

# MULTIPLE STREAMS FRAMEWORK IN REGIONAL DEVELOPMENT AGENDA SETTING: THE CASE OF ECONOMIC SELF-SUFFICIENCY IN WEST SULAWESI PROVINCE, INDONESIA

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**Abstract:** Regional economic self-sufficiency represents a critical development priority in decentralized governance systems, yet understanding how this issue ascends to formal policy agendas remains theoretically and empirically underexplored. This study examines the agenda setting dynamics through which economic autonomy emerged as a strategic priority in subnational medium-term development planning, applying qualitative case study methodology to analyze policy formulation processes. Data were collected through semi-structured interviews with planning agency officials, document analysis of development plans and regulatory frameworks, and non-participant observation of coordination meetings during May-June 2025. Findings reveal that agenda prioritization resulted from convergence of three independent policy streams: the problem stream established urgency through compelling evidence of non-inclusive economic growth (4.83% GDP expansion alongside 10.41% poverty rates), severe fiscal dependency (72% central transfer reliance with minimal local revenue generation), and structural deficiencies in human capital and infrastructure quality; the policy stream generated feasible solutions through evidence-based planning processes producing an innovative five-pillar development framework emphasizing economic diversification, sectoral integration, and sustainability; while the political stream provided legitimacy through harmonious executive-legislative relations, leadership commitment, and transparent deliberation mechanisms. Stream coupling occurred during scheduled planning periods, creating policy windows enabling issue elevation from recognized problems to formal priorities. Results demonstrate that successful agenda setting in decentralized contexts requires not only stream convergence but also vertical coordination ensuring subnational policies align with national frameworks while addressing local needs. The study extends agenda setting theory to subnational governance in developing countries, revealing that political consensus significantly enhances coupling effectiveness. Practically, findings emphasize that achieving formal agenda status represents only an initial step; sustained implementation capacity and adaptive monitoring systems are essential for translating priorities into tangible development outcomes.

**Keywords:** agenda setting, economic self-sufficiency, regional development planning, policy formulation, decentralized governance t

## INTRODUCTION

Economic self-sufficiency has emerged as a critical development priority for subnational governments worldwide, particularly in decentralized developing countries where regional disparities persist despite national growth trajectories. The Sustainable Development Goals (SDGs) framework emphasizes inclusive economic growth and regional resilience, positioning territorial economic autonomy as essential for sustainable development (Monaco 2024; Zharova & Ereemeeva 2022). Recent scholarship demonstrates that regional economic self-sufficiency transcends fiscal independence, encompassing institutional capacity, local resource mobilization, and adaptive governance structures that enable regions to navigate global economic uncertainties (Topaloglou, 2024; Trujillo & García 2024). However, achieving this objective remains challenging in archipelagic nations like Indonesia, where geographical fragmentation, uneven resource distribution, and varying institutional capacities create significant development asymmetries across provinces. Indonesia's decentralization reform since 1999 granted substantial planning authority to provincial governments through the Regional Medium-Term Development Plan (RPJMD), a five-year strategic document guiding regional development priorities and resource allocation (Maharjan 2024). This framework theoretically enables regions to tailor development strategies to local contexts, mobilize indigenous resources, and reduce dependency on central transfers. Yet empirical evidence suggests persistent gaps between decentralization objectives and outcomes, with many provinces struggling to translate autonomy into economic self-sufficiency (Gu et al 2022). The RPJMD formulation process serves as a critical juncture where development priorities are negotiated among diverse stakeholders, yet this process often reflects political pressures rather than evidence-based needs assessment, potentially marginalizing strategic issues like economic autonomy (Jackson et al., 2018).

