

Implementation of the Merdeka Curriculum Policy at Public Junior High Schools in Bogor City

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ABSTRACT

The Independent Curriculum was a breakthrough initiated by the Central Government through the Ministry of Education, Research, and Technology, which was implemented after the Covid-19 pandemic. The study aimed to analyze the implementation of the Independent Curriculum policy in Public Junior High Schools in Bogor City. The research method used was descriptive qualitative. Data collection used observation, interview, and literature study techniques. The informants for this study were 21 people consisting of employees of the Education Office, teachers, and parents of students. This study used George C. Edwards III's policy implementation theory, which consists of four main factors: communication, resources, disposition, and bureaucratic structure, as a research analysis tool. The results of the study showed data that the implementation of the Independent Curriculum was reasonably practical. However, there were still challenges related to teacher readiness, availability of resources, and understanding of new learning methods. This study concluded that ongoing training, systematic policy evaluation, and collaboration between education stakeholders are essential to support the successful implementation of the Independent Curriculum.

INTRODUCTION

Education is one of the main pillars in the development of a country. The curriculum as a fundamental element in the education system has an important role in determining the quality of student learning outcomes. In an effort to improve the quality of national education, the Indonesian government through the Ministry of Education, Culture, Research and Technology launched the Merdeka Curriculum. This curriculum aims to provide flexibility for schools in developing learning that is more adaptive to student needs.

The Merdeka Curriculum is a policy issued by the Ministry of Education, Culture, Research and Technology during the leadership of Minister Nadiem Anwar Makarim in President Joko Widodo's second term (2019-2024). This policy comes as a response to the learning crisis that occurs in the Indonesian education system, which is characterized by students' low ability to understand simple reading and apply basic mathematical concepts. Based on various national and international studies, one of which is PISA (Program for International Student Assessment), Indonesia has stagnated in academic achievement. PISA 2022 results showed a decline in math scores (from 379 to 366), science (from 396 to 383), and reading literacy (from 371 to 359). Overall, over the period 2000-2022, Indonesia's PISA scores have not shown significant improvement, with around 70% of 15-year-old students still below minimum competency in reading and math. The learning crisis is further exacerbated by the COVID-19 pandemic, which causes learning loss and widens the gap in education quality. Barriers such as limited internet access, lack of technological devices, and low readiness of human resources (HR) worsen learning conditions. Many students struggle to understand previous material, and even have difficulty in completing their grade-level learning. This gap is even more pronounced for students who do not have access to digital devices, technology-adaptive teachers, adequate financial conditions, and parental support for learning (Anggraena et al., 2022).

In addition to the pandemic, the overcrowded curriculum is also one of the causes of the low quality of learning. The administrative burden for teachers often inhibits flexibility in teaching effectively. Therefore, systemic changes are needed in the form of a curriculum that is more flexible, adaptive, and oriented to student needs.

As a solution to this problem, Merdeka Curriculum was developed to replace the 2013 Curriculum with a more flexible approach, based on student needs, and emphasizing 21st century skills such as problem solving, creativity, communication, and collaboration. The Merdeka Curriculum began to be implemented since the 2021/2022 academic year in the Mover School (PSP) and SMK Center of Excellence (SMK PK) programs in around 2,500 schools and 901 SMKs. The implementation is carried out in stages, with three main schemes for schools:

1. Independent Learning - Adopting some Merdeka Curriculum principles without replacing the main curriculum.
2. Independent Change - Using Merdeka Curriculum in school curriculum development.

3. Independent Sharing - Implementing Merdeka Curriculum fully and sharing best practices with other schools.

In its implementation, Merdeka Curriculum also emphasizes the concept of Merdeka Belajar, which aims to give students the freedom to explore their interests and talents. This approach involves various stakeholders, including families, teachers, educational institutions, the industrial world, and the community, as stated by Ki Hadjar Dewantara that education is a process of humanizing humans (Masykur, 2019).

