

Strategic Planning of Surabaya City Government in Managing Public Green Open Space (A Study at the Surabaya City Sanitation and Green Open Space Agency)

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Abstract

Public Green Open Space is one of the important components in managing cities in order to realize the mandate of Law Number 26 of 2007 concerning Spatial Planning, namely the proportion of Public Green Open Space in city areas of at least 20% of the total area. This study aims to describe and analyze the Strategic Planning of the Sanitation and Green Open Space Agency in the Management of Public Green Open Space in Surabaya City as well as the Supporting and Inhibiting Factors in the Management of Public Green Open Space. This study applied a descriptive study method with a qualitative approach and the interactive model of qualitative data analysis. The findings indicate that the management of public green open space is guided by the Strategic Plan of the Sanitation and Green Open Space Agency through the Green Open Space Management Program, namely the Arrangement of Green Open Space, Maintenance and Procurement of Park and Green Belt Facilities, and Maintenance and Procurement of Recreational Park Facilities and Infrastructure. The supporting factor in public green open space management is the existence of an institution or organization involved, green open space management program, human resources, community participation, and cooperation with the private sector. Meanwhile, the limited funds for implementing public green open space management program activities and land ownership status are the inhibiting factors in the management of public green open spaces in Surabaya.

Keywords: strategic planning, development planning, management, green open space

INTRODUCTION

Green open space (GOS) in a city becomes a challenge. The crisis of green open space is related to inadequate planning, which results from a struggle between economic interests versus the public interest, as well as the ability to manage and implement existing plans [1]. Based on Law No. 26 of 2007, it specifically mandates the need for the procurement and utilization of green open space, the proportion of which is set at least 30% of the city area. The green open space referred to consists of public green open space and private green open space where the proportion of GOS includes 20% of public GOS and 10% of private GOS [2].

The Surabaya City Government established the Sanitation and Open Space Agency which is authorized to manage green open spaces in

Surabaya. As one of the largest cities in East Java, Surabaya City with a fairly high population causes population density. Surabaya not only strengthens economic-based development and prioritizes profit, but also strives to achieve sustainable development. One factor that must be faced to achieve sustainable development is how to repair the destruction of the environment without sacrificing the needs of economic development and social justice [3]. Preservation of the environment that is not maintained will cause the carrying capacity of the environment is reduced or even will be lost.

As a metropolis that faces challenges in environmental issues, Surabaya is carrying out a green movement led by the Mayor of Surabaya today. This is evidenced by various achievements of Surabaya City at national and international levels in the field of environmental preservation.

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These achievements include Adipura, Adiwiyata, Kalpataru, ASEAN Environment Sustainable City, and Indonesia Green Region Award 2011 [4]. Based on the results of the literature study, the management of public green open spaces in Surabaya is a sufficient evidence that this city can be used as best practice in green open space planning as shown in Table 1 below:

Table 1. Percentage of Public Green Open Space Area

Year	Percentage of Public Green Open Space Area (%)
2014	20.70 %
2015	20.74 %
2016	21.73 %
2017	21.78 %
2018	21.79%

Sources: Surabaya City Development Planning Agency (2019)

From Table 1 above, in 2016, the total number of Public GOS in Surabaya City was 21.73% of its total area. In 2017, Surabaya could build 21.78% public GOS from the total area of the city. In 2018, Surabaya's GOS increased to 21.79% of the total area of the city, or 7,290.53 Ha [5]. Surabaya City can be the learning object on how a metropolis can manage its area so that it has proper GOS, given the important role of GOS for the environment.

This is related to how Surabaya City can maintain and strive for the existence of GOS amid very high land needs. GOS management is not easy. The government needs to have a strategic plan that supports their efforts to manage GOS. Strategic Planning of public GOS in Surabaya is carried out through various policies supported by various programs that have been listed in the Strategic Plan (RENSTRA) of the Surabaya City Sanitation and Green Open Space Agency in 2016-2021 [6].

