

Deliberative Policy Analysis of Green Open Spaces in Lebak Regency Banten Province

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Abstract: Increasing population growth in an urban area is the main factor in reducing space utilization. One of them is green open space. In response to this, the Regional Government of Lebak Regency issued a policy in the form of Regional Regulation Number 2 of 2011 concerning Green Open Space in the Urban Area of the Capital City of Lebak Regency. Researchers are interested in analyzing the policy planning process for the provision and use of green open space in the urban area of Lebak Regency from a deliberative perspective. The research results showed that population density resulted in the emergence of slum areas and low-income communities. Apart from that, the lack of public awareness of clean and healthy living behaviors is one of the contributing factors. Plans to provide and utilize green open space in the urban area of Lebak Regency have been hampered due to construction and development in the economic sector. Moreover, the importance and need for green open space to overcome disaster-prone areas such as landslide-prone and inundation-prone areas need to be resolved by the Lebak Regency Regional Government. Based on these conditions, it is necessary to create a resolution or development policy that can resolve two factors, namely economic development and the fulfillment of green open space. Therefore, one solution that can be provided is the Green City Development Program.

Keywords: deliberative policy analysis; green open space; green city.

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Introduction

Increasing population growth in an urban area is a major factor in reducing space utilization, such as through the provision of residential areas, public facilities, and green open spaces. One development effort to maintain balance in a densely populated urban area is by providing and utilizing green open space to maintain the quality of the urban environment. Such as preventing flooding and air pollution, and can function to increase community productivity due to the limited space available for social interaction.

For example, Singapore is one of the countries that has managed to have the highest area of green open space in the world. That is 47% of the area. Singapore is known as a city with the term "Singapore as a Garden City" because of the proportion of green open space it achieves. Planning for green open spaces in Singapore began in the 1960s, launched by Prime Minister Lee Kuan Yew. Green open space planning in Singapore is carried out by combining the Blue Plan, also known as the Green Blue concept (Setiowati et al., 2020:54).

Regarding the provision and utilization of green open spaces in Indonesia, the government has legally issued Law No. 26/2007 concerning spatial planning. Its implementation has been regulated in Presidential Regulation No. 21/2021 concerning the Implementation of Spatial Planning. Meanwhile, its implementation is regulated in the Minister of Agrarian and Spatial Planning/National Land Agency Regulation No. 14/2022 concerning the Provision and Utilization of Green Open Space. These regulations are guidelines for construction or development related to green open spaces, including planning,

implementation, control, and supervision of the provision and utilization of green open spaces.

For regional government, as the law states that regional governments have the right to regulate their own regions, the Lebak Regency Regional Government issued Regional Regulation No. 2/2011 concerning green open space in the urban area of the capital city of Lebak Regency. This aims to realize environmentally sound development to improve the quality of sustainable life, in addition to being responsible for environmental sustainability jointly between the Lebak Regency Government and the community.

With this policy, at least strengthen the position of providing and utilizing green open space as an aspect of every development plan in Lebak Regency. This can be seen in Regional Regulation No. 2/2014 concerning Lebak Regency Spatial Planning Plan 2014-2034. Based on the Lebak Regency Regional Spatial Plan document (2014), one of the indications regarding the realization of the district's spatial pattern plan in the protected area realization program is related to the area stabilization program that provides local protection, one of which is through activities to protect urban green open spaces for the entire region. in Lebak Regency.

To achieve this plan, a medium-term plan was created over a 5-year period. Provision and utilization of green open space based on the 2014-2019 Lebak Regency Regional Medium Term Development Plan (2016:25-26) states that one of the policy directions of the mission is to maintain a balance of environmental functions and sustainable development, the target of the space control and utilization program, with implementation strategies efforts to

control and utilize space in improving green open space management, and target indicators for the proportion of green open space to the urban area of Lebak Regency with a green open space management development program. Furthermore, the Lebak Regency Regional Medium Term Development Plan 2019-2024 (2019:104) states that one of the activities indicating the realization of spatial patterns related to the realization of protected areas with a program to strengthen local protected areas is the protection of green open spaces in urban areas.

According to the Lebak Regency Regional Spatial Plan above, the provision and utilization of green open space in the Lebak Regency urban area is one of the plans for developing the Lebak Regency regional spatial plan. The urban areas in question can be densely populated areas, such as Rangkasbitung District, Cibadak District, and Kalanganyar District. Apart from that, the development of new city areas such as Maja District can be said to be an urban area, even though it is not included in a densely populated area.

Based on the explanation above, the author is interested in analyzing the policy planning process for the provision and utilization of green open space in the urban area of Lebak Regency from a deliberative perspective. Deliberative policy analysis is carried out to discuss the role of argument, rhetoric, and narrative in the policy analysis process. This is an attempt to analyze policy through a complex mixture of norms, interpretations, opinions, evaluations, and facts. So, based on the provision and utilization of green open space as an aspect in every development plan, a policy analysis is carried out as to whether the planning program for fulfilling green open space in the urban area of Lebak Regency

meets the objectives that have been set and is relevant to the problem situation, and what is the role and impact of the program on society and restructuring the existing social order.

Deliberative Policy Analysis

Deliberative policy is the formation of new words from existing ones, namely deliberative democracy. The origins of deliberative democracy come from the conception of the 'public sphere' proposed by Habermas. The concept of deliberative democracy places more emphasis on community participation in making decisions. Emphasizing deliberation and resolving problems through dialogue and exchanging information between parties who have the interests of citizens or society. The aim is to reach consensus based on the results of joint discussions by considering various perspectives on certain criteria.

Hardiman (2004) outlines the meaning of deliberative democracy. According to him, 'deliberation' comes from the Latin word *deliberatio*, which means 'consultation', 'considering' or 'deliberation'. Deliberative democracy is created if the public policy process is tested through public consultation (in the theoretical vocabulary of Habermas, namely 'public discourse'). This aims to increase the intensity of community participation as citizens in forming aspirations and opinions. So that the policies and laws produced by the governing party can be accepted or come closer to the expectations of the governing party (cited by Mardiyanta, 2011:268).