As part of the long-term strategy, the Ministry of Education set 11 key targets in the Merdeka Belajar policy for 2020-2035. These targets include increasing PISA scores, the number of Activating Schools, school enrollment rates, the number of teachers who pass Teacher Professional Education (PPG), the number of Activating Teachers, and increasing the number of Principals from the background of Activating Teachers.

In Bogor City, the implementation of Merdeka Curriculum began to be implemented in stages since the 2022/2023 school year. Initially, only 35 schools (consisting of 13 public junior high schools and several private junior high schools) adopted it. However, along with the government policy that allows schools to register themselves independently through the Merdeka Mengajar platform, in the 2024/2025 school year all 125 junior high schools in Bogor City have implemented the Merdeka Curriculum.

The positive impact of implementing Merdeka Curriculum in Bogor City is starting to be seen, especially in the improvement of students' literacy and numeracy scores, as reported in the Ministry of Education's Education Report Card 2022-2024. However, there are still some challenges in its implementation, such as school readiness, limited resources, and teacher adaptation to a more flexible learning system.

Overall, Merdeka Curriculum is a strategic step in education reform in Indonesia. With a more flexible and student-needs-based approach, it is expected to improve the quality of education and produce human resources that are superior, have integrity, and are ready to face future challenges.

Bogor City as one of the areas with a fairly good level of educational development participates in the implementation of the Merdeka Curriculum policy. The implementation of this policy in public junior high schools in Bogor City is a challenge in itself, given the differences in school readiness, teacher skills, and facilities and infrastructure support. This policy is expected to change the learning paradigm from merely meeting curriculum demands to emphasizing student competence and creativity.

However, in the implementation process, there are several obstacles that need to be considered, such as teachers' lack of understanding of new concepts in the Merdeka Curriculum, limited supporting facilities, and lack of socialization to all education stakeholders. Therefore, this study aims to analyze the extent to which the implementation of the Merdeka Curriculum has been running in public junior high schools in Bogor City, and identify factors that influence its success.

This research aims to: (1) analyze the implementation of the Merdeka Curriculum policy in public junior high schools in Bogor City; (2) map the success of the implementation of the Merdeka Curriculum policy in public junior high schools in Bogor City.

METHODOLOGY

This study uses a qualitative approach with a descriptive method to provide an in-depth description of the implementation of the Merdeka Curriculum policy at public junior high schools in Bogor City. This research was conducted with case studies in several public junior high schools that have implemented the Merdeka Curriculum, both in the city center and in the suburbs.

The data in this study were collected through three main methods, namely in-depth interviews, direct observation, and document studies. Interviews were conducted with various related parties, such as students, parents, teachers, principals, and officials of the Bogor City Education Office. Observations were made to see how the implementation of Merdeka Curriculum takes place in the classroom and school environment. Meanwhile, document studies were carried out by analyzing policies, implementation reports, and national assessment results related to curriculum implementation. The informants of this study were 21 people consisting of:

1. Head of the Bogor City Education Office;
2. Head of Junior High School Division of Bogor City Education Office;
3. Head of Curriculum Section of Junior High School Division of Bogor City Education Office;
4. Head of SMP Negeri 4 Bogor City
5. Deputy Head of SMP Negeri 4 Curriculum Section
6. Subject Teacher of SMP Negeri 4
7. Head of SMP Negeri 13 Bogor City
8. Deputy Head of SMP Negeri 13 for Curriculum
9. Subject Teacher of SMP Negeri 13
10. SMP Negeri 4 Grade 7 Learners
11. SMP Negeri 4 Grade 8 Learners
12. SMP Negeri 4 Grade 9 Learners
13. State Junior High School 13 Grade 7 Learners
14. State Junior High School 13 Grade 8 Learners
15. State Junior High School 13 Grade 9 Learners
16. Parents of students in SMP Negeri 4 class 7
17. Parents of students in public junior high school 4 grade 8
18. Parents of students in SMP Negeri 4 class 9
19. Parents of students in public junior high school 13 grade 7
20. Parents of students in junior high school 13 grade 8
21. Parents of students in junior high school 13 grade 9

This research took place at the Bogor City Education Office, SMP Negeri 4 Bogor, and SMP Negeri 13 Bogor.