West Sulawesi Province exemplifies these challenges as a resource-rich but economically dependent region

where development outcomes lag national averages despite abundant natural assets. Although poverty rates declined from 11.49% (164,140 people) in March 2023 to 10.71% (155,910 people) in September 2024, these figures remain substantially above Indonesia's national poverty rate (BPS Sulbar, 2025). Economic structure analysis reveals heavy reliance on primary sectors, with agriculture, forestry, and fisheries contributing 46.11% of provincial GRDP in 2024, while manufacturing contracted by 1.69% (Badan Pusat Statistik, 2025). This primary sector dominance indicates limited value addition and structural transformation, constraining income generation and employment diversification. Table 1 illustrates the poverty trajectory, highlighting persistent economic vulnerability despite incremental improvements.

**Table 1. Poverty Trends in West Sulawesi Province (2023-2024)**

Period	Poverty Rate (%)	Population (thousands)
March 2023	11.49	164.14
March 2024	11.21	162.19
September 2024	10.71	155.91

*Source: BPS Sulbar (2025)*

The province's fiscal architecture reveals deeper structural constraints, with over 80% of the provincial budget derived from central government transfers rather than locally generated revenue ([berita.sulbarprov.go.id](http://berita.sulbarprov.go.id), 2024). This fiscal dependency severely limits policy innovation and responsiveness to local needs, as evidenced by a recent Rp300 billion budget reduction following central allocation adjustments. Contemporary research demonstrates that such dependency patterns not only constrain fiscal flexibility but also weaken accountability mechanisms and diminish incentives for local revenue optimization (Ryser et al., 2023). Despite possessing substantial natural resources including palm oil, cocoa, marine products, and forest resources, West Sulawesi has failed to develop downstream industries or value-added processing capabilities that could enhance regional income and employment while reducing external dependency.

Understanding how economic self-sufficiency enters—or fails to enter—the regional development agenda requires examining the agenda setting process, a critical yet understudied phase in policy formulation where competing priorities vie for limited governmental attention and resources. Agenda setting theory posits that policy attention is neither automatic nor proportional to objective problem severity; instead, issues must navigate complex political, institutional, and cognitive filters before gaining policy priority (Zahariadis 2025). In Indonesia's decentralized context, RPJMD formulation theoretically incorporates participatory mechanisms including multi-stakeholder consultations (Musrenbang), yet research indicates these processes often function symbolically rather than substantively influencing agenda priorities, with technical bureaucrats and political elites retaining dominant influence over final decisions (Amin 2025; Gibson & Woolcock 2008)

Kingdon's (1995) Multiple Streams Framework offers valuable analytical leverage for understanding agenda dynamics in complex institutional environments, conceptualizing agenda setting as the convergence of three independent streams: problems (recognized conditions demanding attention), policies (technical solutions circulating among specialists), and politics (electoral, legislative, and administrative dynamics) (Mhazo & Maponga 2021). Issues gain agenda status when these streams couple during "policy windows"—temporary opportunities when problem recognition, solution availability, and political receptivity align. Recent applications demonstrate the framework's utility for analyzing subnational policy processes, revealing how regional contexts shape stream dynamics and window opportunities differently than national-level processes (Kleider & Toubeau 2022). For West Sulawesi's RPJMD 2025-2030, understanding whether and how economic self-sufficiency achieves agenda priority requires tracing interactions across these streams, identifying potential coupling moments, and examining enabling or constraining factors within the provincial governance ecosystem.

Existing research provides partial insights but leaves critical gaps regarding economic self-sufficiency agenda dynamics in Indonesian regional planning contexts. Existing research provides partial insights but leaves critical gaps regarding the dynamics of agenda setting for economic self-sufficiency in Indonesia's regional development planning. Subroto & Ningrum (2020) examined the formulation of rural development strategies in Central Java, highlighting limited integration between economic, social, and skill development aspects. However, their study did not analyze how specific issues navigate the agenda process or examine the roles of problem definition, policy entrepreneurship, and political opportunity structures in understanding agenda setting dynamics for economic self-sufficiency. Razak et al. (2024) conducted an interpretive case study exploring the dynamics of executive and legislative interactions in determining Regional Revenue and Expenditures (APBD). Their study, grounded in Siegel and Marconi's theory and employing a symbolic interactionism approach, revealed that despite rhetoric emphasizing performance-based budgeting, traditional practices and paternalistic culture continue to dominate the APBD process. Conflicts and strategic maneuvers between the executive and legislative branches give rise to what the authors term "Budgetary Mutualism," where both sides pursue mutual gains under a facade of harmony that conceals underlying hypocrisy and conflicting interests. This research highlights the complexity of APBD formulation, emphasizing the influence of power dynamics, symbolic behavior, and elite commitments in shaping budgetary governance. Neither study systematically analyzed how economic self-sufficiency as a development objective competes for agenda space, what factors enable or inhibit its prioritization, or how stream interactions shape its treatment in

