

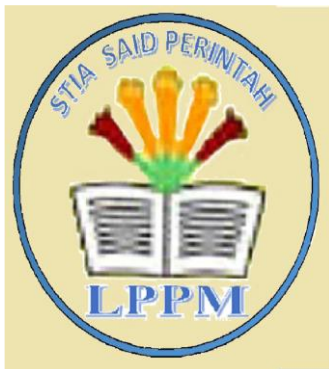
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# Public Policy: Jurnal Aplikasi Kebijakan Publik dan Bisnis

## The Role of The Gresik Regency Manpower Office in Vocational Training at the Gresik Regency Vocational House

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### Abstract

The Gresik Regency Government aims to reduce its 2023 unemployment rate of 6.82% through the Vocational Home Education and Training program, the only one of its kind in Indonesia. The success of this program relies heavily on the active role of the Gresik Regency Manpower Office. This study aims to analyze the office's role in vocational education and training at the Vocational House, using a qualitative descriptive approach based on Jones' public sector role theory. The findings show that while the Gresik Manpower Office has been effective in implementing and supervising the program, its impact on reducing unemployment remains limited, requiring further efforts to make significant progress.

Keywords : Manpower Service, Role, Vocational Training



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## Introduction

Indonesia is currently experiencing a demographic bonus, characterized by a decline in the elderly population and a growing working-age population. The dominant generations in Indonesia fall within the productive age group, which is expected to drive the country's economic growth. According to the Population Census (SP), the percentage of the productive population has risen significantly from 66.09% in 2010 to 70.72% in 2020. This growth in the working-age population creates both an increased demand for jobs and a larger labor force. As one of the world's most populous countries, Indonesia's population reached 277.96 million as of July 16, 2023.

According to BPS, Indonesia's population increased by 9.04% by mid-2023 compared to seven years earlier, reflecting rapid growth. This rise contributes to greater population density and raises concerns about a potential population explosion, which could adversely affect poverty levels and human resource development. In response, the government is prioritizing initiatives to improve human resources and mitigate the risks associated with overpopulation. Economists such as Mulyadi (in Azulaidin, 2021) argue that a large population can hinder development, particularly in developing nations. Although a growing productive-age population has the potential to drive economic growth, it must be accompanied by robust economic development to prevent issues like increased unemployment.

Sukimo (2006), as cited in Ishak (2018), defines unemployment as individuals who are part of the workforce and actively seeking employment but have not been successful in securing a job. Various factors contribute to the issue of unemployment. According to Jundi and Poerwono (2014), one key factor is the rapid growth of the labor force compared to the relatively slow expansion of employment opportunities, which leads to open unemployment (Debora & Algifari, 2021).

Gresik Regency ranks fifth in East Java for unemployment, with a rate of 6.82% or 56,501 people, based on 2023 data from BPS. This high unemployment reflects a developmental challenge, marked by an imbalance between job availability and the working population, which exacerbates poverty and reduces productivity. In response, the Gresik Regency Manpower Office has introduced innovative measures to combat unemployment, including the unique *Vocational House* program aimed at increasing workforce readiness and supporting economic growth.

There is only one Vocational House in Indonesia, precisely in Gresik Regency. The Vocational House program is one of the Nawa Karsa programs of the Gresik Regent in realizing a new Gresik that is independent, prosperous, competitive and progressive based on noble morals. The Vocational House aims to encourage the link and match between vocational education and the industrial world and the world of work (IDUKA), then to increase the competitiveness of competent human resources in the industrial world, and create a paradigm of Gresik as a city with superior human resources.

One of the key activities of the *Vocational House* is providing BNSP Training and Certification, targeting Vocational High School and college students, educators such as teachers, lecturers, and instructors, as well as professionals in the business and industrial sectors, and MSMEs. The *Vocational House* was inaugurated by the Governor of East Java, Mrs. Khofifah, on June 24, 2022. It serves as a collaborative hub, bridging the gap between education and industry by offering training and facilitating curriculum alignment to meet industry needs.

The establishment of the Vocational Education and Training program at the *Vocational House* aligns with Presidential Regulation Number 68 of 2022 on the Revitalization of Vocational Education and Training. This initiative aims to enhance access, quality, and relevance in vocational education and training to meet labor market demands, while equipping human resources with the skills needed to secure employment or pursue entrepreneurship.

The Vocational Education and Training program offers a wide range of courses, including Household Electricity, Barista, Bakery, Barber, Digital Marketing, Sewing, Light Steel Roof Frame, 3F Electric Welding, Scaffolding, and Young K3 Construction Expert Training. Each training program has varying durations and participant quotas. These programs are designed to produce skilled workers who can meet industry demands. The curriculum is regularly updated in collaboration with various industries to ensure it aligns with current technologies and practices.

