

# Implementation of Green Open Space Policy in Cirebon City as Part of Efforts to Achieve Sustainable Cities and Communities

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**Abstract.** Green Open Spaces (GOS) are the physical embodiment of sustainable cities and communities that align with the Sustainable Development Goals (SDGs), specifically the goal of Sustainable Cities and Communities. The provision of green open spaces is regulated under Law No. 26 of 2007 on Spatial Planning, which stipulates that cities and regencies must have at least 30% green open space relative to the total area of the city or regency. The city of Cirebon has only 9.4% green open space within its 39.48 km<sup>2</sup> area, this figure is still far below the established minimum requirement. Therefore, this study is grounded in Edward III's theory of policy implementation, using a descriptive qualitative method with interview and direct observation techniques. The results of the study indicate that the implementation of green open spaces in Cirebon City has not been optimally achieved due to land constraints, the large amount of land that has been converted for other uses, and budget limitations. Consequently, the implementation of green open space policies in Cirebon City has not been optimally achieved and is not yet aligned with the SDGs.

**Keywords:** Implementation, Policy, Green Open Spaces, SDGs

## 1 Introduction

The environment is a natural resource that we must preserve for future generations it can be of great benefit as long as it is well maintained and its natural beauty is preserved. A healthy environment ensures the well-being of the community, furthermore, it plays a vital role in protecting the Earth from natural disasters such as floods, droughts, pollution, and others. The environment serves as a space where people can freely carry out their activities, a healthy environment also enhances the city's aesthetic value. By protecting the environment, we can avoid environmental problems and create a sustainable city capable of withstanding environmental challenges. The existence of Green Open Spaces (GOS) in the environment functions as the city's lungs, producing oxygen, moderating high temperatures, and controlling water flow during floods while simultaneously facilitating rainwater infiltration. If the city of Cirebon lacks green open spaces, it will impact in air pollution, flooding when it rains, which is will impact in community well-being in Cirebon.

Presented in [1] that every city in Indonesia must allocate at least 30% of its total area for Green Open Spaces (GOS). Green open spaces consist of two types: 20% public green open spaces and 10% private green open spaces. This law also stipulates that GOS are areas owned and managed by the government and used by the general public. Public green open spaces include city parks, cemeteries, green belts along roadsides, beaches, and rivers. Private green open spaces include fields or yards of homes/buildings owned by residents or private entities, featuring plants that are either intentionally cultivated or grow naturally. This policy aligns with the Sustainable Development Goals (SDGs) program.

The Sustainable Development Goals (SDGs) are an international program adopted by the United Nations (UN) in 2015 with the aim of addressing universal global challenges to foster sustainable development. There are 17 goals agreed upon by UN member states, these sustainable development initiatives must be implemented because their implementation involves many aspects such as economic, social, and environmental factors to support the well-being of communities. The Sustainable Development Goals consist of 17 objectives focused on reducing poverty, protecting the environment, and building well-being for communities [2].

One of the goals of the Sustainable Development Goals (SDGs) is sustainable cities and communities. Sustainable cities and communities aim to create inclusive, safe, and resilient cities and communities. Set for the year 2030, this goal is to provide easily accessible green open spaces for children, adolescents, women, the elderly, and people with special needs. Building sustainable cities and communities is vital for society and future

generations, ensuring that the environment we inhabit today remains unspoiled and unpolluted, and minimizing the occurrence of disasters. One form of sustainable urban and community development is providing public green open spaces that can be utilized by the general public.

Green Open Spaces (GOS) are areas consisting of elongated or clustered spaces that can be used by the public, where plants can grow, absorb water, and are planted either intentionally or unintentionally. Green open spaces can be classified based on ownership, use, layout, and structure [3]. Based on [4] The primary functions of green open spaces include their role as ecosystems that produce oxygen, act as the city's "lungs," regulate the climate, provide shade, and absorb rainwater. In addition, there are external functions, namely their economic benefits and contribution to the city's aesthetic appeal. According to [5], various environmental problems arising from the scarcity of green open spaces in the city of Cirebon have resulted in the city residents needs for green open spaces remaining unmet.