Then, to identify a decision-making process that can be categorized as a process that meets the criteria for deliberative democracy, Carson & Karp (2005) stated the following:

1. Influence, namely the process of meeting these criteria, must have the ability to influence policy and decision-making.
2. Inclusion is a process that must represent society and be inclusive of diverse perspectives and values, providing equal opportunities for everyone to participate.
3. Deliberation is a process that must provide open dialogue, access to information, respect, space to understand and reframe issues, and movement towards consensus.

Of these three criteria, it can be used as an analytical tool to identify the extent to which the decision-making process of an institution or community is categorized as a deliberative democratic process (cited by Mardiyanta, 2011:268-269).

Dunn in Krisna (2017) defines policy analysis as an applied social science discipline that uses various research methods and arguments to produce and transform policy-relevant information that is used in certain political environments to solve policy problems. Policy analysis is carried out to understand current public problems and how to make efforts to resolve them (cited by Fitriana et al., 2020:95).

With the development of time and era, social and political changes result. The emergence of the concept of good governance reveals the various consequences and demands that emerge. As Hajer & Wagenaar (2003) put it, the question arises, 'What kind of policy analysis might be relevant for understanding governance in today's emerging network society?', and both argue that an approach to policy analysis that is both interpretive and deliberative is highly relevant in this case. According to them, the roots of deliberation are

conversation and communication from policymakers in the form of authentic dialogue. Collaboration between players with various interests and a history of conflict, the dialogue must be authentic rather than merely rhetorical or ritualistic (cited by Juniar, 2013:123).

Furthermore, Nugroho (2008) stated that the implementation of good governance in policy analysis is called deliberative policy analysis. The deliberative policy analysis model avoids technocratic public policy and positions the government only as a facilitator and legislator of public desires. Deliberative analysis aims to position society as a party that is not left out of the policy-making process (cited by Aprilia & Kismartini, 2016:80).

Policy analysis can be used as a method in policy studies. One of them is the deliberative policy analysis method developed by Frank Fischer. This method discusses the role of argument, rhetoric, and narrative in the policy analysis process. The focus is on four things, namely: first, technical-analytical discourse, which aims to verify the efficiency of the results of the program being implemented, including secondary or unexpected effects that arise from the program being implemented. Second, contextual discourse aims to assess contextuality, or whether or not a program is relevant to situational problem validation. Third, *system discourse* aims to assess whether policy objectives have instrumental value or contribution to society as a whole or whether policy objectives result in unexpected problems that have consequences for society at large. Fourth, ideological discourse aims to restructure the social order. Referring to it all, deliberative policy analysis can be interpreted as an effort to analyze policy through a complex mixture of norms,

interpretations, opinions, evaluations, and facts (Fischer et al., 2007:232-234).

Green Open Space

In Indonesia, it is still said that urban development does not refer to urban design that pays attention to environmental sustainability. This can trigger environmental problems such as the emergence of pollution, including air, water, land pollution, and other problems. So, providing and utilizing green open space can be a solution to minimize these problems. Because green open space can function as 'nature purification' in urban areas such as water and carbon catchment (Prakoso & Herdiansyah, 2019:19).

At this time, air pollution has become a hot topic of discussion as the number of motorized vehicles increases, making the environment increasingly filled with unhealthy air. With the existence of green open spaces, such as city parks, which are a place for the entire plant community in a place that includes a communal combination of plant types occupying an ecosystem, and with the presence of these plants or trees, it becomes one way to prevent or reduce pollution. due to the entry of foreign materials or substances, energy, and other components into the air such as dust, smoke, and exhaust gases from motor vehicles (Rakhmatsyah et al., 2015:131).

Therefore, urban spatial planning plays a very important role in the formation of public spaces, such as in the provision and utilization of green open spaces. It is necessary to start by identifying areas that naturally need to be saved and ensuring environmental sustainability, namely areas that are vulnerable to disasters such as earthquakes, landslides, floods, and other natural disasters. This area must be

developed as a green open space (Dwiyanto, 2009:90).

Wahdaniyat (2019) states that the lack of green open space in urban areas, especially big cities, is caused by three things: the lack of land owned by regional or local governments for green open space, not having sufficient funds to provide it, and the fact that utilizing green open space and purchasing land for green open space is not easy, either for reasons of price or unstrategic location. Because of this, many local governments, especially city governments, have difficulty increasing the proportion of green open space in their jurisdiction (cited by Harahap, 2021:21).

The definition of green open space is in Article 1 paragraph (31) of Law No. 26 of 2007, Article 1 paragraph (15) of Minister of Agrarian and Spatial Planning/Head of National Land Affairs Regulation Number 14 of 2022, and Article 1 paragraph (9) of Regional Regulation Number 2 of 2011, which states that "green open space is an elongated, laned, and/or clustered area whose use is more open, where plants grow, both naturally growing and deliberately planted." In addition, the definition of green open space according to Purnomohadi (1995) states that green open space is a stretch of open land without buildings that has a certain size, shape, and geographical boundaries with any control status, in which there are woody and annual green plants, with trees as the main characteristic plants and other plants (shrubs, bushes, grass, and other ground cover plants) as complementary plants, as well as other objects that also complement and support the function of the green open space in question (cited by Imansari & Khadiyanta, 2015:104).

Meanwhile, if we look at the function of green open space, it has intrinsic and extrinsic functions.

According to Dirjentar (2008), intrinsic functions consist of ecological functions, while extrinsic functions include social, cultural, economic, and aesthetic functions. These four main functions can be combined in the provision and utilization of green open space in urban areas by the needs, interests, and sustainability of the city, such as for the protection of water systems, ecological balance, and biological conservation. Apart from that, green open space has three basic functions, which include social functions, namely as public facilities with recreational, educational, and sports functions, as well as establishing communication between city residents; physical functions as the lungs of the city, protecting the water system, reducing sound, meeting visual needs, and protecting city residents from air pollution; and functions as an aesthetic that binds building elements in the city, provides characteristics in shaping the face of the city, and is an element in the arrangement of urban architecture (cited by Imansari & Khadiyanta, 2015:104).