The Sanitation and Green Open Space Agency in their management is trying to optimize 20% of public GOS consisting of various types of public GOS, including parks, green belts, city forests, conservation areas and so on [7]. Public GOS in the form of parks and green belts are the important aspect that decorates Surabaya City and becomes a reflection of the city. Parks have an essential role for a city because they play a role in the development of urban culture, education and community activity centers as a means of social interaction [8].

Strategic Planning of Surabaya's public GOS management can enrich the concept of GOS management to be generalized as learning for

other cities. Thus, the researcher describes and analyzes the Strategic Planning of the Sanitation and Green Open Space Agency in the Management of Public Green Open Spaces in Surabaya City as well as the Supporting and Inhibiting Factors in the Management of Public Green Open Spaces in Surabaya City.

MATERIAL AND METHOD

This study applied descriptive study with a qualitative approach. Through this type of descriptive study, the researcher obtained the information about the study as is. The qualitative approach is used to produce descriptive data in the form of written words from people and behaviors observed, which are related to the Surabaya City Government's Strategic Planning study in the Management of Public GOS (A Study on the Sanitation and Green Open Space Agency of Surabaya City). The data were collected using interviews, observation and documentation. They were then analyzed using the interactive model data analysis from Creswell (2012), which is considered in accordance with the type and approach of the study.

Data Collection

The data collection methods were carried out through: (1) Interviews with stakeholders from the Sanitation and Green Open Space Agency, Surabaya City Development Planning Agency and park visitors, (2) Direct observation in the field, and (3) Documentation through primary and secondary data collection.

RESULT AND DISCUSSION

Referring to the data of the study analyzed in accordance with the research method, the results and discussion are explained as follows:

1. Strategic Planning of the Sanitation and Green Open Space Agency in the Management of Public Green Open Space in Surabaya City

a. Initiating and Agreeing on the Strategic Planning Process

In the management of public GOS in Surabaya City, there is involvement of key decision makers including and Surabaya City Sanitation and Green Open Space Agency as the Manager, the community, and the private sector. GOS management program is necessary to be implemented to realize the optimization of public GOS in Surabaya City based on the objectives of the Strategic Plan (RENSTRA) of Surabaya City

Sanitation and Green Open Space Agency in 2016-2021 which has been determined, namely increasing GOS area and park functions.

The purpose of the first step is to negotiate agreements with decision makers or internal (and possibly external) opinion leaders about all strategic planning efforts. The most important planning step is that one of the initiator's tasks is to determine exactly who the decision makers are [9]. The decision makers in the management of public GOS in Surabaya City include the Surabaya City Sanitation and Green Open Space Agency, Surabaya City Development Planning Agency, the people of Surabaya and the private sector. The Surabaya City Sanitation and Green Open Space Agency Organization was formed based on PERDA (Regional Regulation) No. 42 of 2011 concerning Details of Duties and Functions of the Surabaya City Agencies.

Therefore, the strategy undertaken by the Surabaya City Sanitation and Green Open Space Agency in the management of public GOS in Surabaya is arranging GOS consisting of:

(1) Revitalization

In achieving an increase in GOS in Surabaya, the Surabaya City Sanitation and Green Open Space Agency has a GOS arrangement activity by carrying out revitalization to restore the function of land owned by the government designated for public GOS in the form of parks, both active and passive parks. Theoretically, it is expressed by Kristiadi mentioning the administration of development which sees in terms of the objective of development administration itself to seek to increase the ability of the government to serve the community by investment (replacing or adding fixed assets). Thus, the development administration will be able to assist the government in implementing improvements in government administration [10]. As in the management of public GOS, the government of Surabaya City, until 2015, had succeeded in convert 13 gas stations to GOS to parks in Surabaya, which consist of both active and passive parks. With the success of this conversion, it will increase the GOS area in Surabaya in accordance with the objectives of GOS management. This can be seen from the following table:

Table 2. Conversion of Ex-SPBU to City Park

No.	Location	Area (M ²)
1	Ex SPBU JA Suprpto	831.00
2	Ex SPBU Biliton	1,519.80
3	Ex SPBU A. Yani	1,850.00

