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Policy Implementation of the Formation of the Heirloom-Flag Hoisting Troops (Paskibra) in Manado City

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Abstract. The main purpose of this research is to find out, analyze and describe and discuss the implementation of the policy on the formation of the Heirloom-Flag Hoisting Troops (Paskibraka) in Manado City, especially with regard to recruitment and selection as well as the policy of centralizing education and training. The approach used in this research is descriptive qualitative approach. The data collection techniques used are interviews, observation, documentation. Data analysis techniques used are data collection, data reduction, data presentation and conclusion drawing. In this study there are three indicators: (1) Recruitment, (2) Selection, and (3) Education and Training Centering. The results showed that the policy has not been fully implemented in accordance with the mandate of the Regulation of the Pancasila Ideology Development Agency of the Republic of Indonesia Number 3 of 2022 concerning the Presidential Implementation Regulation Number 51 of 2022 concerning the Heirloom-Flag Hoisting Troops Program. The "Desa Bahagia" System where Paskibraka candidates are housed in 1 (one) location for a minimum of 14 (fourteen) days is not implemented in the education and training center. Several obstacles were found in the lack of Human Resources (HR) in the field that handles program implementation, lack of coordination between sections, and then the limited budget. The local government, in this case the National Unity and Political Agency of Manado City as the implementer of the formation program of the Heirloom-Flag Hoisting Troops (Paskibraka) in Manado City, must further examine: a) Budget planning that supports the Paskibraka formation program; b) Availability of human resources, the number of employees in the field specifically handling the Paskibraka program; c) Provision of facilities and infrastructure to support the implementation of policies.

Keywords. Policy Implementation, Pancasila Ideology Development, Heirloom-Flag Hoisting Troops

A. Introduction

The Heirloom-Flag Hoisting Troops or commonly abbreviated as Paskibraka has roots in the spirit of Indonesian nationalism and nationhood. Paskibraka is tasked with raising the Indonesian flag, Sang Saka Merah Putih, on the anniversary of the Republic of Indonesia's Independence Day every August 17. The beginning of Paskibraka can be traced back to the early days of independence, when the spirit of patriotism and the spirit of independence was very strong (Yulianggeni, 2024) [1].

The purpose of Paskibraka is to foster the spirit of nationalism, nationhood, and discipline among the young generation of Indonesia (Paat et al., 2022) [2]. Through participation in Paskibraka activities, students are expected to develop leadership, a sense of responsibility, and a strong spirit of patriotism. In addition, Paskibraka also aims to maintain the continuity of noble values and the spirit of struggle of the heroes who have fought for Indonesia's independence. Paskibraka has a very important role in character education and the formation of students' personalities. Through training and participation in flag ceremonies, students not only learn about the history and meaning of the Indonesian flag, but also develop leadership skills, teamwork and a strong sense of discipline. Paskibraka is also a platform for students to show their dedication to the state and nation. Paskibraka is not just a flag ceremony, but also an important part of character education and the formation of a young generation with character and love for the country. Through Paskibraka, the young generation of Indonesia is expected to become agents of change with integrity, responsibility, and love for the country wholeheartedly based on the rules and regulations (Afifah & Adi, 2018) [3].

Based on Presidential Regulation No. 51 of 2022 on the Heirloom-Flag Hoisting Troops Program, the formation of Paskibraka is not limited to raising and lowering the Heritage flag on the anniversary of the Republic of Indonesia's Independence Day, but it is a breeding program for prospective national leaders with Pancasila character. The coaching system in the education and training center consists of active learning of Pancasila ideology and strengthening the value of national insight, training consisting of leadership training and marching training, and nurturing to form a generation that is resilient, independent, and has Pancasila character. The above coaching pattern is expected to increase knowledge and understanding of nationalism. Thus, the Paskibraka are ready to become future leaders of the nation who have the spirit of nationalism and Pancasila (Hasan & Suparno, 2023) [4].

Based on the Regulation of the Pancasila Ideology Development Agency of the Republic of Indonesia Number 3 of 2022 on the Implementation Regulation of the Presidential Regulation of the Republic of Indonesia Number 51 of 2022 on the Heirloom-Flag Hoisting Troops Program, the Paskibraka Program is a regeneration program for prospective national leaders with Pancasila character. The Paskibraka Program is based on Pancasila and the 1945 Constitution of the Republic of Indonesia, which is nationally coordinated by the Pancasila Ideology Development Agency (BPIP) (Sanusi & Sauri, 2022) [5]. The implementation of the Paskibraka Program at the central level is under the coordination of BPIP. The implementation of the Paskibraka Program at the provincial level and district/city level is under the coordination of BPIP through the ministry that administers domestic government affairs. For the Manado City Paskibraka Program, it is under the coordination of the Manado City National Unity and Political Agency, which is a government element that organizes government affairs in the field of National Unity and Politics.

