

Analysis of Public Policy Formulation Process in Irrigation Network Development Planning Office of Water Resources Sidenreng Rappang Regency

Dr. Jamaluddin Ahmad, S.Sos, M.Si

Dept. of Public Administration, The Social and Political Science College Muhammadiyah Rappang

* E-mail of the corresponding author: jahmadlado@yahoo.co.id

Sri Rahayu Bardan

Dept. of Government, The Social and Political Science College Muhammadiyah Rappang

E-mail: icam.bayu@gmail.com

Abstract

The main objective of this paper is to discuss public policy formulation process of the development planning of irrigation networks and determine the factors that influence it, especially irrigation network development planning in the Office of Water Resources Management. The population in this study is the entire board Combined water user associations (*Gabungan Petani Pemakai Air*). This type of research is descriptive qualitative data collection techniques through documents, questionnaires, and informants. The data were then analyzed using qualitative descriptive analysis. Samples were made respondents in this study were 30 respondents drawn at random sampling. The collected data was analyzed using frequency tables and percentages. The results showed that the analysis of public policy formulation process of the irrigation network development planning in the Office of Water Resources Management Sidenreng Rappang Regency is categorized very well with the percentage of 82.99% in the stage of planning agenda, and policy formulation. Factors that influence the process of public policy towards irrigation network development planning is the pressure from the outside as much as 29.31%, the influence of the personal nature of the percentage of 40.52% and the influence of the past with the percentage of the state as much as 77.59% inferred percentage ie 44.18% with Good Enough category.

Keywords: Public Policy Formulation and Process Development Planning.

1. Introduction

The enactment of Law No. 32 of 2004 on Local Government in Indonesia on regional autonomy, the regional administration is done by granting the rights and obligations held regional autonomy to the district and town in the unitary system of governance of the country. Local governments have the authority to administer the affairs of government are very extensive and intact is to organize all the affairs in accordance with their potential without the direct intervention of the central government as well as granting full trust to manage and take care of all matters under its authority through the planning, execution, control, and evaluation.

Besides, according to the democratization of development planning should also not ignore the principle of democracy. Therefore, planning is no longer a top-down approach embracing or from top to bottom but using a bottom-up or from the bottom to the top is to involve the community, but from the fact that there are in the field turns into development planning that should reflect the aspirations of the lower bottom memorable-up instead of top-down with regard to the interests of specific groups.

In line with the granting of rights and obligations under the law, reinforced by the birth of Act No. 25 of 2004 on National Development Planning System also brings new changes to the planning system in Indonesia. Act referred actionable Government Regulation No. 8 of 2008 on Stages, the procedures for making, Control and Evaluation of the Implementation of the Regional Development Plan.

The legislation also provides new changes and opportunities and challenges for local governments, which requires implementing development planning process that emphasizes the performance budgeting and planning for long-term regional development, medium and short-term development plan.

The greatest hope of all the planning system is the system of decision making good, consistent between the long-term development planning, and the medium-term development planning. Especially short-term development planning in the form of Local Government Work Plan (*Rencana Kerja Pemerintah Daerah*) which is held every year that has included aspects funding comes from the government and community participation.

Each planning documents should pay attention to the aspect of funding that really is based on the financial

capacity of the region and trying to find funding is sourced from public participation. If this condition is less attention, it will have an impact on local financial burden, one of which is the budget deficit is seen as one indicator of consistency in planning and implementation yet. This is the focus of this paper, how the process of public policy on planning that occurred in the area and the factors that influence it.

2. Review of Public Policy Analysis Theory

Policy analysis by Dunn (2003) in Ahmad (2011: 46) is applied social science disciplines that apply various methods of investigation, in the context of argumentation and public debate, to create and crisis assess and communicate knowledge relevant to policy.

Policy analysis is more focused on how the decision makers get the best policy alternatives, as well as alternative chosen as a recommendation of policy analysis or policy analysis team. The role of policy analysis is to ensure that the policies to be taken really is based on the optimal benefits to be received by the public, and not the origin of favorable policy makers.