In accordance with the policy [1] that every city must have at least 30% of its total area designated as green open space. The current total area of Cirebon City is 39.48 km<sup>2</sup> [6]. According to data from the Cirebon City Government for 2024, the amount of green open space stands at just 9.4% [7] of the total area of Cirebon City. This means that Cirebon City has not yet met the requirement for green open space, which is set at a minimum of 30%. The failure to achieve the minimum requirements for green open spaces in Cirebon has resulted in the failure of the green open spaces policy which should be implemented in accordance with the law. Given this issue, an in depth study is needed on the implementation of green open space policies in Cirebon City in an effort to achieve one of the Sustainable Development Goals (SDGs), namely Sustainable Cities and Communities.

The issues outlined above indicate that the implemented policies have not been functioning as intended, therefore, the author employs George C. Edward III's theory of policy implementation which encompasses the dimensions of communication, resources, disposition, and bureaucratic structure to examine how green open space policies are implemented in the City of Cirebon, what obstacles exist, and how to optimize their implementation. Titled "Implementation of Green Open Space Policy in Cirebon City in the Effort to Realize Sustainable Cities and Communities".

The author's objective is to examine the implementation of green open spaces in the city of Cirebon as part of efforts to create sustainable cities and communities in line with the Sustainable Cities and Communities goal of the Sustainable Development Goals (SDGs).

## 2 Literature Review

Policy implementation refers to the application of decisions or policies that have been formulated and approved in this context, policies are designed to address issues that arise in various aspects of life, particularly within the community. [8]. Edward III in [9] If, during the implementation of a policy, it is found that the policy is inappropriate or unable to address the issues it was originally intended to resolve, the policy will fail even if it has been implemented optimally. Additionally, a policy may fail if its implementation is poorly executed by those responsible for carrying it out, such as individual actors, organizations, or the public.

Edward in [9] The four elements involved in policy implementation operate simultaneously and are interrelated, both facilitating and hindering the policy implementation process. Therefore, the best approach is to account for this complexity by examining all four elements together. Edward III highlights four variables involved in policy implementation, namely communications, resources, disposition, and bureaucratic structure. Four variables of the theory operationalized into measurable indicators in this study with transmission, clarity, and consistency for communication. Staff, information, authority, and infrastructure for resources. Appointment bureaucrats, and incentives for disposition. SOP, and fragmentations for bureaucrats structure. The policy implementation theory according to Edward III was chosen because this research covers all variables, it is align for this research compared to using other theories.

Several previous studies have shown that meeting the minimum requirements for green open space development in some cities remains a challenge. A study by [10] It was found that green open spaces in the city of Surakarta have not yet met the applicable minimum requirements there has been a decline each year, and the proportion of green open spaces still does not meet the criteria. Therefore, the Surakarta City Government has policies regarding green open spaces, although these policies have not yet been properly implemented. This issue was also observed in the study [11] It was found that the implementation of green open spaces in Sidoarjo Regency in 2024 faced obstacles that prevented the minimum requirements from being met, factors such as budget constraints, permitting issues, and implementation challenges were the main reasons why green open spaces in Sidoarjo Regency have not yet reached the target, even though the government has made several efforts to achieve this performance target. The study provide new insights with policy implementation theory by Edward III because in [10] research implementation theory by Edward III has not been used and [11] using the evaluation theory. There is a specific gap in [5] research on green open spaces in the city of Cirebon, namely that previous research has not been related to SDGs.

### 3 Method

This study was conducted using a descriptive qualitative method to obtain reliable information regarding the implementation of the Green Open Space (GOS) policy in the city of Cirebon. According to [12] Qualitative research methods are an approach based on the philosophy of post positivism, which is applied to explore the conditions of natural phenomena (as opposed to experimental methods). In this approach, the researcher serves as the primary instrument, and information is collected through a triangulation (combination) approach; data analysis is inductive/qualitative, and the results of qualitative research emphasize understanding meaning rather than generalization, so this method is align with the research objectives. This study was conducted in the city of Cirebon, focusing on its green open spaces, and included field observations, interviews with informants, and analysis of the data collected. The focus of this study is the implementation of green open space policies established in [1] 30% of the total area of that city or regency.