Referring to the Earth Summit in Rio de Janeiro, Brazil (1992) and confirmed at the Johannesburg Summit, South Africa (2002), it was stated that ideally, a city should have green open space of at least 30% of its total area. This is as stated in Article 29 paragraph (2) of Law Number 26 of 2007, which states, "The proportion of green open space in a city area is at least 30 (thirty) percent of the city area." For urban areas, planning green open spaces can provide benefits, namely as a means of reflecting regional identity (image); research, education, and extension facilities; means of active and passive recreation and social interaction; increasing the economic value of urban land; fostering a sense of pride and increasing regional prestige; means of

social activities for children, teenagers, adults, and seniors; evacuation room facilities for emergencies; improving the microclimate; and increasing oxygen reserves in cities (Samsudi, 2010:14).

Then, according to Sukartini et al. (2021), green open spaces can have an impact on reducing crime. The creation of new green open spaces can reduce the likelihood of crime by 13.4%. In contrast, in urban areas that have unkempt green open spaces without any control variables, the probability of crime increases by 11.8%. Then, the presence of green open space in an urban area can reduce the occurrence of robberies by 17.3%. Thus, the relationship between green open space and crime facilitates reductions in crime and violence, often through the same mechanisms as the health benefits of green open space.

Then, Gusmal & Evanita (2023) believe that supervision is closely related to planning, which is oriented toward achieving goals and standards for work results or targets for implementing an activity. He assumes that supervision will produce good results in the implementation of the development of green open space in urban areas. The research results produced a correlation value of 0.997 with a significance of 0.000, which means that it proves that there is a strong relationship or influence. Where the coefficient of determination value is 0.994 or the coefficient of determination test result is 99.4%. These results show that there is an influence between monitoring and developing green open spaces. Epsilon variables that can significantly influence the development of green open spaces include work discipline, teamwork, coordination, and so on.

Green City Development as a Solution to Fulfillment of Green Open Space

Debrah & Owusu-Manu (2022) show that energy, water, buildings and construction, transportation, health and safety, land use and air quality, and sanitation are important indicators for measuring green city development. The fit of the index is strong because the index meets standard cutoff points, and thus the model fits the data well. This framework proposes that if a city does not meet all the requirements of green city indicators, then it can be classified as a 'fair city' or a 'developing city'. In addition, the proposed framework demands balance in the application of energy efficiency, water, sustainable building, and construction requirements; more economical and effective transportation; efficient health and safety measures; diverse and integrative land use; air quality; and environmental requirements. sanitation.

Then Bibri (2021) explains the dimensions, strategies, and urban solutions in the developing smart urbanism model. Firstly, *compact cities* are practiced and justified in city planning and development with three dimensions of sustainability, which show compactness, density, diversity, mixed land use, sustainable transportation, and green space. This is to contribute to the economy, environment, and development. Second, environmentally friendly cities that emphasize ecological design, ecological diversity, and passive solar design, as well as environmental management and other important environmentally sound policies. Third, the emerging data-driven smart city is put into practice and justified in terms of the development and implementation of innovative technologies and solutions for sustainability.

Furthermore, Rahayu et al. (2023) said that transformational leadership

capabilities can help organizations obtain valuable resources and information from stakeholders that can be used to develop new services to improve processes and provide environmentally friendly competitive advantages. Including green intellectual capital, which has a positive influence on environmental innovation capabilities in the manufacturing industry. Knowledge about environmentally friendly technology, willingness to invest in environmental research and development, and pro-environmental attitudes among employees are significant predictors of environmental innovation ability. In addition to environmental innovation and employee knowledge, environmentally friendly practices and environmental management systems are important factors. That green intellectual capital can influence transformational leadership, and transformational leadership influences environmental performance. This has an influence on profits in the management of a sustainable city that aims to become a green city.

Method

The research method used is a qualitative method with a descriptive approach. Qualitative research is research that is intended to understand phenomena about what is experienced by research subjects, for example, behavior, perceptions, motivations, and actions holistically, using descriptions in the form of words and language in a special, natural context and by utilizing various methods (cited by Ratnaningtyas et al., 2023:16). Whereas qualitative research is about describing the 'meaning of data' or phenomena that can be captured by researchers by showing evidence. The meaning of this phenomenon depends a lot on the ability and sharpness of research in analyzing it (Ratnaningtyas et al.,

2023:22). The research was conducted in the Lebak Regency area, especially in urban areas such as Rangkasbitung District, Cibadak District, and Kalanganyar District.

The data sources used are primary and secondary data obtained from sources (informants) and documents or archives. Informants have a very important position, not just in responding but also as owners of information. The document data source can be a recording or written document, such as a database archive, letters, or recordings of images of relics related to an event (Ratnaningtyas et al., 2023:18–19). Data collection techniques were carried out using interviews and documentation methods at the Lebak Regency Environmental Service. The documentation method is a data collection instrument, namely being able to record various events or events in the past that are written and printed in the form of letters, diaries, and other information. If these documents have value, they can be used as research material or a data source. The interview method aims to obtain answers or information that will be developed in research (Ratnaningtyas et al., 2023:34).

The data processing technique is qualitative data analysis. Qualitative data analysis in this research uses the discourse analysis method. The data analysis technique using the discourse analysis method used in this research follows the concept put forward by Fischer et al. (2007:232-234), where he puts forward discourse analysis intended for deliberative policy analysis. So, this research describes a deliberative policy analysis related to planning the provision and use of green open space in the urban area of the Lebak district's capital.

Result And Discussion

Fischer (1995) explains that evaluating public policy begins by sketching a logical relationship between the process of collecting empirical data and measuring data against a guarantee, leading to a conclusion and claim statement. To achieve this goal, Fischer provides a logic of four interrelated discourses by outlining post-empirical policy evaluation. Starting from concrete questions related to the efficiency of a program, situational context, and social systems, to abstract normative questions regarding the impact of a policy on a particular way of life, This scheme shows how empirical concerns can be applied to society from a variety of normative perspectives (Fischer et al., 2007:231).