strategic planning documents. This research addresses these gaps by applying the Multiple Streams Framework to West Sulawesi's RPJMD 2025-2030 formulation, specifically investigating how economic self-sufficiency navigates the agenda setting process.

This study aims to analyze the application of Kingdon's Multiple Streams Framework in understanding agenda setting dynamics for economic self-sufficiency within West Sulawesi Province's RPJMD 2025-2030 formulation process. Specifically, it examines how problem recognition, policy alternatives, and political conditions interact to shape whether and how economic autonomy achieves strategic priority status, identifies critical junctures and policy windows influencing agenda outcomes, and assesses facilitating and constraining factors within each stream that affect issue prioritization. By systematically tracing these dynamics through qualitative case study methodology, this research contributes theoretically to agenda setting scholarship in decentralized governance contexts while offering practical insights for strengthening evidence-based, participatory regional development planning in Indonesia and comparable developing country settings facing similar challenges of regional economic disparities, fiscal dependency, and the imperative to strengthen subnational economic resilience within multilevel governance frameworks.

## METHODOLOGY

This study employs a qualitative descriptive case study design to analyze the application of Kingdon's Multiple Streams Framework in understanding agenda setting dynamics for economic self-sufficiency within West Sulawesi Province's RPJMD 2025-2030 formulation process. Data collection occurred between May and June 2025 at the Regional Development Planning Agency (Bappeda) of West Sulawesi Province through purposive sampling of key informants including the Head of Bappeda (JM), Head of Planning Control and Evaluation Division (HD), and Head of Economy and Natural Resources Division (MND), supplemented by document analysis of official RPJMD documents, regional development plans, public consultation records, legislative proceedings, and relevant regulatory frameworks. Primary data were gathered through semi-structured in-depth interviews exploring problem recognition, policy alternative development, and political stream dynamics, while secondary data comprised official planning documents, government reports, media coverage, and academic literature providing contextual background and triangulation sources (Sugiyono, 2022; Gunawan, 2021). Non-participant observation of development planning consultations (Musrenbang), cross-sectoral coordination meetings, and public consultation forums enabled direct examination of interaction dynamics, communication patterns, and issue prioritization processes among governmental, legislative, and civil society actors. Data analysis followed Miles and Huberman's interactive model involving systematic data reduction to identify relevant information concerning problem streams, policy streams, and political streams; data display through thematic matrices mapping stream interactions and coupling mechanisms; and iterative conclusion drawing with continuous verification through source triangulation and pattern consistency checking to establish how economic self-sufficiency navigated the agenda setting process and what factors facilitated or constrained its inclusion in strategic development priorities (Gunawan, 2021). This methodological approach enables comprehensive examination of the complex, multi-actor policy formulation process while maintaining analytical focus on the theoretical framework's explanatory power in decentralized governance contexts.

## RESULTS AND DISCUSSION

### **Problem Stream: Recognition of Economic Self-Sufficiency Crisis**

The problem stream in West Sulawesi's agenda setting process emerged through systematic identification of structural economic challenges that deviate significantly from desired development outcomes. Economic growth exhibited a non-inclusive pattern, with provincial GDP growth reaching 4.83% while poverty rates remained elevated at 10.41%, indicating that growth benefits concentrated in specific sectors rather than distributing broadly across the population. This growth-poverty paradox revealed fundamental weaknesses in the regional economic structure, characterized by excessive dependency on palm oil plantations concentrated in only three districts (Pasangkayu, Central Mamuju, and Mamuju), while other regions (Mamasa, Polman, and Majene) experienced persistently high poverty due to absent economic foundations. The spatial concentration of economic activity created inter-regional disparities that undermined provincial cohesion and limited opportunities for inclusive development across all territories.

