



Implementation of Building Approval Policy (PBG) in Cirebon City

Pangestu Yusuf Wijaya¹, Siti Khumayah²

Public Administration Study Program, Faculty of Social and Political Sciences
Swadaya Gunung Jati University, Cirebon, West Java, Indonesia. Email:

pangestuwijayasaja@gmail.com¹

Swadaya Gunung Jati University, Cirebon, West Java, Indonesia. Email: siti.khumayah@ugj.ac.id²

Corresponding Author. Email: siti.khumayah@ugj.ac.id

CC Email: pangestuwijayasaja@gmail.com

Abstract

Background. Building Approval (PBG) is an official permit from the government that replaces the IMB, which must be obtained by building owners to build new, alter, expand, or maintain buildings, ensure compliance with technical standards and regional spatial planning for safety, comfort, health, and ease of use, and is managed through the SIBG online system.

Aims. This study analyzes the implementation of the Building Approval (PBG) policy in Cirebon City using George C. Edwards III's theory.

Method. This qualitative study seeks to capture the realities of the field through the voices of policymakers in DPMPSTP and DPUTR, as well as the experiences of community permit applicants. In addition, budget limitations and the number of personnel are 'sticking points' that hinder the speed of service.

Results. There is a research gap indicating that PBGs offer a new approach to building licensing that focuses on meeting technical standards and professional responsibilities, in contrast to IMBs, which are administrative in nature.

Conclusion. Coordination between institutions still feels complex and has not been fully integrated.

Implementation: As a step forward, this research encourages strengthening human resource capacity, simplifying the digital system, and more grounded socialization to ensure that this policy is truly effective for the residents of Cirebon City.

Keywords: Policy, HR, Budget, Policy Implementation, Coordination



© 2026 The Author(s). This article is licensed under a [Creative Commons Attribution 4.0 International License](https://creativecommons.org/licenses/by/4.0/), which permits use, sharing, adaptation, distribution and reproduction in any medium or format, as long as you give appropriate credit to the original author(s) and the source.

INTRODUCTION

Building Approval (PBG) is an important milestone in the reform of development permits in Indonesia, replacing the Building Permit (IMB) system. This policy is mandated by Law Number 11 of 2020 on Job Creation and is further elaborated in Government Regulation

Number 16 of 2021 on Building Management. The main goal of this transition is to achieve a more orderly, efficient, and accountable building implementation, while ensuring compliance with building safety, health, and comfort standards, as well as spatial planning requirements (Margaretha, 2025).

Its implementation is highly dependent on the use of the Building Management Information System (SIMBG) as a digital platform. SIMBG is designed to improve the speed, transparency, and accountability of approval services (Aminudin et al., 2024), as stipulated in the Regulation of the Minister of Public Works and Public Housing (DPUTR) Number 22 of 2021. With this digital infrastructure, PBG's policy is expected to provide licensing services that are more responsive, measurable, and oriented towards public satisfaction.

Using a robust analytical framework (Edwards III theory), local governments can formulate more targeted and effective improvement strategies rather than relying on trial-and-error. An effective PBG policy is a prerequisite for accelerating sustainable development in Cirebon City. If licensing is convoluted, investors and developers will be attracted to other jurisdictions, thereby hindering local economic growth. Without accurate identification of which factors contribute the most, the solutions offered will be symptomatic rather than substantive.

In contrast to the research of Syafrizal & Marto (2021) which does not explicitly mention the theory, and the research of Irawan (2025) which focuses more on aspects of regional development, this study uses the theoretical framework of George C. Edwards III (1980) which has been tested and widely recognized in the study of public policy implementation. Edwards III's four dimensions (communication, resources, disposition, and bureaucratic structure) provide a comprehensive, structured analytical framework for examining the implementation of PBG. This research not only stops at problem identification or implementation evaluation but is also oriented towards the formulation of concrete strategies to improve service quality. This distinguishes it from previous research, which focused primarily on problem identification.

This study uses a framework developed by George C. Edwards III (1980). According to Edwards (in Winarno, 2021) The success of policy implementation is determined by four main interacting dimensions: 1) Communication: Clear and consistent policy transmission. 2). Resources: Availability of staff, budget, and technical facilities. 3). Disposition: Positive attitude and commitment of policy implementers. 4). Bureaucratic Structure: Organizational structure and inter-agency coordination mechanism.