Deliberative policy analysis research related to planning for the provision and use of green open space in the urban area of Lebak Regency, using four discourses put forward by Fischer. These four discourses are broken down into 12 (twelve) more specific questions designed to investigate policy arguments. Fischer et al. (2007:231-232) explain two discursive phases. The first of the logics of policy discourse at the evaluation level is technical verification and situational validation. First-order discourse focuses on the specific action settings of a policy initiative, investigating specific program outcomes and situational context (or circumstantial circumstances). Second, the logical phase of discourse is the justification of society and ideological choices. Here the argument shifts to a larger social system, the context of action being part of it. This study focuses on the instrumental impact of policy objectives on the societal system as a whole and evaluates the normative principles and values that underlie societal order.

From the explanation above, in analyzing public policy related to planning, the provision and use of green open space in the urban area of Lebak Regency is based on the four discourses put forward by Frank Fischer regarding deliberative policy analysis, namely as follows:

Technical-Analytical Discourse: Program Verification

In policy science, verification is a very familiar phase of the four discursive phases. The logic of practical discourse is aimed at considering the facts of policy research. It is concerned with the basic technical-analytical or methodological questions that define empirical policy analysis. Fischer said there are basic verification questions, which include: *first*, does the program meet the stated objectives?; *second*, does the empirical analysis reveal secondary or

unanticipated impacts that could offset program objectives?; and *third*, does the program achieve its goals more efficiently than available alternative methods? (Fischer et al., 2007:232–233).

First, based on data from the Lebak Regency RTRW document (2014), although it is not specifically explained regarding green open space in the Lebak Regency area, if you look at Table 4.1 of the Lebak Regency Spatial Pattern Plan for 2014-2034, protected areas and cultivation areas are categorized in existing areas that, based on their form and function, can be classified as green open space in the urban area of Lebak Regency. The size of the existing area cluster and existing linear areas of the total area of Rangkasbitung District is 7,309.70 ha, Cibadak District is 3,632.71 ha, and Kalanganyar District is 2,859.34 ha. The details are as follows:

**Table 1
Urban Area Spatial Pattern Plan**

Criteria	Space Pattern	Rangkasbitung District		Cibadak District		Kalanganyar District	
		Area (Ha)	Percent	Area (Ha)	Percent	Area (Ha)	Percent
Clusters	Water Catchment Area	242.67	3.31	-	-	-	-
	Areas Around Lakes or Reservoirs	19.30	0.26	-	-	15.80	0.55
	Plantation	1,117.87	15.29	-	-	143.69	5.02
Linear	River Border	1,297.77	17.75	548.74	15,10	474.51	16.59
Total		2,677.61	36.61	548.74	15,10	634	22.16

Source: Lebak Regency Spatial Plan Document (2014)

Table 1 states that the minimum proportion of green open space in the urban area of Lebak Regency will be 20%.

Rangkasbitung District is the largest, with a proportion of green open space of 36.61%. Followed by Kalanganyar District

at 22.16%. Meanwhile, the proportion of green open space in Cibadak District is 15.10%, indicating that it has not met the minimum proportion.

Second, regarding the plan to provide and utilize green open space in Cibadak District, which does not meet the minimum proportion of green open space, this is because the budget accommodation for the development of this area is used in the economic sector. This is because Lebak Regency is still lagging behind the surrounding areas in the economic growth sector. So, the Lebak Regency Regional Government made changes to the Lebak Regency Spatial Plan, which emphasizes the development of industry and industrial areas. And Cibadak District is a potential location for that.

This has become a polemic among the public. Cibadak District is part of the urban area, becoming one of the destinations for the people of Lebak Regency to settle and live. When the Lebak Regency Regional Government made Cibadak District a location for industrial development, many people rejected the discourse. Because of the industrial development carried out by the Lebak Regency Regional Government, namely in the mineral mining sector.

This is problematic because, on the one hand, it encourages the community's economic growth sector; on the other hand, the need for green open space in urban areas is a manifestation of sustainable urban development. These two things are the interests and needs of the people of Lebak Regency. The development of the mineral mining industry has many benefits from compiling an inventory of regional wealth and strategies for its utilization, carrying out business or production, increasing regional income, creating jobs, and developing alternative energy.

However, the impact of mineral mining can damage the environment around the mining area. And it is a problem because it is carried out in the center of the government area and also as a destination for the people of Lebak Regency to settle and live. As an urban area, Cibadak District is not suitable for mineral mining activities. This is seen from the strategic position of the region as the center of life.

Third, referring to Law No. 26/2007, city and district governments are required to fulfill a proportion of 30% green open space consisting of 20% public green open space and 10% private green open space. In the case of Cibadak District, which only has a proportion of 15.10%, this does not comply with the law. Therefore, industrial development needs to go hand in hand with the provision of green open space.

The Regional Spatial Planning Plan is a reference for developing a region. Apart from that, spatial planning is a tool for coordinating development related to the provision and use of green open space in urban areas. To be able to resolve the impacts that occur due to green open spaces, it is necessary to create a form of urban area development. As in Article 3 letter (a) of Law No. 26/2007, namely the realization of harmony between the natural environment and the artificial environment, This is an effort to raise public awareness and realize the sustainability of urban life, including the realization of a green city.

The Green City Development Program can be an alternative method that can be carried out by the Lebak Regency Regional Government. The Green City Development Program can encourage the economy and fulfill green open spaces by developing the Smart-Eco Industrial Parks program. As an effort to develop a

sustainable industry that applies green industry principles so that it can increase competitiveness. The concept of regional development through digital transformation in industrial area management encourages the creation of green industrial areas through the use of digital technology and innovation.

