



Policy On Regional Cooperation Mapping at the Regional Secretariat of West Kutai Regency (A Study of Policy Implementation Based on Minister of Home Affairs Regulation Number 22 of 2020 on Procedures for Interregional Cooperation and Regional Cooperation with Third Parties)

Soviati Soviati¹, Kridawati Sadhana², Yustina Ndung³, Ratih Nindita Kirana⁴, Aryo Prakoso Wibowo⁵

^{1,2,3,5}Universitas Merdeka Malang, Indonesia

⁴Universitas Waskita Dharma Malang, Indonesia

ABSTRACT:

Purpose: This study aims to describe and analyse the implementation of the regional cooperation mapping policy at the Regional Secretariat of West Kutai Regency based on the Regulation of the Minister of Home Affairs (Permendagri) Number 22 of 2020. It also seeks to identify the supporting and inhibiting factors affecting the implementation of the regional cooperation mapping policy in enhancing regional financial independence and optimising Regional Original Revenue (PAD).

Patients and methods: This study employed a qualitative approach with a descriptive-analytical research design. The qualitative approach was selected to gain an in-depth understanding of the implementation of the regional cooperation mapping policy and the interaction among stakeholders involved. Data were collected through interviews, observations, and document analysis, and analysed using descriptive-analytical techniques to systematically describe and interpret the implementation process in accordance with Permendagri Number 22 of 2020.

Results: The findings indicate that the implementation of regional cooperation mapping in West Kutai Regency focuses on improving public services, promoting long-term investment, optimising the utilisation of regional assets, developing tourism, increasing Regional Original Revenue (PAD), and strengthening human resource development. The identified cooperation objects include enhancing local government capacity, improving the quality of human resources, developing tourism destinations, and supporting infrastructure. However, several obstacles remain, including limitations in institutional capacity, coordination among stakeholders, and the optimisation of regional cooperation opportunities.

Conclusion: The implementation of the regional cooperation mapping policy based on Permendagri Number 22 of 2020 has provided a strategic framework for strengthening regional cooperation and supporting regional development in West Kutai Regency. Nevertheless, improving institutional capacity, inter-agency coordination, and strategic planning is essential to maximise the benefits of regional cooperation in increasing regional competitiveness and fiscal independence.

KEYWORDS: Regional Cooperation Mapping; Policy Implementation; Minister of Home Affairs Regulation Number 22 of 2020; West Kutai Regency

1. INTRODUCTION

In an effort to promote regional independence and effective governance, the Ministry of Home Affairs has issued Ministerial Regulation (Permendagri) Number 22 of 2020 concerning Procedures for Regional Cooperation with Other Regions and Regional Cooperation with Third Parties. This regulation serves as a comprehensive legal framework to facilitate collaboration between regions and with third parties, with the primary goal of increasing efficiency. Service public, creating added economic value, and

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ultimately, optimizing PAD (Mubarrak, Z., 2025). Regional cooperation is not merely an administrative formality, but rather a strategic instrument in public administration to address resource limitations and accelerate regional development [Minister of Home Affairs Regulation Number 22 of 2020].

Based on initial observations and information from the field, many regional government agencies (OPDs) lack an adequate understanding of the essence, mechanisms, and strategic potential of regional cooperation. The inability of OPDs to identify prospective cooperation objects, both in terms of natural resources (SDA) and human resources (HR), results in a suboptimal

regional potential mapping process. Consequently, many strategic partnership opportunities that could increase regional regional revenue (PAD), such as the development of tourist Community-based development or more efficient mining resource management has not been fully realized (West Kutai Regency Government, 2024). Although a Cooperation Section has been established within the Regional Secretariat as a coordinating unit, a significant gap remains between regulatory mandates and implementation capacity at the Regional Apparatus Organization (OPD) level.

II. METHOD

Research Approaches and Types

Vernon Van Dyke (in Bungin, 2003: 18) states that an approach implies a number of criteria for selecting relevant data. This includes standards and working methods, or procedures in the research process, including selecting and formulating the problem, filtering the data, and determining the unit of analysis to be studied.

This research will use a qualitative approach with a descriptive-analytical research type. The qualitative approach was chosen to deeply understand complex social phenomena, namely the implementation of regional cooperation mapping policies and strategies, as well as the dynamics of interactions between actors in West Kutai Regency [Creswell, JW, & Creswell, JD (2018)]. The descriptive-analytical type aims to systematically describe the facts and characteristics of the object or subject being studied precisely, as well as analyze the relationships between variables found in the field [Sugiyono. (2019)].