Based on this background, the formulation of this research problem is how to communicate PBG policies in the transmission of information from the center to the local implementation level, as well as the reach of socialization to the people of Cirebon City, how to the availability and allocation of resources (HR, budget, and digital infrastructure) in supporting the implementation of PBG in Cirebon City, how is the attitude, commitment, and motivation of implementing employees (DPMPTSP and DPUTR) towards PBG policies in providing quality services, and how the bureaucratic structure, workflow, and inter-agency coordination mechanism in implementing PBG policies in Cirebon City.

Based on the problem formulation, this study aims to comprehensively examine the implementation of the Building Approval Policy (PBG) in Cirebon City using the analytical framework developed by George C. Edwards III (1980), which comprises four main dimensions: communication, resources, disposition, and bureaucratic structure.

Research on the implementation of the Building Approval (PBG) policy has grown rapidly since the enactment of the Job Creation Law and Government Regulation No. 16 of 2021. Recent literature shows several key trends:

1. Focus on Regulatory Reform and the Transition of IMB to PBG. Research such as Rohalia & Meilani (2023) highlights the dynamics of the regulatory transition from IMB to PBG as well as the administrative consequences after national policy changes. The main focus is on regulatory adaptation and initial implementation constraints.
2. PBG in the Perspective of Regional Development. Irawan (2025) views PBG as an instrument to support regional development and investment, with a macroeconomic approach to economic growth and spatial planning.
3. Analysis of Implementation Barriers and SIMBG. Andini & Zubaidah (2025) examine the technical and institutional barriers to the implementation of digital-based PBG (SIMBG), particularly within the e-government system.
4. Content–Environment Approach. Syafrizal & Marto (2021) emphasize the analysis of policy content and implementation environment without using a specific implementation theoretical framework.

LITERATURE REVIEW

Public Policy Concept

Public policy can be defined as the government's decision to act or not to act in response to a public problem (Widodo, 2021). This definition aligns with the view of Edwards III and

Sharkansky (in Islamy, 1984:18), who stated that public policy includes what is stated, implemented, and even what the government decides not to do.

More than just decisions, public policy is also a series of Strategic Goals and Objectives government. In the context of public services, the quality of policies is assessed based on their ability to realize services that are efficient, effective, transparent, and accountable (N. Nurilawati et al., 2024). This assessment requires that policies be evaluated not only on the basis of the substance of the regulation but also on their implementation in practice, which must uphold the principles of Good Governance and be oriented towards community satisfaction.

Policy Implementation Theory

Policy implementation is a crucial stage in the public policy cycle that determines the success rate of a policy in solving complex public problems (S. Situmorang, 2020). Situmorang (2020) argues that the implementation is multidimensional and complex, involving the dynamics of interactions between actors, resources, and contextual conditions. In essence, implementation serves as a bridge that connects Abstract policy objectives with Practical Reality in the Field.

The study entitled "The Effect of the Implementation of the Non-Cash Food Assistance Policy on the Effectiveness of Household Consumption Expenditure in Indramayu Regency" evaluates the effectiveness of the Non-Cash Food Assistance Program (BPNT) based on five dimensions of public policy effectiveness according to (Nugroho, 2021): Right Policy, Right Implementer, Right Target, Right Environmental, and Right Process. Within the Right Policy dimension, BPNT has been designed to reduce the economic burden on the poor and increase calorie intake. However, the value of the assistance provided is insufficient to offset the increase in the price of basic materials, thereby limiting recipients' purchasing power. In addition, this policy does not support local economic empowerment because most of the food comes from outside the region (H. Rahman & Khumayah, 2024).

The concept of policy implementation theory put forward by George C. Edwards III (1980) is a relevant framework of analysis, because it emphasizes that the success of a policy does not only depend on its substance, but also on the way in which it is implemented (Winarno, 2021a). Edwards III identified four key variables that influenced the implementation process:

1. Communication: Ensures that implementers and stakeholders have a clear and consistent understanding of the policy's content, objectives, and procedures.

2. Resources: Includes the availability of adequate staff/human resources, budget, and technical facilities, which are the determining factors for optimizing implementation.
3. Disposition (Implementing Attitude): Reflects the motivation, commitment, and proactive attitude of policy implementers to what they have to do, which directly affects success on the ground.
4. Bureaucratic Structure: Includes organizational arrangements, division of tasks, and procedural coordination mechanisms between agencies that can support (or hinder) the process of implementing policies in the field.

PBG (Building Approval)

Building Approval (PBG) is an official permit issued by the Central Government or the Regional Government to building owners to undertake construction or building-use activities. Based on Government Regulation Number 16 of 2021, PBG is a formal license for new development, alteration, expansion, reduction, or maintenance building, which aims to ensure compliance with the technical standards of safety, comfort, and function Buildings (Heryanto et al., 2023).