According to Nugroho (2007: 13) analysis of the policy is taken from a variety of disciplines with the aim of providing information that is descriptive, evaluative and prescriptive, which in policy analysis to answer three questions, namely; (a) value, which is a measure of the major accomplishments to assess whether a problem has been resolved, (b) the fact, the existence of which can limit or enhance the achievement of the values, (c) Measures, the application can result in the achievement of values.

Ahmad (2011: 45) cites the opinion of Keban (2008) which argues that public policy is generally seen as government action in dealing with the problem, by directing attention to "who gets what, when and how".

As according Nugroho (2008: 85) is the public policy decisions made by the state, especially the government, as a strategy to realize the goals of the country concerned. Public policy is a strategy for delivering community in the early days, entered the society in transition, to go to the people who aspired.

Public policy according to Suharto (2005: 44) is as follows; (a) The appropriate government action, (b) a reaction to the needs and problems Public policy according to Suharto (2005: 44) is as follows; (a) The appropriate government action, (b) a reaction to the needs and problems of the real world, (c) A set of goal-oriented actions, (d) A decision to do something, (e) A justification created by someone or some the actor contains a question on measures plans, actions that have been formulated, not an intention or a promise that has not been formulated of the real world, (c) A set of goal-oriented actions, (d) A decision to do something, (e) A justification created by someone or some the actor contains a question on measures plans, actions that have been formulated, not an intention or a promise that has not been formulated.

Overview of the various definitions which have been mentioned, Ahmad (2011: 46) gives the assertion that public policy is part of the public administration. As the administration interpreted as a process of cooperation between two or more people to achieve the goals that have been determined rationally. In this context of public policy is the direction or action taken by the government to achieve a rational, efficient, and effective.

Stakeholders are individuals or groups who have a stake in the policies as they affect and are affected by the government's decision. The stakeholders include citizen groups, labor unions, political parties, government agencies, elected leaders, and policy analysts (Dunn, 2003: 111).

Further stated also by Dye (2008) in Ahmad (2011: 47) states that the agent as is the government's public policy makers. This means that decisions such as business people, the decision by the social organizations, interest groups, social groups or individuals not included in the scope of public policy. Public policy covers the fundamental choices of the government to do something or not do something, and that the decisions made by government officials.

Actors involved consist of local government in Syaifullah thesis (2008: 29-32), quoting Howlet (1995), Lester (2000) and Robert (2004) consists of Elected Official / Political Officer (Regional Head and DPRD), Appointed Official (Bureaucracy) and Society. Head of the Region is the leader of the local bureaucracy whose job it sets the policy along with the House of Representatives as well as lead the implementation together with the bureaucracy. Legislature is a very important forum where the public and policy issues addressed to him to be asked. Bureaucracy is served or serve the needs of the public through the implementation of policies that have been previously defined. The bureaucracy has a lot of personnel skilled in the art, can access information or a

growing issue in the community, has the authority reserved, all of which are permanently attached to the bureaucracy. In terms of planning, more bureaucratic role in operational planning is planning to implement the strategic plan and to achieve the strategic objectives. Society is a collection of individuals who establish a life together as one big entity need the mutually. According Suprijatna (1997) in his thesis Syaifullah to implement this participatory development needs of a society that has the competence, namely; (a) The ability to identify problems and needs of the community, (b) the ability to reach an agreement on the objectives to be achieved following priority scale, (c) The ability to find and agree on ways and means of achieving the goals that have been approved, (d) the ability to work in a rational way in achieving goals.

The approach to public policy planning by Umar (2001: 14-15) in his book *Strategic Management in Action*, namely there are 4 approaches in making a plan, among others; (a) Top-Down Approach (Top-Down). Planning with this approach by the leaders of the organization. Organizational units below it only implement what has been planned. (b) Bottom-Up Approach (Bottom-Up). Planning with a top management is done by providing an overview of the situation and the conditions faced by organizations including the mission, goals, objectives and available resources. The next step is to give authority to the bottom level of management to plan. (c) Mixed Approach. With this approach, the leader gives instructions outline planning organizations, while the detailed plans submitted to the creativity of the underlying company with fixed units comply with existing regulations. (d) Approach Group. With this approach the planning was made by a group of experts within the company.