The qualitative approach is often used when exploring society, historical documentation, and historical actors in their daily lives, particularly regarding practical or sociocultural life (sociocultural approach). This approach places great emphasis on the research process. Therefore, the sequence of activities can change depending on the conditions and the number of phenomena found in the field.

Research Focus

The focus of the research is:

1. The regional cooperation mapping policy at the West Kutai Regency Regional Secretariat is based on the Minister of Home Affairs Regulation Number 22 of 2020.
 - a. Scope
 - b. Object of Cooperation
 - c. Cooperation Stages
 - d. Dispute resolution
 - e. Funding
2. Factors Inhibiting Regional Cooperation:
 - a. Internal
 - b. External

Location and Time of Research

The research will be conducted in West Kutai Regency, East Kalimantan Province. Specific locations include:

1. The Regional Secretariat of West Kutai Regency, especially the Cooperation Section, as the main coordinating unit for regional cooperation.
2. Several Regional Apparatus Organizations (OPD) identified as having significant potential or involvement in regional cooperation and increasing PAD, such as the Regional Revenue Agency (Bapenda), the Investment and One-Stop Integrated Services Agency (DPMPTSP), the Tourism Agency, and the Agriculture Agency.

The determination of West Kutai Regency as the research location was based on the following substantial considerations:

1. Gap Between Potential and Realized Regional Original Income (PAD): West Kutai Regency boasts abundant natural resources and human resources, but the contribution of the cooperative sector to Regional Original Income (PAD) is considered suboptimal. This creates an urgent need to examine how the mapping is conducted.

2. The Uniqueness of the Implementation Strategy (Pick Up the Ball): A unique phenomenon exists where the Regional Secretariat's Cooperation Section takes a proactive initiative (pick up the ball) to technical OPDs to break the coordination deadlock. This location is the right laboratory to test Merilee S. Grindle's theory regarding the influence of the Context of Implementation (sectoral ego and compliance).
3. Representation of Regional Bureaucratic Problems: This location represents the characteristics of autonomous regions that are trying to increase fiscal independence but are hampered by classic bureaucratic problems, namely the low understanding of OPDs regarding the latest regulatory cooperation mechanisms (Permendagri 22/2020).

The research was conducted in depth on the work units that are the main key in the cooperation policy chain:

1. West Kutai Regency Regional Secretariat (Cooperation Section): Selected as the main location because it plays a leading role as a sector and coordinator who is directly responsible for the success of administrative and strategic cooperation mapping.
2. Technical Regional Device Organizations (OPD):
 - 1) Bapenda: As an income management agency that determines PAD targets and achievements.
 - 2) DPMPTSP: As an entry point for investment and partnership with third parties.
 - 3) Department of Tourism & Department of Agriculture: As "potential owner" agencies which are the main objects in mapping regional cooperation.

Data collection technique

According to Sugiyono (2018), data collection techniques are carried out in natural conditions, using primary data sources, and utilizing participant observation, in-depth interviews, and documentation. According to Sugiyono (2018), data collection techniques include observation, interviews, questionnaires, and documentation. In this study, the researcher collected data using interview and documentation techniques.

Data collection techniques are the most strategic step in research, as the primary goal of research is to obtain data. When conducting research without knowing the data collection techniques, we will only obtain data that meets established standards. Therefore, in qualitative research, several data collection techniques are used, including:

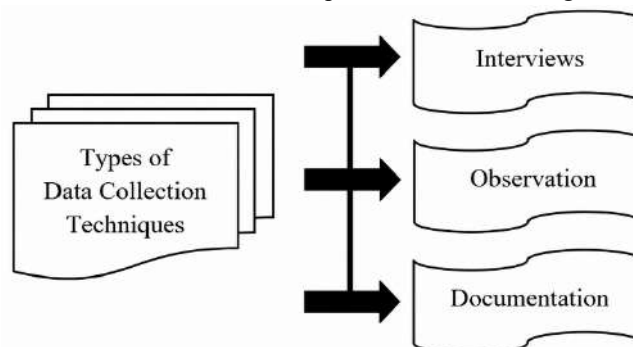


Figure 1. Various Data Collection Techniques
Source: Sugiyono (2017)

Data Analysis Techniques

The collected qualitative data will be analyzed using specific data analysis techniques. Data analysis prior to fieldwork is conducted on preliminary study data or secondary data used to determine the research focus, but is still temporary and will evolve during the researcher's time in the field. Data analysis during fieldwork is then conducted during data collection and after completion of a specific data collection period.