According to data from the North Sulawesi Provincial Education Office, by 2022, the number of senior high schools (SMA) and vocational high schools (SMK) in Manado City is 87 schools consisting of 47 senior high schools (SMA) and 40 vocational high schools (SMK).

Based on data from the National Unity and Political Agency of Manado City, for the registration of Paskibraka candidates in Manado City in 2023, the number of schools representing 25 schools out of a total of 87 SMA / SMK schools in Manado City. Not all students are interested or willing to participate in Paskibraka activities because they do not know or are not aware of the opportunity to become Paskibraka members. The lack of socialization about Paskibraka registration in schools may be the cause. In addition, some schools do not have adequate support or facilities to support the Paskibraka program. This could include lack

of funding, lack of support from the school, or other constraints. Sometimes, there are administrative constraints such as complicated or unclear registration processes, which can hinder school or student participation in the Paskibraka program.

The heirloom-flag hoisting program is a program to strengthen the sense of unity and integrity and increase love for the country (Najah et al., 2023) [6]. However, the implementation of this policy often faces several obstacles, including: 1). Lack of public awareness of the importance of raising the flag. Many people do not care about state symbols and do not understand the significance of raising the flag. This can be an obstacle in the implementation of the program; 2). Lack of active community involvement and participation in the program. Without the support and participation of the community, the implementation of the Heirloom Flag Hoisting Troops program will be difficult to implement effectively. Community participation is very important to maintain the sustainability of this program; 3). Limited resources and infrastructure. The implementation of the flag-raising program requires adequate costs and facilities. Limited budget and infrastructure can hinder the smooth implementation of this program; 4). Less than optimal coordination between related agencies. Good cooperation between the local government, related agencies, and the community is needed in order to properly implement the flag-raising program. Lack of coordination can hinder the effectiveness of program implementation; 5). Instability of the program implementation schedule. The flag-raising program should be carried out regularly and consistently. However, there are often discrepancies in the implementation schedule that can disrupt the smooth running of this program.

Challenges in implementing the Paskibraka program include ensuring that all students, regardless of social background or gender, have equal opportunities to participate and contribute. One of the main challenges is limited resources, both in terms of budget and facilities. The implementation of Paskibraka activities requires considerable costs for training, equipment and other logistics. It is important to ensure that the training provided to Paskibraka members is of sufficient quality. Challenges in this regard include the need for qualified instructors and training programs that are relevant to the tasks to be performed. For the Paskibraka policy to be successful, it requires the active involvement of various parties, including schools, local governments and local communities. The challenge here is to ensure that all parties have the awareness and commitment to support the success of this policy.

One of the main problems that often arise is not being objective in the selection process. This can happen if the assessors have certain personal preferences or biases that influence their decisions. Lack of transparency in the selection process can create distrust and controversy. Paskibraka candidates and the general public need to clearly understand the selection criteria, procedures used, and evaluation criteria. Sometimes, there are pressures from external parties, such as politics or personal relationships, that can influence the selection process and the final decision.

The main purpose of this research is to find out, analyze and describe and discuss the implementation of the policy on the formation of the Heirloom-Flag Hoisting Troops (Paskibraka) in Manado City, especially with regard to recruitment and selection as well as education and training concentration policies.

B. Method

This research uses qualitative methods. This research method aims to explain a phenomenon in depth and is carried out by collecting data, namely by examining informants as research subjects. In a qualitative research process, the subject's perspective is emphasized and

the theoretical basis is used by the researcher as a guide, so that the research process is in accordance with the facts encountered in the field when conducting research. The implementation is not limited to collecting and compiling data, but includes reviewing, analyzing and describing the data (Moleong, 2013) [7].

The focus of this research is the policy implementation of the formation of the Heirloom-Flag Hoisting Troops (Paskibraka) in Manado City with indicators: 1) Recruitment and selection, 2). Centralization of education and training. The analysis was conducted using the Regulation of the Pancasila Ideology Development Agency of the Republic of Indonesia Number 3 of 2022 concerning the Implementation Regulation of Presidential Regulation Number 51 of 2022 concerning the Heirloom-Flag Hoisting Troops Program.