This study was conducted by dividing informants into two categories: primary or key informants and supporting informants. The key informants for this study were the Head of the Spatial Planning and Land Affairs Division of the Cirebon City Public Works and Spatial Planning Agency and staff in the Spatial Planning and Land Affairs Division the supporting informants were staff from the Parks and Cemeteries Technical Implementation Unit, and the PPSU Division of the Cirebon City Public Housing and Settlement Agency, staff in the Environmental Planning Division of the Cirebon City Environmental Agency, as well as staff in the public relations division of PT KAI Daop 3 Cirebon City.

Informants were selected using purposive sampling, a method of selecting informants both randomly and intentionally based on their knowledge including their insights and work experience and their involvement in the implementation process. In this study, the researcher served as the primary instrument responsible for compiling and synthesizing the information obtained from interviews and direct on-site observations.

Data validity is established through triangulation, which involves combining different data sources to obtain information from the same location [12]. This study employs a source triangulation technique, with the research focus aimed at comparing and confirming information obtained from verified informants. Through source triangulation, the researcher will compare the responses from interviews with the Head of the Spatial Planning and Land Affairs Division of the Public Works and Spatial Planning Agency—including staff from the Spatial Planning and Land Affairs Division—staff from the Public Housing and Settlement Agency in the PPSU and UPT Parks and Cemeteries divisions, staff from the Environmental Agency in the Environmental Planning division, and staff from PT KAI Daop 3 Cirebon City in the public relations division. The researcher will use these sources to ensure consistency of information and validate the data that has been collected.

In the data analysis phase, the author employed the three main stages of qualitative research as outlined by Sugiyono in [13] which is the description/orientation phase, the reduction phase, and the selection phase. The results of this data analysis will yield the findings of the research that has been conducted.

## 4 Results and Discussion

### 4.1 Implementation of Green Open Space Policies in the City of Cirebon

The city of Cirebon has a total area of 39.48 km<sup>2</sup> according to [6] Given the limited size of the area and the already high population density in Cirebon, it is extremely difficult to meet the requirements for green open spaces that have been established [1]. The city of Cirebon is dominated by commercial development and service based businesses, making it extremely difficult to find vacant land without a clear title that could be designated as green open space. This is because, to establish green open spaces, the land must be owned by the Cirebon City Government with a clear title—meaning it is not owned by private individuals. Consequently, the implementation of this policy has not been optimal and has not yet aligned with the goals of sustainable cities and communities, as outlined in the Sustainable Development Goals (SDGs).

#### 4.1.1 Communication

The Cirebon City Public Works and Spatial Planning Agency, while mapping out locations for green open spaces, acknowledges that implementing this policy is difficult due to the city's already dense and very small size, making it challenging to meet the minimum requirements. This is because, in meeting these green open space requirements, Cirebon City is still focusing on the existing quantity rather than the quality of the green open spaces. If green open spaces were developed based on quality, we could consider factors such as wind direction and humidity levels thus, even with a limited number of green open spaces, their functions would remain effective and operate well, thereby creating a cooler and more comfortable Cirebon City. Meeting the requirements for

green open spaces requires collaboration with the private sector and the education sector so that green open spaces in Cirebon can increase significantly and create a balance in the city's development, which is currently dominated by commercial buildings. This policy has been communicated through [14] which serves as a guideline for the Department of Public Works and Spatial Planning in designating land for use as green open spaces.

An example of green open space in the city of Cirebon is the Biodiversity Park (Taman Kehati), which is directly managed by the Environmental Agency. Located in the Harjamukti subdistrict, the park covers an area of approximately 4.6 hectares and is managed as a green open space and educational facility its development and maintenance are still ongoing. The management of this park is also regulated in [15]. In addition to managing the Kehati Park, the Environmental Agency is also actively involved in planting mangrove trees in coastal areas as part of its efforts to increase green open spaces by collaborating with various stakeholders, including corporate social responsibility (CSR) programs, educational institutions, communities, and local residents. The purpose of green open spaces is to mitigate climate change—a reality we've already experienced, as the intense heat in Cirebon City has made residents reluctant to walk because there are no trees to block direct sunlight. Therefore, tree planting as a means of creating green open spaces must also be optimized. In Cirebon City, there are currently no thematic parks specifically designed to serve as community gathering spaces due to a lack of available land however, the Environmental Agency is working to develop the Kehati Park so that it can serve as a venue for education and community interaction.