According to Bogdan & Biklen (in Lexy J. Moleong, 2014: 248) data analysis is an effort carried out by working with data, collecting data, separating data, searching for and finding patterns, finding something important and needed, and determining what can be told to others. The data analysis process begins by first sorting all the data obtained, such as from interviews, observations, and documents. Data analysis in qualitative research is carried out from before entering the field, during the field, and after completion in the field.

The data analysis technique used in this research is to use the following steps:

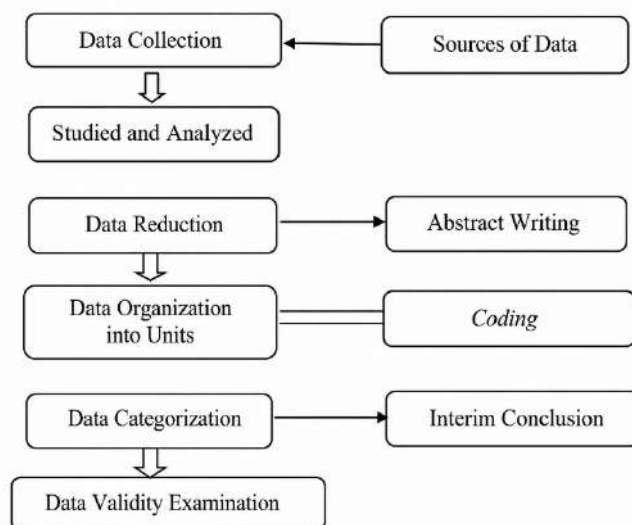


Figure 2. Qualitative Research Data Analysis Process
Source: Moleong (2014: 248)

Data analysis processinabove, consists of several stages, namely:

1. **Data Collection:** Collecting data is a very difficult task, requiring precision, accuracy, care, and purity. After collecting data from various sources, researchers will study and analyze it.
2. **Data Reduction:** The process of researching, selecting, and evaluating data relevant to a theme. Data reduction is accomplished by abstracting, summarizing the core elements, processes, and statements that need to be kept within the data. Data reduction is thus a form of analysis that ensures, classifies, directs, and eliminates unnecessary elements. Data reduction is a continuous process; it involves determining which parts are not used, which data is summarized, and which data is suitable for organizing into units.
3. **Data Category:** In this stage, researchers edit the data by selecting which data is coded, which is not used, which data is summarized, and which data is entered into a category, until data validity is achieved.
4. **Drawing Conclusions/Verification:** Drawing tentative conclusions that are then verified with other data or relevant theories. This process will focus on how Grindle factors influence the implementation of Home Affairs Ministerial Regulation No. 22 of 2020 and the regional cooperation mapping strategy, as well as their implications for identifying potential increases in local revenue (PAD).

III. DISCUSSION

In accordance with Home Affairs Ministerial Regulation Number 22 of 2020, the contents of which cover the scope of cooperation are important to provide clear boundaries, align expectations, prevent misunderstandings and ensure each party focuses on common goals without violating the authority that each has determined according to their respective duties and functions. This boundary is very crucial in drafting agreement documents such as memorandums of understanding (MoUs) or work contracts, in general the details of the scope function:

- a. Avoid conflict, prevent overlapping work.
- b. Measuring success, facilitating evaluation and monitoring to assess the progress of the program and the suitability of the initial targets.
- c. Resource efficiency, ensuring each party contributes or provides the facilities that must be provided.

The object of cooperation is anything that becomes the focus, goal, or substance agreed upon by the parties involved in an agreement. This object of cooperation can be goods, services, capital, assets, or a series of activities whose rights and obligations are regulated in a contract or joint agreement. In general, objects of cooperation can be divided into several categories:

- a. **Category of provision of goods and services:** procurement of certain products, services or implementation of a project that has commercial or social value.
- b. **Asset management:** the collective use of wealth, infrastructure or capital to generate profits.

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- c. Public government affairs: specific focus on community services such as empowerment, protection, and/or licensing.
- d. Legal performance category: according to contract law, the object of cooperation includes giving something, doing something, or not doing something.

