

Implementation of Self-Help Housing Stimulant Assistance (BSPS) Policy In Kauneran Village, Sonder District, Minahasa Regency

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ABSTRACT

The research was conducted in North Sulawesi Province, focusing on Kauneran Village, Sonder District, Minahasa Regency. This location was chosen because initial data showed that the area was one of the major recipients of BSPS assistance. The purpose of this research is to Describe, analyze and explain the Implementation of the Self-Help Housing Stimulus Assistance (BSPS) Policy in Kauneran Village, Sonder District, Minahasa Regency. This study will use a qualitative approach with the aim of gaining an in-depth understanding of the implementation of the Self-Help Housing Stimulus Assistance policy, as well as identifying the determinant factors that influence the success and obstacles to program implementation in the field. Based on the results of research and discussions that have been conducted regarding the implementation of the Self-Help Housing Stimulus Assistance (BSPS) policy, several main points can be concluded as follows: The implementation of the BSPS Policy in Kauneran Village has not been fully optimal, although in general it is running according to procedure. Several indicators show success such as the distribution of building materials, community involvement, and the involvement of craftsmen. However, there are still technical and non-technical obstacles that hinder the effectiveness of the program.

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INTRODUCTION

The Self-Help Housing Stimulus Assistance (BSPS) Policy is a policy taken in order to help low-income communities to improve the quality of self-help housing based on mutual cooperation. The right to a decent place to live is recognized in various existing rules/regulations, both nationally and internationally. Article 28H Paragraph (1) of the 1945 Constitution states that every citizen has the right to live in physical and spiritual prosperity, to have a place to live, and to have a good and

healthy living environment. Our country responsible for protecting all Indonesian people through the provision of housing and residential areas so that the community is able and can have and inhabit decent and affordable homes in healthy, safe, harmonious, and sustainable housing throughout Indonesia. Policies on housing and residential areas are regulated and stipulated through Law Number 1 of 2011. The BSPS program not only provides assistance in the form of building materials, but also encourages active community participation through the principle of self-reliance. This means that recipients of assistance are expected to participate in the process of building or repairing their homes by donating energy, time, and additional materials if needed. With this approach, it is hoped that independence and a sense of ownership can grow among the beneficiary community.

The Directorate General of Housing of the Ministry of PUPR through the North Sulawesi Provincial Housing Provision Work Unit responded to this challenge through the Self-Help Housing Stimulus Assistance (BSPS) Activity. The BSPS Activity Program was implemented by the North Sulawesi Provincial Housing Provision Work Unit from 2016 - 2024. This BSPS activity has been regulated in Regulation of the Minister of Public Works and Public Housing Number 7 of 2022 concerning the Implementation of Housing Development Assistance and Provision of Special Housing, mandates that self-help housing development assistance is a housing assistance program based on community initiatives and efforts to provide access to habitable housing, including the Self-Help Housing Stimulus Assistance (BSPS) program.

The implementation of public policy has been studied extensively through various models that emphasize the importance of factors such as communication, coordination, availability of resources, and implementer capacity, Edward III's theory (1980:1) in JE Langkai's book (2020: 48-49) There are four main issues for effective policy implementation, namely communication, resources, disposition or attitude, and bureaucratic structure. Communication is concerned with how policies are communicated to organizations and/or the public. Resources are concerned with the availability of supporting resources, especially human resources. Resource readiness includes the quality and quantity of implementing staff, the availability of information for staff, the breadth of authority given to implementing staff, and the availability of supporting facilities for staff. It is believed that motivation is a basic condition that must be considered so that government officials are willing to implement public policies well. Disposition or attitude is concerned with the willingness of implementers to implement public policies. Policy implementation will be successful if the relevant parties have a strong attitude and commitment to achieving policy success. Government commitment and community response (public) are concrete examples of this aspect. Competence alone is not enough, without the willingness and commitment to implement policies. Bureaucratic structure is concerned with the suitability of the bureaucratic organization that is the organizer of public policy implementation. Implementation theory by Van Meter and Van Horn (1975) and Mazmanian & Sabatier (1983), emphasizes that the success of a policy is highly dependent on synchronization between implementing actors and adaptation to external conditions.