The Cirebon City Public Housing and Settlement Agency is responsible for maintaining the parks in Cirebon City, implementation efforts are focused on the Parks and Cemeteries Technical Implementation Unit (UPT), which carries out routine maintenance covering five major roads Cipto Mangunkusumo, Wahidin, Slamet Riyadi, Merdeka, and Terusan Pemuda, 33 residential parks, 31 roadside green spaces, and Public Cemeteries (TPU) located in Kemlaten, Sunyaragi, and Kedung Menjangan. In addition to parks, the Department of Public Housing and Residential Areas serves as the agency responsible for managing private green open spaces within residential areas, specifically in the Housing, Infrastructure, Facilities, and Utilities sector, which oversees the expansion of private green open spaces by 10% in every housing development constructed in the City of Cirebon. By maintaining parks and promoting private green open spaces in residential areas, the Department of Public Housing and Residential Areas can enhance the city's aesthetic value and encourage the planting of trees along streets however, this does not alleviate the heat in Cirebon City. The primary duties and functions of the UPT Parks and the Housing, Infrastructure, Facilities, and Utilities Division are regulated in [16] for Field Unit, and [17] for the PPSU sector.

PT KAI Daop 3 Cirebon, as part of its corporate social responsibility (CSR) efforts in implementing green open space policies, participates in this initiative by carrying out the Go Green program annually in collaboration with the Cirebon City Government. In addition, PT KAI is also involved in the revitalization of parks in Cirebon City by constructing the Cirebon City Monument on Siliwangi Street, following direct coordination with the Cirebon City Department of Public Housing and Residential Areas.

#### **4.1.2 Resources**

The Department of Public Works and Spatial Planning, in its role of land mapping for the development of green open spaces, is adequately staffed with 4 employees, as the mapping of locations designated for green open spaces is already based on spatial analysis using GIS (Geographic Information System) and remote sensing therefore, the task of land mapping can be carried out by the existing staff.

The Department of Public Housing and Residential Areas, specifically the Parks and Cemeteries Unit, which is responsible for the routine maintenance of parks in the city of Cirebon, has a staff of 59 (8 civil servants and 51 PPPK staff), which is sufficient. This is because the transportation available for maintaining the parks in the city of Cirebon is adequate thus, the current number of staff and transportation resources are sufficient to support daily maintenance operations. In the PPSU sector, there are 14 personnel, which is sufficient to implement this policy, particularly regarding private green open spaces in residential areas.

The Environmental Agency, through its Taman Kehati program, has five field staff responsible for an area of approximately 4.6 hectares. They face difficulties during watering because the process is still manual, leading to a shortage of personnel relative to the park's size. However, it has been proposed to install water tanks at several locations to make the watering process less labor intensive. Consequently, the Environmental Agency hopes that, ideally, the staff complement can be increased to 7 (2 civil servants, 3 non-civil servants, 2 administrative staff) people for the implementation of this green open space policy.

As part of its corporate social responsibility (CSR) initiatives, PT KAI Daop 3 Cirebon has established 5 (Public Relations, Finance, Health, Security, and Human Resources) operational units to collaborate on the implementation of green open space policies. Each unit has assigned two representatives to participate in the collaborative process with the Cirebon City Government, and with this arrangement, the collaboration is proceeding optimally.

The primary duties and functions of each department are outlined in the mayor's regulations, so the relevant departments align their responsibilities with these regulations. In addition to adhering to existing regulations, duties and authorities are assigned during regular meetings to evaluate activities and discuss future programs. Furthermore, PT KAI has been granted full authority to design the revitalization of the Cirebon City Monument.

The facilities for implementing green open space policies at the Department of Public Works and Spatial Planning are sufficient there are comfortable workspaces and meeting rooms, making them adequate for land mapping. The Department of Environmental Affairs still lacks many facilities because the construction of the Kehati Park has not yet been carried out in accordance with the planned Detailed Engineering Design (DED), and the guardhouse located there has been built only minimally, so further improvements to the facilities are still needed. The Department of Public Housing and Settlement Areas is well equipped with adequate transportation and fuel.