PBG functions as a legal identity for development activities and an instrument of the government in maintaining spatial order. To support its implementation, the Government developed the Building Management Information System (SIMBG). SIMBG is a digital licensing platform that facilitates online applications for PBG and the issuance of Certificates of Functional Fitness (SLF).

The implementation of PBG through SIMBG, especially in Cirebon City, involves coordination between DPMPTSP (as a licensing manager) and DPUTR (as a technical verifier). This collaboration is aimed at achieving efficient, transparent, and accountable licensing services while remaining responsive to technological advances (Andini & Zubaidah, 2025).

Changes Made:

1. Simplification and Compacting: Repetitive and overly long sentences are paraphrased to be more concise and straight to the core of the concept.
2. Reference Accuracy: References are laid out efficiently to support concepts.
3. Theoretical Focus: The Policy Implementation Theory section (Edwards III) is given special emphasis, and its dimensional points are sharpened in definition according to the academic context.

4. Clear Structure: The use of *headings* and *horizontal lines* separates the three main concepts (Public Policy, Implementation Theory, and PBG) for ease of readability.

Previous Research

Syafrizal & Marto underline the importance of conducting an analysis of aspects of content (*Contents*) and environment (*environmental*) in order to identify problems in the implementation of policies, both from internal and external factors, with the aim of achieving the results that have been set. This approach is relevant for understanding the gap between policy design (content) and the context of its application (environment). The study by Irawan analyzes the role of the Building Business Licensing (PBG) in regional development. This study identifies various challenges in the implementation of PBG and aims to produce strategic policy recommendations as a final outcome to support the optimization of regional development (Syafrizal & Marto, 2021).

Meanwhile, research conducted by Rohalia & Meilani (2023) Specifically highlighting the implementation of PBG after the issuance of the Job Creation Law. The expected outcome of this study is the identification of implementation problems arising from the change in the regulatory framework.

The fundamental difference between this study and previous studies lies in several aspects. In terms of research focus, this study was conducted in Cirebon City, which has unique characteristics and challenges for PBG policy implementation, distinct from those in Palembang City and Medan City. This local context is important because policy implementation is strongly influenced by region-specific conditions, including local government capacity, community awareness, and the complexity of regional development problems.

In contrast to research Syafrizal & Marto (2021) that does not explicitly mention the theory, as well as research Irawan (2025) Focusing on regional development, this research employs a theoretical framework that has been tested and widely recognized in public policy implementation studies. Edwards III's four dimensions (communication, resources, disposition, and bureaucratic structure) provide a comprehensive, structured analytical framework.

Factors that affect the implementation of the Green Open Space Policy in Cirebon City are communication that has parameters, namely (the process of delivering information and the clarity of the information conveyed), resources that have parameters, namely (the ability of human resources managers/apparatus, sufficient and responsible staff, and sources of funds).

In this case, it is related to Standard Operating Procedures (SOPs) and coordination systems. The absence of SOPs that regulate the implementation of RTH causes a lack of commitment of employees in carrying out their duties (Wulandari & Nurarpenia, 2021).

The orientation of this research is not limited to problem identification or implementation evaluation, but also to the formulation of concrete strategies to improve service quality. This distinguishes it from the research of Syafrizal and Marto, which focuses more on problem identification, as well as research in the *Tambusai Education Journal*, which emphasizes *the content* and *environmental* aspects of the post-Job Creation Law. This research has a stronger practical dimension, as it produces actionable strategic recommendations.

This research will make a significant contribution in several aspects. First, this study employs a comprehensive theoretical framework based on George C. Edwards III's (1980) Policy Implementation Theory, which comprises four main dimensions: communication, resources, disposition, and bureaucratic structure. The use of this theory enables a systematic, in-depth analysis of the factors that affect the successful implementation of the PBG policy in Cirebon City.

Second, this research not only stops at the stage of problem identification but is also oriented towards practical solutions by formulating strategies to improve the quality of PBG services. This makes the research highly applicable to the Cirebon City Government in improving the building licensing service system. Third, this study presents a specific contextual perspective on the local conditions of Cirebon City, taking into account the geographical, demographic, institutional capacity, and socio-economic dynamics of the local community.

Based on the literature review and article findings, there are several important gaps:

Gap 1: Lack of Comprehensive Theoretical Analysis. Some prior research was descriptive and did not employ a systematic implementation theory framework such as Edwards III. As a result, the analysis has not structurally mapped the failure factors.