However, the implementation of the policy in the field, the BSPS activities have not been implemented in accordance with PUPR Ministerial Regulation number 7 of 2022 mentioned above, where articles 62 and 63 regulate the stages of implementation starting from preparation, planning, implementation, supervision and control. In the implementation of these activities at the planning and implementation

stages, problems often arise due to delays, for example, proposals submitted after verification do not meet the requirements, then during the implementation of the distribution of materials from the shop it is not according to the specified schedule, dependence on skilled workers / craftsmen who are still lacking, the houses built have a large area exceeding the standard area of a simple house.

The purpose of this research is to describe, analyze and explain the Implementation of the Self-Help Housing Stimulus Assistance (BSPS) Policy in Kauneran Village, Sonder District, Minahasa Regency. Describe, analyze and explain the determinant factors in the implementation of the Self-Help Housing Stimulus Assistance Policy in Kauneran Village, Sonder District, Minahasa Regency.

Public policy is part of the government system that aims to address various community problems. According to GH Tumbel (2024:12), public policy is a decision made by a party that has authority (authority) in a political system as a political decision for a common goal in addressing public or community problems. In other words, public policy functions as a tool used by the government to create changes that are beneficial to the wider community.

James E. Anderson (1979) defines public policy as the behavior of a number of actors (officials, groups, government agencies) or a series of actors in a particular field of activity. In this context, public policy reflects the interests of the various groups involved, both at the government level and among the general public. The formation and implementation of public policy cannot be separated from the political, social, and economic dynamics that influence the various decisions taken.

Thomas R. Dye in JE Langkai's book (2020: 25) provides the most memorable and perhaps most practical definition of public policy, namely "whatever government decides to do or not to do". Furthermore, Peterson (2003) argues that public policy is generally seen as government action in dealing with problems, by directing attention to "who gets what, when and how".

Nugroho (2011: 618) in the book Public Policy JE Langkai ((2020:46) said that policy implementation is a way for a policy to achieve its goals, which is implemented in the form of programs or derivatives of public policy. Public policy in the form of laws requires general guidelines or implementation guidelines.

According to George C. Edwards III (1980), the implementation of public policy includes four main factors, namely communication, resources, disposition, and bureaucratic structure. Effective implementation requires good coordination between stakeholders so that the policy can run according to the objectives that have been set.

Van Meter and Van Horn (1979) explained that policy implementation is influenced by six variables, namely: Policy standards and objectives, Resources, Characteristics of implementing agents, Communication and coordination between organizations, Social, economic and political conditions, and Tendencies and responses of policy implementers.

METHOD

This study will use a qualitative approach with the aim of gaining an in-depth understanding of the implementation of the Self-Help Housing Stimulus Assistance policy, as well as identifying the determinant factors that influence the success and obstacles to program implementation in the field.

The type of research used is a case study with a qualitative method. The case study was chosen to examine in depth the implementation of the BSPS Program in

Kauneran Village, Sonder District, Minahasa Regency, which is considered one of the locations with significant aid recipients. This approach allows researchers to explore the context, process, and interaction between actors involved in the implementation of the program.

This research uses a qualitative approach because:

1. **Depth of Analysis:** A qualitative approach allows researchers to explore in depth the perceptions, experiences, and dynamics of interactions between stakeholders in policy implementation.
2. **Social and Cultural Context:** This method is suitable for understanding the context local, especially geographical and socio-economic conditions in North Sulawesi Province.
3. **Data Flexibility:** The qualitative approach provides flexibility in collecting and analyzing data from various sources, thereby producing a comprehensive picture of the BSPS implementation process.

The research was conducted in North Sulawesi Province, focusing on Kauneran Village, Sonder District, Minahasa Regency. This location was chosen because initial data showed that the area was one of the major recipients of BSPS assistance.

Research subjects include 1) Local government apparatus (Village Head); 2) District Coordinator (Korkab) / Field Facilitator (TFL) who accompanies the community; 3) BSPS beneficiary community.