The location of this research was carried out at the National Unity and Political Agency of Manado City, with the main consideration of the researcher choosing the focus of the problem and the locus of this research is an actual problem, besides that it is also the implementer of the Paskibraka formation program at the Manado City level. The number of respondents amounted to 10 people determined using purposive sampling technique. The data collection technique used was triangulation technique: observation, interview and documentation study. The data analysis technique uses the interactive model of Miles and Huberman (1984) in Sugiyono (2017), namely: data collection, data reduction, data display, and conclusion/verification [8].

C. Result and discussion

The formation of the 2024 Manado City Heirloom-Flag Hoisting Troops (Paskibraka) is based on the policy of the Pancasila Ideology Development Agency of the Republic of Indonesia Regulation Number 3 of 2022 concerning the Implementation Regulation of Presidential Regulation Number 51 of 2022 concerning the Heirloom-Flag Hoisting Troops Program. This is in accordance with Turner and Hulme (1996) in Mamonto (2023), who see policy as a process that includes policy making and policy implementation [9]. Perhaps it is more popular to say that policy is a decision and has hierarchies ranging from the highest level to the lowest (street level) (according to Shafritz and Rusell (1997) in Langkai (2019) [10]. Usually this concept is associated with problem solving. Michael C. Lemay in Langkai (2020) sees policy as a purposive course of action followed by an actor or set of actors in dealing with a problem. In this case, a policy is made as a reaction to a problem that arises [11].

The following is a description of the results of research in the field that discusses the implementation of the policy on the formation of the Heirloom-Flag Hoisting Troops (Paskibraka) in Manado City with indicators: 1) recruitment and selection, 2) centralization of education and training.

Recruitment and Selection

a) Recruitment

The recruitment of Paskibraka candidates is carried out simultaneously and openly for the best sons and daughters of the nation. To obtain and explore data and information regarding the implementation of the Paskibraka formation policy, in this case first seen from the initial stage of the Paskibraka formation process, namely recruitment, researchers conducted interviews with policy implementers.

Based on the results of interviews with informants in the field, the findings are based on the recruitment indicators as described in table 1 below:

Table 1. Research Findings on Recruitment Indicator

Indicator	Findings
Recruitment	Recruitment stages have been carried out but not yet optimal
	Socialization in the recruitment stage of Paskibraka candidates has not been maximized, direct socialization only to 12 out of 87 schools (SMA / SMK) in Manado City. In addition to the lack of students receiving information, it also has an impact on the lack of understanding of students in conducting self-registration on the application.
	No budget for recruitment stages, especially socialization
	Lack of supporting resources

Source: data processed by researchers (2024)

Based on the Regulation of the Pancasila Ideology Development Agency of the Republic of Indonesia Number 3 of 2022 concerning the Implementation Regulation of President Number 51 of 2022 concerning the Heirloom-Flag Hoisting Troops Program, recruitment consists of: socialization, announcement and registration. Selection is carried out using the following methods: (a). Information and communication technology-based tests; (b). Physical observation test, (c). Interview test. Selection is carried out at the district/city level by the organizing committee of Paskibraka formation (Asmoro et al., 2024) [12].

According to a letter from the Deputy for Education and Training of the Pancasila Ideology Development Agency, the recruitment and selection of Paskibraka in 2024 is carried out through the BPIP Paskibraka Transparency application which can be accessed on the page <https://paskibraka.bpip.go.id>.

Based on the findings in Table 1, recruitment policy implementation has been carried out but not optimally. Recruitment consisting of socialization, announcement and registration has not been maximally implemented in Manado City. Recruitment stages, especially in socialization, have not been maximally implemented. Data found in the field that in 2024 direct socialization was only in 12 schools out of 87 SMA/SMK schools in Manado City and those who registered were representatives from 25 schools. Many students cannot participate in Paskibraka activities because they do not know or are not aware of the opportunity to become Paskibraka members. In addition, this also has an impact on the registration process, which requires more time for the officer who administers the Paskibraka application to verify data because many students still do not understand how to register and the documents that must be uploaded on the Paskibraka Transparency application, which is an online-based registration carried out independently by prospective Paskibraka students. The absence of a budget is one of the causes of the lack of direct socialization, in addition to the lack of human resources in the field that handles the implementation of the Paskibraka Program.

Based on the theory of George C. Edwards III (1980) in Tumbel (2024), policy implementation is influenced by four variables: communication, resources, disposition and bureaucratic structure. The four are interconnected with each other [13].

Looking at the existing theory in line with the facts in the field that the implementation of recruitment policies in the formation of the Heirloom-Flag Hoisting Troops (Paskibraka) in Manado City is influenced by communication, which in this case is socialization to students in schools, has not been successful because it has not been implemented optimally. Contributing factors include human resources and budget support.