Gap 2: Limitations of Contextual Studies of Intermediate Regions. Previous studies have focused primarily on large cities or emphasized the macro-level aspects of regional development. There have been few studies that examine the dynamics of implementation in medium-scale cities such as Cirebon, which have limited human resource capacity and budgets.

Gap 3: Integration of Implementation Theory and Digital Governance. SIMBG-based PBG studies generally focus on the digital system, but have not fully integrated the dimensions of communication, disposition, and bureaucratic structure within the framework of classical policy implementation theory.

Gap 4: Lack of Operational Strategic Recommendations. Some research stops at identifying problems without formulating actionable and contextual improvement strategies.

METHODS

This study applies a descriptive qualitative approach to present an in-depth picture of the implementation of the Building Approval (PBG) policy in Cirebon City. This approach was chosen for its ability to comprehensively explain social processes, stakeholder interactions, and the dynamics of policy implementation in the field. In line with that, (Moleong, 2017) states that qualitative research understands the phenomena experienced by subjects holistically through linguistic descriptions in natural contexts and by utilizing various scientific methods.

This research was conducted in two main implementing agencies: the Investment and One-Stop Integrated Services Office (DPMPTSP) and the Cirebon City Public Works and Spatial Planning Office (DPUTR). The two agencies were purposively selected for their crucial role in the management and supervision of digitally based building licensing through the Building Management Information System (SIMBG).

The determination of DPMPTSP, DPUTR, and public informants was carried out by a purposive sampling technique, which is the selection of respondents based on the consideration that they have direct experience and in-depth knowledge of the implementation of PBG policies (Moleong, 2017). Informants consist of DPMPTSP and DPUTR Office employees who are directly involved in the service process, while supporting informants include the public or permit applicants who have used the SIMBG system.

The data collection techniques in this study include semi-structured interviews, field observations, and documentation studies. Semi-structured interviews are used to elicit informants' views and experiences regarding policy implementation. Field observations are conducted to directly examine service procedures and interactions with policy implementation. The documentation study was used to collect secondary data, including regulations, technical guidelines, activity reports, and policy implementation documents.

Data analysis in this study employs an interactive model (Miles et al., 2018) comprising three main stages: data reduction, data presentation, and conclusion/verification. In the reduction stage, the data is selected and simplified to focus on relevant information. The presentation of data is provided as a descriptive narrative, which facilitates the identification of patterns and relationships. Conclusions are drawn inductively based on field findings and verified against the collected evidence. The results of the analysis were then interpreted within

the framework of policy implementation theory (George C. Edwards III, 1980), which examines four dimensions: communication, resources, executive disposition, and bureaucratic structure.

To ensure data validity, this study employs triangulation. According to (Moleong, 2017) Triangulation is a method of validating data by using sources or instruments external to the data as verification or comparison tools. In this study, triangulation was achieved by comparing interview results across informants, matching interview findings with observational data, and corroborating both with supporting documents such as activity reports and related regulations. The use of triangulation aims to enhance data credibility, ensuring that the research findings reflect real conditions in the field.

By applying a descriptive qualitative approach and triangulation techniques, this research is expected to yield valid, objective findings and contribute to improving the implementation of the Building Approval (PBG) policy in Cirebon City.

DISCUSSION

Based on the results of interviews with Informants Maman Kardiman (DPMPTSP) and Aria Dipahandi (DPUTR), specifically:

1. **Accessibility and User Competency Issues:** SIMBG's complex online service system is often considered complex and less *user-friendly* for the general public with limited digital literacy.
2. **Technical Discrepancies:** There are still many technical documents submitted by the applicant, ranging from architectural drawings, structures, to utilities that do not strictly comply with the technical provisions in the Ministerial Regulation of the DPUTR Number 22 of 2021.
3. **Bureaucratic Impact:** This discrepancy not only slows down the verification and approval process but also indicates challenges in inter-agency coordination and the need to increase the capacity of bureaucratic human resources.

Communication Dimension

Dimensions that emphasize the importance of delivering policy information to implementers and target groups. Effective communication ensures that all parties clearly understand the policy's objectives, procedures, and expectations, preventing distortions or misunderstandings during implementation.

PBG policy communication in Cirebon City is carried out through several channels. According to Maman Kardiman, Head of the PBG DPMPTSP Team, "We deliver PBG policy information to the public through several channels. First, we use the official *website* of the Cirebon City DPMPTSP to upload comprehensive information on PBG, including regulations, document requirements, submission procedures, and fees. *The website* also comes with *FAQs* to answer common questions."