Fiscal dependency constituted a second critical dimension of the problem stream, manifesting through severely limited regional revenue generation capacity. Locally Generated Revenue (PAD) contributed merely 20-25% of the total provincial budget (approximately Rp500-600 billion from Rp1.9 trillion), while central government transfers accounted for 72-75% of development financing. This fiscal asymmetry severely constrained policy innovation space and reduced regional government responsiveness to local needs, as budgetary flexibility remained tightly limited by predetermined central allocations and mandatory expenditures including personnel costs. The high transfer dependency rendered the province vulnerable to fluctuations in national fiscal policy, as evidenced by a recent Rp300 billion budget reduction following central allocation adjustments. This structural fiscal weakness indicated that West Sulawesi had not achieved the fiscal autonomy promised by Indonesia's decentralization framework, remaining fundamentally dependent on external resources for development financing.

**Table 2. Key Economic Indicators Defining Problem Recognition in West Sulawesi**

Indicator	Value	National Average	Gap
Poverty Rate (2024)	10.41%	9.03%	+1.38 pp
Economic Growth (2024)	4.83%	5.05%	-0.22 pp
Human Development Index	70.00	75.00	-5.00
PAD Contribution to Budget	23%	35%	-12 pp
Transfer Dependency	72%	58%	+14 pp
Per Capita Expenditure	Rp10 million	Rp20 million	-50%
Quality Road Infrastructure	48%	62%	-14 pp

Source: Field Research Data (2025) and BPS Statistics (2024)

Beyond fiscal constraints, structural and social factors compounded economic challenges, including low human capital quality reflected in a Human Development Index score of 70 (below the national average of 75), limited infrastructure connectivity with only 48% of roads meeting quality standards, and weak purchasing power demonstrated by per capita expenditure of approximately Rp10 million annually (half the national average of Rp20 million). These structural deficiencies reduced regional productivity and competitiveness, perpetuating economic underdevelopment despite abundant natural resource endowments. Kingdon's framework emphasizes that problems gain policy attention through indicators, focusing events, and feedback mechanisms that signal deviation from acceptable conditions. In West Sulawesi's case, persistent poverty despite economic growth, widening fiscal gaps, and deteriorating social indicators collectively functioned as "policy signals" that elevated economic self-sufficiency from a latent concern to an urgent policy priority demanding governmental attention. The convergence of these problem indicators created compelling evidence that existing development approaches failed to address fundamental structural weaknesses, necessitating a paradigmatic shift toward economic autonomy strategies. Drawing on Kyriacou et al. (2017), regions facing similar structural constraints should institutionalize systematic problem monitoring mechanisms incorporating multidimensional poverty indices, fiscal sustainability ratios, and spatial inequality metrics to ensure timely problem recognition and responsive policy formulation.

#### **Policy Stream: Formulation of Strategic Solutions**

The policy stream in West Sulawesi's RPJMD formulation involved systematic development of policy alternatives addressing recognized economic problems through evidence-based planning processes coordinated by Bappeda. Policy formulation commenced with macroeconomic analysis integrating global, national, and regional trends, ensuring alignment between provincial development strategies and national medium-term development plans (RPJMN) while adapting to local contexts and capabilities. This analytical process identified West Sulawesi's competitive disadvantage, ranking 28th among 38 Indonesian provinces in regional competitiveness indices, necessitating transformative policy interventions. The overarching vision "Advanced and Prosperous West Sulawesi" emerged from this analytical foundation, operationalized through five strategic missions termed "Panca Daya Pembangunan" (Five Development Powers): inclusive economic growth, superior human resource development, poverty alleviation, equitable infrastructure development, and effective governance strengthening. This framework represented an innovative regional adaptation integrating the governor's political vision with technocratic evaluation findings, reflecting evidence-based policymaking principles where decisions derive from empirical analysis rather than purely political aspirations.

