

Building Sustainability of Public Service Innovation in Bandung City, West Java, Indonesia

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Abstract—Continuity of innovation is very pivotal to improve the effectiveness of public service delivery. Various innovations have been tried to be made to solve problems and improve the quality of public services. The Bandung City Government has implemented various innovations, even the city of Bandung recognized as the best performer in public service innovation competition particularly in the 2018 Innovative Government Award (IGA), but then received 6th place in the same competition in 2019. However, the question is how to keep innovation in the heart of organization and become sustainable, what kind of solutions can be proposed to sustain the innovation in public service? To gather data and information regarding the continuity of innovations in Bandung City Government, case study, interview and focus group discussion (FGD) are applied as methods of the research. The research findings indicate that in improving the sustainability of public service innovation, integrated management system, policy, leadership and citizen participation are crucial in sustaining innovation in the Bandung City Government.

Keywords— *sustainability, public service, innovation*

I. INTRODUCTION

Sustainability of innovation is very pivotal to increase the effectiveness of public service delivery. Related to this, several public officials who deal with public service issues, gave their opinions. For example, the Deputy for Public Service of the Ministry of Administrative and Bureaucratic Reform [1] said that the greatness and success of an innovation in the public service sector is successful if innovation can continue even though the leadership changes and its management has moved to someone else's place. In fact, the sustainability of innovation is one of the criteria for innovation in the Regulation of the Minister of Administrative Reform and Bureaucratic Reform of the Republic of Indonesia Number 19 of 2016 concerning Public Service Innovation Competition in Ministries

Institutions, Regional Governments, State-Owned Enterprises, and Regional-Owned Enterprises in 2017 [2]. In this regulation, it is stated that innovation has the following criteria: Sustainable in the sense of providing assurance that public service innovations are continuously maintained, implemented and developed with the support of programs and budgets, organizational tasks and functions, as well as laws and regulations.

Empirical and theoretical research shows that the sustainability of public service innovation carried out by local governments is constrained by various factors. For example, Putra's study of the sustainability of innovation in the health sector called E-Health in the City of Surabaya, sustainability is constrained by various factors, one of which is the ability of the community to access and follow technological developments so that people do not get added value from these public service innovations [3]. A research conducted by Ridlowi & Hilman regarding the innovation of Computer Assisted Test (CAT) based employee selection conducted by National Employee Board or *Badan Kepegawaian Negara* indicates that the continuity of innovation is determined by institutional relationship factors, namely the unclear duties and functions of each institution that has a cross section of the task fields equal in employee selection [4]. Meanwhile, a study conducted by Putri & Mutiarin concluded that public service innovations implemented in Indonesia were still ineffective due to insufficient innovation climate factors, the ability of human resources both leaders and employees, a system of reward and punishment that was not optimal, and the incompatibility of innovation with the values that exist in the innovation environment [5].

Based on those empirical and theoretical facts related to the problem of sustainability of public service innovation implemented by the local governments, we try to examine more deeply the factors related to the sustainability of public service innovation by taking the case of the Bandung City Government.

II. CONCEPTUAL REVIEW

The term sustainability or sustainability often connotes into several definitions such as continuation, incorporation or institutionalization [6]. However, Johnson et. al. explains that the term sustainability is associated with the sustainability process which includes various patterns or forms of programs that involve the community. Furthermore, Shediak Rizkalah and Bone state that the terminology of sustainability contains several meanings, namely: (a) maintaining the benefits obtained from the program that has been initiated, (b) continuing the program in the organization (c), building the capacity of the community to follow-up on the sustainability of the program. Johnson et. al. defines sustainability as: "the

process to ensure a sustainable adaptive and innovative system that can be integrated into a continuous process and benefits a wide variety of parties involved". In the context of this definition, a sustainable innovation is integrated into an institutionalized activity program and benefits the various stakeholders involved.

Although there is no single consensus on the definition of sustainability of innovation, various experts have attempted to define what is meant by sustainable innovation. Brands and Kilman, define sustaining innovation as [7]:

"... a process where sustainability considerations (environmental, social, financial) are integrated into company systems from idea generations through to research and development and commercialization. This applies to product, service and technologies, as well as new business and organization models".

This definition implies that sustaining innovation is a process where sustainability considerations (environmental, social and financial) are integrated into the company's system from ideas to research and development and commercialization. This applies to products, services and technology as well as new business and organizational models.