4	Ex SPBU Indrapura	1,565.00
5	Ex SPBU M. Duryat	1,796.00
6	Ex SPBU Komplek RMI	1,411.00
7	Ex SPBU Krembangan	1,000.00
8	Ex SPBU Ngagel Utara	940.00
9	Ex SPBU Sikatan-Veteran	984.10
10	Ex SPBU Sulawesi	1,477.00
11	Ex SPBU Undaan	1,254.30
12	Ex SPBU Dr Soetomo Barat	637.60
13	Ex SPBU Dr Soetomo Timur	644.00

Source: Surabaya City Sanitation and Green Open Space Agency (2019)

(2) Development and Arrangement of New Public GOS Areas

In addition to revitalization, GOS management activities are also focused on conducting new developments and arranging new areas. GOS development can be in the form of active or passive park development. If related to the theory of Riyadi and Bratakusumah, development planning is a process of formulating alternatives or decisions based on data and facts that will be used as material to carry out a series of physical (material) and non-physical (mental and spiritual) community activities to achieve better goals [11].

The development of Public GOS continues to increase both in quantity and quality. In terms of quantity, there have been hundreds of parks and green belts in Surabaya City which are spread in various regions in the city. Until now, there have been 473 passive parks and 143 active parks in the city.

(3) Maintenance and Procurement of Recreational Park Infrastructure

To support the GOS management program in optimizing public GOS, the Surabaya City Sanitation and Green Open Space Agency has provided infrastructure facilities for active parks in Surabaya City to meet the needs of park visitors to feel comfortable and enjoy the park. Some of the infrastructure in the active park include toilets, seating, playgrounds, guard posts and prayer rooms. With a fairly complete infrastructure, visitors or park users can indulge freely in the park area. The infrastructure procurement activities in recreational parks (active parks) also need maintenance, both the infrastructure facilities and the park condition.

(4) Maintenance and Procurement of Park and Green Belt Facilities.

Parks and green belts are useful for balancing development with the environment. A green belt is a passive park. A Passive Park is a park that can

only be enjoyed for its visual beauty as an accent to attract attention and for its shade without carrying out activities in it, such as parks in the three junctions, intersection, and road media. In the development of parks and green belts, facilities to support the use of green belts are needed as an air freshener and city image former.

In meeting the needs of the community, the Surabaya City Sanitation and Green Open Space Agency does Maintenance activities in the form of officers who are responsible for performing maintenance of parks and green belts. The facilities provided are in the form of plants or flowers so that the people of Surabaya can still enjoy the visual beauty. Maintenance is carried out by officers in charge of carrying out maintenance of parks and green belts.

b. Clarifying Organizational Mandates

According to Bryson (2007: 56) "a mandate is a must for organizations." Each organization is mandated to clarify its existence. Through the Vision of the Surabaya City Sanitation and Green Open Space Agency as set out in the 2016-2021 Strategic Plan of the Surabaya City Sanitation and Green Open Space Agency, namely "*Surabaya Peduli Bersih, Hijau, Asri dan Bercahaya* (Surabaya Clean, Green, Beautiful and Sparkling)". Therefore, the authorized institution as the manager, the Surabaya City Sanitation and Green Open Space Agency, must work in accordance with its Main Tasks and Functions. One way is to provide service standards to the community, especially in the field of sanitation and gardening.

c. Clarifying the Mission and Values of Organization

The Mission of the Surabaya City Sanitation and Green Open Space Agency in the 2016-2021 Strategic Plan is to increase community participation. In meeting social needs, the main target is the community. This relates to the impact of optimizing public GOS in Surabaya City.

Based on Fahrentino's opinion, he states that the arrangements for managing GOS include planning, implementing, utilizing, controlling, institution, financing, and community participation [12]. These components provide a very large influence in the existence of GOS. This is in line with the Government of Surabaya City which seeks to involve the people of Surabaya in optimizing the public GOS. One of the community involvement is in the management of GOS. With this involvement of the community, the direction of development and the Vision of the

Surabaya City Sanitation and Green Open Space Agency, namely "*Surabaya Peduli Bersih, Hijau, Asri dan Bercahaya* (Surabaya Clean, Green, Beautiful and Sparkling)" can be realized.

d. Assessing External Environment

Based on the theory explained by Bryson, the planning team must explore the environment outside the organization to identify opportunities and threats faced by the organization. Opportunities and threats can be identified by monitoring various political, social economic and technological powers and trends [13].