The stages of regional cooperation, both between regions and with third parties, include planning, bidding, drafting, agreements, contracts, and implementation. This entire process must adhere to Home Affairs Ministerial Regulation No. 22 of 2020 and be conducted transparently and accountably. The detailed steps for initiating regional cooperation are as follows:

- a. Planning Stage:
 - a) Regional mapping identifies potential, needs and government affairs that will be collaborated on (can be basic services, non-basic services, optional affairs).
 - b) Preparation of a proposal involves creating an initial document containing objectives, scope, cost estimates and benefits for the region.
- b. Bidding stage:
 - a) The initiation of a cooperation offer can be initiated by the regional head in writing.
 - b) The initial discussion of the regional cooperation coordination team will involve a study and evaluation of the offer.
- c. Design preparation stage:
 - a) Joint Discussion
 - b) Document preparation
- d. MoU stage:
 - a) Signing of the joint agreement.
- e. Agreement stage (PKS):
 - a) Drafting of agreements.
 - b) Signing of the agreement.
- f. Implementation stage:
 - a) Realization of activities.
 - b) Reporting and evaluation.

Settlement of disputes in regional cooperation is prioritized through deliberation to reach consensus in stages. If no agreement is reached, the settlement is continued through mediation by the superior government, arbitration or through the courts in accordance with statutory regulations.

The West Kutai Regency Cooperation Section is under the responsibility of the West Kutai Regency Regional Secretary, as outlined in the organizational overview above. The core of interregional cooperation is collaborative efforts between two or more local governments to implement government affairs, regional development, or public services in accordance with jointly established standards.

The goal of this collaboration is to achieve efficiency, effectiveness and mutual benefit between parties who collaborate, especially in addressing cross-border problems. The forms of collaboration that usually occur in cooperation are divided into two main categories:

- a. The mandatory category is carried out by bordering regions to provide public services more efficiently and also make it easier in terms of technical implementation (For example, what has happened: waste management or cross-city-district transportation).
- b. Voluntary category, this cooperation is carried out by two or more regions, whether directly or indirectly bordering or far apart, to exchange potential or improve community welfare, for example cooperation in promoting tourism or food security.

The implementation of both mandatory and voluntary categories is based on regulations based on the principle of complementarity and synergy of the potential of each region for the common good. The cooperation between the West Kutai Regency government and the Kutai Kartanegara Regency government has been carried out in a public service standard program for the community on both sides. Because West Kutai Regency has potential leading sectors that have not been optimally developed, sectors that have great potential are nature-based and cultural tourism, the release of plantation products and the development of the creative economy, all of which have ample room to be developed through collaboration with third parties to increase local revenue and community welfare.

This is supported by collaboration with a third party, namely with PT Bank Pembangunan Daerah, a jointly developed program is regional capital participation and a partnership program. Likewise, collaboration with a third party, namely the Bogor Agricultural Institute, is in the doyo plant cultivation program. Meanwhile, regional cooperation with third parties is a joint effort between the regional government and entities outside the regional government such as private companies, BUMN, BUMD, Educational Institutions, community organizations to carry out government affairs to improve community welfare and accelerate

public services. This is also based on Home Affairs Ministerial Regulation Number 22 of 2020, as already in the Matrix table above, that the main scope of cooperation is the most important thing with the following scope:

1. Public services: such as collaboration in providing better facilities or service access for the community.
2. Regional asset management: utilization of regional assets or wealth together with third parties to provide additional income for regional treasury.
3. Investment and infrastructure: the development or provision of facilities and infrastructure funded through a partnership scheme. (West Kutai Regency Secretariat, 2025).

This collaboration is formalized through an official, written document so that the rights and obligations of both parties can be clearly defined and are not in violation of the law. These collaborations, based on the latest Minister of Home Affairs Regulation, are policy implementations, which in principle are a way for a policy to achieve its objectives. There are two options for implementing public policy: directly implementing it in the form of a program or through policy formulation or derivatives of the public policy. In general, the policy implementation sequence is as follows:

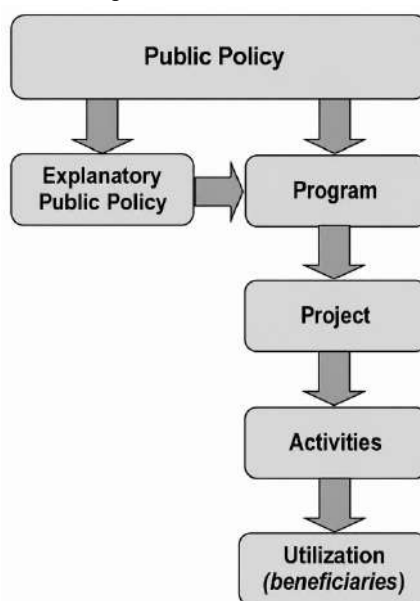


Figure 3. Public Policy
Source: Riant Nugroho, 2008.

