

The Implementation of Green Development Perspectives in Local Government Policies: A Case Study in Indonesia

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This study is aimed to identify the implementation of a green development perspective into social, economic and environment policies. Green development integrates the perspective of social, economic, and environment in development. The method of this study is descriptive qualitative. Data collection was carried out by conducting interviews and observation studies to three units in Central Kalimantan Province: Social Unit, Environment Unit, and Economic and Natural Resources Bureau. This study found that green development is feasible to be implemented into social, economic and environment policies. In social policies, the implementation is carried out through Potential and Sources of Social Welfare, Business Community Group, Household Conditional Cash Transfer Program, and Productive Economic Business Community. The implementation in economic policies is carried out by developing forest management and tourism development. In environment policies, the perspective of green development is implemented by the Low Emission Development (SPRE) program and Heart of Borneo. This study recommends the need to improve local competencies to reduce dependence on third parties and to provide sufficient budget as a commitment from the local Government to create the policies that focus on improving social justice, increasing economic feasibility, and sustainable environmental sustainability.

Key words: *Green development, advance economic, social inclusion, preserve the environment.*

Introduction

Indonesia has a high potential to develop faster than other countries in terms of developing natural resources for the welfare and prosperity of the people. But on the other hand, the risk of natural resource management also has a high influence if it is not managed properly. According to the Ministry of Environment's environmental survey in 2008, the majority of rivers in Indonesia have been severely polluted. Forest fires that occur a lot, apart from being caused by natural factors are also caused by the logical consequence of the widespread policy of expansion of Industrial Plantation Forests which replaces the position of natural forests, because the triggers of forest and land fires are caused by land clearing by burning, which in turn causes forest fires (Asdak, 2014). In addition, the decline in air quality from toxic gases and particles includes the smoke of forest and peat land fires in many cities in Indonesia. The impact of deaths from air pollution in Indonesia is around 3% of Gross Domestic Product (GDP) in 2010. There is an abstraction of ground water, and the quality and availability of water is bad, where 14% of drainage basins are in critical condition (GGGI, 2015).

Based on this condition, it can be seen that the occurrence of environmental degradation is caused by systemic problems, which are interrelated. Humans, as the main figures that greatly influence the development of the environment, become the central point of the quality of the existing environment. For this reason, human interaction cannot be separated from environmental factors. How humans interact with their environment in utilising natural resources for their economy, is crucial to the future of development for future generations.

Green development as a concept that integrates social, economic and environmental factors, and is present as one of the efforts to be able to improve the pattern of development to be more 'friendly' to social, economic and environmental aspects. According to Law Number 26 Year 2007 regarding Spatial Planning, it has mandated that each city in its spatial plan is required to allocate at least 30% of its space or territory to green space, where 20% is intended for public green space and 10% is allocated for private green space on land owned privately or publicly. Local governments based on Law Number 23 of 2014, have established authorities to preserve the environment. This form of environmental preservation is implemented in various ways in various local governments.

Green development is a concept that transforms the paradigm economic development into sustainable development that integrates the aspect of economy with social and environment aspects. The key success to achieve green development is to have high political commitment and leadership, at the national and local level, supported by the community. There is a lot of opportunity to promote green development, but all need public participation from policy makers. There are three targets in green development: 1) green growth, namely the change from 'black' to green growth; 2) green benefits, namely the movement from a deficit

environmental system to an ecological surplus; and 3) green welfare, namely the change from injustice to social justice (inclusive development).

In accordance with the commitment of the Indonesian government and the OECD as contained in Indonesia's Green Growth Policy Review 2017-2019, an agreement was made to conduct an activity program that focused on four aspects: 1) Develop a business climate and create dynamic growth; 2) Improve social policies and increase inclusive growth; 3) Encourage green growth; and 4) Support governance. Through encouraging green growth, the Indonesian government is committed to shift to a development model that has the concept of green development. It is realised that there will be many challenges towards 'green' growth.

The Provincial Government of Jakarta has carried out greening efforts, one of which is the provision of green open people in the North Jakarta area. The North Jakarta area is part of the DKI Jakarta area which develops development activities and developments that have an impact on land use. The size of the land is relatively fixed but the demand for land continues to increase causing the process of conversion of functions, especially green spaces that are increasingly narrowing. A study conducted by Wijayanto & Hidayati, 2017, found that the implementation of the provision of green space in North Jakarta city administration is still not optimal yet. The study recommends the need for political will from the government to create a combat control by enforcing strict sanctions.