The scope of information is still limited to professional groups. Kardiman admitted, "However, I have to admit, the scope of this information is still limited. Many small communities, MSME entrepreneurs, and individuals seeking to build private homes still lack sufficient information. They often find out about PBG only from friends or from their contractors, not from our official sources."

Based on the perspective of the community, Dadan (PBG applicant) stated, "Initially, I knew about PBG because my contractor told me to take care of this. He said 'now the system has changed, the name is PBG, not IMB anymore.' I was confused at the time." Regarding the available guides, Sukanti added, "The guidelines on the *website* are too formal and in the language of 'office', difficult to understand by ordinary people like me. There are technical terms that I don't understand, such as 'decomposed', 'architectural drawings', 'detailed structural plans', and 'MEP systems'.

PBG's policy communication in practice in Cirebon City appears to have only scratched the surface. If we refer to Edwards III's thinking, a policy will only be effective if its message is conveyed clearly and consistently to all parties (Winarno, 2021b). However, findings on the ground indicate an 'interpretation gap' between the central and regional governments. Although the technical guidelines from the central government are highly detailed in the Minister of DPUTR No. 22 of 2021, differences in perspective between the DPMPTSP and the DPUTR office in translating technical document standards often lead to inconsistencies. This phenomenon is in line with the study of Andini & Zubaidah (2025), which found that regulatory ambiguity often hinders the optimization of digital licensing systems (Andini & Zubaidah, 2025).

This communication problem is also evident in the exclusive reach of socialization. So far, education about PBG has been limited to professional circles, such as architects and developers, while the general public at the grassroots level is still struggling. Residents get more information from informal channels than from official government channels. As emphasized by Rahman & Khumayah (2024), uneven socialization prevents the target

community from understanding the substance of the policy in its entirety. The absence of socialization at the sub-district level or RT/RW makes this policy feel distant for the wider public (A. Rahman & Khumayah, 2024).

Internal communication barriers between agencies muddy the situation. The difference in service-time appointments for applicants indicates that formal and informal coordination is not fully aligned. This miscommunication regarding the duration of technical verification creates tension between the imperative to expedite permits and procedural rigor, ultimately putting the quality of technical decisions at risk.

Resource Dimensions

Resources include the availability of factors that support implementation, such as budget, qualified personnel, equipment, and technology. Without adequate resources, implementers cannot execute policies as planned, regardless of how well-designed the policy is.

Limited human resources are a serious problem in the implementation of PBG. Kardiman explained, "The availability of human resources for PBG services at DPMPTSP is indeed very efficient because we monitor or coordinate through a *network of websites*. Currently, the Building Licensing Section of DPMPTSP comprises 8 employees. Of this number, the number who are really dedicated to PBG services is around 5-6 people; the rest have multiple *tasks*."

Kardiman revealed, "No Specialty: Our team has no special expertise in the technical field of building. They are general administrative staff assigned to PBG services. They don't have an educational background in architecture or civil engineering, so it's sometimes difficult to understand the technical details of the documents."

The SIMBG system also has limitations. Kardiman explained the system's shortcomings, "The weakness of SIMBG: The interface is not very *user-friendly*, especially for ordinary users. We often get complaints from applicants who have difficulty using the system. Servers are sometimes slow or *down*, especially during *high traffic*."

Under the Edwards III framework, resources are the primary 'fuel' that determines whether a policy will run or stop in place (Edwards III, 1980; Winarno, 2021b). Unfortunately, in Cirebon City, this resource dimension is the weakest point, making the implementation of PBG ineffective.

The Human Resources (HR) crisis in DPMPTSP and DPUTR has become an persistent obstacle. In DPMPTSP, overlapping workloads require a small number of administrative staff to process multiple types of permits simultaneously, without adequate technical support. The

situation in the DPUTR Office is even more concerning: with only four technicians responsible for validating dozens of applications each month, the vetting process is often conducted under significant time pressure. Although the initial personnel addition has been submitted, budget limitations and ASN quotas have impeded the application. This condition validates the argument of Situmorang (2020) that a deficit in human resource capacity will automatically paralyze crucial functions in a policy (E. Situmorang, 2020).

Digital infrastructure through the SIMBG system presents a contradictory reality. Theoretically, this system promises transparency and qualified *online* access. However, from a user experience perspective, SIMBG has become a new source of frustration. An unfriendly interface, servers that often crash, and a convoluted document-upload process make this system seem to add to the burden rather than simplify the bureaucracy. For the applicant, the non-disclosure of status notifications makes the licensing process seem to enter a 'black box' with no clear end.