Opportunities that can be utilized by the Government in the Management of GOS in Surabaya City are having public GOS with character, very high public participation, and established cooperation with the private sector. The threat experienced by the Government in Optimizing Public GOS in Surabaya City is the uncertain land ownership status.

e. Assessing Internal Environment

Internal environment is a factor that comes from within the organization. According to Bryson (2007: 63), internal factors consist of strengths and weaknesses that come from within the Public Organization or Government Organization.

The strengths of the organization include the authority of the Surabaya City Sanitation and Green Open Space Agency as a manager of GOS and having a GOS management program and committed and competent human resources in managing public GOS. The weaknesses of the organization include the limited budget for the implementation of the program and the lack of facilities and infrastructure spread evenly throughout the active parks in Surabaya City.

2. Supporting and Inhibiting Factors Faced by Sanitation and Green Open Space Agency in the Management of Public Green Open Space in Surabaya City

a. Supporting Factors

In the Management of Public Green Open Space in Surabaya City, there are several internal and external supporting factors, namely:

Internal Supporting Factors

The Existence of institutions or organizations Involved in Optimizing Public Green Open Space

The management of public GOS requires the existence of institutions involved. The institution in question is the Surabaya City

Sanitation and Green Open Space Agency which has a clear Organizational Structure. Starting from the Head of Agency, Secretary (Sub Division of General and Staffing, Sub Division of Finance), Sanitation Operations Section (Road and Park Sanitation Section and Waste Transport and Utilization Section), Facilities and Infrastructure Section (Facilities and Infrastructure Development Section and Facilities and Infrastructure Maintenance Section), Sub Division of Landscape and Street Lighting (Landscape Section, Street Lighting Section and Decoration Section), Organizational Structure of the Surabaya City Sanitation and Green Open Space Agency will work in accordance with its Main Tasks and Functions.

As the manager, the Sanitation and Green Open Space Agency did not experience much difficulty in optimizing because the Surabaya City Development Planning Agency helps make the grand design of the public GOS management. With the existence of institution or organization involved, it can provide ease in realizing the optimization of Surabaya's public GOS.

Having Green Open Space Management Program

In the management of public GOS in Surabaya City, the Sanitation and Green Open Space Agency has a program related to optimizing public GOS in Surabaya. There is a program as stated in the Strategic Plan of the Surabaya City Sanitation and Green Open Space Agency in 2016-2021.

It is a GOS management program. The activities of GOS Management Program are GOS Arrangement, Maintenance and Procurement of Park Facilities and Green Belts, and Maintenance and Procurement of Park Facilities and Infrastructure.

If related to the opinions of Van Meter and Van Horn, in order to achieve the optimization of public GOS in Surabaya City in terms of policy standards and objectives, the government needs to have a clear program stated in the legal basis. Standards and targets of activities must be clear and measurable so that they can be realized [14].

Having Human Resources

In achieving the management of public GOS in Surabaya City, it requires cooperation of human resources within an organization. Human resources are one of the potentials that needs to be developed so that the Surabaya City Sanitation and Green Open Space Agency can maintain its

performance. According to Van Meter and Vanhorn (1975: 465), policy resources are the success of the policy implementation process that is influenced by the utilization of human resources. The source of the policy is very necessary for the success of a policy made by the government.

Human resources are essential because as a source of driving and implementing the policies, capital is needed to smooth the financing of policies so as not to impede the policy process. Currently, the Surabaya City Sanitation and Green Open Space Agency with its 500 employees can work well together to optimize GOS in Surabaya City.

