

The Effect of Economic Development on Illegal Gold Mining in Kuantan Singingi, Indonesia

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Abstract: *Illegal gold mining activities (PETI) are carried out by the community in the Kuantan Singingi Regency. There are found many mining vessels that can carry out illegal mining activities every day without permission from the local government, which causes a lot of environmental and forest damage. This phenomenon must be controlled by the local government effectively and efficiently. Therefore, community welfare could be achieved based on environmental law. Hence, this study aims to determine the implementation of the prevention policy of illegal gold mining in Kuantan Singingi Regency using a multi-sector organizational network model consisting of a contextual assessment approach, mapping the political economy environment of the network, stakeholder analysis, and joint visioning. This study uses qualitative research approach of research site in kuantan singingi Regency, research informant using purposive sampling technique, research data collection with in-depth interview, observation and documentation of data analysis in this study was conducted using data analysis design according to interactive model. The results showed that stakeholder involved both from government groups and from community groups did not play an active and synergistic role in efforts to control unlicensed gold mining.*

Keywords: *Illegal Mining; Policy Implementation; Stakeholders; Public Economics; National Government.*

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Introduction

Unlicensed Gold Mining, from now on abbreviated as Illegal Gold Mining, is a phenomenon that has emerged and developed in society, not only in Indonesia but also in various other countries. The emergence of illegal mining in other countries can be said to have almost the exact same resemblance to PETI in Indonesia, both in Kuantan Singingi Regency and in other parts of Indonesia, which is motivated solely by profit-seeking factors to improve the economy and the availability of considerable mining potential to be exploited. The presence of illegal gold mining is linked to a variety of factors/variables, including economic variables such as high demand and favorable prices for various mining products. In addition, Illegal Gold Mining is also an alternative to the provision of employment and business. In the political aspect, the existing structure of power can facilitate access to the government bureaucracy, while the policy and legal aspects are marked, among others, by a lack of regulation and weak law enforcement, as well as various other variables that support.

Mining is one of the environmental utilization activities that support the economy in searching, mining, processing, utilizing, and selling minerals such as gold, coal, crude oil, and gas. A valuable mineral in the form of gold is a mining material that has a high economic value. Gold is usually located in river flows that contain mineral deposits in the downstream areas, which are the ends of several river flows that carry mineral deposits. Gold is a precious yellow metal that can be processed into jewelry and other items commonly found

in Indonesia, such as in Aceh, North Sulawesi, Riau, and Papua.

Riau Province is known for being rich in minerals and mining. Some of the existing potentials are crude oil, coal, and precious metals. B minerals' mining area seems to have become common. In the Government Regulation of the Republic of Indonesia No. 27 of 1980 concerning the Management of Minerals, one of which is Excavation B, a quarry that can be used to fulfill the livelihood of many people. Bauxite, Titan Gold, Copper, Iron, and other metals are examples of Group B mining materials.

According to data from the Department of Mining, Energy, and Mineral Resources, there is a mining area of 12,413.37 hectares in Kuantan Singingi Regency that contains alluvial gold. Due to the considerable potential, coupled with the fact that there are many illegal gold mining activities, the Kuantan Singingi Regency Government has proposed to the central government that the area can be used as a Community Mining Area (CMA), which can be managed simply by the community. According to the Minister of Energy and Mineral Resources of the Republic of Indonesia's Decree Number 1095/K/30/MEM/2014 regarding the determination of CMA in Sumatra Island, 24 CMAs have been established in Kuantan Singingi Regency.

The problem is that the CMA policy has not answered the most fundamental problem: the ongoing mining activities without permits (illegal mining). This means that the CMA policy does not automatically legalize mining activities within it. State intervention through the CMA policy turned out to be unable to provide a solution to illegal gold mining.

Legalizing all illegal gold mining activities in the CMA means that the government is taking action against the law.

The next problem is the absence of regulations and policies that are operational in nature and regulate the existence of illegal gold mining, including the implementation of CMA policies. In reality, most of the community's mining activities in the Kuantan Singing Regency are still illegal mining businesses. Legal product Law number 4 of 2009 was replaced with Law number 3 of 2020 concerning gold, mineral, and stone mining, but still needs to contain implementing regulations at the regional level, which results in illegal mining activities activities have damaged the environment, disrupted ecosystems, reduced fertile agricultural land, and invited conflicts in society (both vertically and horizontally).