Another study from Rodiyah & Agustina (2018) found that Sidoarjo Government has had a commitment to develop ecotourism in three dimensions: Creating conservation lands and community development, planting 200,000 mangrove seedlings, and maintain the sustainability of ecotourism development by coordinating between institutions to boost its development. Efforts to conserve the environment, especially mangrove areas in Sidoarjo Regency are focused on three types of commitments developed by Allan & Meyer (Rodiyah & Agustina, 2018), namely the belief of local governments to accept the values set forth in the ecotourism development program (affective commitment), the strong will of the local government in carrying out work programs with the aim of building ecotourism (normative commitment), and the consistency shown by local governments in developing sustainable ecotourism development programs (continuance commitment). Commitment of government policy makers determined the success of the implementation of green development into policies' dimensions created.

Most studies focus only on a single perspective only whether economic, social or environmental. The study of green development has been widely focusing on economic perspective without proper investigation of the social and environmental aspects. There is still lack of study which focus on the implementation of green development that integrates

those three perspectives especially in local government. Therefore, this study focuses on specific question, ‘how is the green development in three perspectives in local government implemented?’

Methodology

This study uses a qualitative descriptive research method. This explored the phenomenon of policies in the social, economic and environmental fields in the regional government that has green development insight. The depth of data and information is needed in understanding the phenomenon of change that occurs after the implementation of policies based on green development.

The scope of this study is government institutions that have applied the concept of policy based on green development in the territory of Indonesia. Central Kalimantan Province is selected as the focus of the research because this becomes a pilot project of green growth in Indonesia. The institutions represented are the Planning and Development Agency, the Social Agency, the Bureau for the Development of Economic and Natural Resources Empowerment, and the Environmental Agency.

The method of data retrieval was carried out by conducting interviews and observations to three units from the provincial government of North Kalimantan: the Social Unit, the Environmental Unit, and the Economic and Natural Resources Bureau. The Social Unit was represented by The Secretary of the Unit and The Division Head of Social Empowerment. The Environmental Unit was represented by The Division Head of Waste and Toxic Management and The Sub Division of Assets and Finance. The Economic and Natural Resources was represented by The Division Head of Natural Resources, Production and Cultivation.

Data obtained from interviews was analysed and described qualitatively. In addition, the results of observations and studies of documentation obtained from the field will also be used as supporting information in processing data from key informants.

Results and Discussion

Central Kalimantan Province as the third largest province in Indonesia, has a geographical area in the form of biophysics consisting of: coastal mangrove forests, swamp land dominated by peat areas, and higher hills covered by forests. The dynamics of the development of the world that brought the influence of globalisation, including in the region of Central Kalimantan Province, caused various impacts. From the start of the issue of climate change, cross-border tensions between countries, the acceleration of the spread of epidemics,

terrorism, and various other global issues.

To address the global challenges faced, the Central Kalimantan Provincial Government has become one of the areas that has been the focus of reforming and preparing strategies, especially for issues related to environmental sustainability. As stated by Asdak (2014), to plan sustainable development, policy formulation is needed that places plans and programs in the context of ongoing conditions and processes by considering social, economic and environmental interests equally.

Results

According to Law Number 23 of 2014 concerning Regional Government Social Affairs and Government Affairs, it is a compulsory affair because it is a basic service to the community. Social policy is related to solving problems related to social issues. The Social Unit of Central Kalimantan Province runs its programs and activities based on the authority from the central government, in this case the Ministry of Social Affairs. Most of the programs are supported by the Ministry of Social Affairs, because the characteristic of its function needs the coordination from the national level.

1) Potential and Sources of Social Welfare (*Potensi dan Sumber Kesejahteraan Sosial/ PSKS*). This program PSKS is designed as an activity for individuals, families, groups, and communities to maintain, create, support and strengthen the implementation of social welfare. PSKS is regulated in the Minister of Social Affairs Regulation Number 8 of 2012 concerning Guidelines for Data Collection and Data Management for Persons with Social Welfare and Potential Problems and Social Welfare Sources. In Law No. 11 of 2009 concerning Social Welfare, it is stated that human resources for social welfare include: social welfare workers, professional social workers, social counselors, and social volunteers. Whereas in Law Number 11 Year 2011 concerning the Handling of the Poor, it was stated that specifically for the handling of the poor were supplemented by assistants. The Social Service Office of Central Kalimantan Province, in carrying out the mandate, formed a social workforce called *TKSK* (Community Social Workers). Of the 136 sub-locals, each of them has one *PSKS* workforce. However, the problem of the quality of competency possessed by *TKSK* is not comparable with the extent of one sub-local with one local, especially with a love rope that is only Rp. 500,000 / month. The Social Unit of Central Kalimantan Province encourages companies to be responsible for the development of social welfare. For example, for the construction of houses for remote indigenous communities, through the Corporate Social Responsibility program.