The Gresik Manpower Office has made significant efforts to address unemployment in Gresik Regency. As outlined in Gresik Regent Regulation Number 72 of 2021, which covers the office's position, organizational structure, duties, functions, and work procedures, the agency is responsible for managing government affairs related to transmigration, employment, and providing assistance within the regency.

This study focuses on examining the role of the Gresik Manpower Office in vocational training at the Gresik Regency Vocational House, aiming to better understand the office's contribution to implementing vocational training programs. The involvement of the Manpower Office is crucial to assess the success of the program. Given the high unemployment rates in Gresik Regency, which pose significant social and economic challenges, the researcher is interested in exploring how effective and sustainable this program can be in addressing local unemployment issues. This research is novel, as there has been no previous study on vocational education and training at the Gresik Regency Vocational House. By investigating this topic, the researcher hopes to provide valuable insights into the role of the Manpower Office in vocational education and training, contributing to a deeper understanding of its impact on addressing unemployment in the region.

## **Theoretical Framework and Research Hypothesis Development**

### **Public Policy**

Policies related to and connected with the public are called public policies according to Sirajuddin in Desrinelti et al., (2021). Public policies are made by stakeholders. Coryanata in Desrinelti et al., (2021) defines public policy as a relationship to achieve the final results of activities organized by the government. The success and shortcomings of public policy can be seen from the impact and events when the policy has been implemented. Thomas R. Dye, defines public policy as a government decision to take certain actions or vice versa, namely not to take the action, quoted in Abdal, (2019). In that case, there are two meanings that can be taken, the first is that public policy cannot be made by private organizations, but only by the government. The second meaning of public policy is about the choices made by the government to take or not take an action. In addition, there is another definition of public policy. Public policy is something that is related to the public interest and must be obeyed together, in the form of a legal product issued by the government (Tahir, 2020). In conclusion, public policy is any action that affects the general public and has legal validity to achieve common goals related to the public interest.

## **Role**

According to Sockanto (2009) in Adi et al. (2018), a role is a dynamic process tied to the position or status held by an individual. When someone fulfills their rights and obligations based on their position, they are performing a role. A role represents a set of behaviors associated with a particular status. Soekanto (2002) outlines three key aspects of roles: they involve norms related to a person's position in society, they act as guidelines for behavior in social interactions, and they define expected behaviors within an organization. In summary, a role can be understood as a set of actions that guide individuals and organizations in implementing a program according to shared objectives. It also reflects the behaviors expected of someone holding a specific position within a social structure.

## **Public Sector**

According to the opinion put forward by Mahsun, (2012) that the public sector is interpreted as all things that are related to the public interest and the provision of goods and services to the community that are paid for through taxes or other state revenues based on legal regulations. The public goods in question are not in the form of physical goods but there are also non-physical goods, namely public services (public goods are the same as public services). The public sector is defined as a sector that serves the availability of goods or services for the public and funds come from taxes and other state revenues, the implementation of the program is highly regulated by policies and binding regulations. In terms of leadership, what is meant by the public sector is all things that are owned by the general public, not held by certain groups.

Peter Drucker, (1975) in Agung, (2010) explains a way that is considered easier to distinguish between business organizations (business enterprises) and service organizations (service institutions) the method is basically a distinction between business organizations and service organizations, namely in obtaining payment. Business organizations receive payment when carrying out the production of goods expected by consumers and which consumers are willing to exchange with their purchasing power. Meanwhile, in general, service organizations receive funds from budget allocations. Their income is distributed from the general income section that is not tied to what is done, but is obtained from grants, levies, and taxes.

## **Education and Training Vocational**

Vocational Training in Gresik Regency, in collaboration with Rumah Vokasi, aims to reduce unemployment by providing practical skills to the local community. Rumah Vokasi is a non-formal education initiative designed to equip participants with skills that align with local and regional industry needs. It emphasizes hands-on learning through workplace simulations, giving participants real-world experience. Facilities such as labs, workshops, and specialized equipment support this practical learning environment. Graduates of Rumah Vokasi gain a competitive edge in the job market with both theoretical knowledge and practical skills, addressing the gap between traditional education and workforce demands. This qualitative study, using a descriptive approach, explores the role of the Gresik Regency Manpower Office in the program by collecting primary data through field observations and interviews, and secondary data from reliable sources.