Public sector innovation is a breakthrough effort in improving the quality of public services. There are several factors that influence the sustainability of public sector innovation, including resources in the form of financial resources, human resources, and technology. Finance and humans are resources that have traditionally been organizational resources, which cannot be denied that their existence will greatly affect organizational performance. Meanwhile technology, in its current state, with the acceleration of change, is a factor that can support innovation. Good resource management will lead to efficiency and support continuous innovation. The next factor is the management system, which includes strategic focus, collaboration, networking, communication, and inclusiveness. Management system in question is how the organization's resource management system; how to focus strategy on an effort to achieve goals, how to collaborate with stakeholders, how to build networks, how to build inclusiveness. A good management system will be able to manage the environmental factors of innovation. The next factor is policy, a policy in the form of regulations issued by the government that supports the existence of innovation which will increase public trust. Next is leadership, where the leadership style will affect the continuity of existing innovations or not. Innovative leadership will encourage excellent public service. Another factor that is no less important is society. How they participate, commit and benefit from the innovations made. If this happens, it will lead to community involvement.

Resource factors, management system, policy, leadership, and community, will show the level of readiness for sustainability. The readiness for sustainability of an innovation can be seen from how the quality of an innovation can be seen

from the level of effectiveness of the innovation, how is the level of integration of existing innovations with existing innovations and systems, and how the benefits of this innovation for society. Readiness for sustainability of an innovation will determine the degree of adaptation of an innovation to the existing system. If it has high adaptability, there is a big chance that the innovation will have sustainability. Conversely, if the adaptation is low, then the innovation will be difficult to continue.

III. RESEARCH METHODS

The research method used is qualitative approach. Qualitative approach is a study related to the understanding process using certain methods that explore social or human problems [8]. Researchers construct complex, comprehensive images, analyze words, report informants' views in detail, and conduct research in natural contexts. Data collection was carried out by interviewing primary data and collecting secondary data. Data analysis was performed using pattern matching analysis [9]. After that, conclusions were drawn to further develop policy implications. The analysis unit has the same definition as cases [9]. This unit of analysis is determined by looking at its relation to the research question. To answer research questions and propositions, the case study / unit of analysis in this study is a process of innovation in the public sector and its sustainability in the city of Bandung. Primary data and information were collected through semi-structured interviews in online or in person Focus Group Discussions. Semi-structured interviews are interviews that are conducted using an interview guide, but it is possible to ask questions that are not written but related to the purpose of the study. In addition, secondary data collection is also carried out through review of data sourced from reports in *Bappelitbang* (Planning and Development, Research Board) *Diskominfo* (Communication and Information Institution) of Bandung City.

IV. DISCUSSIONS

A. Human Resource Management

Transfer of human resources and awards, related to the management of human resources of the public service, are important especially in terms of employee transfers and compensation. A study indicates that there is a dependence on certain individuals to keep innovation running. In addition, employees who create innovations are considered "outstanding" employees and therefore need to be rewarded for their achievements. This is not surprising because in the current state of affairs where there are still many problems in the public sector that need to be resolved, many innovations are needed. Thus, human resource management is needed to prepare human resources who have creativity and innovation and to adopt ongoing innovations so that they feel part of the innovation. So that when the key innovation actors are transferred, innovation can continue. Apart from that, related to the problem of not rewarding employees who innovate, the

government needs to reward them, in material or immaterial forms.

In terms of budgetary, the government has provided allocations for innovation activities in the Regional Expenditure Budget (*Anggaran Pendapatan dan Belanja Daerah or APBD*) through regional public service. However, its utilization depends on the creativity of the innovators whether they are able to optimize its use. The high dependence on budget availability, implementation constraints due to the budget cycle, high operational costs, and even some who are considered not serious about managing the innovation budget, show inefficiency in the utilization of the existing budget. This shows the need for the ability to manage the available budget and the need for creativity in finding sources of funds for the sustainability of innovation implementation. Government limitations, it is possible to make the budget for innovation only at the beginning, or in certain places, which when applied elsewhere becomes an obstacle to be implemented. Whereas an innovation will have a greater impact if it can be replicated elsewhere. For this reason, the ability to collaborate to get funding is very important for the sustainability of innovation.

The availability of information technology that can be used for public sector innovation is beyond doubt. From the available data, the number of technology-based innovations is around 130 innovations. What is felt to be a problem is the dependence on service providers and the misuse / manipulation of data. Thus, it is necessary to think about increasing the number of human resources who have the ability to manage information technology, or formally collaborate with competent parties. The existence of parties that manipulate data, can be overcome by increasing application security and / or changing the party's view of the importance of technology-based innovation through the socialization process.

Based on these three aspects, although the availability and use have been relatively good, in some cases the efficiency needs to be improved.