In Wrihatmolo (2006: 160-161) says that the top-down versus bottom-up planning process in a more representative government, namely from agencies / departments and regions to the central government. Institution / department / area construct development plan in accordance with the powers and functions. The process of top-down and bottom-up was carried out with the purpose, among others, to align the programs in order to ensure the synergy of all the activities of government and society. Alignment plans implemented by government agencies planning meetings held either at the central, provincial, and district / city.

As a process to achieve the goals, public policy development planning is defined as what is selected by the government bureaucracy to do in order to strategy implementation of a policy. Prior to the implementation stage of the policy, then the policy will pass through various stages.

Atmosudirdjo in Ahmad (2011: 62) describes the policy-making process are: (a) identification rather than problems that require policy, (b) the analysis of policy-making positions, especially the regarding strenght and abilities, (c) environmental analysis, (d) policy analysis by searching and develop alternatives; (e) the formulation of policy; (f) discussions with all relevant staff and subordinate leaders; (g) the determination of policy.

As in Salusu cited by Ahmad (2011: 62-63), making decision-making process through several phases. The first phase is the identification of which consists of one-step evaluation of the performance of the organization now, the evaluation of goals and objectives of the organization as well as the formulation of the problem.

The second phase is the development of three steps; (a) listening carefully the factors that influence the internal environment and then selecting strategic factors such as the strength and weaknesses of the organization; (b) listen carefully influential factors in the external environment and then selecting strategic factors such as opportunities, threats or challenges; (c) analyzing Strength, Weaknesses, Opportunities, and Threats (SWOT).

The third phase consists of four steps, namely a) Review the goals and objectives of the organization; b) Formulation of strategic alternatives; (c) Selecting a strategic alternative, namely that made the decision; (d) Authorize the strategic decisions. Based on the various stages that have been described, it is in that context that wants to be emphasized that none of the scientists who ignore the stages of the process of policy formulation. This indicates that the policy formulation process is something that must be considered. This means that any discussion of the concept of public policy, the perspective of policy formulation participate in it.

Dunn (2003: 43) asserts policy analysis is an intellectual activity that is carried out in the political process. This process can be visualized as the policy-making process, which has five important phases namely: agenda-setting, policy formulation, policy adoption, policy implementation and policy assessment. It should be stressed that policy analysis is the beginning, not the end of efforts to improve the policy-making process. Stages and characteristics of policy making by Dunn (2003: 24), namely; (a) Preparation of the agenda, the characteristic that elected officials and appointed place the issue on the public agenda. Many issues are not touched at all, while others were delayed for a long time. (b) Formulation of policy, characteristics that officials formulate

policy alternatives to address the problem. Alternative policies see the need to make executive orders, judicial decisions and legislative action. (c) Adoption of policies, characteristics of policy alternatives were adopted with the support of a majority of the legislature, the consensus among the director of the institution, or judicial decisions. (d) Implementation of policies, characteristics that policy measures have been implemented by administrative units which mobilize financial and human resources. (e) Assessment of policy, its characteristics are units of accounting in the government examination and determine whether the executive, legislative, and judicial meet the requirements of legislation in policy-making and goal attainment.

Attention is very important in the process of policy-making is the process of formulating public issue on the public agenda-setting stage. Formulation of public affairs is the basis for formulating public policy making him into a true, proper and in accordance with the original purpose.

Policy formulation process is not without its flaws, because just look at the system from the positive side, the system has not entered a negative side. Because it rarely happens in practice only be looking at the positive side. Dye (2008) in Ahmad (2011: 57) revealed that the weakness of policy analysis is that it is more focused on the activities of the government, rather than rhetoric (what is not done) government. Political demands likely proffered by political leaders, so that they are actually creating the conditions for the actions they want to take.

If the policy does not achieve what is meant, then the fault is often not directed at the policy itself, but rather on political failure or management aspects in the implementation of the policy.

Relation to development planning in the management of water for agricultural irrigation is contained in Law No. 7 of 2004 on Water Resources in Article 1 (7) states that "The management of water resources is an effort to plan, implement, monitor, and evaluate the implementation of the conservation of water resources, efficient use of water resources, and control of water damage".

Thus, the Department of Water Resources Management (NRM) is a provincial government agency or district / city governments in charge of irrigation, which plan, implement, monitor, and evaluate the implementation of the conservation of water resources, efficient use of water resources, and control of water damage.