Sectoral integration emerged as a central policy innovation, emphasizing value chain development through upstream-downstream linkages ensuring government presence throughout production cycles from cultivation to market access. The integration strategy aimed to strengthen local economic value chains by connecting production, processing, and distribution stages within a coherent regional economic system, moving beyond traditional fragmented sectoral approaches. Particular emphasis was placed on diversifying the economic base beyond palm oil dependency through comprehensive development of agriculture, fisheries, livestock, and plantation commodities including cocoa, coffee, rice, horticulture, and marine capture fisheries. This diversification strategy embodied resilience-based development principles, recognizing that overdependence on single commodities exposes regional economies to global price volatility and market crises. By broadening the productive base, policymakers sought to create economic buffers against external shocks while expanding employment opportunities across diverse sectors and territories.

**Table 3. Policy Stream Components in RPJMD 2025-2030 West Sulawesi**

Policy Component	Strategic Focus	Expected Outcome	Implementation Instrument
Panca Daya 1: Growth Power	Accelerate GDP growth through local commodity sectors	8% annual growth	Sectoral investment incentives
Panca Daya 2: Competitive Power	Enhance human capital and productivity	HDI increase to 73	Education and health programs
Panca Daya 3: Resilience Power	Build climate-resilient economic systems	Reduce vulnerability index	Infrastructure adaptation



Panca Daya 4: Distribution Power	Ensure inter-regional equity	Reduce Gini coefficient	Targeted development allocation
Panca Daya 5: Governance Power	Strengthen transparent, accountable administration	Increase PAD to 35%	Revenue optimization reforms

Source: *West Sulawesi RPJMD 2025-2030 Document Analysis (2025)*

Policy formulation incorporated systematic learning from previous development cycles through rigorous evaluation of RPJMD 2021-2026 outcomes, assessing achievement rates, implementation obstacles, and effectiveness of interventions. Evaluation findings informed adjustments in the new planning period, aligning policies with the newly inaugurated governor's vision encompassing five priority missions: economic development acceleration, poverty and stunting eradication, governance improvement, and infrastructure expansion. This iterative policy learning process exemplified adaptive policymaking where previous experiences systematically inform future strategies, enhancing policy effectiveness and relevance. The sustainability dimension received explicit attention through policies emphasizing environmentally responsible natural resource management, balancing economic growth imperatives with ecosystem preservation, aligning provincial strategies with global Sustainable Development Goals (SDGs). Kingdon's framework suggests that policy alternatives survive in the policy stream when they demonstrate technical feasibility and political acceptability; West Sulawesi's diversification and integration strategies met both criteria by offering technically sound solutions to identified problems while aligning with political leadership priorities and stakeholder expectations. The comprehensive policy package reflected sophisticated policy entrepreneurship by Bappeda officials who successfully coupled technical analysis with political opportunities to advance economically rational solutions. Following Turnpenny et al. (2008), effective policy stream development in decentralized contexts requires institutionalizing policy evaluation units with analytical capacity to conduct systematic assessments and translate findings into actionable policy alternatives that bridge technocratic expertise and political feasibility considerations.

#### **Political Stream: Mobilizing Support and Legitimacy**

The political stream in West Sulawesi's RPJMD formulation exhibited remarkable stability and consensus, contrasting with typical political contestation characterizing policy processes in many Indonesian provinces. Political dynamics did not generate significant obstacles during RPJMD preparation, attributed to shared understanding among DPRD and regional government regarding the fundamental importance of addressing poverty and stunting as development priorities. This consensus reflected political convergence where both executive and legislative branches recognized the urgency of structural economic problems, creating a cooperative political climate rather than adversarial dynamics. The alignment between governmental and parliamentary priorities enabled smooth policy formulation without the resistance that typically emerges from divergent institutional interests or partisan competition, functioning as an enabling factor rather than a constraint on policy development.