The activity used as a livelihood is known by the local community of Kuantan Singingi as "dompeng," which is an illegal gold mining activity carried out by the surrounding community and other elements. Illegal Gold Mining is regulated in statutory policy No. 4 of 2009, Chapter XXIII, Article 160. Illegal gold mining is what is commonly referred to as miners who do not get permission from the government and the right to control mining materials.

The community's large number of illegal gold mining activities have had a negative impact on the form of environmental damage and community impacts. The survey result obtained by the researcher shows the direct impacts felt by the community around the river were pollution of river water, subsidence of land around the river, reduced water

ecosystems resulting in reduced fishing catches, and soil erosion due to excessive excavation.

Illegal gold mining is carried out by the community in Kuantan Singingi Regency, where many mining vessels have the potential to carry out mining activities every day without permission from the local government, which causes a lot of environmental and forest damage. This must be controlled by the local government effectively and efficiently. Therefore, community welfare is achieved based on environmental law. The government of Kuantan Singingi Regency is expected to solve the problem of illegal gold mining, which is a big responsibility of the government because it causes much environmental damage and threatens the lives of humans and the ecosystem.

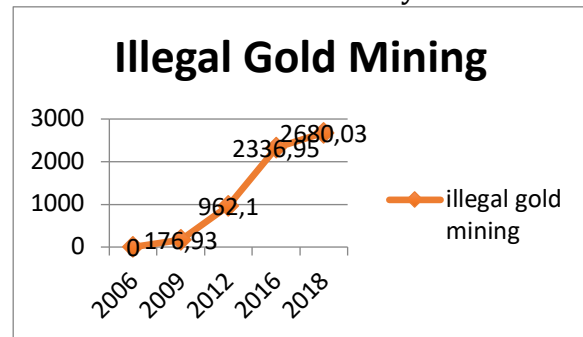


Figure 1. The Development of Illegal Gold Mining Area

In the picture above, from 2006 to 2018, there was an increase in the area of illegal gold mining. This indicates that gold mining is rampant. As a result, from 2009 to 2018, the area of illegal gold mining increased from 176 ha to 2680 ha. This problem occurs every year. Thus, efforts to control the environment have become a significant responsibility that the Regional Government must resolve since every year, environmental damage due to illegal gold mining in Kuantan Singingi Regency is

getting wider and having more destructive impacts on people.

The efforts made by the government have not achieved maximum results. This is evidenced by the reoccurrence of illegal gold mining, even though there have been controls such as security forces. Efforts were made, starting with counseling and raids. When the authorities carried out the raid, no perpetrator was caught because the information regarding the raids on illegal gold mining had already been leaked to the public. In general, residents of Kuantan Singingi Regency have the following livelihoods:

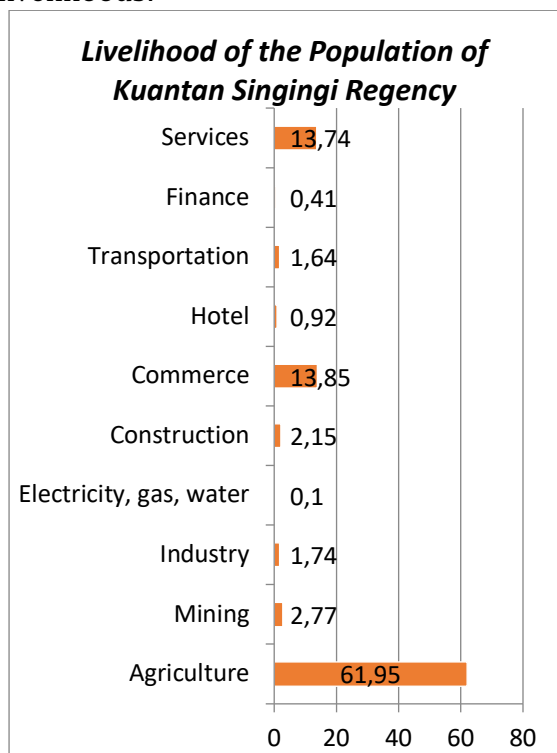


Figure 2. Livelihood of the Population of Kuantan Singingi Regency

In Figure 2, it can be seen that the majority of the population of the Kuantan Singi Regency are farmers and traders. This is also a supporting factor for illegal gold mining. Due to a lack of knowledge

and income from community agriculture, many of them have switched or tried illegal mining activities. The economic factor is one of the supporting factors that greatly affect the community in gold mining because many people still think that by doing gold mining, they are adding more income than their work as oil palm or rubber farmers whose selling price is not stable.