Department of Water Resources Management has the function; (a) Formulation of technical policy in the field of water resources management, (b) Provision of support on the regional administration in the field of water resources management, (c) Development and implementation of tasks in the field of water resources management, (d) Implementation of the other tasks given by the Regent in accordance with its duties and functions.

Planning according to Umar (2000: 34) is a process or function that is a decision management in estimating the (assumed or predicted actions) needs of the organization in the future.

Planning is meant here is planning to focus attention on how to allocate government resources efficiently and effectively. In this case, development planning as a collective activity that should involve the whole community, both directly and indirectly.

Government Regulation No. 20 of 2006 on Irrigation Article 1, Section 12 states that "the network is the irrigation channels, building, and a supplementary structure which is an integral and necessary for the provision, the distribution, administration, use, and disposal of irrigation water", while in paragraph (34) explained that "the construction of the irrigation network is the whole activity of providing irrigation network in certain areas where no irrigation network".

In Law 25 Year 2004 concerning the national development planning system in Article 1 (3) explains that the unity ordinance planning to produce development plans in the long term, medium term, and annual implemented by a component of the state and society at central and regional level .

According to Umar (2001: 16-17) is based on the time period, the planning can be divided into; (a) Long-Term Planning. This plan will reach about 20-30 years. The plan is still in the form of an outline that is both strategic and general, (b) Medium Term Plan. Usually reach about 3-5 years. Long-term planning will be broken into several medium-term implementation, so that each stage should be adjusted to the priority. (c) Short-Term Planning. Usually reach a maximum of 1 year. In fact, this plan can be made in monthly intervals, or semi-annually. This plan is more concrete and more detailed, more measurable and clear objectives to be achieved,

including in the use of resources, implementation methods as well as the start time.

According to Munir (2002: 35-39) having regard to development planning guidelines issued by Bappenas, National Planning Agency, there are five stages, namely (a) the development of policies (b) programming (c) preparation of financing.

Based on the relevant regulations and documents of national development planning, policy direction in the management of water resources as follows; (a) Achieve synergies and avoid conflicts between regions, between sectors, and between generations in order to strengthen national defense, unity, and unity of the nation. (b) Promote the integrated management of water resources between sectors and related areas in the central, provincial, district / city and river areas. (c) Balancing conservation and utilization of water resources in order to realize the benefits of sustainable water for the welfare of all the people of both the present and the coming generations. (d) Balancing social functions and economic value of water to ensure the fulfillment of basic needs of each individual will be water and utilization of water as an economic resource that adds value optimized by taking into account the preservation and maintenance costs. (e) Implement regulation of water resources wisely so that the management of resources can be organized balanced and integrated. (f) Develop a financing system of water resource management that takes into account the principle of cost recovery and socio-economic conditions of society. (g) Develop institutional system for water resources management opened access to public participation and to realize the separation of regulatory functions (regulator) and the function manager (operator). Source: www.bappenas.co.id

The factors that influence policy formulation by Nigro and Nigro in the book by M. Irfan Islamy (2000: 25-26) entitled Principles of State Policy formulation is as follows:

a. The influence of external pressures

Often administrators must make a decision because of pressure from the outside, although no decision-making approach with the name "comprehensively rational" which means the administrator as a decision maker must consider alternatives that will be selected based on assessment of "rational" all, but the processes and procedures for The decision can not be separated from the real world. So that the existence of external pressures that take effect on the decision-making process.

b. The influence of personal traits

Various kinds of decisions made by decision-makers influenced by personal traits. Like for example in the admissions process / appointment of new employees, often factor personality traits play a major role once the decision maker.

c. The influence of the past state

Experience training and experience (history) previous work affect decision-making. As such people often make the decision not to delegate some of the authority and responsibility to others for fear that the authority and responsibility bestowed on it misused. Or also those who work in headquarters often make decisions that are not in accordance with the situation on the ground, and so on.