The data analysis technique used the Miles and Huberman interactive model, which consists of data reduction, data presentation, and conclusion

drawing (Miles & A.M., 1984). Researchers also used source and method triangulation to ensure the validity and reliability of the data obtained. With this approach, it is hoped that the research can provide a comprehensive picture of the implementation of Merdeka Curriculum in Bogor City.

RESULTS AND DISCUSSION

Implementation of the Independent Curriculum Policy at State Junior High Schools in Bogor City

This study analyzes the implementation of the Merdeka Curriculum policy using the George C. theory. Edward III, which consists of four main factors: communication, resources, disposition, and bureaucratic structure (Saprudin, 2020).

Public policy implementation is an action taken to achieve a predetermined goal (Suryaningsih et al., 2024). Another definition states that policy implementation is an administrative and political process to achieve political goals (Suryaningsih et al., 2024). However, previous research states that the policy aspect does not only involve administrative aspects, but there needs to be concrete efforts in implementing the policy (Syafitri et al., 2025).

Other research states that policy implementation is the process of turning policies into activities that can be applied directly in the field (Rita Rahmawati, Hidayat, 2024). Previous research states that policy implementation is effective if policy implementers know what to do (Pateda et al., 2024).

Referring to previous research (Suryaningsih et al., 2024); (Sahila et al., 2024); (Husen et al., 2017); (Pratidina et al., 2022); (Widyastuti et al., 2022); (Pratidina et al., 2023); (Munajah et al., 2023), 2023); (Munajah et al., 2021b); (Rahmayanti, 2022); (Putri et al., 2020); (Suminar et al., 2020); (Sulistiyadi, 2014); (Ardhana & Hertati, 2021; Sembung et al., 2023); (Kasmad, 2016); (Yusup et al., 2022); (Sri Kurnia et al., 2022); (Taufik & Rahaju, 2021), then to examine the implementation of the Merdeka curriculum policy at public junior high schools in Bogor City, Edward C III's policy implementation theory is used as an analysis knife, namely the dimensions of communication, resources, attitudes of implementers and bureaucratic structure (Edward III, 1980).

1. Communication

Communication between the central government, local governments, and schools is a major factor in successful policy implementation. The Bogor City Education Office has conducted various socializations and training for schools, but there are still differences in understanding between schools in implementing the Merdeka Curriculum. Schools that have better access to information and training tend to be better prepared to adopt this policy.

Previous research results state that communication is an essential factor in realizing good activities (Rita Rahmawati, Hidayat, 2024).

At the education unit level (SMP) within the Bogor City Education Office, the delivery of information on the independent curriculum is in accordance with the expectations of the Office, all information has reached stakeholders, including teachers or educators, education personnel, parents of students and students, this

is in accordance with the statement of one of the students of SMP Negeri 4 Bogor who stated that :

“The socialization of the independent curriculum is carried out through circulars informing parents about the independent curriculum. For internal schools, information to educators and education personnel is carried out through internal meetings or school office meetings, in addition to workshops and training for teachers, both organized by the Bogor City Education Office and those carried out independently by schools. Providing information to students through learning and school digital media.”

It is also reinforced by the School Committee's statement that:

“Merdeka Curriculum is a learning system that is more flexible and adapts to students' interests and talents. We know this through explanations in flag ceremonies, school activities and more often in learning activities. In addition, the use of digital platforms really helps us as students in implementing this independent curriculum.”

2. Resources

Previous research states that resource management is not optimal due to the lack of community understanding of policies (Putri et al., 2020).