External Supporting Factors

Very High Community Participation

Cooperation in the management of public GOS in Surabaya City must not only involve the government and the private sector but also the participation and cooperation of the people of Surabaya. The community is the target of development. Community participation can be seen through an activity carried out. The community participation in optimizing public GOS in Surabaya City is very high.

If related to the opinions of Van Meter and Van Horn in Sabu (2012: 34) regarding the success in implementing a program, community groups are an important factor in achieving the optimization of public GOS in Surabaya City. The people of Surabaya City have been trying hard to maintain and work together to appreciate the government's efforts to manage public GOS in Surabaya City. They try not stealing or damaging parks, facilities and infrastructure in public GOS.

b. Cooperation with Private Sector

The increasingly limited budget funds provided for this GOS management program influences the achievement of optimizing public GOS in Surabaya City. The right effort to overcome this is to establish cooperation with the private sector that supports the GOS management program. Cooperation is carried out with private parties such as Telkom, XL, Bank BNI, PT. Bogasari and others. Assistance from the private sector includes plants, watering trucks and seating. Rosdiana (2013: 25-26) revealed the essential elements in supporting factors are HR and institutions that play a role in success. In developing the Public GOS, there are several elements of HR that play a role, one of which is the private sector. The urban companies must be willing to play a role

in supporting the Green City Development Program.

b. Inhibiting Factors

In the Management of Public Green Open Space in Surabaya City, there are several internal and external inhibiting factors, namely:

Internal Inhibiting Factors

Limited Funds for Implementation of Activities

One of the obstacles of public GOS management in Surabaya is the Limited Funds for Implementation of Activities. This is because there are still many development objects and other programs from the government that need optimization and still need attention, not just optimizing public GOS. In the GOS management program, there is a revitalization activity that requires a significant amount of money to convert the land designated for public GOS. In addition to funds to restore land functions, optimizing public GOS needs to be supported with adequate facilities and infrastructure and adequate maintenance.

If related to the opinion of Grindle in Savu (2012: 39) that the implementation process will only start when the goals and objectives have been set, the activity program has been arranged and the funds are ready and have been channeled to achieve the goals.

Fund budgeting for the implementation of activities is one of the factors that must be done by the government of Surabaya City to support the GOS management programs to achieve optimal public GOS. The efforts to optimize Public GOS are constrained due to lack of budget, so not all facilities including the procurement of GOS facilities and infrastructure can be provided properly.

External Inhibiting Factors

Land Ownership Status

The status of land ownership for public GOS in Surabaya City is in the Surabaya City Government. Long discussions and negotiations with the surrounding communities affected by land acquisition for the construction of public GOS becomes an obstacle to the Surabaya City Government.

If related to the opinion of Van Meter and Van Horn in Sabu (2012) regarding the success in implementing a program, land acquisition is one of the factors that must be done by the Surabaya City government to support the optimization of public GOS.

Therefore, it becomes an inhibiting factor in the process of increasing the area of GOS in the management of public GOS in Surabaya City.

Coordination and negotiation between the government of Surabaya City and the community or landowners are needed so that land acquisition to support the optimization of public GOS does not harm each other. Therefore, the government needs to continue to pay attention and minimize these obstacles so as not to become a serious problem in the future.

CONCLUSION

Based on the results of the study and discussion, the research "Strategic Planning of Surabaya City Government in Managing Public Green Open Space (A Study at the Surabaya City Sanitation and Green Open Space Agency)", it can be concluded that:

1. Strategic Planning of the Sanitation and Green Open Space Agency in the Management of Public Green Open Space in Surabaya City

a. Initiating and Agreeing on the Strategic Planning Process

Efforts to optimize public GOS in Surabaya City are achieved through the GOS Management program set out in the Strategic Plan of the Surabaya City Sanitation and Green Open Space Agency in 2016-2021, covering the activities of GOS Arrangement, Maintenance and Procurement of Park and Green Belt Facilities, and Maintenance and Procurement of Park Facilities and Infrastructure.

b. Clarifying Organizational Mandates

To clarify the mandate of the organization, the Surabaya City Sanitation and Green Open Space Agency increases community participation in the field of cleanliness and gardening, which is important for the achievement of the goals and objectives that have been made.