3. Research Methods

This study uses phenomenological models because it is a model that describes the study of the meaning of life experience of some individuals. For this purpose there are four techniques of data collection in this study, namely: literature, observations, interviews, and documentation. The technique of data analysis is the reduction, presentation and drawing conclusions. Conducted technical examination of the validity of the data, especially examining the information obtained in the field, based on the results of the planning documents and field data. Test confidence by extending the observations, increasing persistence, triangulation, negative case analysis and use of reference materials.

4. Results and Discussion

The results of this study will be presented in accordance with the data that has been collected and obtained questionnaire on the analysis of public policy formulation process of the development planning of irrigation network in the office using a descriptive analysis of the data tabulation techniques, frequencies and percentages as follows:

4.1. Preparation of irrigation network development planning agenda in finding the hidden assumptions.

It is understood that the preparation of the irrigation network development planning agenda in finding the hidden

assumptions as according to respondents with the highest frequency of about 18 people or as many as 62.07% of respondents rate the agenda planning help in finding a hidden assumptions on development of irrigation networks, 11 people or as much as 37.93% of respondents were very helpful, no respondents did not help or less help, so the preparation of irrigation network development planning agenda in discovering hidden assumptions categorized as Very Good.

4.2. Preparation of planning agenda in diagnosing the causes of the problem of development of irrigation networks

Preparation of irrigation network development planning agenda as according to respondents with the highest ratings were 21 or as much as 72.41% rate the agenda planning of irrigation networks help identify the cause of the problem, 8 people or as many as 27.59% of respondents were very helpful, no respondents no help or less help, so the preparation of irrigation network development planning agenda in identifying the cause of the problem is categorized Very Good.

4.3. Agenda-planning in charting the development of the network allows for irrigation

Explained that the preparation of the irrigation network development planning agenda as according to respondents with the highest ratings as many as 24 people or as many as 82.76% assess petrified planning agenda in charting the network allows for the construction of irrigation, 5 or as much as 17.24% of respondents very helpful, no respondents did not help or less help, so the preparation of the agenda of the irrigation network development planning helps illustrate achievable goals categorized Very Good.

4.4. Preparation of Irrigation Network Development Planning Agenda In view Blending The Contrary

Preparation of irrigation network development planning agenda as according to respondents with the highest ratings were 22 people or as many as 75.86% rate the agenda planning of irrigation networks help integrate conflicting views, 7 people or as many as 24.14% of respondents were very helpful, no respondents judge does not help or less help, so the preparation of irrigation network development planning agenda for the integration of conflicting views categorized as Very Good.

4.5. Agenda Formulation Development Planning Irrigation In Designing A New Opportunity Policy

Preparation of irrigation network development planning agenda as according to respondents with the highest ratings of 25 people or as many as 86.21% rate the agenda planning of irrigation networks help in designing new policy opportunities, 4 people or as many as 13.79% of respondents were very helpful, No respondents did not help or less help, so the preparation of the irrigation network development planning agenda helps illustrate achievable goals categorized Very Good.

4.6. Policy formulation development planning irrigation network in the future to test flexible

Policy formulation development planning irrigation networks as according to respondents with the highest ratings as many as 17 people or as many as 58.62% rate the policy formulation development planning irrigation network is able to examine the future of flexible, 12 people or as many as 41.38% of respondents are very capable, no respondents are unable or less able, so the policy formulation development planning irrigation network in the future and flexible test categorized Very Good.

4.7. Policy formulation development planning irrigation network in the future to test potential

Explained that the policy formulation development planning irrigation networks as according to respondents with the highest ratings as many as 16 people or as many as 55.17% rate the policy formulation development planning irrigation network is able to test the potential future, 13 or as much as 44.83% of respondents are very capable, no respondents are unable or less able, so the formulation of policy planning in the irrigation network to test potential future categorized as Very Good.

4.8. Policy formulation development planning irrigation network in the future that is worth testing the normative

Policy formulation development planning irrigation networks as according to respondents with the highest ratings as many as 23 people or as many as 79.31% rate the policy formulation development planning irrigation network is able to examine the future of valuable normative, 6 people or as many as 20.69% of respondents are very capable, not No respondents are unable or less able, so the policy formulation development planning irrigation network in the future to test the worth of normative categorized Very Good.