## **Method**

The research subjects in this study were selected through purposive sampling and included key stakeholders such as Kadin (Chamber of Commerce), the Gresik Regency Manpower Office, vocational schools, universities, industries/companies, certification institutions, and the community. The study aims to assess the role of the Manpower Office in the Vocational House program, as its success is closely tied to how effectively the office fulfills its responsibilities. By identifying these roles, the study seeks to enhance collaboration and optimize the program's outcomes.

Jones' theory (as cited in Mahsun, 2006) is used to analyze the public sector's role, which includes the regulatory role, where the public sector sets policies to serve the public interest, preventing inequality and ensuring access to goods and services. It also includes the enabling role, where the public sector ensures the successful implementation of policies, guaranteeing access to public goods and services, and enforcing laws that protect these provisions. Lastly, it covers the direct provision of goods and services, where the public sector oversees and regulates privatized services to ensure fair access and prevent disadvantages for the public. The study applies Miles and Huberman's data analysis method, involving data collection, condensation, display, and conclusion drawing or verification.

## Discussion

### Regulator Role

Regulatory role, interpreted as a public sector organization that plays a role in determining all regulations that are closely related to the interests of the general public. In this case, it means explaining the regulatory role of the Gresik Regency Manpower Office in policies related to reducing high unemployment in Gresik Regency. The policies issued and used by the Gresik Regency Manpower Office related to reducing unemployment in Gresik Regency through the Vocational Education and Training program are to follow government policies, according to the results of an interview with the Head of the Gresik Regency Manpower Office, namely;

*"In the implementation of vocational training held at Rumah Vokasi, we refer to Presidential Regulation No. 68 of 2022 concerning the Revitalization of Vocational Education and Vocational Training. And adjusted to the KKN and SOPs that are in accordance with industry needs. In its implementation, the Gresik Regency Manpower Office adjusts to the Gresik Regent Regulation Number 72 of 2021 concerning the Position, Organizational Structure, Duties and Functions, and Work Procedures of the Gresik Regency Manpower Office." (Interview; May 13 2024).*

The Head of the Gresik Regency Manpower Office also said that there were no regional regulations issued regarding vocational training at vocational homes, according to the following interview results;

*"For regional regulation policies that are issued by the Gresik Regency Manpower Office, there are none, we only follow and implement policies from the Indonesian Ministry of Manpower because forming and making a regional regulation requires a long time and a large budget" (Interview results; May 13 2024).*

The Gresik Regency Manpower Office implements its Education and Training program based on the Gresik Regent Regulation Number 72 of 2021, which outlines the office's structure, duties, and functions. According to this regulation, the office is responsible for disseminating labor market information, facilitating employment services, and making efforts to reduce unemployment. The vocational education and training program at the Vocational House is also aligned with Presidential Regulation No. 68 of 2022, which emphasizes the revitalization of vocational education through competency-based training, skilling, reskilling, and upskilling, all geared toward meeting future job market demands. These regulations demonstrate that the Gresik Manpower Office has

effectively implemented its regulatory role in the vocational training program, ensuring that it aligns with national policies and supports unemployment reduction efforts in Gresik Regency.

### **Enabling Role**

The enabling role focuses on ensuring the effective implementation of regulations and programs that provide public goods and services. In this context, the Gresik Regency Manpower Office oversees the vocational training program designed to reduce unemployment. Its responsibilities include collaborating with the government to create policies that promote local economic growth, partnering with industries, educational institutions, and certification bodies, and promoting the Vocational House program. The office also handles logistical preparations, such as scheduling, announcing activities, inviting participants, and coordinating resources, while monitoring and evaluating the program's effectiveness.

Additionally, the Gresik Manpower Office plays a crucial role in aligning training programs with industry needs by providing input on job market demands and communicating these requirements to policymakers. However, a significant challenge remains in developing an integrated curriculum that effectively addresses these needs. This collaboration ensures that the training offered is relevant and beneficial for both participants and the local economy.

*"The Manpower Office and Vocational House have collaborated with 61 vocational schools, 18 universities and 30 companies, but there are obstacles that the Manpower Office has faced so far in implementing vocational training, namely between industry needs and the vocational curriculum that does not make sense. So it is necessary to prepare a special curriculum that is in accordance with the industry in Gresik." Said Muhammad Firmansyah as the Kadin Administrator who also serves as Deputy Chairperson for the media sector at HIPMI. (Interview; May 15 2024).*

To support the implementation of the vocational education and training program, the Gresik Regency Manpower Office also collaborates with other stakeholders to provide facilities for vocational training so that its implementation runs smoothly. In this case, the Manpower Office with Kadin is assisted by HIPMI and Apindo. In addition, there are also Industries and Certification Institutions that provide facilities for vocational training.

