEDA Gayo Lues, resulting in the delay in completing the RKPK from the target time that had been set. At the stage of preparing the RKPK, the quality of a plan will be influenced by the extent of maturity in the preparation stage, while its legitimacy in terms of participation is determined by the extent of stakeholder involvement. The preparation and organization stages include orientation regarding the RKPK, identification of stakeholders to be involved in the RKPK preparation process, formation of the RKPK preparation team, preparation of the RKPK document preparation work plan, collection of data and information, and preparation of the RKPK table of contents.

Stakeholder involvement in the process of preparing the Regency/City Government Work and Budget Plan (RKPK) is very important to ensure that the plan is relevant, effective, and in accordance with the needs of the community. Stakeholders are all parties who have an interest or influence on a policy or program, including the government, community, business world, non-governmental organizations (NGOs), and academics. By involving stakeholders, the resulting plan will have more legitimacy and support from the community, then input from various stakeholders can help refine the plan and minimize the risk of failure.

The preparation process involving stakeholders will be more transparent and accountable and stakeholder involvement can strengthen coordination and cooperation between the various parties involved in implementing the plan. RKPK is one of the planning documents that has a direct relationship with the budgeting and implementation aspects of the program activities, so that input from all stakeholders, SKPK and the community greatly determines the sustainability of other stages. At this stage, BAPPEDA is required to have a supporting team that can complete tasks and responsibilities so that the preparation of the RKPK is carried out effectively and efficiently. At this stage, BAPPEDA must also ensure that input from stakeholders is considered in the preparation of the RKPK.

2) Inconsistency between RKPK with KUA/PPAS and RAPBD Gayo Lues

RKPK is a description of the RPJMD for a period of 1 year, which contains a draft regional economic framework, regional development priorities, work plans and funding with reference to the government work plan (RKP). RKPK is a reference for regions in preparing the RAPBD, thus to the regions and DPRK in determining the general policy of the APBD (KUA), as well as determining priorities and temporary budget ceilings (PPAS) are targeted at the RKPK document. The agreed KUA and PPAS are then used as a reference in the APBD preparation process.

The realization of Gayo Lues Regency's revenue until the end of Semester 1 of 2024 was IDR 372,139,166,815.14 or 45.63 percent of the 2024 RKPK Projection. On the spending side, the realization of Gayo Lues Regency's spending in 2024 reached IDR 324,429,993,843.00 or 39.78 percent. The condition of the achievement of regional revenue and expenditure realization in 2024 resulted in a surplus of Rp. 47,709,172,972.14. The budget surplus occurred due to priority programs/activities that had not been realized. The level of revenue realization in Semester I of 2024 against the 2024 RKPK projection reached 45.63 percent. In Semester I of 2024, the highest amount of Gayo Lues Regency Revenue realization came from Transfer Revenue, followed by Regional Original Revenue. PAD realization in 2024 in Semester I was Rp. 7,518,467,381.14 or 15.99 percent of the projection. Regional taxes, regional levies and separated Regional Asset Management Results have not been realized until Semester 1 of 2024. Meanwhile, Other Legitimate Regional Original Income is projected at IDR 35,445,888,089.00, realized at IDR 7,518,467,381.14 or 21.21 percent. Several potential Regional Original Income needs to be explored and managed optimally through extensification and intensification, where currently there are several regulations that have not been regulated in detail for their management to be carried out by SOTK in accordance with its main duties and functions in accordance with the provisions, and cannot be separated from the role of pure private parties or private government who must continue to be fostered for business development by providing good licensing services and the government can guarantee security and comfort in running a business.

The Gayo Lues Regency Government has set the amount of the Transfer Revenue projection in the 2024 RKPK at Rp. 762,675,461,225.00. Where Regional Transfer Revenue consists of: Transfer Funds from the Central Government and Inter-Regional Transfer Funds. Transfer Funds from the Central Government consist of Balancing Funds (consisting of Tax Revenue Sharing, General Allocation Funds, and Special Allocation Funds), DID Funds, Special Autonomy Funds, Special Funds and Village Funds. Inter-Regional Transfer Funds consist of Revenue Sharing and Financial Assistance. The General Allocation Fund and Special Allocation Fund basically play an important role in maintaining/ensuring the achievement of minimum public service standards and reducing disparities between regions. This provides an opportunity for the Gayo Lues Regency Government to carry out its service functions and implement development in catching up with other regions in accordance with the authority it regulates. Realization of Transfer Revenue in Semester 1 of 2024 reached IDR 364,620,699,434.00 or 47.81 percent of the projection, all of which is the realization of Central Government Transfer Revenue. Based on the results of the researcher's observations, in terms of the preparation of the RKPK, it cannot be separated from the intervention of bureaucratic politics, causing inconsistency between the RKPK and the KUA/PPAS and the Gayo Lues RAPBD. The occurrence of Policy Discretion to interfere in determining program priorities and budget allocation plots influenced by various parties has resulted in changes in planning with implementation in the field. Political influence is an influence that arises due to political influences both internally and externally from the BAPPEDA of Gayo Lues Regency. Political obstacles often take the form of interventions from those in power in Gayo Lues Regency to influence the implementation of a program or the cancellation of a planned program. Although almost all parties will cover up political obstacles in the form of political interventions, this has become an open secret that is realized by many parties. Meanwhile, the economic influence is an influence that arises from the availability of development