Based on these factors, PETI is developing as an economic activity. Therefore, the presence of PETI in Indonesia shows growth and develops very rapidly.

As a regulator at the local level, the regional government must pay attention to illegal community activities. The Kuantan Singingi Regency government, as a policy maker and implementer, must take action against illegal gold mining activities so that activities can be controlled and not damage the environment.

The implementation process in mitigating the impact of illegal gold mining in the Kuantan Singingi Regency involves various actors, such as local governments, youth organizations, police, the national army, and datuak/ninik Mamak (the chieftain). Policy implementation often uses various models of policy approaches, one of which is the policy network model. This policy network aims to build cooperation between stakeholders as a network in the implementation of the prevention of illegal gold mining. The network approach to public policy has grown rapidly with the growth of cluster organizations and quasi-autonomous non-governmental organizations (quango) as a result of interactions between the government, non-government, and community.

The multi-actor collaboration network is expected to have various positive impacts, including increasing the regional and local governments' commitment to increase the community's sense of belonging and responsibility in utilizing and maintaining development results, ensuring sustainability, and increasing public and private trust in the government. For a policy to be implemented successfully, joint efforts that combine various resources (economic and political) from various parties are needed. In this case, neither party can solve the problem independently nor force the other party to accept the offer, so the need for network conceptualization arises. The network consists of individuals, focus groups, public organizations, private organizations, and non-profits (Schrooder, 2001).

The urgency of this research is the achievement of policies in sustainable environmental development through the implementation of policies for preventing illegal gold mining in Kuantan Singingi Regency in forming a multi-sectoral, multi-organizational (government, customary, non-governmental) cooperation model by taking existing socio-political conditions into account.

Method

A qualitative approach is often also called "naturalistic inquiry." In this study, a qualitative research approach to implementing illegal mining countermeasures policies is categorized as phenomenological research. By paying attention to the context and phenomena of illegal mining activities, researchers have determined the object and conducted this research in Kuantan Singingi Regency.

Research informants used a purposive sampling technique in which the selection was made deliberately based on predetermined criteria and determined based on research objectives in conducting research. Researchers already had initial information about research objects and research informants, so they began to conduct interviews or observations.

The qualitative data analysis in this study was carried out using a data analysis design according to an interactive model. Through three sub-cycle processes that take place interactively, such as data reduction, data display, and conclusion drawing or verification. Determining the validity of data in qualitative research must be able to fulfill several trust requirements, such as those that are closely related to the degree of trust (credibility), transferability, dependability, and affirmability, which are often used in naturalistic research (Miles and Huberman, 2002).

Result and Discussion

Results and discussion of the implementation of illegal gold mining management in Kuantan is a process of discussion and analysis of field findings conducted by researchers associated with various literature studies or theories from various sources related to the research conducted. After that, a conclusion is obtained that will answer the problems that have been formulated in the research questions as follows:

Implementation Of Illegal Gold Mining Policy

The Community Mining License (IPR) cannot be implemented because the Riau Province government has not

legalized the Community Mining License in Kuantan Singi Regency. As a result, the community, as small-scale mining, particularly gold mining materials, continues to be illegal. Therefore, the role of government in policymaking is very decisive. This is also supported by Ferry's (2013) research that 'good governance' at the local and regional levels can promote more robust economic growth and development.

Policy implementation is a crucial stage in the public policy process and crucial for the effectiveness of policy programs. During the implementation stage, it is vital to pay attention to who is actually implementing the policy (SI 2020). A policy program must be implemented in order to have an impact or achieve the desired goals. An implementation study is a study of policy that leads to the implementation process of a policy. Based on literature from the sociology of professions and policy implementation, it has identified three role conflicts that are considered very important when implementing public policy. These are policy-professional role conflicts, policy-client role conflicts, and organizational-professional role conflicts (Tummers et al. 2012). Policy conflicts arise from the implementation process due to different views on policy objectives and/or means of achieving them (Veronesi and Keasey 2015). Understanding the Challenges of Policy Implementation in implementing public policy is the role of leadership. Leaders are essential because they focus their attention on three areas: (1) initiating the participatory development of a vision for public sector reform; (2) motivating and releasing the best staff; and (3) Encouraging more direct

involvement of stakeholders in the implementation of reforms, thereby encouraging more excellent responsiveness and accountability of public servants for the needs and concerns of citizens and clients in society (Rahman, Naz, and Nand 2013). Given the general challenges of the relatively significant role of willingness to implement policies, when studying policy implementation, it is necessary to understand the conflicts and challenges of roles (Tummers et al. 2012).