On the other hand, industrial development carried out by the Lebak Regency Regional Government could damage the existing environmental ecosystem. It has been stated in Article 3 letter (c) of Law No. 26/2007 that the realization of protecting the function of space and preventing negative impacts on the environment due to the use of space. Instead of making plans to develop the mineral mining industry in urban areas, the Lebak Regency Regional Government can formulate policies related to the Green City Development Program.

Contextual Discourse: Situational Validation

After empirical verification of the results of planning for the provision and use of green open space in the urban area of Lebak Regency, the first level of argumentation leads to the question of validation. Validation is a way of interpretive reasoning that occurs within the framework of a normative belief system applied to a problem situation. Validation does not measure objectives but tests the conceptualization and assumptions underlying the problem situation that the program will influence. The basic questions in validation are: *first*, are the program objectives relevant to the

problem situation?; *second*, are there any circumstances in the situation that require an exception to the objective?; and *third*, are two or more criteria equally relevant to the problem situation? (Fischer et al., 2007:233).

First, the center of all community activities in aspects of an area's life is in the urban area. Has a variety of potential to increase the growth and development of a region. Demands for activities cause people to move and settle in urban areas. As a result, there is a process of increasing the number of urban residents, accompanied by an increase in population concentration and activities in urban areas. So the density and intensity of the area are higher than the surrounding area.

This can have potential or be a burden in an area. It would be possible if population density in an area could be controlled and balanced. It will become a burden if the population exceeds the capacity of the area. There are two factors that cause rapid population growth: first, natural population growth, and second, population growth due to urbanization. This is also related to the interests of development and the welfare of society globally.

In Lebak Regency, there are three areas with the highest population density, namely Rangkasbitung District, Cibadak District, and Kalanganyar District. These three areas are the main destinations for the people of Lebak Regency to settle and live. Based on the Lebak Regency Regional Spatial Plan document (2014), the density of the three areas is as follows:

Table 2
Highest Population Density in Lebak Regency

District	Area (Ha)	Number of Population (People)	Density (People/Ha)
Rangkasbitung	7,309.70	116,659	15.96
Cibadak	3,632.71	58,057	15.98
Kalanganyar	2,859.34	31,982	11,19

Source: Lebak Regency Spatial Plan Document (2014)

Increasing population density in an area needs to be anticipated so that problems do not occur. Problems that often occur are due to a lack of preparedness, anticipation, and support capacity from the government. An example of the problem of population density in an area is the emergence of slum areas. In this case, the Regional Government of Lebak Regency has determined the arrangement of slum areas, which includes controlling the growth of new buildings, reserving land for settlements, repairing and improving the quality of the housing environment, as well as structuring residential areas along river flows in accordance with border regulations. One of them is by providing and utilizing green open space in an effort to reduce slum areas.

There are several factors that influence the development of slum areas, such as economic, socio-cultural, population density, building quality, population, availability of land, facilities and infrastructure, accessibility, and government policies. These factors need to be a reference for spatial planning, one of which is in urban areas to reduce slum areas. Ade Sumardi, as Deputy Regent of Lebak Regency, said that in 2015, there were 84.36 ha of slum areas in Lebak Regency, and 62.07 ha of slum areas were located in Rangkasbitung District. (cited by Suyanto, 2018). Therefore, one solution to reduce slum areas is to provide and

utilize green open space in urban areas. Green open spaces can be used as green areas (city parks, green lanes along roads, and areas along rivers), places for social interaction, educational and research facilities such as the Bogor Botanical Gardens, for example, which can be used as nature tourism or ecotourism for residents in urban areas, and finally provide environmental comfort and beauty (aesthetics).

In 2019, the Banten Province Housing and Settlement Service revitalized a slum area in Cijoro Village, Rangkasbitung District, into the green open space of Salahaur Park. (Nazmudin & Belarminus, 2018). As an effort to eliminate slum areas in Banten Province. Apart from that, green open space can be used for bioengineering and biofiltering. The provision and use of green open space can be implemented in urban residential areas. Based on the Research and Development Agency of the Ministry of Public Works (1997), the concept of green open space in residential areas is to maximize greening in the home yard area at a minimum of 20% of the total land area. This is intended to reduce pollution while creating shade by planting and using plants in the yard. Plants that are able to reduce Nitric Oxide (*NO*) levels, such as Tanjung and Kere Payung trees, are 61.47%; they can also be like Starfruit and Mango trees. Apart from that, ornamental plants such as Puring, Soka, and Nusa

Indah have the ability to reduce NO levels. Then annual and ground cover plants such as Maranta, Sri Rejeki, and Embud Grass can be used as air filters, which can reduce NO levels in the air by 55.5% to 62.08%. (RTH Lebak Regency, 2013).

Therefore, based on the explanation above, the plan to provide and utilize green open space in the urban area of Lebak Regency is relevant to the situation in the urban area of Lebak Regency. By developing public facilities and infrastructure such as green open spaces, it not only reduces the problem of slum areas but can also function to improve the ecological environment, which is useful for overcoming natural disasters, polluting pollution, and aesthetically beautifying the spatial layout of areas that are comfortable for activities in everyday life. Therefore, concrete planning is needed from the Lebak Regency Regional Government to achieve this.

Second, developing the provision and use of green open space in urban areas is very important to support daily social activities. The urban areas in Lebak Regency are Rangkasbitung District, Cibadak District, and Kalanganyar District, seen from the aspect of population number and density in the area. Apart from these three areas, there is an area that is currently being developed into a new city area, namely Maja District. Geographically, the layout of Maja District is strategic because it connects the Lebak Regency area to economic areas such as Tangerang City and DKI Jakarta. This will have an impact on the economic development of Lebak Regency one day.

The plan to develop Maja District as a new city started in 1994. However, it has only been implemented in recent years. The development of Maja District as a new city is included in the list of national

strategic priority projects. Based on Presidential Regulation No. 18/2020 concerning the National Medium-Term Development Plan for 2020–2024, one of the national strategic projects is the development of four new cities, and Maja District is one of the four new cities planned. The development of the New City of Maja is useful for increasing the sustainable city index and the development of a planned, inclusive public city in Lebak Regency.