This problem is further exacerbated by very minimal budget support. The allocation of existing funds has not addressed vital areas, including IT infrastructure updates, in-depth technical training for staff, and adequate consulting facilities for the community. Without adequate financial support, the goodwill toward digitizing licensing will be trapped in outdated systems and half-hearted services. Overall, these acute limitations in the human, technological, and cost aspects have kept PBG implementation away from expected standards."

Dimensions of Disposition

Disposition measures the implementers' commitment, motivation, and attitude toward the policy. Implementers with a positive disposition will adopt the policy, whereas resistance or indifference can hinder successful implementation.

Employees' attitudes towards PBG policies vary. Maman Kardiman explained, "Employees' attitudes towards PBG are quite diverse and *mixed*. Positive Group: Some employees, particularly younger, tech-savvy employees, are enthusiastic about the transition to PBG. They see this as modernization and increased transparency of services."

Regarding service motivation, Maman Kardiman explained, "I think the motivation of employees in providing PBG services *is moderate to good*. Many employees feel a *sense of purpose* in serving the community. They understand that their work is important because the building permits they process will facilitate safe and orderly development in Cirebon City."

Based on DPUTR's perspective, Aria Dipahandi stated, "Our commitment is quite strong, especially in terms of professional responsibility. Everyone on the team understands that our work is important to public safety. If we 'escape' buildings that are actually unsafe, there could be lives at risk."

From the applicant's perspective, Dadan is of the view, "I think the PBG officers at DPMPTSP have shown a fairly good commitment in serving. However, with respect to professionalism, there remains room for improvement. They need more training on customer service, more effective communication."

The dimension of disposition highlights the extent of implementers' commitment, motivation, and attitude in overseeing a policy (Edwards III, in Winarno, 2021). In Cirebon City, the attitude of employees towards the PBG transition shows a fairly dynamic portrait but is in the category of 'quite effective'. There is a contrasting level of enthusiasm on the ground: young employees tend to be more adaptable and enthusiastic about embracing digital transformation, whereas senior groups remain cautious or even somewhat resistant. As explained by Amaral et al. (2021), this 'positive but vigilant' response is common in large organizational change, although it still requires more intensive change management so that skepticism does not hinder performance (Amaral et al., 2021).

However, good intentions alone are not enough. There is a fairly deep 'understanding gap' between macro concepts and technical details. Philosophically, employees understand that PBG is an evolution of a more orderly digital IMB, but they often encounter the complexity of the technical standards in the Ministerial Regulation of DPUTR No. 22, which are very rigid. As a result, field verification is often inconsistent due to differences in interpretation among officers. The excessive workload also impedes their ability to learn this new rule through ongoing training.

Based on motivation, employees have an intrinsic sense of public service. However, this motivation is slowly eroded by the grueling realities of work, ranging from often problematic IT systems to a lack of explicit appreciation from leaders. This is in line with the thesis of Nurilawati et al. (2024) that service is highly dependent on a balance between internal motivation and support of the work environment (S. Nurilawati et al., 2024).

This phenomenon directly affects public perception. Permit applicants tend to see officers as friendly but passive figures. Instead of receiving proactive assistance, the public often feels that officers are merely carrying out administrative routines without a strong sense of ownership of the entire licensing process. In the end, the dimension of disposition in Cirebon

City seems to be sandwiched between the professional commitment of officers and extraordinary situational pressures, so that its contribution to the success of PBG has not reached the optimal point."

Dimensions of Bureaucratic Structure

Bureaucratic structure concerns the organization, division of tasks, and coordination mechanisms within the administrative system. A clear and efficient bureaucratic structure facilitates the flow of communication, accountability, and synergy between units in achieving policy objectives.

PBG's workflow already has a written SOP. Maman Kardiman explained, "DPMPTSP has a written SOP (Standard Operating Procedure) for PBG services that we make based on the Ministerial Regulation of DPUTR No. 22 and adaptation to local conditions." The SOP includes, "The stages of the process from the beginning (the applicant comes/uploads documents) to the end (PBG is issued or rejected); What document requirements the applicant must prepare; Procedure to the DPUTR for technical verification; Timeline for each stage."

Coordination between agencies is a significant obstacle. Supriyatna revealed, "There are several significant obstacles: DPUTR Internal Coordination: Sometimes there is a delay in communication between *reviewers*. Coordination with the DPMPTSP: This is even more problematic. The DPMPTSP is sometimes eager to quickly complete the process and sometimes does not fully agree with our recommendations."