4.9. Policy formulation development planning irrigation network in estimating the effect of policies existing or proposed

Explained that the policy formulation development planning irrigation networks as according to respondents

with the highest ratings as many as 24 people or as many as 82.76% rate the policy formulation development planning irrigation networks are very capable of estimating the effect of policies that exist or are proposed, 5 people or as much as 17.24% respondents were able, no respondents are unable or less able, so the policy formulation development planning irrigation network in the future to test the worth of normative categorized Very Good.

4.10. Formulation of policy planning in the irrigation network to identify obstacles that might occur in the achievement of objectives.

Policy formulation development planning irrigation networks as according to respondents with the highest ratings as many as 21 people or as many as 72.41% rate the policy formulation development planning irrigation networks are very capable of recognizing the constraints that might arise in the achievement of goals, 8 people or as much as 27.59% respondents were able, no respondents are unable or less able, so the formulation of policy planning in the irrigation network to identify obstacles that might arise in the achievement of goals categorized Very Good.

4.11. Policy formulation development planning irrigation network in estimating the political feasibility

Explained that the policy formulation development planning irrigation networks as according to respondents with the highest ratings as many as 19 people or as many as 65.52% rate the policy formulation development planning irrigation network is able to estimate the political feasibility, 10 people or as many as 34.48% of respondents are very capable, no respondents are unable or less able, so the policy formulation development planning irrigation network in estimating the political feasibility categorized Very Good.

4.12. Factors Influencing Public Policy Formulation Process Against Irrigation Area Development Planning

a. Pressure from farmers' groups in the process of policy formulation development planning irrigation network

Explained that pressure from farmers' groups in the planning process of irrigation networks as according to respondents with the highest ratings of 25 people or as many as 86.21% considered that there is always pressure from farmers' groups in the process of planning the extension of irrigation, 4 people or as much as 13.79% respondents sometimes, no respondents rarely and no judge never. So, in the irrigation network development planning is categorized Pretty Good.

b. Demands that the secondary channel immediately improved.

Demands that the secondary channel immediately improved as according to respondents with the highest ratings as many as 23 people or as many as 79.31% considered that there is always a demand that the secondary channel immediately improved, 6 people or as many as 20.69% of respondents sometimes, no respondents the judge rarely and never, so their demands for enhanced secondary channel immediately categorized Good Enough.

c. Office holders involved in the planning process tends to formulate a plan that exceeds the capabilities of available resources

As according to the respondents with the highest ratings as many as 16 people or as many as 55.17% considered that the highly influential position holders involved in the planning process tends to formulate a plan that exceeds the capabilities of available resources, 8 people or as many as 27.59% of respondents assess the impact, 5 people or as many as 17.24% of respondents rate the less influential, no judge has no effect, so functionaries involved in the planning process tends to formulate a plan that exceeds the capabilities of available resources categorized Very Good.

d. Orientation planning always top-down planning with fixed await instructions without regard to the appreciation of the leadership of the community

According to the respondents with the highest ratings as many as 18 people or as many as 62.07% considered that the infrequent orientation planning always top-down planning with fixed await instructions without regard to the leadership of public appreciation, 7 people or as many as 24.14% of respondents never, 4 people or as many as 13.79% of respondents sometimes, no judge always, so the orientation planning always top-down planning with fixed await instructions without regard to the leadership of the community's appreciation categorized Good.

5. Conclusion

Based on the results of research on the analysis of public policy formulation process of the irrigation network development planning in the Office of Water Resources Management Sidenreng Rappang Regency who have described in the previous chapter, it can be concluded as follows:

In the analysis of public policy formulation process of the irrigation network development planning in the Office

of Water Resources Management Sidenreng Rappang be concluded that of 11 (eleven) questionnaire which discusses irrigation network development plan submitted proposed can be concluded that the irrigation network development planning The Office of Water Resources Sidenreng Rappang Regency accordance with the existing percentage of "Very Good"

While the Factors that influence the process of public policy towards irrigation network development planning in the office of Water Resources Management Sidenreng Rappang are 1) the influence of pressure from the outside

2) the influence of personal characteristics, and 3) the influence of past state and that of 4 (four) questionnaire and the interviews that discuss these factors, be concluded that the factors proposed as appropriate percentage there is "Good Enough"

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