Regarding the development of the New City of Maja, which has been carried out by the Regional Government of Lebak Regency as a commitment to support the development of the New City of Maja, starting from providing basic facilities and infrastructure, licensing facilities, coordination efforts with cross-authorities, and overseeing several activities such as Detailed Governance Plans. The New City of Maja Space and Be Creative Development Districts. To make this happen, it is necessary to have regulations derived from the National Medium Term Development Plan that specifically discuss the New City of Maja, to form a special institution to manage the New City of Maja, to update the MoU in 2016 to include an implementable division of tasks, certainty of the policies underlying developers in carrying out development in the New City of Maja, and a coming soon engine of growth for attractiveness to settle down through Be Creative Districts and agribusiness centers that open up job opportunities for low-income people. (Bapelitbangda Lebak Regency, 2022).

From the explanation above, it is known that the planning for the development of the New City of Maja will be implemented by the Central Government through the National Revenue and Expenditure Budget and

private or state developers (State-Owned Enterprises). This is one of the policies for realizing sustainable urban areas in 2045, so that development will be carried out in stages. Therefore, the Lebak Regency Regional Government can focus more on development and development plans in other areas. One of them is the plan to provide and utilize green open space in the urban area of Lebak Regency. Because the development of the New City of Maja does not require the provision and utilization of green open space, the development of the New City of Maja will be regulated by separate policy regulations outside of existing policies.

Third, the importance and need for providing and utilizing green open space in urban areas of Lebak Regency is to reduce or anticipate disaster-prone areas. What is meant by disaster-prone is tsunami-prone, inundation-prone (flooding), landslide-prone, and areas that are relatively safe from natural disasters. It has been mentioned that one of the functions of green open space is to prevent damage to the ecological environment that can cause natural disasters. Therefore, the existence of green open space in an urban area is a solution to overcome this problem. Disaster-proneness in urban areas in Lebak Regency will be explained as follows:

Table 3
Disaster-Prone Urban Areas of Lebak Regency

District	Disaster-prone		
	Safe Area	Landslide prone	Prone to Flooding
Rangkasbitung	2,573.16	1,497.29	3,239.25
Cibadak	958	-	2,674.72
Kalanganyar	907.47	504.10	1,447.78

Source: Lebak Regency Spatial Plan Document (2014)

In Table 3, the safe area in the urban area of Lebak Regency is 4,438.63 ha, or 32.16% of the urban area. The largest safe area is in the Rangkasbitung District with a percentage of 18.64%, followed by Cibadak District at 6.94%, and Kalanganyar District at 6.58%. The urban area prone to landslides in Lebak Regency is 2,001.39 ha with a percentage of 14.50% of the urban area, and the urban area prone to landslides is Rangkasbitung District with a percentage of 10.85%, followed by Kalanganyar District with 3.65%. Lastly, the urban area prone to flooding covers an area of 7,361.75 hectares, or 53.34% of the urban area of Lebak Regency. The urban areas most prone to inundation are in Rangkasbitung

District with a percentage of 23.47%, followed by Kalanganyar District at 19.38% and Cibadak District at 10.49%.

So it can be concluded that the plan to provide and utilize green open space in the urban area of Lebak Regency is important and needed for development in the urban area of Lebak Regency. The existence of green open space in the urban area of Lebak Regency can be a solution to existing problem situations. This is a way of creating urban areas that are neat, beautiful, and green by improving public and social facilities.

Systems Discourse: Societal Vindication

Shifting from the first phase of discourse to the second phase, namely

from the situational context to the context of society as a whole. Policy objectives have a valuable function for the existing social order. As such, it involves the issue of instrumental or contributive consequences in the informal logic of practical reason. In the societal justification discourse, it is regulated based on the following questions: first, do the policy objectives have instrumental or contributive value for society?; second, do the policy objectives result in unanticipated problems that have important social consequences?; and third, does commitment to policy objectives give rise to consequences (e.g., benefits and costs) that are judged to be distributed fairly? (Fischer et al., 2007:233).

In planning a program or policy designed to achieve certain goals, it tends to facilitate a type of social order. This means that a program or policy is a tool used to do or complete something useful; the value of an idea is based on how effective the idea is in explaining and predicting phenomena. Thus, measures outside the context of situational action on program criteria are applied and implemented to empirically assess the consequences of policy objectives in relation to the system as a whole.

First, in the previous discussion, it was explained regarding population density and the benefits of green open space in this case. Continuing the consequences of slums and inadequate settlements can lead to poor environmental health conditions. This requires forming community empowerment in order to increase active community participation and awareness of healthy living. The healthy community movement must, of course, be realized by residents in their daily activities through clean and healthy living behavior, especially not throwing rubbish carelessly,

which causes dirty and chaotic areas. Apart from that, healthy living can be done by cultivating sports activities by every citizen as an effort to increase community participation and increase the vitality of the population so that they do not get sick.

Regarding sports activities as a healthy community movement, they need to be supported by public facilities to fulfill this. One of them is by providing and utilizing green open space that is intended as a place to exercise. For example, Rangkasbitung Square is used by residents of Rangkasbitung District and its surroundings for sports activities. The problem is that the provision and use of green open space as a place for sports activities in the urban area of Lebak Regency is uneven or still low. This is because public sports facilities in the urban area of Lebak Regency are only available in Rangkasbitung District, namely Alun-Alun Rangkasbitung.

Utilization of green open space can be used as a natural tourist attraction or ecotourism for residents in urban areas. This can help the urban economic sector increase the income of low-income communities. Apart from being useful as a social activity, green open spaces can be used to maintain the ecology of the city and as educational and research facilities, such as in the Bogor Botanical Gardens. It has been previously mentioned that the urban areas of Lebak Regency are prone to disasters, one of which is flooding. Green open spaces help balance the ecological conditions of the city because trees and plants will help absorb and store water. Therefore, the provision and use of green open space in the urban area of Lebak Regency has basic value in terms of ecological, economic, educational, and health conditions. The involvement of green open spaces in these conditions provides direct and indirect assistance,

such as preventing disaster risk, polluting pollution, providing comfort and environmental beauty (aesthetics), increasing the availability of materials for sale (wood, leaves, flowers, and fruit), depicting local cultural expressions, recreation areas, and places and objects for education, research, and training in studying nature.