budget provided by the Gayo Lues government, thus affecting the implementation of development programs that have been planned in the RKPK so that they are not in accordance with the KUA PPAS and RAPBD, they can be implemented or not implemented.

Consistency between planning and budgeting has theoretically existed for a long time in the science of development planning, known as the Planning, Program and Budgeting System (PPBS). However, its implementation turned out to be quite difficult because of the various interests involved. It was only after Law Number 17 of 2003 concerning State Finance was issued that this became a must for the agencies and institutions involved. In order to maintain consistency between planning and budgeting, Law Number 17 of 2003 also mandates that the development budget prepared by the central and regional governments must be in the form of a Performance Budget. In this case, the amount of budget allocation is based on the performance targets of the relevant SKPK and the programs and activities carried out. In this way, the allocation of regional development budgets will be more focused and efficient and can guarantee the implementation of programs and activities that have been originally planned by the relevant SKPK. In realizing the objectives of the development program in each institution, a managerial pattern is needed in managing development, this managerial pattern is intended so that the results of development and other government programs can be felt and enjoyed by the community. One of the things needed is awareness and active participation from the entire community in supporting the successful implementation of development programs. In addition, government policies are also needed to direct and guide the community to jointly implement development programs. Based on the results of the study, it is known that the performance of BAPPEDA Gayo Lues in the process of preparing the RKPK is still not optimal, this is caused by the implementation of the preparation of the RKPK from preparation to completion not on time, and there is inconsistency between the RKPK and the KUA/PPAS and the RAPBD. The researcher analyzed the problem through the theory of organizational performance according to Agus Dwiyanto which divides three indicators for organizational performance, namely productivity, responsiveness and accountability.

a. Productivity

The Regional Development Planning Agency (BAPPEDA) is an institution that has a central role in development planning at the district/city level. The main task of BAPPEDA is to prepare long-term, medium-term, and annual development plans, as well as to evaluate the implementation of these plans. In the context of Gayo Lues Regency, the productivity of BAPPEDA's performance greatly determines the success of preparing the Regional Development Work Plan (RKPD).

However, based on the results of the study, it is known that there are still problems in the failure to complete the RKPK on time according to the specified target. This shows that the weak productivity indicator in BAPPEDA's performance in completing the RKPK is still weak. If productivity is weak in completing the RKPK so that it is not on time, it will cause delays in the implementation of development programs and activities. Then it can reduce the quality of planning, reduce the performance of the Gayo Lues Regency government, and uncertainty in the implementation of development.

Dharma (2001:154) said that the way to measure performance is determined by quantity, quality and timeliness, as the research problem is the failure to complete the

RKPK on time, so it should be noted that timeliness is one of the most important measurements of an organization's performance.

Punctuality according to Dharma is whether or not it is in accordance with the time is a special type of measurement that determines the punctuality of completing an activity. The direction of regional development is a guideline for formulating priorities and targets for regional development as well as plans for regional development programs and activities carried out through political, participatory, bottom up, and top down approaches. The success of regional development is the success of achieving all priority targets and regional development programs and activities that have been set in the RKPK and implemented in real terms by all relevant stakeholders. In general, delays in the completion time of the RKPK are also caused by the budget, so they do not fully rely on human resource problems. In the preparation of the RKPK, delays in budget disbursement cause delays in starting an implementation of economic development.

b. Responsiveness

Responsiveness in the context of BAPPEDA's performance in preparing the Regional Government Work Plan and Budget (RKPK) refers to BAPPEDA's ability to respond quickly and appropriately to various changes, needs, and aspirations of the community and other stakeholders in the regional development planning process. Factors that influence BAPPEDA's responsiveness include human resources, sufficient budget, and cooperation with stakeholders.

BAPPEDA's responsiveness in preparing the RKPK can be seen in the completion time of the RKPK preparation with the target time that has been set has not been achieved. Previous research case studies show that BAPPEDA of Surabaya City in achieving maximum performance through responsiveness is demonstrated through the integration of various digital platforms to involve the community in the planning process. They also have a special team tasked with monitoring developments and responding quickly to changes.