2) Business Community Group (*Kelompok Usaha Bersama/KUBE*).

KUBE is an activity program through the provision of business capital through banks. *KUBE* has been carried out since 1990. It was aimed to help the poor. There are 100 cubes in four cities: Delamando, West Waringin City, Gunung Mas City, and Pulang Pisau Regency. The poverty level is the most preferred indicator. Based on 14 districts determined, the district provides certain budgets to create some programs. The main source of funding comes from the Ministry of Social. However, based on data from respondents, it is known that there is also a need for readiness from the provincial and local government to provide assistance, social assistance, and technical assistance funds.

The mechanism of *KUBE* activities is to provide funds of around Rp 20,000,000 which are transferred directly to *KUBE* member accounts. Expenditures from these funds are adjusted to the business choices of each business group. The targets of the *KUBE* empowerment program in the period 2014 - 2015 are: a) Improving the quality of the human resources of the apparatus and the social welfare staff of the community as much as 10% per year; b) Decreasing the number of poor people and people with social welfare problems in the community; c) Increasing the number and ability of the community in the form of institutions and individuals in handling social welfare issues.

3) Productive Economic Business Community (*Usaha Ekonomi Produktif/UEP*)

UEP is an activity with the theme of planting an entrepreneurial character that aims to shape the character of the people to have the attitude and thoughts of an entrepreneur. The *UEP* program is one of the ways in which the government can improve community welfare. The *UEP* program is designed to improve community empowerment, to create jobs and foster entrepreneurial spirit, to develop business activities and opportunities based on local potential, to increase revenue, and to improve food security as well as developing local food stocks. The target of beneficiaries of the *UEP* program is households with food insecurity or the poor who are members of the economic business group. The Social Unit of Central Kalimantan Province provides a focus on the *UEP* program on increasing income. In this case the per capita income is calculated per household (family head).

4) Household Conditional Cash Transfer Program (*Program Keluarga Harapan/PKH*)

PKH is a program designed to help poor families. *PKH* program is originally a central government program. This is adopted by almost all local and provincial governments. This program is a household-based poverty reduction program. The main objective of *PKH* is to reduce poverty and improve the quality of human resources. This goal is in line with efforts to accelerate the achievement of the objectives of Millennium Development Goals (MDGs) and Sustainable Development Goals (SDGs). The objectives of *PKH* are improving the socio-economic conditions of poor households; increasing the level of education of very poor household children; improving the health and nutrition status of pregnant women, postpartum

mothers, and children under six years from very poor households; and improving access and quality of education and health services, especially very poor households (*PKH* Guideline 2008).

PKH conducted in Central Kalimantan province puts a lot of emphasis on activities in the form of providing assistance to pregnant women to improve maternal nutritional value and prevent malnutrition, for example, providing nutritious rice (*Beras Sejahtera*) or *Rastra*. Based on information obtained from key informants at the Social Agency, in 2018 there were 40 locations organised by four locals (volunteers) with a budget of Rp 200 million for 100 households. It is given in monthly installments. For remote areas, the payment is given quarterly, that is at the end of the 3rd month due to the constraints on transportation costs.

For the synergy of programs and activities, a technical coordination meeting is held at the provincial level by calling on the heads of the Social Unit in all local agencies/cities. Internally, this local agency discusses their problems before being taken to the provincial level meeting. The activities are carried out every March, while the internal meetings of each Local are held every February (before the provincial coordination meeting) which is attended by all heads of *Badan Pembangunan Daerah/Bappeda* (Local Development Board) at the local government level.

In relation to policies in the economic field, Central Kalimantan Province through the Bureau of Economic and Natural Resources Administration, has identified several problems that have been experienced so far related to economic development and management of natural resources. According to the Strategic Plan of the Economic and Natural Resources Administration in 2016-2021, there are several strategic issues identified, namely: a) protection and forest security; b) the need for the development of environmental services and land rehabilitation efforts to support economic business programs; c) food security and food sovereignty because the benefits and diversity of food consumption through the development of local government and the policy of controlling the conversion of agricultural land are still lacking; e) the tourism sector in improving the economy and public welfare.

In relation to the issues identified, programs and activities are aimed to support the development of green investment and apply their direction in accordance with the needs of the global green market. Besides, these are aimed to create the instrument of developing green investment through investment development cooperation.