c. Clarifying the Mission and Values of Organization

In clarifying the mission and values of the organization, the mission set out in the Strategic Plan of the Surabaya City Sanitation and Green Open Space Agency in 2016-2021, the Government is trying to increase the participation of the people of Surabaya in managing GOS because they feel the direct impact from public GOS.

d. Assessing External Environment

Opportunities and threats were found during the implementation of public GOS management originating from outside the organization faced by the Surabaya City Sanitation and Green Open Space Agency. The opportunities that can be

utilized are having a public GOS with character, very high community participation and cooperation with the private sector. However, in its implementation, it has not been running effectively because there is still a threat of uncertain land ownership status.

e. Assessing Internal Environment

In the implementation of the public GOS management, strengths and weaknesses that come from within the organization were found. The strength is the existence of the authority of the Surabaya City Sanitation and Green Open Space Agency as the manager of GOS that has a GOS management program and committed and competent human resources in the management of public GOS in Surabaya City.

2. Supporting and Inhibiting Factors Faced by Sanitation and Green Open Space Agency in the Management of Public Green Open Space in Surabaya City

a. Supporting Factors

Internal Supporting Factors

The supporting factors in the management of public GOS in Surabaya City from within the organization are the institution or organization involved in optimizing public GOS, a GOS management program, and human resources

External Supporting Factors

The supporting factors in the management of public GOS in Surabaya City from outside the organization are very high community participation and cooperation with the private sector.

b. Inhibiting Factors

Internal Inhibiting Factors

The inhibiting factor in the management of public GOS in Surabaya City from within the organization is the limited funds for the implementation of activities. This is because there are still many objects of development and other programs from the government that still need attention.

External Inhibiting Factors

The inhibiting factor in the management of public GOS in Surabaya from outside the organization is the ownership status which is intended for public GOS in Surabaya City not yet fully owned by the Surabaya City government.

SUGGESTION

The researcher as some suggestions that may support the study "Strategic Planning of Surabaya City Government in Managing Public Green Open

Space (A Study at the Surabaya City Sanitation and Green Open Space Agency)"; among others are:

1. Strategic Planning of the Sanitation and Green Open Space Agency in the Management of Public Green Open Space in Surabaya City

In the management of public GOS in Surabaya City, the Surabaya City government in this case needs to conduct a review regarding the activities of GOS Arrangement, Maintenance and Procurement of Park Facilities and Green Belts, and Maintenance and Procurement of Park Facilities and Infrastructure.

The Surabaya City government needs to increase community participation in the field of cleanliness and gardening to achieve and maintain optimal conditions of public GOS.

In this case, the Surabaya City government needs to increase the participation of the Surabaya city community in the management of GOS such as by holding a sanitation competition.

It is expected that the land ownership issues will be resolved by formulating sanctions for those who misuse GOS and rules for GOS needs for city parks and green belts.

In managing public GOS in Surabaya City, the Surabaya City government is expected to collaborate with the private sector in the development of GOS parks, GOS management and the procurement of infrastructure in managing GOS to solve the problem of limited funds for implementing activities.

2. Supporting and Inhibiting Factors Faced by Sanitation and Green Open Space Agency in the Management of Public Green Open Space in Surabaya City

The Surabaya City Government, in terms of the internal supporting factors, needs to conduct a thorough review and enhance cooperation among stakeholders regarding institutions or organizations involved in optimizing public GOS, GOS management programs, and human resources. Surabaya City Government, in terms of the external supporting factor, needs to increase the participation of the community by directly involving and increasing cooperation with the private sector.

Surabaya City Government, in terms of the internal inhibiting factor, should conduct a thorough review regarding establishing cooperation with the private sector to solve the problem of limited funds for the implementation of public GOS management activities in Surabaya City. In the external inhibiting factor, Surabaya City Government is expected to be more assertive

in formulating rules on the misuse of GOS, so that later the initial goal of managing public GOS can be realized namely expanding the area of public GOS and park functions.

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