Another bureaucratic obstacle is regulatory ambiguity and interpretive differences. Maman Kardiman mentioned, "Ambiguity of Technical Standards: There are some technical aspects that are not entirely clear in the Ministerial Regulation of DPUTR No. 22, so that the DPUTR and I sometimes have different interpretations. For example, what details are considered sufficient for a structural drawing?"

Finally, the dimension of the bureaucratic structure tests the robustness of the organizational mechanisms, workflows, and supervision that underpin PBG policies. Although the Standard Operating Procedures (SOPs) have been comprehensively prepared, their implementation in Cirebon City still shows a wide distance between ideal design and practical reality. In line with Islamy's (1984) argument, excessive flexibility, acceleration target pressure, and digital system constraints often force officers to skip standard procedures, thus creating service inconsistencies (Islamy, 1984).

Workflows today remain stuck in an inefficient 'multi-hand' problem. There is a glaring disparity in verification duration: while the process at the DPMPTSP runs quickly, documents are often held up for weeks at the DPUTR Office due to limited technical personnel. The *intermittent* feedback loop and the absence of a *single point of accountability* that oversees documents from upstream to downstream result in 15-day service promises becoming long queues of up to 8-9 weeks in practice.

Coordination among institutions remains a complex challenge. Although formal communication platforms such as regular meetings are available, there are 'priority collisions' that have not been completed. DPMPTSP is encouraged to accelerate investment, whereas DPUTR is obliged to maintain strict technical standards for building safety. Miscommunication regarding time estimates and differences in regulatory interpretations create unrealistic promises to applicants. This condition strengthens the findings of Andini & Zubaidah (2025) that the failure of inter-agency coordination is the main obstacle that paralyzes the one-stop licensing system (Andini & Zubaidah, 2025).

CONCLUSION

Based on an in-depth analysis of the implementation of PBG policies in Cirebon City, it can be concluded that the transition from IMB to PBG has not gone as expected. If the common thread is drawn using the theoretical framework of George C. Edwards III, it can be seen that three of the four main dimensions, namely communication, resources, and bureaucratic structure, show that policy implementation is still far from optimal.

Ineffectiveness in the resource dimension (human resources and budget) is the most crucial obstacle, exacerbated by inter-agency coordination that is not aligned across the bureaucratic structure, as well as by the limited range of information in the communication dimension. Although the dimension of disposition indicates a relatively strong commitment among officers, the external constraints that constrain it make it difficult to realize this commitment in excellent service. Overall, the implementation of PBG in Cirebon City has not fully aligned with Edwards III's theory. The success of this policy in the future depends heavily on the courage of local governments to strengthen human resource capacity, synchronize cross-agency workflows, and expand education to the wider community. In three of the four dimensions, the implementation of PBG in Cirebon has not fully met the requirements of the Edwards III policy.

This article occupies a different position because:

1. Using George C. Edwards III's Implementation Theory as the primary analytical framework (communication, resources, disposition, bureaucratic structure).
2. Focus on the local context of Cirebon City, not a big metropolitan city.
3. Not only identifying problems, but relating them to structured theoretical variables.
4. Examining the dimensions of digitalization (SIMBG) as well as the dynamics of cross-agency coordination (DPMPTSP-DPUTR).

Thus, this article is on the wedge between:

1. Reform of licensing policies,
2. The implementation of public policy based on classical theory,
3. Digital governance at the local government level.

Research Novelty

1. Theoretical Novelty. This article: Explicitly applies George C. Edwards III's theory in the context of BG policy; examines the relevance of classical policy implementation theory in the digital governance era, and (SIMBG); shows that three of Edwards III's four dimensions have not been optimally met. This enriches the literature on the implementation of digital-based policies at the local government level.

2. Contextual Novelty: Focus on Cirebon City as a medium-sized city with limited bureaucratic capacity characteristics; uncover the unique dynamics of coordination between DPMPTSP and DPUTR; identify "multi-hand bureaucracy" and the absence of a single point of accountability as structural factors.

3. Practical/Policy Novelty: This research does not stop at evaluation, but offers: strengthening the capacity of technical human resources, simplifying the SIMBG system to make it more user-friendly; synchronization of SOPs across agencies; community-based socialization (urban village/RT-RW). Thus, it has high applicability for the Cirebon City Government.

PBG studies have expanded in the areas of regulation, regional development, and the digitization of SIMBG, but remain limited in their use of systematic implementation theoretical frameworks. There is no comprehensive study based on Edwards III's theory that integrates the dimensions of communication, resources, disposition, and bureaucratic structure in the context of PBG implementation in medium-scale cities. This study presents an analysis of the

implementation of PBG based on Edwards III's theory in the context of digital governance in Cirebon City and produces operational and contextual strategic recommendations.