Increasing BAPPEDA's responsiveness is an important step to ensure that the development plans prepared are relevant, effective, and in accordance with the needs of the community. By implementing the various strategies mentioned above, it is hoped that Bappeda can become a more dynamic and adaptive planning institution.

c. Accountability

Public accountability refers to the extent to which the policies and activities of a public organization are subject to public officials elected by the people. The assumption is that these political officials, because they are elected by the people, will automatically always represent the interests of the people. In this context, the basic concept of public accountability can be used to see the extent to which the policies and activities of a public organization are consistent with the wishes of the public. The performance of a public organization cannot only be seen from internal measures developed by the public organization or government, such as target achievement. Performance should be assessed from external measures, such as values and norms that apply in society. An activity of a public organization has high accountability if the activity is considered correct and in accordance with the values and norms that develop in society (Dwiyanto: 2006).

A. Factors Influencing the Performance of BAPPEDA Gayo Lues Regency

in the Process of Preparing the Regional Development Work Plan

1) Internal factors

Internal factors that affect the performance of BAPPEDA Gayo Lues Regency are the number of human resources who are expert planners is still very minimal and the workload is not balanced with the number of human resources available so that the completion time of the RKPK is not on time, and the budget owned by the Gayo Lues Regency Government must be adjusted to the priority of the SKPK program. Siagian stated that organizational performance cannot be separated from factors in organizational management including human resources and the budget available. In this study, it was found that young expert planners who have the task of compiling the RKPK are still very minimal, namely 12 people and their workload from the formulation stage to the evaluation stage is not balanced so that it affects the efficiency of the time for working on/compiling the Gayo Lues RKPK. The problem of the minimal number of young expert planners and the unbalanced workload in compiling the RKPK in Gayo Lues is a common obstacle in many regions. This condition certainly has an impact on the efficiency and quality of compiling the RKPK. To overcome this problem, synergy is needed between the local government, DPRD, academics, and the community. Thus, existing resources can be optimized and the quality of development planning can be improved.

2) External Factors

External factors that affect the performance of BAPPEDA Gayo Lues Regency are the influence of political bureaucracy in the preparation of the RKPK which also influences the inconsistency between the RKPK and the KUA/PPAS and RAPBD. Political bureaucracy in the context of the preparation of the RKPK by BAPPEDA is a complex phenomenon and often affects the quality of development planning. Political intervention can occur in various forms, ranging from determining program priorities, budget allocation, to selecting strategic projects.

Bureaucracy and political processes are two things that cannot be separated, especially in terms of planning physical and non-physical development programs, because as is known, there are often messages from sponsors supporting elected regional heads which confuse bureaucrats to be clean in implementing development programs. In the treasury of public administration, the theme of bureaucracy via a vis politics is a classic problem related to one of the main paradigms in public administration science, namely the paradigm of political-administrative dichotomy. However, because this theme is very debatable and changes in the world always ask humans to reconstruct previous ideas, this theme is always interesting to discuss. This theme is related to the concept of bureaucratic neutrality.

In fact, what should happen between bureaucracy and politics are two things that should be separated as stated by Woodrow Wilson (1887) which is stated in the paper *The Study of Administration*, politics and bureaucracy (as institutions that represent the world of administration) are two different, separate, and dominant things. For Woodrow Wilson, politics is a matter of policy formulation which is the right of politicians who are elected through general elections. Meanwhile, administration is a matter of how to implement policies made by politicians effectively and efficiently (Wilson, 1887, in Shafritz & Hyde, 1997). However, the realization that occurred in Gayo Lues Regency was the existence of political intervention that

influenced changes between the RKPK with the KUA/PPAS and RAPBD so that bureaucratic policies that should run according to planning became ineffective and inefficient. In fact, Frank J. Goodnow (1900) firmly stated that although both are attached to government institutions, politics and administration are two different functions. Politics is a function related to the issue of expression of the state will and administration is a function related to the issue of the execution of these policies (Goodnow, 1900, in Shafritz & Hyde, 1997). This political basis of public administration is what ultimately leads us to the conclusion that the administrative process is fundamentally a political process.

Conclusion

Based on the results of the research conducted by the author, it can be concluded that the results of the study indicate that the performance of BAPPEDA Gayo Lues in the process of compiling the RKPK is still not optimal, this is caused by the implementation of the preparation of the RKPK from the preparation to completion is not on time, and there is inconsistency between the RKPK with KUA / PPAS and with the RAPBD. Internal factors that affect the performance of BAPPEDA Gayo Lues Regency are the number of human resources who are expert planners is still very minimal and the workload is not balanced with the number of human resources available so that the completion time of the RKPK is not on time, and the budget owned by the Gayo Lues Regency Government must adjust to the priority of the SKPK program and External factors that affect the performance of BAPPEDA Gayo Lues Regency are the influence of political bureaucracy in the preparation of the RKPK which also affects the inconsistency between the RKPK with KUA / PPAS and RAPBD

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