Budgetary resources are a critical component of any policy, such policies will be hindered if the allocated budget cannot meet the needs of their implementation. In the effort to expand green open spaces in the City of Cirebon, the budget allocated to increase the percentage of green open spaces through new construction is still insufficient to cover land acquisition costs. Consequently, the only feasible action is to maintain the existing green open spaces. In the maintenance of the park, PT KAI, as part of its CSR, provided assistance in the form of fresh funds for the revitalization of the park, specifically the Cirebon City Monument. However, efforts to acquire land remain insufficient due to budget constraints and the high density of development in Cirebon City.

### **4.1.3 Disposition**

The context of appointing these bureaucrats involves assessing the implementers' qualifications for carrying out the policy, including demonstrating their readiness to perform the assigned tasks. The Public Works and Spatial Planning Agency explained that policy implementers have been performing uniform core duties and functions, and that the qualifications for each implementer are normative in nature. This is carried out with a focus on regulations and laws, meaning an effort to establish rules and values that should be implemented. PT KAI Daop 3 Cirebon, as a company that implements CSR, views the implementation of this green open space policy as a positive development because, in addition to serving as an investment, PT KAI can also establish cooperation with the Cirebon City Government, making it appropriate for them to implement this policy together.

The implementation of green open space policies in the City of Cirebon is a mandate that the city must comply with, as it is stipulated by law. One measure of success in terms of disposition is the presence of incentives or added value for policy implementers, incentives provide added value for implementers, motivating them to implement policies more effectively. Incentives are crucial in any organization or government agency because they can boost implementers enthusiasm for their work, as they feel their achievements are valued by the agency [18] however, this study found that the Public Works and Spatial Planning Agency, the Public Housing and Settlement Agency, and the Environmental Agency did not receive incentives because these were already included in their monthly salaries, so there was no added value. The Environmental Agency explained that each budget is allocated to one division, where that division does not handle just a single activity therefore, the available budget must be distributed according to the needs and intended functions. Additionally, PT KAI explained that, for the time being, no incentives have been provided from the results of the revitalization collaboration.

The absence of incentives has not affected policy implementers, the Public Works and Spatial Planning Agency, the Public Housing and Settlement Agency, the Environmental Agency, and PT KAI continue to carry out their established core duties and functions and implement existing policies without compromising their performance in implementing green open space policies in the City of Cirebon.

### **4.1.4 Bureaucratic Structure**

The implementation of the green open space policy by the Cirebon City Public Works and Spatial Planning Agency is governed by [14] The regulation includes standard operating procedures (SOPs) for spatial planning and public consultation through Focus Group Discussions (FGDs).

The Environmental Agency has established standard operating procedures (SOPs) for the management of the Biodiversity Park, which are carried out by the Environmental Planning Division. These procedures include the documentation and recording of requirements for supporting facilities and infrastructure, the growth and development of the Biodiversity Park, and the number of identified plant and animal species within the park.

The Department of Public Housing and Residential Areas already has standard operating procedures (SOPs) for tree trimming and felling services carried out by the Parks and Landscaping Unit. These SOPs require the creation of detailed felling plans, including felling methods, equipment, and accident prevention measures, and have been implemented effectively.

PT KAI Daop 3 Cirebon has established standard operating procedures (SOPs) for assistance, which outline the types of assistance available, the application process, procedures, the process for delivering assistance, and the preparation of reports following the provision of assistance.

Coordination between the Public Works and Spatial Planning Agency, the Public Housing and Settlement Agency, the Environmental Agency, and PT KAI Daop 3 is proceeding smoothly in addition to in person meetings, coordination can be conducted via a WhatsApp group, thereby simplifying the process and saving time. However, there are still gaps in internal coordination due to age and generational differences among Gen Z, Millennials, and Baby Boomers, which sometimes lead to misunderstandings.

## 4.2 Challenges in Implementing Green Open Space Policies in the City of Cirebon

The city of Cirebon is dominated by a high concentration of privately owned commercial and retail buildings as a result the city's small size has led to land scarcity. Increased development has also caused land to be easily rezoned, as the Cirebon City Government has not yet been able to acquire land for designation as green open space. Currently, much of the land previously planned for green open space is privately owned rather than an asset of the Cirebon City Government.