Furthermore, some activities are focused on developing forest management. The threat to forest sustainability does not only come from human behaviour, such as forest fires and illegal logging, but also from natural disasters. If the forest area is not managed properly, then forest resources will be more fragmented with the disruption of natural balance. For this

reason, effective forest management policies are established, namely those that are able to increase community participation in the management and optimisation of forest functions as a natural balance and prevention of natural disasters.

For activities related to tourism development, the direction of development is through cooperation across the board of both technical local agencies and geographically adjacent provincial governments in order to attract tourists and investors. The development of tourism is designed to be able to provide a multiplayer effect that is able to improve the economy and welfare of the people of Central Kalimantan Province. This is in accordance with the concept of green development, namely how to realise development that can reduce poverty and protect environmental degradation, while economic development can continue to progress.

The Environment Unit is one of the organisations in the Central Kalimantan Province that function in organising the formulation and implementation of policies in the field of environmental management, waste management, B3 waste, pollution control, as well as environmental law structuring and environmental capacity building. The environment policy program aims at how a policy can support environmental development. Environmental development refers to ecological sustainability which is the most important factor in human life because it is crucial to the sustainability of human life on planet Earth. Humans should maintain all their activities not to damage the environment. To fulfill this, some programs are created.

1) Low Emission Development (SPRE).

This is a long-term development strategy that implements economic development based on low emission activities and contributes directly or indirectly to adapt to the impacts of climate change. The general strategy of realising SPRE is by making several efforts, namely: a) Focus on changing land with high emissions; b) Increase the area of land that absorbs high carbon; c) Be careful in managing peat; d) Increasing the expansion of the area of Collaborative Forest Management, Educational Forests, Village Forests, Community Forests, and Community Plantation Forests with farmers / communities that can produce fruits.

In response to this, there are some strategies to implement the SPRE development:

- a) The peat moratorium is based on the Indicative Map of the Postponement of Giving New Licenses.
- b) Peat area with a depth of more than three meters.
- c) Indicative Map of Social Forestry Areas.
- d) Indigenous territories.

According to Article 15 of Law Number 32 Year 2009 and Article 2 Paragraph (2) Government Regulation Number 46 of 2016 concerning Procedures for Implementing Strategic Environmental Studies (SEA), Spatial Planning and Territory (*Rencana Tata Ruang dan Wilayah*), revisions or evaluations must be accompanied by SEA studies.

2) Heart of Borneo Program (HoB).

This is a forest management program in the heart of Kalimantan as a sustainable conservation effort. The HoB program is focused on points in four provinces, namely the provinces of Central Kalimantan, North Kalimantan, East Kalimantan and West Kalimantan. The HoB involves the cooperation of three countries, namely Indonesia, Malaysia and Singapore. This collaboration is intended to maintain sustainability so that forest sustainability continues to exist in the future, for example: the issue of forest fires, where the conversion rights are considered as the trigger of the forest fire. HoB activities were carried out in six locations from 14 districts / cities, namely: Gunung Mas, Barito, Katingan, Kapuas, and Murung Raya Regencies. Meetings are regularly held with all stakeholders to discuss issues related to the implementation of the HoB conservation.

As a form of implementation of the policy, working groups are formed to work together to make improvements and efforts to prevent forest fires. In 2016 a revised Working Group was revised. Then in 2017 the budget plan for these activities was lost. Later in 2018 it was available again. One of the obstacles according to information obtained from speakers at the Environment Agency is limited budget. So far, the main regional revenue has been received from vehicle taxes, so that it cannot sustainably support the implementation of programs and activities in the provincial environment. because the number of vehicles operating in the Central Kalimantan Province is not too large when compared to other regions in Indonesia, for example in Java.

Responding to this budget limitation, the Environment Unit cooperates with third parties by submitting a proposal for funding assistance to international donor institutions that are concerned about the environment: GGGI (Global Green Growth Institute) and WWF (World Wild Fund for Nature).

The participation of these third parties in the direction of environmental policy is quite large. Primarily because these institutions are concerned about environmental sustainability (sustainable and green development). Although the initial initiative comes from the Environment Agency itself, the carrying capacity and active participation of donor agencies is quite influential. In addition to the HoB and SPRE policies, there are also other policies related to reducing greenhouse gas emissions, and environmental impact monitoring.

Another obstacle that has been identified in this study is the limited competence of human resources and the increase of the turn over system. Those who are already expert and have lots of good concepts are moved to other divisions that resulted in the concept never being carried out.

Discussion

The Government of Central Kalimantan Province cooperates with international organisations to internalise the perspective of green development in its policies: GGGI and USAID. These help the planning stages of program and activity into its Strategic Plan.