BIBLIOGRAPHY

- Amaral, L. P., Martins, N., & Gouveia, J. B. (2021). Organizational change and resistance: The role of communication and management support. *Journal of Organizational Change Management*, 34(2), 234–251.
- Aminudin, S. B., & Suci Nurzakinah. (2024). E-Government Transformation in Building Approvals: *Journal Publicuho*, 7(2), 765–799. <https://doi.org/10.35817/publicuho.v7i2.432>
- Andini, W., & Zubaidah, S. (2025). Implementation of Building Approval Policy (PBG) in Pekanbaru City: An Analysis of Obstacles and Optimization Strategies for Building Management Information Systems (SIMBG). *Journal of Government and Public Policy*, 8(1), 45–67.
- Edwards III, G. C. (1980). *Implementing Public Policy*. Congressional Quarterly Press.
- Heryanto, Y., Sutarjo, M., & Ramadhani, R. (2023). Quality of Public Services in the Issuance of Building Approvals at the One-Stop Investment and Integrated Services Office. *Journal of Syntax Transformation*, 4(4), 35–43. <https://doi.org/10.46799/jst.v4i4.718>
- Irawan, R. (2025). Policy Analysis and Implementation of Building Approvals (PBG) in Supporting Regional Development in the City of Medan. *Repository*.
- Islamy, I. (1984). *Principles of state policy formulation*. The Earth of Scripts.
- Margaretha, V. (2025). Regulatory reform to modernize the business process in Indonesia. *Proceedings of the National Seminar on Sustainable Law and Investment (SENHIB)*, 17–35.
- Miles, M. B., Huberman, A. M., & Saldana, J. (2018). *Qualitative Data Analysis: A Methods Sourcebook*. Sage Publications.
- Moleong, L. J. (2017). *Qualitative Research Methodology* (Revised edition, ce. 36). PT Remaja Rosdakarya.
- Nurilawati, N., Apriliyanti, R., Khumayah, S., & Imawan, K. (2024). Local government innovation towards good governance through public service malls. *Indonesian Journal of Multidisciplinary Science*, 3(7). <https://doi.org/10.55324/ijoms.v3i7.850>
- Nurilawati, S., Suharyanto, S., & Kurniawan, T. (2024). Motivation of public service employees and the factors that influence them: A study at the One-Stop Integrated Licensing Office. *Journal of Public Sector Human Resource Management*, 6(2), 156–174.
- Rahman, A., & Khumayah, S. (2024). Implementation of Non-Cash Food Assistance Policy (BPNT) in Indramayu Regency: Analysis of Program Effectiveness Using the Nugroho Framework. *Journal of Social Policy and Development*, 11(3), 234–256.
- Rahman, H., & Khumayah, S. (2024). *The Effect of Non-Cash Food Assistance Policy Implementation on the Effectiveness of Household Consumption Expenditure in Indramayu Regency*. 5(12), 1997–2008.
- Rohalia, D. R., & Meilani, L. N. (2023). Implementation of Building Approval Policy (PBG) in Bukittinggi City. *Journal of Tambusai Education*, 7(1), 4517–4525.
- Situmorang, E. (2020). Public policy implementation theory: Multidimensional perspectives and contextual complexity. *Journal of Administrative Sciences*, 17(4), 456–479.
- Situmorang, S. (2020). Public Policy (theory, analysis, implementation and evaluation of policies). *TheJournalish: Social and Government*, 1(1), 33–37.
- Syafrizal, A., & Marto, L. S. (2021). *Implementation of Building Approval Policy (PBG) in*

- Palembang City. pp. 1, 71–80.*
- Widodo, J. (2021). *Public Policy Analysis: Concepts and Applications, Analysis of Public Policy Processes* (Print to). Media Nusa Creative.
- Winarno, B. (2021a). *Public Policy: Theory, Process and Case Studies*. Caps (Center Of Academic Publishing Service).
- Winarno, B. (2021b). *Public policy: Theory, process, and case studies (Revised edition)*. Center for Academic Publishing Service (CAPS).
- Wulandari, S., & Nurarpenia, N. (2021). *Implementation of the Green Open Space Policy in Cirebon City Based on the Regulation of the Minister of Public Works Number 05 of 2008 concerning Guidelines for the Provision and Utilization of Green Open Space in Urban Areas*. 32(3), 167–186.