B. Policy

The regulation that covers innovation in Bandung City is Government Regulation PP No. 38 of 2017 concerning Regional Innovation [10] and there is also Presidential Decree 95 2018 concerning Electronic-Based Government Systems (SPBE) which encourages the use of e-government [11]. To follow up, the City Government of Bandung has translated it into various regional policies, both directly and indirectly related to the innovation program it is developing. For example, related to the development of regional innovation, the Bandung City government has enacted Mayor Regulation Number 3 of 2019 concerning the Bandung City RPJMD 2018-2023 [12]. The Middle Terms Regional Planning contains innovation programs developed by the City of Bandung. For example, the planning stipulates priority programs related to innovation, including mentioning educational innovation programs, population data utilization and innovation programs, or youth creativity and innovation development programs. The planning even stipulates development performance indicators

related to innovation, such as: the percentage of regional apparatus facilitated in implementing regional innovation and the percentage of innovation policies implemented in the regions.

To strengthen the determination to make Bandung a Smart City, the City of Bandung made Mayor Regulation No. 1470 of 2018 concerning the Bandung Smart City Master Plan for the 2018-2023 Period [13]. This is done to provide proper public services in accordance with the general principles of good governance, by making innovations that make the widest possible use of information technology. The Regulation states that the definition of a Smart City is the management of a city that utilizes various resources effectively and efficiently to solve various urban problems use innovative, integrated and sustainable solutions to provide infrastructure and provide city services that can improve the quality of life of its citizens. This regulation contains the dimensions of a smart city, namely Smart Governance, Smart Branding, Smart Economy, Smart Living, Smart Society, and Smart Environment. The six dimensions become a reference for work tools in the Bandung City Government to develop their innovation programs. The Communication and Informatics Office prepares an innovation master plan / blueprint as a follow-up to the regulation.

The elaboration of policies at the regional apparatus level in developing innovation is contained in various documents. For example, at the Health Office, innovation development is contained in the Bandung City Health Service Strategic Plan 2018-2023 where innovation in the health sector is used as a strategic issue that must be anticipated in formulating policies, programs and activities of the Office. Another example of Minilab Food Security's innovation in the Food and Agriculture Service is supported by a policy in the form of a mayor regulation, namely Bandung Mayor Regulation number 1151 of 2016 concerning Food Inspection at Minilab Food Security for Modern Markets and Traditional Markets [14].

To encourage innovation to be carried out at the regional level, a Bandung Mayor Regulation Number 034 of 2019 concerning Amendments to Mayor Regulation Number 015 of 2019 Concerning Technical Guidelines for Implementing the Innovation Development and Regional Empowerment Program (PIPPK) The mayoral regulation states that the types of activities in Community Empowerment-based PIPPK are as follows [15]: a. facilitation of empowerment within the RW; b. facilitation of PKK scope of empowerment; c. facilitating empowerment within the Youth Organization; and D. facilitation of LPM scope of empowerment. Planning for PIPPK begins with a community discussion which produces a list of physical and non-physical community needs accompanied by readiness for community participation. The results of the community consultation are then recorded in an official report signed by the Head of the RT and / or the Head of the RW. The minutes are then submitted to the Subditrik level or *Kelurahan* to be discussed in the *Kelurahan* planning. The results of the *Kelurahan* planning for activities are set forth in the form of a *Kelurahan* work plan, which forms the basis for the preparation of the (budgetary form) or RKA *Kelurahan*,

which includes empowerment within the RW scope, empowerment within the PKK scope, empowerment within the Youth Organization and empowerment within the scope of LPM. Regional PIPPK planning refers to the City Regional Medium Term Development Plan.

Policy aspects that can determine the sustainability of innovation in the regions other than in the form of regulations are also needed in the form of technical guidelines. The existence of technical guidelines is very important to provide guidance or reference in implementing innovations in the field. The preparation of technical guidelines for innovation according to information has been carried out in several regional apparatuses. For example, there are technical guidelines in implementing Minilab Food Security innovations, namely Technical Guidelines on Food Inspection at Minilab Food Security in Modern Markets and Traditional Markets. The technical guidelines have been made in the terms of books and online videos on the *e-wasmut* application 9 <https://ewasmut.bandung.go.id>. For innovation in the One-Stop Integrated Service and Capital Investment Service (DPMPTSP), the technical guidelines referred to are standard operational procedures (SOPs) as stipulated in Mayor Regulation number 024 of 2019 [16].

To support the sustainability of innovation, *Bappelitbang* has duties and functions that are contained in proposals, trials, assessment of regional innovation index awards that affect indicators of regional performance allowances, dissemination, socialization, benefit, funding, and supervision guidance.