Internalisation of green development combines three different perspectives: social, economic, and environmental, in developing the programs of the Provincial Government. First, carrying out a visioning workshop, namely what is the vision and mission related to development? This activity was attended by the head of the units and the Governor in each Province and continued with a round trip to each Local for approximately two days. Second, creating green growth strategy within each indicator of the program planning. One of the strategies is assessing the feasibility of the project by using Cost Benefit Analysis (CBA). Now the CBA method has been developed into e-CBA (extended CBA), that expanding the assessment not only in economic, but also promoting social and environment aspects. For example, for rice field opening activities, this has to be assessed with e-CBA analysis model that combine social, economic and environmental feasibility. By applying the e-CBA method, the decision will be made whether the opening of the rice field bar will cause damage to the surrounding environment or not.

According to a key informant from the GGGI, there are several reasons why the Central Kalimantan Province was chosen as one of its projects. Firstly, Central Kalimantan Province has a type of activity that includes the five main things which are the main objectives of the GGGI green growth program. Secondly, the economic growth of Central Kalimantan Province is not dependent on natural resources. Finally, forest cover land in the Central Kalimantan province is still extensive. GGGI argues that green development is very important to be implemented in Indonesia. The value contained in one tree can benefit from social, economic, and environmental values, and even from the aspects of religion, culture, and health.

In accordance with the Central Kalimantan Provincial Regulation Number 5 of 2015 concerning the 2015-2035 Central Kalimantan Province Spatial Planning, the Central Kalimantan Spatial Planning and Regional Plan (*RT/RW*) must be integrated into the principles of sustainable development, through various approaches, namely:

- a. Translation of Central Kalimantan's vision and mission of development
- b. Participation of stakeholders to weigh cross-party aspirations and interests
- c. Sustainable
- d. Low emission development strategy
- e. Green economy

Based on this, it is seen that the development approaches established by the Central Kalimantan Provincial Government have adopted the perspective of green development. This perspective is advancing the economic level by being inclusive of all citizens, and with the constant preservation of the environment.

Referring to the aspect of impact assessment, Rossi and Freeman (Parson 2008) argue that the most important indicator in analysing the impact of a policy is to compare the condition at the time of before and after conditions. Before the implementation of green development in policy, the development activities were focused only on economic aspects. This means that regional progress was only measured by how high the existing economic growth, such as the amount of clearing of agricultural land, without considering the social impact to the local people and to the surrounding environment.

After the implementation of *green development*, the policy produced is looking at social, economic, and environmental perspectives made before. Some commitments were made by the Central Kalimantan Provincial Government as follows (Segah, 2017):

1. Mainstreaming sustainable development on government policy and strategy products, as well as green growth goals, namely improving the social and economic welfare of the community, which can significantly reduce environmental risks and ecological impacts, so that the environmental carrying capacity of future generations can be maintained.
2. Working closely to support Indonesia and the GGGI/BAPPENAS/PPN cooperation program in terms of development and technical support related to green growth as one of the pilot provinces in Indonesia, in terms of green technology transfer and capacity building of human resources that support new and renewable energy.
3. Increasing capacity in the planning and implementation of low-carbon development processes through training and especially the preparation of financially feasible business models.

The other indicator is to evaluate the success or failure of policies and programs. This study identifies that the green development brings a positive impact compared to the previous condition. The preservation of forest areas remains in place. Natural resources are not used as a main commodity for regional income. The services sector and trading are still becoming the main sector of the government.



The last indicator is to compare what has happened with a particular goal or target of a program or policy. If we refer to the goals of green-minded development, the feasibility of economic life, social justice and inclusiveness can be feasible to achieve and environmentally friendly. The implementation of green development in policies produced in the Central Kalimantan provincial government has had a positive impact on the sustainability of development. Green development has brought a development program into economically feasible, socially acceptable and environmentally sustainable development.

Conclusion

The perspective of green development is implemented into social, economic and environmental policies, through a series of policy stages by involving all stakeholders, both the Provincial Government and international organisations. The involvement of all stakeholders starts from the beginning of the planning process until the development itself. There is a fundamental change of the pattern of the policy which no longer focuses solely on economic growth, but also on the factors of inclusiveness and welfare of the community and environmental sustainability.

The programs and activities are carried out with 'green' taste. Increasing the role of service sector commodities and trade as main sectors becomes the focus rather than exploiting the natural resources. In the future, there is a need to improve local competencies to reduce dependency on third parties and to provide sufficient budget as a commitment from the local Government and the Provincial Government to create the policies that focus on improving social justice, increasing economic feasibility, and sustainable environmental sustainability.

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