The Gresik Regency Manpower Office collaborates with Apindo and HIPMI in



providing information on industry trends and specific workforce needs, as well as assisting in program implementation by providing training facilities, internship opportunities, and jobs for vocational program graduates. Meanwhile, Industry is involved in compiling a curriculum that is in accordance with industry needs. Industry provides training facilities, internships, and job opportunities for vocational training participants. In addition, it also provides internship opportunities and direct training in the workplace. And absorbs workers by recruiting vocational program graduates who have been trained according to industry needs.

The industry in Gresik Regency is very open and welcomes the program from Rumah Vokasi, as explained by Mr. Juyana:

*"On average for synchronization, inviting from industry to school, and this is responded well by industry. This is very good. So industry responds to schools to synchronize the ongoing curriculum, even now there is an industrial class, which is run for 1 year, 6 months of theory in school and 6 months directly in the factory." (Interview, May 13, 2024).*

There are around 855 companies in Gresik, but not all of them have collaborated with Rumah Vokasi. The Gresik Regency Certification Institute also collaborates with the Manpower Office in developing training modules and providing competent instructors for the Rumah Vokasi program. The Manpower Office collaborates with BLK/BLKK and LPK/LSP. The Manpower Office collaborates with the Professional Certification Institute (LSP), which is an institution that implements professional certification activities that obtains a license from the National Professional Certification Agency (BNSP).

**Table Output of Education and Job Training Program**

NO	PELATIHAN	PESE RTA	DURASI (JP)	THN	SERTIFIKASI	KEBEKERJAAN
1	Listrik Rumah Tangga	20	80	2022	BNSP	14 pekerja proyek
2	Barista	20	80	2022	BNSP	8 buka Kewirausahaan mandiri
3	Bakery	30	80	2022	BNSP	12 Kewirausahaan mandiri
4	Barber	20	80	2022	BNSP	7 buka barbershop, lainnya Capster salon
5	Digital Marketing	16	40	2023	BNSP	Kewirausahaan/online mandiri
6	Menjahit	16	144	2023	BNSP	9 buka menjahit dirumah
7	Rangka atap baja ringan	16	184	2023	BNSP	12 pekerja kontraktor
8	Las Listrik 3F	20	80	2023	BNSP	Khusus Warga Binaan Lapas Kls III
9	Scaffolding	16	120	2023	BNSP	11 bekerja di proyek JIPE
11	Bakery	16	176	2023	BNSP	Kewirausahaan/online mandiri
12	Barber	16	208	2023	BNSP	3 buka barbershop
13	Ahli Muda K3 Konstruksi	16	80	2023	BNSP	10 bekerja di proyek JIPE

From the data above, it is known that almost 50% of participants who took part in the training got jobs after taking part in the training activities carried out by the Manpower Office. Although not yet complete, the output produced from the Education and Training program is quite satisfactory. The unemployment rate that was reduced also did not reach a large percentage. However, the community admitted that they were helped by the vocational training at Rumah Vokasi. As stated by Huda, one of the participants in the Vocational training:

*"With this vocational training, people have the opportunity to get certification, making it easier to get a job. This certification is very necessary and is proof that someone is competent in their field. The training conducted by Rumah Vokasi is not only useful for obtaining certification, but also opens up company relations with participants to be accepted for work because they have received certification through training conducted by Rumah Vokasi. " (Interview May 14, 2024).*

The establishment of the Vocational House enhances the community's skills and competencies, evidenced by the certifications earned through vocational training. This initiative aligns with the Gresik Regent's Nawa Karsa program, aiming to foster a knowledgeable and capable population.

Although the Gresik Regency Manpower Office's role in vocational training has led to a reduction in unemployment, the impact is not substantial due to limitations in training capacity and participant quotas. Nevertheless, the office effectively organizes annual training activities, which not only help decrease unemployment but also attract job seekers to the available job opportunities and resources.

### **Direct Roleh/Direct Provision of Goods and Services**

The public sector plays a crucial role in delivering direct services by supervising and controlling public facilities. In this study, the focus is on overseeing the implementation of vocational training programs. The evaluation process assesses how these programs are executed and their impact on performance, ultimately determining whether the Gresik Regency Manpower Office provides effective services to the community.