Second, the provision and use of green open space in urban areas is important and needed by the community. However, the existence of green open spaces also has social consequences. Lack of public awareness of clean and healthy living behavior has led to the behavior of not throwing trash in the right place. Throwing rubbish carelessly not only has a negative impact on the beauty and cleanliness of the environment, but it also has an impact on physical health. As stated by the Head of the Lebak Regency Environmental Service, Nana Sujana, when monitoring green open spaces in Rangkasbitung District, he said 'the level of public awareness needs to be increased; not only the government, but the community must also be involved in maintaining cleanliness' (cited by Abdullah, 2019). This is caused by a lack of sense of responsibility and self-awareness. Assuming that the rubbish he throws away haphazardly is not his responsibility, because there are people whose job it is to clean it up.

Apart from that, the impact of providing and utilizing green open space is

that there will be traffic jams and juvenile delinquency. Congestion often occurs in big cities, especially those that do not have adequate urban public transportation. For example, green open spaces in the urban area of Lebak Regency, especially in Rangkasbitung District, occur around Rangkasbitung Square and Multatuli Street. Due to the lack of provision of parking space for visitors who come, the road shoulder is used for parking. Meanwhile, juvenile delinquency is behavior that deviates from the norms of criminal law, such as abusing open green spaces for dating, being a lascivious place, or being used as a place to drink alcohol. You need to pay attention to this so that this behavior does not harm yourself or the people around you.

Third, the Lebak Regency Regional Government's commitment to meeting the need for green open space in urban areas has been explained in the urban area spatial pattern plan. To achieve this, there needs to be a commitment to the policy objectives to be achieved. One of them is by planning a budget aimed at providing and utilizing green open space in the urban area of Lebak Regency. Based on the Lebak Regency Regional Medium Term Development Plan 2014-2019 and the Lebak Regency Medium Term Development Plan 2019-2024, the budget plan for activities to provide and utilize green open space in Lebak Regency as a whole is as follows:

Table 4
Green Open Space Budget 2014-2024

2014-2019		2019-2024	
YEAR	BUDGET	YEAR	BUDGET
2014	1,054,987,000	2019	828,400,000
2015	2,140,767,300	2020	878,400,000
2016	2,324,400,000	2021	878,400,000
2017	741,555,000	2022	878,800,000

2018	1,000,000,000		2023	878,800,000
2019	1,000,000,000		2024	4,342,800,000

Source: Lebak Regency Medium-Term Regional Development Plan Document (2014-2019; 2016) & Lebak Regency Medium-Term Regional Development Plan Document (2019-2024; 2019).

From Table 4, it can be seen the commitment of the Lebak Regency Regional Government to fulfilling the plan to provide and utilize green open space in Lebak Regency. In the Lebak Regency Regional Medium Term Development Plan 2014–2019, the Lebak Regency Regional Government has budgeted IDR. 8,261,709,300, while in the 2019–2024 Lebak Regency Regional Medium Term Development Plan, the Lebak Regency Regional Government increased the budget to IDR. 24,404,000,000. From the description of the budget increase, it can be seen the commitment of the Lebak Regency Regional Government in realizing plans to provide and utilize green open space in Lebak Regency. However, the critical response is that there is no explanation regarding what the budget will be used for. There is no performance report in the form of a document regarding the realization of the budget for the plan to provide and utilize green open space. If you look objectively, the development and construction of green open spaces are only in the Rangkasbitung District area. This raises questions about the commitment of the Lebak Regency Regional Government regarding plans to provide and utilize green open space and whether it has been distributed fairly.

Ideological Discourse: Social Choice

The fourth discursive phase of the logic of policy deliberation turns to ideological questions and values. Informal logical criteria regarding determination and stability in action and values regarding the role of thinking about things

that go beyond what is visible. Social choice seeks to establish and examine the basis for making rationally informed choices regarding society's systems and one's way of life. Raising such types of questions as, first, do the fundamental ideals governing the accepted social order provide a consistent basis for the legitimate resolution of conflicting judgments?; second, if a social order is unable to resolve a conflict of basic values, does another social order fairly accommodate the relevant interests and needs reflected in the conflict?; and third, do normative reflections and empirical evidence support the justification and application of alternative principles and values? (Fischer et al., 2007:234).

First, the provision and use of green open space is a framework for realizing environmental development in order to improve the quality of life for present and future generations. This is marked by the commitment of the Lebak Regency Regional Government to issuing Regional Regulation No. 2/2011. Green open space can be used as a place for interaction between communities in the urban area of Lebak Regency. As social creatures, people will feel bored if they stay in a room for too long.

Apart from that, the availability of green open space in an area can be used as a water catchment to prevent flooding. And it can also be used to prevent an area from being affected by landslides. However, the availability of green open space in the urban area of Lebak Regency, Cibadak District, is the area with the smallest proportion. This is because the

Lebak Regency Regional Government's policy in this area prioritizes increasing economic growth. So, Cibadak District became a location for industrial development. This is a form of regional government effort to open up employment opportunities for people in urban areas. For information, the poverty level in Lebak Regency is quite high. According to the Central Statistics Agency of Lebak Regency, in 2020, there will be 120.83 thousand poor people in Lebak Regency. (BPS Lebak Regency, 2021).

Second, industrial development in urban areas is a change from the policy of the Lebak Regency Regional Government regarding Regional Regulation No. 2/2014. The problem occurs because the Lebak Regency Regional Government's industrial development plan in Cibadak District involves mineral mining. This could be detrimental to Cibadak District, which is considered an urban area. Because mineral mining can damage the surrounding environment and have a negative impact on the condition of this densely populated area.