The implementation of the Merdeka Curriculum requires adequate resource support, both in terms of teaching staff and learning facilities. The availability of infrastructure such as laboratories, libraries, and supporting technology devices is a major challenge for schools that have limited budgets. Some schools on the outskirts of Bogor City still experience obstacles in providing the facilities needed to support project-based learning.

From the results of interviews with informants, all parties indicated support for the implementation of the independent curriculum, although there are still many shortcomings, especially in human resources, namely teachers, because they have to readjust to the new curriculum, besides that the infrastructure that supports the implementation of the independent curriculum needs to be improved. For students, the independent curriculum is very interesting because the learning process prioritizes the interests and talents of students. This is reinforced by the findings at SMP Negeri 13 Bogor which state the pleasure of students and parents towards the independent curriculum where learning is more interactive, learning methods are more varied, with an approach that emphasizes exploration, discussion, and hands-on practice that is relevant to everyday life. However, limited access and the newness of the independent curriculum require further adaptation for teachers and all policy makers in schools.

Increasing the capacity and quality of human resources (HR) is an important factor in policy implementation (Sahila et al., 2024). The newness of the Merdeka curriculum requires further adjustments for all education stakeholders in Bogor City, especially in the school environment that directly implements teaching and learning activities. To further improve teachers' understanding of the implementation of the independent curriculum, the Bogor City Education Office and the school conducted workshops and training related to the Implementation of the Independent Curriculum. In addition, coordination, monitoring and evaluation and teacher activity forums are further enhanced for the success of the Independent Curriculum Implementation.

Financial resources for implementation are sufficient, this is evidenced by the existence of workshops and training activities, both organized by the Bogor City Education Office and organized directly by the school through the School Operational Assistance (BOS) fund.

Supporting facilities for implementing the Merdeka Curriculum are still not enough. To deal with this problem, it is dealt with by further optimizing the digital platform provided by the Ministry of Education, Culture, Research and Technology (Kemendikbudristek) through the Merdeka Mengajar Application, where every teacher and student can directly access the application by getting a belajar.id account.

3. Disposition or Attitude of Implementers

Disposition is defined as the attitude of policy implementers to accept policies properly such as commitment, honesty, democracy towards policies with the expectation that if there are differences in the attitudes of policy recipients with policy makers, makers and implementers must bear the consequences of policies that will not be implemented effectively (Alhan & Putri, 2023).

The attitudes of teachers and principals in accepting this policy vary. Most teachers recognize that Merdeka Curriculum provides flexibility in teaching, but they also face challenges in adjusting learning methods that are more exploration-based. Some teachers expressed the need for additional training to be more confident in implementing this curriculum.

From the results of interviews with several students of SMP Negeri 4 and SMP Negeri 13, it can be concluded that they are very happy with the Merdeka curriculum because learning emphasizes their activeness in learning, so that their creativity as students is more developed.

4. Bureaucratic Structure

The implementation of public policies, including the Merdeka Curriculum, can be analyzed using the George C. Edwards III theory which includes four main variables: communication, resources, disposition, and bureaucratic structure. The bureaucratic structure itself has two main characteristics, namely Standard Operating Procedures (SOP) and fragmentation. SOPs developed as an internal response to time and resource constraints, as well as the desire to achieve uniformity in complex and widely dispersed organizations. Meanwhile, fragmentation arises from external pressures such as legislative committees, interest groups, executive officials, and the constitution (Redana & Suprpta, 2023).

The Merdeka Curriculum Policy provides flexibility for schools in organizing learning according to student needs. However, some administrative regulations are still rigid, causing some schools to experience difficulties in preparing reports and evaluating learning. Adjustments are needed in the administrative system to better support the learning flexibility promoted in this curriculum.

The results of interviews related to the Implementation of the Merdeka Curriculum at SMP Negeri Bogor City from the Biocratic Structure factor can be concluded that the implementation of the Merdeka Curriculum Implementation

still has obstacles and challenges, but all of them have been pursued in various ways including Coordination, Monitoring and Evaluation and discussion forums that are continuously carried out intensively.