Based on the results of interviews with informants, it was found that the socialization aspect is considered very important in the recruitment process of Paskibraka candidates. In addition, adequate resources are needed to support this stage. Policy implementation in this case socialization is a complex process involving various actors and factors, and requires the right strategy to achieve optimal results.

Several policy implementation theories put forward by experts, including the Top-Down Theory by Edward III (1327-1377) top-down model which states that policies must be implemented directly by the government without involving other parties (Setyawan et al., 2023) [14].

In the implementation of the Regulation of the Pancasila Ideology Development Agency of the Republic of Indonesia Number 3 of 2022 concerning the Implementation Regulation of Presidential Regulation Number 51 of 2022 concerning the Heirloom Flag Hoisting Troops Program, there are many gaps encountered in the field.

According to Abidin 2004 in Goinpeace Tumbel (2024: 142), there are two important things that must be considered regarding policy implementation, namely policy tools and the authority available to implement. Policy tools are the means used in implementing policies to achieve the set objectives. This policy equipment relates to human resources, especially apparatus and organizational resources. Tumbel (2020) explains that apparatus resources are both subjects and objects in policy implementation. As a subject with regard to the ability and willingness to implement, and the object of human resources is related to the acceptance of a policy. Authority is a certain power possessed and formally recognized by other parties to use available equipment in implementing policies [15].

In the implementation of the Paskibraka formation policy in Manado City, especially at this stage, the recruitment stage, especially socialization, is not supported by the budget, and also limited resources, which results in this process not being optimal. Likewise, the announcement process until registration is also not supported by adequate human resources. At the National Unity and Political Agency of Manado City, especially for the field that handles the Paskibraka program, there are only 3 (three) employees so that the resources are still lacking.

b) Selection

Furthermore, for the selection program, Paskibraka candidates and the general public need to clearly understand the selection criteria, procedures used, and evaluation criteria. Lack of transparency in the selection process can create distrust and controversy. Sometimes, there is pressure from external parties, such as politics or personal relationships, which can influence the selection process and the final decision. Seeing the views of some people, the researcher conducted interviews with the organizing committee and Paskibraka members.

Based on the results of interviews with informants in the field, the findings are based on the selection indicators, as described in table 2 below:

Table 2. Research Findings on Selection Indicator

Indicator	Findings
Selection	The selection stages are appropriate, the implementation is based on the rules. The Manado City level selection test consists of: (a) Administrative Selection, (b) Selection of Pancasila and National Insight, (c) General Intelligence Selection, (d) Health Selection, (e) Parade Selection, (f) Fitness Selection, (g) Barricade Rule Ability Selection, and (h) Personality Selection.

The schedule for the implementation of the selection stages is inconsistent, with frequent changes in dates and venues.

Lack of supporting facilities and infrastructure.

Lack of coordination between sections

Source: data processed by researchers (2024)

The selection stage has been implemented in accordance with the mandate of the Regulation of the Pancasila Ideology Development Agency of the Republic of Indonesia Number 3 of 2022 concerning the Implementation Regulation of President Number 51 of 2022 concerning the Heirloom Flag Hoisting Troops Program. The selection of Paskibraka candidates in Manado City in 2024 consists of: administrative selection, health and parade selection, Pancasila ideology development selection, general intelligence selection, Baris-Berbaris Regulation (PBB) ability selection, and personality selection. This selection process is carried out transparently, the selection results are announced openly. As in the national insight selection test and general intelligence selection, the results in real time online can be directly seen by participants on the application on their respective mobile devices when they finish taking the test. However, the problem in this process is that the schedule for conducting the selection test is inconsistent, often changing time and place, apart from the limited space, this is due to the lack of coordination between sections which results in activities often colliding.

In table 2 above, the Selection Findings that are a problem in this process are in terms of the schedule for conducting selection tests that are inconsistent, often changing time and place, apart from the limited space this is caused by a lack of coordination between sections which results in activities often colliding.

Public communication theory by Harold Lasswell (1902-1978) in Tarore (2023) which emphasizes the importance of answering the questions “Who conveys, what is conveyed, through what, to whom and what is the effect” in the communication process. This model emphasizes the importance of building effective communication between policymakers and the public. Effective communication can improve public understanding of policies, build trust, and encourage public participation in the implementation process [16].

The theory of inter-agency coordination by Robert Putnam in Syahra (2003) emphasizes the importance of building strong social networks between institutions to achieve common goals. Effective coordination can minimize conflict, increase efficiency and ensure consistency in delivering messages [17].

In Tumbel (2024: 174) according to Malcolm Goggin, Ann Bowman, and James Lester (1990) developed what he called a “communication model” for policy implementation, which he called the Third Generation Policy Implementation Model (1990). Goggin, et al. aimed to develop a more scientific model of policy implementation with independent, intervening and dependent variables, and put the communication factor as a driver in policy implementation.