Communication mechanisms among the Governor, DPRD, and Bappeda were structured around shared development objectives, with each actor playing distinct but complementary roles in the policy ecosystem. Bappeda functioned as the technocratic designer conducting analytical work and drafting policy frameworks, the Governor served as the visionary director establishing strategic priorities and development targets including 8% annual economic growth and 1% annual poverty reduction, while DPRD provided political legitimacy and oversight ensuring policy alignment with constituent interests and inter-regional equity considerations. This institutional division of labor reflected collaborative governance principles where technocratic rationality and political legitimacy reinforce rather than contradict each other. Despite political influence being present particularly during DPRD deliberation and approval stages, technical formulation remained firmly grounded in data-driven analysis following guidance from the National Development Planning Agency (Bappenas), ensuring vertical coordination between provincial and national planning frameworks while preserving local adaptation space.

**Table 4. Political Stream Dynamics in RPJMD Agenda Setting Process**

Political Actor	Primary Function	Contribution to Stream	Coordination Mechanism
Governor	Vision Director	Sets strategic targets and development priorities	Executive coordination meetings
DPRD	Legitimacy Provider	Approves budget allocation and oversight	Legislative hearings and consultations
Bappeda	Technical Designer	Conducts analysis and drafts policy frameworks	Inter-agency technical meetings
Civil Society	Feedback Provider	Participates in Musrenbang and public consultations	Participatory planning forums
Central Government (Bappenas)	Policy Coordinator	Provides technical guidance and ensures national alignment	Vertical coordination mechanisms

Source: *Field Research Observations and Document Analysis (2025)*

Transparency mechanisms strengthened political legitimacy through open deliberation processes in DPRD sessions and publication of development evaluation results through official forums including RPJMD discussion sessions and coordination meetings. These transparency practices embodied deliberative democracy principles enabling public monitoring and assessment of policy alignment with citizen preferences, strengthening horizontal accountability between executive and legislative institutions while building public trust in governmental processes. The commitment to transparent processes extended beyond formal requirements, reflecting a governance culture prioritizing openness and stakeholder engagement. Political support proved particularly robust due to the Governor's strong commitment to sustainable economic independence serving as the primary driving force orienting policy directions toward structural transformation rather than short-term political gains or patronage distribution.

Kingdon's framework emphasizes that the political stream comprises elements including political leadership, legislative support, governmental stability, and public opinion that collectively determine when and how policy windows open for change. West Sulawesi's political stream demonstrated positive characteristics across these dimensions: visionary gubernatorial leadership establishing clear priorities, cooperative legislative support providing legitimacy without obstruction, stable governance arrangements minimizing disruptive political competition, and generally favorable public sentiment toward poverty reduction and economic development agendas. The harmonic relationship among political actors facilitated policy window opening, enabling economic self-sufficiency issues to ascend from problem identification through policy formulation to formal agenda status within RPJMD 2025-2030. This political stability and consensus proved instrumental in coupling the three streams, creating conditions where recognized problems, developed solutions, and political opportunities converged to enable policy adoption. However, while political harmony facilitated agenda setting, sustainability of this consensus requires ongoing institutional mechanisms to maintain alignment across political cycles and leadership transitions. As recommended by Arenas et al. (2020), regions should establish formal multi-stakeholder coordination forums with statutory mandates to ensure continuous political dialogue and prevent policy discontinuity when political configurations change, institutionalizing collaborative governance beyond individual leadership tenures.

#### **Stream Convergence and Policy Window Opening**

The empirical findings from West Sulawesi's RPJMD 2025-2030 formulation demonstrate successful convergence of Kingdon's three streams, creating a policy window that elevated economic self-sufficiency from a recognized problem to a formal policy agenda priority. The problem stream provided compelling evidence of structural economic challenges through poverty rates, fiscal dependency indicators, and inter-regional disparities that signaled urgent need for intervention. The policy stream generated technically feasible and politically acceptable solutions through Bappeda's analytical work, producing the Panca Daya Pembangunan framework addressing identified problems with actionable strategies. The political stream contributed essential support through gubernatorial leadership, legislative cooperation, and stakeholder consensus that provided legitimacy and implementation capacity for adopted policies.