Factors that support and hinder the implementation of curriculum policies

The obstacles faced in implementing the Merdeka curriculum policy at the public junior high school level in Bogor City are as follows:

1. Teacher and infrastructure readiness factors,

Teachers have a major role in the successful implementation of the Merdeka Curriculum. Teacher readiness factors include: (1) Understanding of the Independent Curriculum; (2) Ability to Develop Teaching Modules; (3) Digital and Technological Competence; (4) Differentiation Ability in Learning; (5) Strengthening Mental Readiness and Motivation. Apart from teacher readiness, infrastructure also plays an important role in supporting the successful implementation of the Merdeka Curriculum. Factors that need to be considered: (1) School Facilities and Infrastructure; (2) Technology and Internet Access; (3) Availability of Learning Resources; (4) School Management and Policy Support. Teacher and infrastructure readiness are the two main factors in implementing the Merdeka Curriculum. Teachers who understand the concept of the Merdeka Curriculum, have good pedagogical competence, and are supported by adequate infrastructure will be able to create more flexible, innovative, and student-centered learning. Therefore, training for teachers and strengthening infrastructure must be a priority in implementing this curriculum.

2. lack of parental involvement in supporting this new learning system. Parents who do not understand the concept of Merdeka Curriculum tend to question its effectiveness, so a more intensive approach is needed in socializing this policy to the community.

The results of previous research state that one of the obstacles in implementing public policies is the lack of socialization of these policies to the community (Sahila et al., 2024). Other research states that some of the factors that influence policy implementation are Policy Size / Objectives, Resources, Implementer Attitudes, Implementing Organization Characteristics, Communication and the social, economic and political environment (Putri et al., 2020). Other studies mention the socio-economic dimension as a factor influencing policy implementation (Aprianto et al., 2021).

By understanding these factors, it is hoped that the implementation of Merdeka Curriculum in public junior high schools in Bogor City can run more effectively and have a positive impact on improving the quality of education in Indonesia.

Based on the research results, the recommendations that can be given for improving policy implementation are as follows:

1. Improved Teacher Training: Education offices need to provide ongoing training for teachers to improve their understanding of Merdeka Curriculum.

2. Optimization of Facilities and Infrastructure: Local governments need to allocate additional budgets to improve learning facilities in schools.
3. Periodic Evaluation: Regular evaluations should be conducted to ensure effective implementation and adjust strategies to school conditions.
4. Collaboration with the Community: Schools need to work with the education community and the business world to enrich students' learning experience.
5. Enhanced Role of Parents: Socialization to parents must be strengthened so that they better understand and support the implementation of Merdeka Curriculum.

With the right strategy, it is expected that the implementation of Merdeka Curriculum can run more optimally and provide maximum benefits for education in Bogor City.

CONCLUSIONS AND SUGGESTIONS

Conclusion

The implementation of Merdeka Curriculum in public junior high schools in Bogor City has gone well, although it still faces several challenges. Communication factors, resources, implementer disposition, and bureaucratic structure play an important role in determining the success of this policy implementation. Despite the obstacles, the implementation of this curriculum shows a positive impact in increasing student creativity and participation in learning.

The implementation of Merdeka Curriculum has had a positive impact on learning patterns in schools. Students show improvement in terms of creativity and active participation in class. Project-based learning allows students to better understand concepts in depth. However, there are challenges in evaluating learning outcomes that still need improvement in order to measure learning success more objectively. The results of previous research show data that policy implementation has a positive impact on the social and economic life of the community (Rita Rahmawati, Hidayat, 2024).

Implementation Improvement Strategy To increase the effectiveness of the Merdeka Curriculum implementation, schools need to strengthen training for educators, increase cooperation with external parties, and develop a more flexible evaluation system. In addition, the active involvement of parents in supporting project-based learning needs to be increased so that educational results are optimized.

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