Although the City of Bandung already has regulations and provisions as explained, there are still those who state that government regulation number 38 of 2017 concerning Regional Innovation has not been well socialized to the community. It is also felt that there is no derivative of regional regulations that become the umbrella for implementing innovations such as SOPs or systematic technical guidelines related to innovation programs ranging from planning, implementation, monitor and evaluation. This has resulted in government regulations regarding regional innovation not being implemented optimally. In addition, there are still many innovation programs that have been implemented that are not well documented because there is no standard innovation document. Apart from that, the regulations and SOPs were not well integrated.

C. Innovation ecosystem

The innovation ecosystem speaks of the innovation environment. An environment that fosters and stimulates innovation and maintains its sustainability. Starting with a strategic focus, or in other words, how the future strategy is, building a network which is then followed by collaboration among stakeholders, building communication, and building inclusiveness.

In the city of Bandung, what is felt to be a problem is that there are innovations that appear but cannot continue. Currently in Bandung, there is no innovation roadmap that includes a

comprehensive future innovation plan, although currently there is a technology-based innovation roadmap through Mayor Regulation No. 1470/2018 concerning the Smart City Bandung Master Plan. This causes the existing innovations to appear "individually", not interconnected with other innovations, and support from other aspects such as human resources and technology to appear inadequate. Even if a roadmap is available, the direction and umbrella for innovation in each field will be seen. Each regional apparatus makes an innovation with a clear direction, with various types of innovation in it, both large and small in scale. This will provide direction and encourage leaders at various levels to craft innovations.

Building a network that will be followed by collaborative action and communication in it, will make inclusiveness even higher. After identifying stake holders a network is built. Collaborative action seeks to reach out to stakeholders by using communication that creates interdependence between them. Interdependence is built through empathy. Communication is also important to build understanding of the problems that occur so that eventually a commitment emerges to jointly formulate and implement plans.

Although many innovations have been launched in Bandung City, the results of interviews show that the culture of innovation has not yet flourished. Not all parties realize the importance of innovation and that innovation can be carried out by all parties. Environmental conditions also did not allow this to occur. There is still dependence on certain parties to innovate. There is still a conflict of interest, which means that there are still innovations that cannot be understood together with their benefits. There are still those who think that these innovations will only benefit certain parties and provide losses to others, innovation is considered as an image. In addition, there is a view that innovation must have a large scale in order to have an impact. Even though the innovation looks small, if it is replicated in many places, it will have a very big impact. To overcome this, it is necessary to make efforts to change the way of thinking about innovation, to reward innovation work that is created and implemented, to build innovative leadership models, and to make innovation as part of the performance assessment set forth in the performance appraisal instrument.

D. Public Trust

Policies issued by the government will increase public trust if they have the right substance and can be implemented properly. Likewise, with policies in support of sustainable innovation. The policy issued by the City of Bandung regarding encouragement to innovate has been issued. Starting from the middle terms regional planning, as well as the Mayor Regulation which encourages Bandung to become a Smart City. Even some innovations have been supported by mayor regulations such as the Mini Lab Food Security. However, as stated above, the problem is that there are no regional regulations that serve as an umbrella for implementing innovations, such as systematic SOPs / Technical Guidelines starting from planning, implementation, monitor and evaluation. This is what causes the public to lack confidence in

the sustainability of existing innovations. Therefore, binding regulations in the form of regional regulations, mayor regulations, and even current technical guidelines are needed to foster a culture of innovation among the apparatus. For this reason, there is a need for integration and synergy between regulations related to innovation. In addition, it also requires socialization and internalization of policies regarding innovation that can be carried out in innovative forms, not in ordinary forms, adapted to current conditions. Furthermore, it is necessary to compile SOPs and technical guidelines that are part of regional innovation management.

E. Leadership for excellent public service

Leadership roles at all levels are indispensable for the sustainability of innovation. If only top-level leadership plays a role without being supported by leadership at lower levels, then innovation will be difficult to run. Likewise, if only the leadership at the middle or lower level without leadership support above it.

The existing leadership aims to bring the carriage to a better public service. Various leadership styles can be used depending on who and how the characteristics of subordinates and stakeholders are faced. What is certain to have is innovative leadership that is oriented towards better public services in the future. Leadership who is able to manage resources within the organization and manage networks and be able to collaborate with stakeholders.