Public policy in the form of laws or regional regulations is a type of public policy that requires explanatory public policies or what is often termed as implementing regulations. Public policies that can be directly operational include presidential decrees, ministerial decrees, regional decrees, department head decrees, and so on. The series of policy implementations in the figure can be clearly seen starting from programs, to projects, and to activities. The model adapts common mechanisms in management theory, especially public sector management theory, which is also depicted by feedback from implementation results leading to implementation evaluation. In accordance with the implementation theory used in this study, the Grindle model (1994) this model is determined by the content of the policy and its implementation context, which provides an understanding of the basic idea that after the policy is transformed, the policy is implemented. Meanwhile, its success is determined by the degree of implementation of the policy. In this Grindle model, it can be understood that it lies in a comprehensive model of the policy context, especially concerning the implementer, the recipient of the implementation or can be said to be the target in the implementation and the arena of conflict that may occur between the implementation actors and the conditions of the necessary implementation resources.

Based on the interview results, several findings can be linked to the policy's content and implementation context. Primarily, the interests affected by the policy were identified. The interview revealed that collaboration is not solely focused on revenue, which could contribute to regional original income. It also focuses on the utilization of regional assets and the management of tourism destinations, which also utilize regional assets.

The potential benefits of this collaboration include transparent revenues or taxes generated from the objects of the collaboration. The benefits, as gleaned from the interview data, could improve public services and institutional capacity, as well as community well-being. In general, service collaboration can boost local revenue.

According to Grindle in Wibawa (1994), the degree of desired change can be concluded from the results of the interview above. The impact of this collaboration can be on the utilization of regional development and regional income that can be obtained from a more systematic partnership mapping process based on regional needs. When viewed from the degree of change, the implementer carrying out this collaboration has clarity in the scale of government affairs priorities, which is being collaborated on, there is a clear object of cooperation so that it is easy to find cooperation partners.

IV. CONCLUSION

Several findings can be concluded from the results of this study as follows:

1. Scope :
 - a. Improved public services and long-term investment.
 - b. Utilization of regional assets and management of tourist destinations that can generate regional taxes and levies to increase regional original income.
 - c. The benefits of human resource development in regional agencies as well as social benefits.
2. Object of cooperation:
 - a. Strengthening regional capacity and quality of human resources in local government.
 - b. Development and creation of tourist destinations and infrastructure improvements.
3. Stages of cooperation:
 - a. Identify regional needs.
 - b. Study and mapping of regional potential before determining partners in collaboration.
 - c. The determination of investors or capital partnerships is reinforced by an agreement that does not always change.
 - d. Cooperation procedures or mechanisms are arranged systematically and accountably, followed by regular monitoring with partners.
4. Dispute resolution :
 - a. Strengthening data in leading and priority sectors.
 - b. Any disputes are resolved through coordination and deliberation, coaching or revision of agreements.
 - c. Deliberation, coordination and collaboration across agencies and clear division of authority.
5. Funding:
 - a. Budget support comes from the regional budget and third parties or capital participation.
 - b. The plantation and agricultural downstream sectors have the potential to increase regional original income.
 - c. The tourism and culture sectors have investment potential, including third-party partnerships focused on mining, plantations, and tourism, and market opportunities are wide open to attract investors.
6. Internal Obstacles:
 - a. Long bureaucracy and limited human resource capabilities.
 - b. The length of the document approval and adjustment process.
 - c. Complaints about the licensing process, differences in regulations will hinder cooperation.
 - d. Limitations between agencies, supporting funds and technical human resources that need to be improved.
7. External obstacles:
 - a. Changes in local policies and regulations.
 - b. Differences in culture, language and communication methods.
 - c. Low public-partner trust and the process of adapting to new standards takes a long time.
 - d. Economic fluctuations and currency exchange rates are a worrying issue.
 - e. Geographical conditions and operational risks, data security and regulatory support are often less supportive in collaborative partnerships.

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