Kingdon's framework explains that policy change occurs not when streams develop independently, but when they couple during critical moments when problems gain attention, solutions are available, and political conditions favor action. West Sulawesi's case exemplifies this coupling mechanism: economic indicators heightened problem urgency, Bappeda's planning processes developed policy alternatives, and favorable political dynamics created receptivity to transformative interventions. The convergence occurred during the RPJMD formulation period, a regularly scheduled policy window that provided institutional opportunity for comprehensive development planning incorporating new priorities. This scheduled window proved more conducive to systematic agenda setting than crisis-driven windows that often produce reactive rather than strategic policy responses.

The findings contribute to Multiple Streams Framework literature by demonstrating its applicability in decentralized governance contexts where policy processes involve complex multi-level coordination between provincial governments, national agencies, and legislative bodies. While Kingdon developed the framework analyzing U.S. federal policymaking, its core insights about stream independence and coupling mechanisms transfer effectively to Indonesian subnational contexts, though with adaptations reflecting different institutional configurations and political cultures. The West Sulawesi case illustrates that successful agenda setting in decentralized systems requires not only stream convergence but also vertical coordination ensuring provincial policies align with national frameworks while addressing local priorities, adding complexity beyond Kingdon's original formulation.

The study reveals that while political consensus facilitated agenda setting, implementation challenges may emerge from structural constraints including limited fiscal capacity, weak institutional capabilities, and persistent infrastructure deficits that constrain policy execution even when political will exists. Future research should examine implementation dynamics to assess whether the policy agenda successfully translates into tangible development outcomes or encounters obstacles in the execution phase. Additionally, comparative studies across multiple Indonesian provinces could identify patterns in stream dynamics and coupling mechanisms, building cumulative knowledge about subnational policymaking processes in decentralized governance systems. As Hrivnák et al (2021) emphasizes, effective regional development planning requires not only robust agenda setting but also adaptive implementation monitoring and evaluation systems that enable continuous learning and policy adjustment, ensuring that formally adopted priorities achieve

substantive impacts on regional economic transformation and citizen welfare.

## CONCLUSION

The investigation of flood disaster management in Makassar through the lens of Complexity Theory reveals a governance system characterized by fundamental contradictions between its formal institutional architecture and the adaptive requirements of complex urban disasters. The analysis across five key dimensions—actors, policy processes, decision-making, power distribution, and information systems—demonstrates that while the flood management system exhibits some characteristics of complex adaptive systems, particularly through emergent behaviors at the community level and distributed responses during crisis situations, these adaptive properties remain constrained by rigid bureaucratic structures, sectoral fragmentation, and hierarchical control mechanisms that inhibit systemic learning and evolution. The persistence of linear policy processes without feedback loops, centralized decision-making that delays emergency responses, power asymmetries that marginalize community knowledge, and fragmented information systems with trust deficits collectively undermine the system's capacity to develop the resilience necessary for addressing intensifying flood risks in a rapidly urbanizing coastal context. The research indicates that transformation toward genuinely adaptive flood governance requires not merely technical adjustments but fundamental reconceptualization of institutional relationships, moving from command-and-control approaches toward collaborative networks that recognize distributed intelligence, enable polycentric decision-making, facilitate continuous learning, and integrate diverse knowledge systems including community-based expertise. Without such systemic transformation that embraces rather than suppresses the complex, emergent properties inherent in urban disaster governance, Makassar's flood management system will continue to exhibit limited effectiveness in responding to dynamic flood risks, perpetuating cycles of reactive responses that fail to build long-term resilience. The study contributes to complexity applications in public administration by demonstrating how theoretical principles manifest in specific governance contexts while highlighting the critical importance of aligning institutional designs with the inherent complexity of contemporary urban challenges.

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