Based on the results of the interview, it is known that there are still several heads of regional apparatus who understand the importance of a sustainability and sustainability of innovation products in their regional apparatus. The majority do not understand the meaning of innovation management and development, due to their lack of leadership competence in building an innovation in their regional apparatus. Even so, there are agencies that have innovations that come from lower-level leadership. This shows that innovation competence is required at all levels. Although there is leadership training that requires each alumnus to make a change project in the form of innovation, the sustainability of this innovation needs to be ensured. Not only requires leadership commitment, innovations, made must ensure compatibility with related systems, both in terms of rules and information systems so that their sustainability can be more guaranteed. In addition, it also ensures the involvement of stakeholders in its implementation.

The problems that exist are lack of control over ongoing innovation, lack of motivation and persuasion from superiors, strong hierarchical levels that result in leader domination, subjective views of leaders, and gaps in competence. To overcome these problems, greater control is needed from the leader for the entire innovation process that is running, fosters the desire to innovate by his superiors, provides opportunities for subordinates to make motivational decisions, and develops objective criteria in assessing innovation performance, and provides competence innovating for leaders through training.

F. Community Involvement

Public sector innovations are various efforts / breakthroughs made to improve the quality of services to the community. Quality improvement is carried out by solving various problems faced, or by increasing the effectiveness of achieving goals. Therefore, the community is a stakeholder whose involvement is very much needed so that the efforts carried out are in accordance with what they need. Involvement can be seen from the level of their participation in contributing from the idea, implementation, and utilization. Their commitment will be seen from their consistency to participate in various stages of innovation. Likewise, the feedback on the benefits they receive.

The results of the interview show that community participation and commitment are relatively good, although there are still some that have not been running optimally for various reasons. There are also people who tend to be apathetic and move on their own. For this reason, socialization that emphasizes the benefits for stakeholders needs to be done, which is also accompanied by a collaborative leadership style that does not appear to be directive.

The community feels the benefits of various innovations made by the Bandung City government, but sometimes they have expectations that are much higher than their existing capabilities but are not accompanied by involvement to increase these innovations. For this reason, it is necessary to increase understanding by the community that can be done through a collaborative innovation process. Collaborating is expected to increase public appreciation of innovations made by the government.

The factors of resources, management systems, policies, leadership, and society as described above, will affect the readiness of an innovation to be sustainable. If these factors are in optimal conditions, then the innovations implemented will be quality innovations, easily integrated, and have high value for benefits to society, which will have high potential for sustainability. From the results of the analysis above, there are still problems resulting in unsustainable innovations. Some of the unsustainable innovations include: Kampung Wisata Innovation, Bandung Culinary, Little Bandung, Little Satpol PP, Cinambo Reading Week Movement. Some innovations also have problems in their implementation, including: Credit Against Loan (MELATI Credit), Realtime Online Student Admission (PPDB), Regional Development Empowerment Innovation Program (PIPPK), Smart Public Street Penerangah (PJU). These are the problematic innovations listed in Bappelitbang. It is very possible that many undocumented innovations have similar problems and thus are not sustainable.

V. CONCLUSION

Based on the research results, there are several factors that influence the sustainability of innovation in Bandung City, namely supporting the sustainability of innovation in Bandung, namely: resources, management systems, policies, leadership, and community participation. There is one important finding in

this research for the sustainability of innovation in Bandung, namely the culture of innovation. The innovation culture is a very important part because it involves the way people perceive innovation.

The factors that encourage the sustainability of innovation from the aspect of resources are competent human resources, support from APBD funds, and the adequacy and availability of information technology. From the aspect of the management system the driving factor is that the innovation strategy is part of the 2018-2023 Regional Medium Term Development Plan, networks, collaboration, and communication have been implemented. Furthermore, from the policy aspect, what drives sustainability is the accommodation of innovation in regulations at the central and regional levels, as well as the existence of regulations on certain innovations. Meanwhile, from the leadership side, the driving factor is the support of several leaders, as well as several innovations initiated by lower-ranking managers. Furthermore, the driving factor from the community side is the existence of community participation, and residents who feel the benefits of the innovations made.

The recommendations from the results of this study are periodic employee migration and employee competency improvement, provide incentives for employees to innovate, develop collaboration with other parties in developing innovation, and develop information system security, design a more comprehensive innovation master plan, develop innovation risk management. technology-based, enhancing *pentahelic* collaboration with various stakeholders, developing informal and two-way communication with stakeholders, increasing *pentahelic* collaboration with various stakeholders, developing informal and two-way communication with stakeholders. The next recommendation is to change the mindset towards innovation, increase copyright awareness of innovation, build innovative leadership models, make innovation part of the performance assessment of regional instruments.

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