One solution is to wait for the decision of the Riau Provincial government to ratify the IPR and designate the areas cultivated by illegal miners as official mining areas. For the future, data collection and, at the same time, coaching private actors who want to receive input from the government are important. With the contribution of the government in maintaining the selling price of rubber, of course, the community will no longer repeat actions that violate the provisions because the source of livelihood from gardening is sufficient. This is hoped to increase public awareness of the dangers that threaten life and the environment (Saifullah, Kari, & Ali 2017). For that, it needs serious attention from the government to improve the community's welfare in general.

Implementation Model of Illegal Gold Mining Policy

The network model in the implementation of the prevention policy of illegal gold mining in the Kuantan Singingi Regency does not yet follow the Multi-Organizational Multi-Sector Model. The policy of establishing an integrated team to control unlicensed gold mining in the Kuantan Singingi district does not run with

the model offered. According to Schrooder (2001), the mechanistic implementation model or the organic implementation model that has been in use should be abandoned immediately. This model is no longer relevant to current conditions because actors implementing policies are unable to solve problems on their own without the support of other actors. Kisby (2007) suggests that Marsh and Smith advance a sophisticated policy network analysis model. Marsh and Smith emphasize the importance of structural and deliberate explanations of policy-making in their analysis of continuity and policy change. Policy networks play a role in explaining how policies are developed and implemented. The term 'policy network' is understood as a general label that includes various relationships between state actors and private actors in making policies (Kriesi, Adam, and Jochum 2007). Networks of organizations involved in public policy implementation require strong interaction, joint action, and a high level of collaboration to be effective. Collaboration intensity can also determine the organization's involvement in the network. The nature of funding (public/private) and the authority of organizational activities were found to determine the influence and importance of social policy networks (Biosca and Galaso 2020). The network also examines relationships between actors, how actors are positioned within the network, and how relationships are structured into overall network patterns (Ghorbani and Moradi 2013). Policy networks are formed at every stage of policy formulation. According to Howlett and M. Ramesh (1995), policy formulation is a process that consists of four stages: (1) alternative

proposal stage, (2) alternative selection, (3) alternative assessment, and (4) alternative selection. The formulation of policies or the preparation of policy alternatives is also a planning process. The policy network will be contained in the organization. This organization is often called the policy subsystem. The policy subsystem in policy formulation is formed when all parties, the leaders and those who are led, various political groups, the public, and the private sector participate, and there is interaction between participants, or actors. The interplay between actors will form a relatively stable parameter (Parsons, 1997).

The rapid growth of the network model occurs in line with several advantages offered by this model to both the private sector and the government (Zhao, Peng, and Jiao 2020). Second, the network model will create innovation in the organization. By exploring a series of alternatives involving various providers, the network model allows for the experimentation that is so important in the innovation process (Sujianto et al. 2020). Service delivery systems through the network model, if properly laid out, will generate other opportunities for innovation. Democratic governance produces high-quality public services, and the context for innovation lies in the responsiveness of the bureaucracy and government to the public. Third, the network model puts forward the context of speed and flexibility (Hernimawati et al. 2018). Flexibility boosts the speed of the government's response to the environment. The underlying capacity influences the success of a network strategy. Network implementation capacity is the network's ability to

implement policies and achieve desired policy outcomes. Capacity adds "value" by providing management expertise and practice in implementing network strategy, as well as increasing access to resources (finance, technology, human resources), other networks, and decision-makers (Wang, Chen, and Berman 2016). From the various explanations above, it can be concluded that the network model of policy implementation requires a new methodology or approach to policy implementation because, without this method or working method, the success of a program is difficult to achieve. For more details, the network model with a new approach is explained below:

Contextual assessment understands the environmental context, identifies stakeholders in policy implementation.