The focus of this study is the Implementation of Public Policy for Self-Help Housing Stimulus Assistance (BSPS) Activities in Kauneran Village, Sonder District, Minahasa Regency, related to the process of distributing building materials, community participation, and human resources / craftsmen. And the determinant factors for the implementation of BSPS activities include financing, partisanship / responsiveness and supervision.

Data was collected through several techniques to ensure diversity of sources and strengthen the validity of the information, including:

1. **Interview :**
Conducted in a semi-structured manner with key informants, such as village government officials, Korkab/TFL, and BSPS beneficiaries. Interview guidelines were prepared to explore experiences, perceptions, and challenges in program implementation.
2. **Participatory Observation:**
Researchers conducted field visits to directly observe the implementation, interactions between actors, as well as the physical conditions and supporting infrastructure at the research location.
3. **Documentation Study:**
Secondary data collection was carried out through a review of related documents, such as laws and regulations, program evaluation reports, technical guidelines, as well as meeting notes and archives of related agencies.

Data analysis was carried out with the following steps:

1. **Data Reduction:**
Data obtained from interviews, observations, and documentation were reduced through a process of sorting and coding based on key themes, such as clarity of procedures, community participation, resource constraints, and supervision.
2. **Thematic Analysis:**

Identifying important themes emerging from the data. Each theme is analyzed to reveal the relationship between determinant factors and the implementation of the BSPS program.

3. **Data Triangulation:**

Data from various sources are compared and confirmed to ensure consistency of information. This triangulation technique helps to increase the validity of research results.

4. **Data Interpretation:**

The analyzed data is interpreted in depth to describe the process, dynamics, and challenges of BSPS implementation, which is then linked to the public policy theories that have been discussed.

RESULT AND DISCUSSION

Based on the research results presented in the previous sub-chapter, this section discusses the implementation of the Self-Help Housing Stimulus Assistance (BSPS) policy in Kauneran Village by linking empirical findings with the theoretical framework of public policy implementation. The implementation model by George C. Edwards III emphasizes four key variables (communication, resources, disposition, and bureaucratic structure) that must run simultaneously. Similarly, the Van Meter and Van Horn (1975) framework identifies six variables (policy size and objectives, resources, inter-organizational communication, implementer characteristics, socio-economic environment, and implementer tendencies) that influence implementation performance. By referring to these theories, the discussion will focus on: (1) implementation of the BSPS policy which includes the distribution of building materials, community participation, and human resources (workers); and (2) determinant factors in implementation, namely the availability of financing, the partisanship/responsiveness of implementing officials, and supervision.

Implementation of BSPS Policy

The results of the study indicate that the implementation of the BSPS Program in Kauneran Village involves three main interrelated aspects: distribution of building materials, community participation, and human resources (workers). These three elements determine the smooth implementation of the program in the field. In the Edwards III theoretical framework, these aspects are primarily related to resource and communication variables. Edwards emphasized that effective implementation requires the availability of adequate resources (both material, financial, and human resources) and clear communication between implementers. On the other hand, the success of BSPS is also greatly influenced by the participation and support of the target group, which is in line with the principle of self-reliance of this program. The following is a discussion of each sub-aspect of BSPS implementation:

Distribution of Building Materials

Distribution of building materials is a crucial technical component in the implementation of BSPS. In Kauneran Village, the distribution mechanism is carried out through two local building stores that are appointed as material distributors. Field findings indicate that the distribution of materials is not always on time according to

the set schedule. In particular, in the first stage of distribution, there were often delays in the delivery of building materials. This was caused by several factors: (a) high simultaneous demand from 36 beneficiaries at the beginning of the project, (b) limited fleet of trucks to transport heavy materials (such as sand, stone, gravel) so that recipients had to queue, and (c) the logistics capacity of the two distributor stores that had to divide the distribution (the first store for 21 units, the second store 15 units. A Field Facilitator (TFL) described this situation: "The distribution of building materials... is often delayed or behind schedule... the fleet of trucks is limited so that beneficiaries have to queue to wait for the distribution of materials. As a result of this delay, the implementation of construction in the field was also delayed because the main materials (such as sand, stone, cement) were not available on time.