Operational funds are essential for implementing the Vocational Education and Training program, as they ensure that planned activities are executed properly and on schedule. Adequate funding is necessary for acquiring resources such as equipment, raw materials, and qualified personnel, as well as for covering daily operational costs like

administration, logistics, and communication. However, according to Mr. Juyana, a vocational consultant at the Vocational House, there are currently no specific funds allocated for the operation of the Vocational House, which poses a significant challenge to its effectiveness.

*"As for the obstacles in running this program, it is about funds, ma'am. Until now, there has been no special fund for our operational costs. Everything is driven by the conscience of each of us. Usually, if we need funds, I report to the Director of the Vocational House who is also the Chairman of the Chamber of Commerce and Industry. Then he is the one who connects with the industry so that we can get operational costs." (Interview; May 13, 2024).*

In addition to being constrained by funds, Rumah Vokasi also has constraints in compiling its curriculum. Muhammad Firmansyah added:

*"We are constrained in compiling the curriculum. Because in reality after doing PKL activities or while working, nothing is in accordance with the curriculum taught in schools. Therefore, a special curriculum is needed that is adjusted to the industry." (Interview; May 15, 2024).*

To effectively support vocational training, it is essential to allocate specific funds for the Vocational House. Additionally, curriculum adjustments are necessary to ensure that the education provided aligns with industry needs, thereby equipping participants with relevant skills for the real-world industrial landscape.

The Gresik Manpower Office has undertaken various initiatives to enhance vocational training. Ongoing socialization activities are conducted to raise awareness of the vocational training program among both the industry and the local community. These efforts aim to increase participation and ensure that more individuals can benefit from the program. Such activities typically occur in schools or during industrial visits. Furthermore, the Gresik Manpower Office facilitates collaboration among stakeholders through monthly coordination meetings held at the Vocational House, fostering effective communication and alignment of goals.

*"There are frequent meetings, almost every month there are meetings with companies, schools, government, and certification bodies. Recently, there was a meeting with The Skills for Competitiveness (S4C), an aid agency from Switzerland, which was attended by the regional secretary, bappeda, disperindag, disnaker, companies, heads of kadin, sub-districts, and others." (Interview; May 13, 2024).*

Evaluation meetings are held once a year to discuss program planning and evaluation of the Vocational House program. The intensity of this coordination is considered effective

because the Vocational House program involves many stakeholders with different tasks, functions, and characteristics, so intensive coordination is needed to align activities in the implementation of this program.

In implementing vocational education and training, the Gresik Regency Manpower Office conducts evaluations to assess the effectiveness of its programs, with all employees participating after the completion of vocational training activities to enhance services aimed at reducing unemployment. According to Kuncoro (in Fitriyani, 2017), strategy evaluation reviews the execution and impact of strategies on performance. However, the program faces challenges related to funding and the need for tailored curriculum adjustments. To address these issues and increase awareness, the office engages in continuous process mapping and socialization activities, while holding monthly coordination and annual evaluation meetings to foster communication among stakeholders. As noted by Soekanto (2006), individuals fulfill their roles by exercising their rights and obligations; thus, the Gresik Manpower Office effectively carries out its duties and functions in supporting vocational training initiatives.

## **Conclusion**

Based on the findings and discussions presented, it can be concluded that the Gresik Regency Manpower Office plays a significant role in vocational training at the Gresik Regency Vocational House. Firstly, its activities align with the policies outlined in Presidential Regulation Number 68 of 2022 and Regent Regulation No. 72 of 2021. While the office is not responsible for policy design, it effectively implements existing regulations. Secondly, the Manpower Office has made commendable efforts to enhance vocational training services, equipping the community with necessary skills for employment and entrepreneurship through extensive coordination with various agencies and organizations. Furthermore, program evaluations are conducted post-training to assess and improve the quality of human resources, despite facing challenges related to funding, curriculum adjustments, and limited participant quotas.

Although the impact of vocational training on reducing unemployment in Gresik Regency is modest, it has led to positive outcomes, with many participants securing jobs shortly after completing their training, highlighting the importance of certification in demonstrating competence. While the current vocational education and training program

may not drastically decrease unemployment, ongoing development and support could lead to gradual improvements in the unemployment rate. Therefore, continued exploration of additional solutions is essential for achieving more significant reductions in unemployment.

However, this study has several limitations, including the relatively small sample size and the focus on only one vocational training center, which may limit the generalizability of the findings. Future research could expand the scope by including multiple vocational training institutions and a larger participant pool to obtain a more comprehensive understanding of the effectiveness of vocational training programs. Additionally, investigating the long-term impact of these training programs on participants' employment outcomes and their integration into the labor market would provide valuable insights for policymakers and practitioners in enhancing vocational education initiatives.

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