Land reclamation or changes in land area also affect the percentage of green open space if the land area increases, the amount of green open space that must be developed also increases.

The lack of available land has also forced the Cirebon City Government to purchase land, which requires a significant budget however, due to budget constraints, the Cirebon City Government has not yet carried out any land acquisition.

## 4.3 Efforts to Optimize the Implementation of Green Open Spaces in the City of Cirebon

A. The Department of Public Works and Spatial Planning plans to issue a circular to minimarkets in the city of Cirebon

The Public Works and Spatial Planning Agency plans to issue a directive to the numerous minimarkets that have been built in Cirebon City, asking them to contribute land for green open spaces so that the amount of green open space can increase significantly however, this has not yet been implemented and remains in the planning stage. In addition, the Department of Public Works and Spatial Planning is striving to incorporate the provision of green open spaces into development or spatial planning schemes, supported by regulations.

B. The Environmental Agency manages the Biodiversity Park (Taman Kehati)

The Environmental Agency is working to manage Kehati Park more effectively and transform it into an educational park, utilizing degraded land, and actively planting mangrove trees along the coast to prevent erosion, thereby creating a habitat for marine life. These efforts are carried out in collaboration with educational institutions and the private sector.

Efforts to address budget constraints in land acquisition have not yet been possible, as the Environmental Agency acknowledges that the budget allocated to each of its divisions is not used solely for the provision of green open spaces but also for many other needs requiring funding therefore, to date, the Environmental Agency has not found a way to overcome these budget constraints in land acquisition. As for the budgetary assistance provided by third parties or through corporate social responsibility (CSR) initiatives, it is used to maintain existing parks and green open spaces.

C. The Department of Public Housing and Residential Areas maintains the existing green open spaces in the city of Cirebon

The Department of Public Housing and Residential Areas has taken steps to maintain existing green open spaces, such as parks, and ensure their total area remains unchanged so that the percentage of green open spaces does not decrease it has also stipulated that any new housing development must meet the requirement of allocating 10% of the total area to private green open spaces.

D. PT KAI Daop 3 Cirebon is implementing the Go Green program

As part of its corporate social responsibility (CSR) efforts to implement green open space policies in the city of Cirebon, PT KAI actively plants tree every year in collaboration with government agencies such as the Environmental Agency, planting approximately 200 to 300 trees in station areas for the purpose of greening. In addition, PT KAI also coordinates with the Department of Public Housing and Residential Areas regarding the revitalization of the Cirebon City Monument, which also serves as an investment for PT KAI.

## 5 Conclusion

The conclusion of this study is that the provision of green open spaces in Cirebon City has not been optimally implemented, as there are still shortcomings in the communication dimension regarding information dissemination due to land constraints in Cirebon City caused by the dense development of retail and service establishments. The resource dimension also faces shortages in human resources and facilities, as the budget allocated is insufficient to acquire the necessary land. In the disposition dimension, there are no incentives for policy implementers however, this does not impact the implementation. Regarding the bureaucratic structure dimension, misunderstandings persist within internal coordination due to generational differences. Implementation barriers include land scarcity, the conversion of land for other uses, and budget constraints, preventing the optimal implementation of green open space policies in Cirebon City and preventing it from reaching the minimum percentage of green open space mandated by law. However, the Department of Public Housing and Settlement Areas is striving to maintain existing green open spaces to ensure the percentage of green open spaces in Cirebon City does not decline. The Department of Environmental Affairs is working to manage the Kehati Park, utilize critical land, and plant trees while managing the Kehati Park. The Public Works and Spatial Planning Agency is working to issue a directive to every minimarket to donate land for green open spaces and to incorporate the fulfillment of green open space requirements into development or spatial planning schemes supported by regulations. Additionally, PT KAI, as part of its CSR initiatives, is implementing the Go Green program and the revitalization of Cirebon City's monument. However, to date, no concrete steps have been taken to address budget constraints for land acquisition, only third party or CSR assistance is available to maintain existing green open spaces. Consequently, the implementation of green open spaces in Cirebon City as part of efforts to realize sustainable cities and communities aligned with the Sustainable Development Goals (SDGs), specifically the "Sustainable Cities and Communities" goal has not been optimally implemented.

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