Therefore, communication related to coordination between sections related to facilities and infrastructure supporting the Paskibraka selection test, in this case between the National Unity and Political Agency and the General Section of the Regional Secretariat and or other Regional Apparatus Organizations in providing a place for the selection process is very important so that this program can run optimally.

Education and Training Centers

In education and training camps, Paskibraka candidates are conducted centrally where participants are gathered in one place to receive education and training. Based on the results of interviews with informants in the field, the findings are based on the Education and Training Centers, as described in table 3 below:

Table 3. Research Findings on the Education and Training Centering Indicator

Indicator	Findings
Education and Training Centers	The system used is not yet in accordance with BPIP Regulation Number 3 of 2022. The Education and Training Center has not used the "Desa Bahagia" System. The system as referred to Paskibraka candidates are boarded at 1 (one) location for a minimum of 14 (fourteen) days.

Source: data processed by researchers (2024)

In this stage, all Paskibraka candidates are coached and trained to be prepared to become a troop that will be in charge of the raising and lowering ceremony of the red and white in the framework of the 78th Anniversary of Indonesian Independence.

Based on the data that researchers found in the field, Paskibraka candidates received education and training at Tikala Field and the Multipurpose Building of the Manado Mayor's Office, from 7:00 am to 4:30 pm, every Monday to Friday, from July 22, 2024 to August 14, 2024. This is not in accordance with existing regulations.

Sourced from the Regulation of the Pancasila Ideology Development Agency of the Republic of Indonesia Number 3 of 2022 concerning the Implementation Regulation of President Number 51 of 2022 concerning the Heirloom-Flag Hoisting Troops Program. Article 28 reads "The concentration of education and training uses the "Desa Bahagia" System".

The implementation of the Paskibraka formation policy in Manado City, especially with regard to the concentration of education and training, has not used the "Desa Bahagia" System where Paskibraka candidates are housed in 1 (one) location for a minimum of 14 (fourteen) days. Based on the research findings, this has not been implemented in the process of Paskibraka formation in Manado City because it is related to a large budget.

According to Van Meter and Van Horn (1975) in Leo Agustino (2017) defines policy implementation as actions taken either by individuals or officials or government or private groups directed at achieving the objectives outlined in the policy decision [18].

Looking at the theory above, it can be said that the Manado City Government, in this case the Manado City National and Political Unity Agency, has not implemented all policies as outlined in the policy decision in this case stipulated in the Regulation of the Pancasila Ideology Development Agency of the Republic of Indonesia Number 3 of 2022 concerning the Implementation Regulation of President Number 51 of 2022 concerning the Heirloom-Flag Hoisting Troops Program.

D. Conclusion

Based on the description of the research results and the discussion previously described, it can be concluded as follows:

- 1) The implementation of recruitment and selection policies in the formation of Paskibraka in Manado City has been carried out in accordance with the Regulation of the Pancasila Ideology Development Agency of the Republic of Indonesia Number 3 of 2022

concerning the Implementation Regulation of President Number 51 of 2022 concerning Heirloom-Flag Hoisting Troops Program but not yet optimal.

a. Recruitment consisting of socialization, announcement and registration has not been implemented optimally. The absence of a budget is one of the causes of the lack of direct socialization, in addition to the lack of human resources in the field that handles the implementation of the Paskibraka Program.

b. The selection of Paskibraka candidates in Manado City in 2024 consists of: administrative selection, health and parade selection, Pancasila ideology development selection, general intelligence selection, Baris-Berberis Regulation (PBB) ability selection, and personality selection. This selection process is carried out transparently, the selection results are announced openly. However, the problem in this process is the inconsistent schedule for the implementation of the selection test, which often changes time and place, apart from the limited space this is due to the lack of coordination between sections which results in activities often colliding.

2) The implementation of the education and training concentration policy in the formation of Paskibraka in Manado City has not been fully implemented in accordance with the Regulation of the Pancasila Ideology Development Agency of the Republic of Indonesia Number 3 of 2022 concerning the Implementation Regulation of Presidential Regulation Number 51 of 2022 concerning the Heirloom-Flag Hoisting Troops Program. Article 28 reads "The concentration of education and training using the "Desa Bahagia" System". To note that in the application of the "Desa Bahagia" System, Paskibraka candidates are boarded at 1 (one) location for a minimum of 14 (fourteen) days. Based on the results of this research, the formation of Paskibraka in Manado City has not used the "Desa Bahagia" System because it is related to a large enough budget.

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