Human Resources / Handyman

The availability of human resources, especially construction workers (craftsmen), is a determining factor in the success of BSPS house construction in terms of time, quality, and cost. According to PUPR Ministerial Regulation No. 7/2022, construction is carried out independently by aid recipients, but they may involve craftsmen from the surrounding community or professional workers. Ideally, the craftsmen come from local sources to empower the local community and reduce additional costs. Field findings reveal diverse conditions related to this aspect. Some recipients are able to manage their workforce well – for example, some have prepared local craftsmen (their own relatives) from the start and continue to use the same craftsmen until the work is completed. The craftsmen have even participated in skills training held in the village, so that the quality of their work is guaranteed. This case shows good practice: the use of trained and consistent local craftsmen, which helps maintain continuity of work and increases a sense of ownership (because the craftsmen are part of the community). However, not all recipients have the same convenience. Many recipients face challenges of shortages of craftsmen and other labor constraints. In some houses, the recruited craftsmen quit midway, so the recipients had to find replacement craftsmen; often new workers set higher wages than before, increasing the burden of self-reliance and hampering progress. Informant NR (recipient) said: "My house was completed late because of the problem of workers; when the workers quit and called new workers, they asked for a higher price than the previous workers. In addition, the limited number of workers is especially felt during certain seasons. During the clove harvest season, many construction workers switch to the gardens so that there is a shortage of workers in the village. As a result, one worker has to handle 2-3 houses at once, clearly this slows down the completion of each house. Other external factors such as bad weather (heavy rain) and difficult access to the location (damaged roads, no electricity) also hamper the performance of workers in the field. Rain delays construction work, while the lack of electricity makes it difficult to use equipment or work overtime at night. In fact, there are recipients who are forced to postpone the start of construction until the end of the year (November) due to various obstacles, so that the effective time for the work is very short. In such conditions, the workload of the workers and assistants (TFL) becomes very heavy.

This labor factor analysis is closely related to the human resource variable in implementation theory. Edwards III emphasized that the number and expertise of adequate implementing staff are prerequisites for program success. The lack of skilled

workers at the local level means that the program cannot be implemented on time or with optimal quality. The Kauneran case proves this: the delay in the construction of most of the houses was due to insufficient laborers both in terms of quantity and continuity. Edwards even emphasized that the lack of human resources can lead to failure of supervision and implementation that is far from perfect. This is reflected when one TFL has to assist 36 housing units at once in a short time - several aspects of supervision (such as photo documentation of progress) are missed. From the labor side, when one person handles many houses, it is impossible for all to be completed on time. Thus, the limited human resources in Kauneran have double implications: the physical process is hampered and the assistance/supervision function is less than optimal.

Determinant Factors in BSPS Implementation

In addition to reviewing the implementation process based on the sub-focus above, this study identifies determinant factors that influence the effectiveness of the BSPS policy in Kauneran Village. Theoretically, these factors are in line with the key variables of policy implementation put forward by experts. Van Meter & Van Horn (1975), for example, mention the importance of resource support, implementer attitudes, and implementation conditions/structures in determining the success of the policy... While Edwards III highlighted similar things through his four variables (where financing is part of the resources, responsiveness is related to the implementer's disposition/attitude, and supervision is related to the structure and communication in the bureaucracy). The findings in Kauneran confirmed three main determinant factors: (1) the availability of BSPS financing, (2) the partisanship or responsiveness of the implementing apparatus, and (3) supervision. The following is the discussion:

Availability of BSPS Financing

Program financing is a fundamental factor that determines the extent to which policy outputs can be achieved. The BSPS program in Kauneran in 2024 provides assistance worth IDR 20,000,000 per house, consisting of IDR 17.5 million for building materials and IDR 2.5 million for labor wages. These funds are distributed in stages (two stages) according to construction progress: payment of stage 1 after the initial materials are completely distributed and physical progress is ~30%, then stage 2 with a similar mechanism. Based on the findings, the amount of assistance of IDR 20 million is considered sufficient for light house renovations, but is insufficient for building new houses, especially those exceeding simple standards (36 m²). The reality in Kauneran is that many recipients completely demolish their old houses and build new houses larger than 36 m², so that costs are much more than IDR 20 million. As a result, recipients must provide additional funds that are large enough to cover the shortfall. The District Coordinator (Korkab) of BSPS acknowledged this: "The aid funds received amounted to 20 million, if only for home repairs, should be sufficient. However, if the old RTLH building is completely dismantled... the funds are not sufficient, and must have sufficient funds. The large need for self-help is what causes many recipients to experience delays in completing the construction of their homes. In other words, limited program funding has implications for slow progress in the field when recipients are unable to immediately meet the shortfall in costs.

Despite the obstacles, it should be noted that community self-reliance is actually the core of the BSPS paradigm: the government only stimulates, and the community is also responsible for building their homes. However, in order for this

principle to be fair, the financial capacity of residents should be a quota consideration or there needs to be a cross-subsidy scheme. Otherwise, the program could be biased towards those who are relatively more capable. In Kauneran, this is the reality - two families withdrew because they were unable to be self-sufficient. This indicates the need for policy flexibility: perhaps providing a larger portion of assistance or loan support for those in dire need. In short, the availability of adequate and timely financing is a determining factor in the success of BSPS implementation. Without it, the program's goal of providing decent housing for MBR will be difficult to achieve according to the planned time and quality.

Partisanship / Responsiveness

The next determinant factor is the partisanship of the apparatus and the responsiveness of the program implementers to the needs of the community. Partisanship can be interpreted as the commitment and orientation of the implementers to ensure that the program is right on target, while responsiveness refers to the speed and accuracy of the response to complaints or obstacles in the field. The research findings indicate that village officials and BSPS field assistants in Kauneran showed a fairly high level of partisanship and responsiveness. From the initial stage, the Village Government proactively assisted prospective recipients in completing administrative requirements, as long as the candidates met the program criteria. The Village Head (OE) emphasized that his party facilitated the ratification of the recipient proposal documents, in order to speed up the process of determining aid recipients. However, he also remained selective according to the provisions - only those who met the requirements were assisted. This attitude shows a commitment to running the program according to the rules (not passing those who are not entitled), but also helping those who are entitled so as not to be hampered by bureaucracy. In addition, the village government applies the principle of priority: the program is prioritized for MBR who are willing and able to be self-sufficient, so that assistance is truly used effectively. This step, as discussed earlier, ensures the success of development (because recipients are ready), although the consequence is that it excludes those who are not able to be self-sufficient. In the implementation, village officials also actively monitor the progress of development. They encourage recipients to immediately complete their houses so that they can be occupied as soon as possible. Even whenever there are obstacles faced by recipients in the field, the village government tries to help find solutions. The Village Head informant stated: "If there are complaints from the community regarding this activity, they will be followed up immediately. We also accompany and monitor the implementation of the work to see if there are any obstacles or barriers faced. This statement is supported by the testimony of aid recipients (DA) who feel continuous encouragement from the Village Head and his staff to accelerate the completion of the house.

Supervision

Supervision is the last important element identified as influencing the implementation of BSPS in Kauneran. Supervision here includes monitoring, evaluation, and mentoring activities to ensure the program runs according to plan and standards. Formally, supervision of the BSPS program is carried out in stages by various parties: starting from the Village Government, TFL, Korkab, Experts (province), to the Self-Help Home Commitment Making Officer (PPK Ruswa) at the central/provincial level. Each has a role: for example, TFL monitors daily in the field, Korkab supervises the area, and PPK ensures that administrative and financial aspects

are in accordance with the rules. Field findings show that in Kauneran Village, the supervisory function is carried out quite actively, especially by TFL and the Village Government as the closest spearhead. TFL routinely accompanies and motivates recipients so that the work is completed on time. The beneficiary felt the presence of TFL throughout the process: "TFL's work supervision was always routinely carried out to encourage me to finish the work quickly... TFL also always accompanied and supervised from the beginning to the end of the work. This quote from the beneficiary (JR) confirms that TFL's role is not only to supervise passively, but also to encourage and provide encouragement to the beneficiary amidst time and weather constraints. Even when problems such as late materials occurred, the beneficiary immediately reported to TFL and TFL immediately followed up with the provider, this shows that there is an effective complaint communication channel in the supervision system. From the Village Government's side, they also monitor progress (as mentioned in the responsiveness factor) so that supervision is not solely handed over to TFL. It can be said that field supervision is continuous