In Regional Regulation No. 2/2014, area stabilization activities that provide local protection include the protection of green open spaces in urban areas. The general provisions of zoning regulations for areas stipulate that activities that involve the conversion of green open space land are not permitted. Activities that increase green open space are permitted to reach 20%. Activities are permitted with conditions for educational, research, and recreational activities.

Third, Regional Regulation No. 2/2014 and Regional Regulation No. 2/2011 are policy derivatives of Law No. 26/2007 concerning spatial planning. Its implementation is regulated in Minister of Agrarian and Spatial Planning/National Land Agency Regulation No. 14/2022.

Providing and fulfilling green open space is an effort to mitigate climate change and achieve net zero emissions. Therefore, the Lebak Regency Regional Government is obliged to provide green open space as stipulated by law.

However, the issue of the availability of green open space and the economic growth sector is very important for people in the urban area of Lebak Regency. However, the impact of damage caused by mineral mining also needs to be taken into account. If we prioritize the availability of green open space, it could have an impact on increasing poverty in Lebak Regency. So, the Regional Government of Lebak Regency can plan a green city development program, as was done in the New City of Maja. Carry out innovation to become a green city area.

Conclusion

From the results of the discussion, the conclusions related to plans for providing and utilizing green open space in the urban area of Lebak Regency—the first discursive phase is related to technical verification and situational validation, and the second discursive phase is related to community justification and ideological choices—can be concluded as follows:

The first discursive phase, looking at the planned spatial pattern of the Lebak Regency urban area, shows that the greatest provision and utilization of green open space is in the Rangkasbitung District area at 36.61%, followed by Kalanganyar District with 22.16%, and Cibadak District with 15.10%. Meanwhile, the proportion of public green open space based on legislation is 20% for each urban area. So, Cibadak District has not yet met the minimum proportion of available green open space. This is because the Lebak Regency Regional Government focuses

more of its budget on building and developing growth in the economic sector.

Changes to the 2014–2034 Regional Spatial Plan carried out by the Lebak Regency Regional Government, related to the development of the mineral mining industry in Cibadak District, have become a polemic in the community. This cannot be justified. Because plans for the development of an urban area can go hand in hand with the provision and utilization of green open space, One of them is planning a Green City Development Program. By developing a Smart-Eco Industrial Parks program that can encourage the economy and fulfill green open spaces as an effort to develop sustainable industry.

The need for providing and utilizing green open space in the urban area of Lebak Regency is inseparable from the increasing population in each area of the urban area of Lebak Regency, due to population density. This can cause problems, one of which is slum areas. This is different from the Maja District area, which is currently being developed into the New City of Maja, and its development is being carried out by the central government as a national strategic priority project based on Presidential Regulation No. 18/2020 concerning the National Medium-Term Development Plan 2020–2024. Therefore, the Lebak Regency Regional Government can focus more on development and development in other urban areas, especially resolving land use and spatial planning related to existing problems and also related to plans for the provision and utilization of green open space. This is inseparable from the problems of the urban area of Lebak Regency related to disaster proneness, especially being prone to landslides and inundation (flooding). The plan to provide

and utilize green open space is one solution to resolve this problem.

The second discursive phase is related to slums and inadequate settlements, which cause poor environmental health conditions. The role of providing and utilizing green open space is very important. The need for green open space can be used as a means of exercise as a healthy community movement. Apart from that, it can be used as a social activity, to maintain the ecology of the city, and as a means of education and research. The involvement of green open spaces in the conditions that occur is to provide direct and indirect assistance, such as preventing disaster proneness, polluting pollution, providing comfort and environmental beauty (aesthetics), increasing the availability of materials for sale (wood, leaves, flowers, fruit), depicting local cultural expressions, recreation areas, and containers and objects of education, research, and training in studying nature.

Lack of public awareness regarding the behavior of not littering has a negative impact on the beauty and cleanliness of the environment. Especially in green open space facilities, which are often used as social activities by residents in urban areas of Lebak Regency. Apart from that, the existence of green open spaces can also have an impact on traffic jams and juvenile delinquency. So, the Lebak Regency Regional Government needs to plan the provision and use of green open space well to solve this problem.

The commitment of the Lebak Regency Regional Government can be seen in the increase in the budget for providing and utilizing green open space in Lebak Regency as a whole. In the 2014–2019 Lebak Regency Regional Medium-Term Development Plan, the budget allocated was IDR. 8,261,709,300. However, in the

2019–2024 Lebak Regency Regional Medium-Term Development Plan, it increased to IDR. 24,404,000,000.

The provision and use of green open space in urban areas of Lebak Regency are regulated in Regional Regulation No. 2/2011. As an effort to realize environmental development to improve the quality of life for the current and future generations. So the Lebak Regency Regional Government made a long-term plan by issuing Regional Regulation No. 2/2014. This is a derivative of the policy adopted by Law No. 26/2007. The implementation of the provision and use of green open space in urban areas is regulated again by Minister of Agrarian and Spatial Planning/National Land Agency Regulation No. 14/2022. This regulation is aimed at regulating social order through the implementation of the provision and use of green open space by the Regional Government. So, the Lebak Regency Regional Government needs to provide quality green open space in accordance with the contents of these regulations.

From the conclusions above, the author can provide input or suggestions aimed at building common interests. So the author's suggestions are as follows:

1. Related to economic development and the fulfillment of green open space in urban areas, this can be done with the Green City Development Program. And this can also be made for policy purposes in the development of the New City of Maja.
2. The provision and use of green open space are still uneven and low in urban areas. Construction and development are only focused on the Rangkasbitung District area. In this case, the Lebak Regency Regional Government needs to

increase the provision of green open spaces such as sports facilities, which can be used as recreational parks in other urban areas.

3. With existing policies and plans that have been made, the author does not see the realization that has been made by the Regional Government of Lebak Regency regarding the provision and use of green open space in the urban area of Lebak Regency. As explanations have been made regarding this matter in the form of final report documents and so on.

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