A policy network is a multi-actor, multi-sector system that operates on intertwined changes and maximizes influence and resources; or in other words, building an implementation network is like building a political economy (Schrooder, 2001). Next, what will be discussed is the analysis of stakeholders and stakeholder management. The concept of stakeholder analysis suggests an increase in public participation and consideration, in addition to institutions being increasingly required to implement a more legitimate public participation process outside of traditional understandings and standard hearings, as well as valid and important normative and ethical components Stakeholders who are responsible for the implementation according to their mission and role are also very important (Lajas and Macário 2020). Stakeholder analysis, stakeholder

management, and stakeholder theory are concepts born from a set of literature that has a broad impact on business and social literature. Stakeholder analysis and management methods have been recognized as a necessity in the project manager's toolbox (Boutilier and Zdziarski 2017).

Building good relationships and interacting with one another can help to develop relevant liaison processes with stakeholders, such as trust and maintenance, and can help to support a slow and sometimes complex process of reaching policy agreement (Lutz-Ley et al. 2020). Therefore, building good communication should not be underestimated because communication plays a key role in mobilizing resources and disseminating strategic information (Singhal, Jha, and Gairola 2014).

According to the findings of the research, the management of people's mining permits currently requires legality. As a result, regional regulations regarding people's mining permits are required, which the central government can delegate to regional governments in order to eradicate illegal mining activities that occur in the community and cause environmental damage.

It was found that implementing the policy of tackling illegal gold mining in Kuantan Singingi Regency through the Regent's Decree No. 13 of 2013 concerning establishing an integrated team to control gold mining without a permit has not been effective. This is known from the increase in mining activity after raids and prison sentences for illegal miners. These mining activities cause widespread environmental damage. The government must work together with stakeholders to find a

solution to tackling gold mining without a permit.

As well as the unclear coordination of the functions and roles of each integrated team controlling gold mining without a permit, the district head's decree must be revised again and adjusted to Law No. 3 of 2020 concerning Mineral and Coal Mining.

Controlled by Satpol PP and the police, illegal gold mining activities have not been stopped. Due to the leakage of information on the raids that were carried out, it can be said that unscrupulous officials were also involved in illegal gold mining activities.

Furthermore, the strategic role of the village government in dealing with gold mining without a permit in Kuantan Singingi district is important because the village government is the extension of the district government's closest hand to the community. With socialization and customary sanctions by traditional leaders to the community, gold mining without a permit can reduce and eliminate mining activities. Gold without permission.

Joint Visioning in Policy Implementation

Network facilitators need various forms of strategic planning to define the mission, goals, and approaches of a new virtual organization. The purpose of joint visioning is to formulate a shared vision among stakeholders about the implementation network's task and how the implementation network will function. A shared understanding of how to develop the network and its activities is required for joint visioning. Combined, it will take stakeholders time to go through what is

often termed the "strategic planning process".

All relevant stakeholders, including the government and community groups, are involved in the joint visioning process for implementing the prevention policy of illegal gold mining in the Kuantan Singingi Regency. Community participation has a significant role (Conyers 1984). In addition to the level of community participation, another obstacle to the implementation of the policy. As a network facilitator, the local government has not fully supervised the implementation of the policy before and after it was implemented. The local government directly supervises the target group Saputra, T., Darmawan, A., and Novaria, R. (2021). When there are symptoms that arise in the community or target group or when they encounter obstacles or problems in implementing the policy, the local government can immediately coordinate to find a good solution. This means that the local government has not been proactive in implementing the prevention policy for illegal gold mining.

The regional government, as a facilitator, needs to be more effective in supervising the handling of illegal gold mining. An integrated team policy is required to oversee gold mining activities without a permit through collaborative efforts with stakeholders.

The basis for the legality of law enforcement still uses the old regulations before Law 23 of 2014 concerning regional government. As a result, the most recent working organizational structure must be used to make these adjustments so that the roles of each regional apparatus organization are clear based on their functions.

Conclusion

According to the findings of the study, the policy implementation for tackling illegal gold mining in the Kuantan Singingi district needs to run more effectively, judging by the indicators of the political-economic crisis in the policy environment, stakeholder analysis, and joint visioning. Thus, this policy formed a working group for various sectors, but the local government showed more leadership in implementing this policy. For this reason, in the future, active participation from stakeholders is needed, especially the private sector, which has yet to play an active role in this program.

Many actors involved in the organization of the network create complexity in the network, including in the policy of implementing a network to counter illegal gold mining in the Kuantan Singingi District. The network model is critical in the implementation of network policies. The need for coordination and cooperation between stakeholders dramatically influences the success of implementing public policy networks. Network implementation policies cannot work correctly without cooperation between stakeholders.

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