In the framework of policy implementation, supervision is part of the bureaucratic structure and process that ensures accountability and continuous evaluation. Grindle (1980) stated that the success of implementation is also influenced by the system's ability to monitor and adjust policies during implementation (feedback loop). Similarly, Hogwood & Gunn (1984) include "perfect supervision" as one of the ideal requirements for implementation. Of course, in practice it is difficult to achieve perfect supervision, but the BSPS Kauneran case shows the importance of a multi-level monitoring system. The involvement of many actors in supervision (from TFL to Kejati) reflects the seriousness in keeping the program on track and free from misappropriation. This is positive in terms of public accountability. However, the heavy burden on the lowest level (TFL) indicates the need to strengthen the capacity of the implementing structure. Referring back to Edwards III, an effective bureaucratic structure must support field implementers, not burden them. If one TFL handles too many houses in too short a time, the effectiveness of supervision decreases. Managerial solutions can be in the form of increasing the number of facilitators per village when the volume of units is high, or extending the duration of work (if possible) so that supervision is more flexible.

Overall, the supervision factor in BSPS Kauneran has a positive impact by maintaining the integrity of implementation and helping to resolve on-site problems quickly. However, for future improvements, improvements can be directed at: (a) adding assistants or volunteer supervisors from the community (for example involving village cadres) to lighten the TFL's duties, (b) utilizing information technology for monitoring (so that documentation and reporting are more efficient, reducing manual burdens), and (c) planning a longer or more flexible implementation time, so that supervision does not seem to be chased by a deadline that is too tight. With this support, the supervision function will be more effective and able to guarantee that the BSPS program objectives are achieved on target, with the right quality, and on time.

CONCLUSION

The implementation of the BSPS Policy in Kauneran Village is not yet fully optimal, although generally running according to procedure. Several indicators show success such as the distribution of building materials, community involvement, and the

involvement of craftsmen. However, there are still technical and non-technical obstacles that hinder the effectiveness of the program.

Distribution of building materials still facing challenges in terms of time and quality. It was found that delays in material delivery and the quality of goods that did not meet specifications often occurred. This was exacerbated by the distance between the provider's shop and the location of the recipient's home, as well as limited direct supervision of the distribution process.

Community participation as recipients of assistance tend to be passive. Community involvement is more formal administrative, such as during verification or signing of documents. The culture of mutual cooperation that is expected to support program implementation has not fully grown. Some residents show dependence on external parties, especially on Field Facilitators (TFL) and the Village Government.

Human resources, especially labor, are still inadequate both in quantity and quality. Many beneficiaries have difficulty in obtaining competent, fast, and low-cost workers. In some cases, delays in building completion are caused by rotation of workers or inefficient work processes.

BSPS financing availability is very limited. Stimulus assistance of ±Rp20 million per housing unit only covers a small portion of the total needs for housing construction or rehabilitation. As a result, recipients of assistance must rely on self-reliance, which not all households are able to fulfill. This disparity in financial capacity causes inequality in building results.

The partisanship and responsiveness of village government officials and program assistants is considered good, especially in coordination and communication efforts. However, not all field problems can be responded to quickly and effectively, especially those related to budget constraints or delays in material supplies.

Supervision in the implementation of BSPS is tiered but not yet optimal. Although there is monitoring from TFL, Korkab, Satker, to the High Prosecutor's Office, the implementation of supervision is still limited because the ratio of assistants is not comparable to the number of aid recipients. Community supervision has not been active due to weak social control at the local level.

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