
POLICY IMPLEMENTATION GREEN PUBLIC PROCUREMENT IN SUSTAINABLE DEVELOPMENT IN SOUTH KALIMANTAN PROVINCE

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ABSTRACT

Development is a process of change towards better conditions through planned efforts aimed at improving the welfare of the people by involving supporting elements, namely human resources, natural resources and technology. The three elements must synergize well so that inequality does not occur as a result of the development process both in terms of economic, social and environmental. The approach used in this study is a qualitative approach, with an exploratory method. Locke, Spriduso and Silferman put forward: –qualitative research is interpretative research. As such, the biases, values and judgment of the researches become stated explicitly in the research report. Such openness is considered to be useful and positive. Based on the perspective of Meter and Horn theory (1975) which states that implementation will be the most successful where only small changes are needed and a consensus of high goals, broadly speaking, the implementation of GPP policy in South Kalimantan has not been optimal because the small changes needed have not been achieved, while the consensus goals have not been achieved properly

KEYWORDS Building; TBSP; policy implementation



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INTRODUCTION

Development is a process of change towards better conditions through planned efforts aimed at improving the welfare of the people by involving supporting elements, namely human resources, natural resources and technology. The three elements must synergize well so that inequality does not occur as a result of the development process both in terms of economic, social and environmental aspects (Ginanjar, 1997).

Sustainable *development* is a development concept that pays attention to meeting the needs of the present without having to reduce the ability to meet the needs

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of future generations by paying attention to three pillars, namely economic growth aspects, social aspects and environmental aspects (Hardiatmojo, 2021).

UNDP, as the organization responsible for the preparation of the SDG Index released Indonesia's achievements in 2020 in 101st position worldwide with an SDG Index achievement of 65.3 points. This ranking is still below neighboring countries such as Brunei Darussalam (ranked 88th), Singapore (ranked 93rd), and the Philippines (ranked 99th). The countries in Southeast Asia with the highest SDG Index are Thailand (ranked 41st), Vietnam (ranked 49th), and Malaysia (ranked 60th) (Sachs, Kroll, Lafortune, Fuller, & Woelm, 2022).

The achievement of the SDGs of South Kalimantan Province, especially in the 12th goal, is to ensure sustainable production and consumption patterns with indicators of the number of environmentally friendly products registered with achievements of —C|, where category C is an indicator that has not been implemented and has not reached the national target.

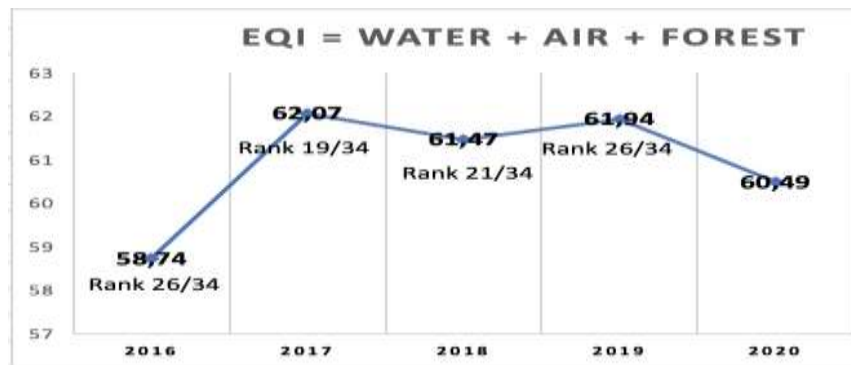
Table 1
Achievement of the South Kalimantan SDGs in 2020

TPB Pilar Lingkungan	Isu Strategis berdasarkan analisis capaian TPB	Kode Indikator	Kategori Capaian
Tujuan 12: Menjamin Pola Produksi dan Konsumsi yang Berkelanjutan	1. Belum optimalnya pengurangan sampah di sumber sampah	12.5.1.(a)	D
	2. Perusahaan yang menerapkan sertifikasi SNI ISO 14001.	12.6.1.(a)	D
	3. Jumlah produk ramah lingkungan yang teregister.	12.7.1.(a)	C
	4. Masih rendahnya fasilitas publik yang menerapkan Standar Pelayanan Masyarakat (SPM) dan belum teregister.	12.8.1.(a)	C

Source : Bappeda Kalsel, 2021

South Kalimantan Province with a forest area of 1,779,982 hectares or 42.3 percent of the administrative area of South Kalimantan of 3,700,406 hectares with the Environmental Quality Index (IKLH) of South Kalimantan Province in 2016 of 58.74 was ranked 26 out of 34 provinces in Indonesia, then in 2017 it increased to 62.07 so that it was ranked 19th out of 34 Provinces of Se Indonesia as shown in the chart below (Abdoellah, 2016).

Figure 1
Environmental Quality Index of South Kalimantan Province 2016 – 2020



Source: Bappeda of South Kalimantan Province, 2021

As in the chart above, in 2019 and 2020 the environmental quality index of South Kalimantan Province decreased to 61.94 and 60.49 and was below the national average of 66.55, placing South Kalimantan Province in 26th place out of 34 provinces throughout Indonesia. The low IKLH is due to three assessment indicators in the form of Water Quality Index (IKA), Air Quality Index (IKU) and Land Cover Quality Index (IKTL) are still low.

Ilyas Asaad, as Expert Staff of the Minister of the Ministry of Environment and Forestry (KLHK) for Relations

Inter-Institutions when opening the Green Public Procurement (*GPP*) *Nation Wide Promotion workshop* in Jakarta (29/08/2017) said that *Green Public Procurement* in addition to saving state spending, also contributed to improving environmental quality (Ansari, Nurdin, Tahir, & Maryani, 2022). The main reason for using *Green Public Procurement* as an environmental policy instrument is because of the large expenditure on government procurement of goods and services so that it will require large natural resources as well, thus it can affect directly or indirectly on natural sustainability, environmental pollution, biodiversity, and climate change. The impact on nature is not only seen from the use of significant amounts of raw materials/materials, but the emissions produced in the process and implementation of goods and services ranging from production, transportation, to the stages of use (Pudjijono, Hartono, Hasibuan, & Nursani, 2022). In other words, if the procurement of goods and services is not environmentally friendly, as in the framework of the *GPP*, then the potential for environmental damage will be even greater.

Green Public Procurement policies in several provinces in Indonesia are still relatively few, the Provincial Government is still not serious in implementing environmentally friendly procurement policies, this can be seen from the lack of regulations issued to support *Green Public Procurement* (Robertua, Oktavian, & Sigalingging, 2022). Provinces in Indonesia that made policies earlier in the form of South Kalimantan Provincial Governor Regulation Number 093 of 2018 concerning *Green Public Procurement*. The objectives of the issuance of this regulation are:

- 1) Produce the right goods/services from every money spent, measured in terms of quality, quantity, time, cost, location and provider
- 2) Increase the use of environmentally friendly local and domestic products;
- 3) Increasing the participation of Micro Enterprises, Small and Medium Enterprises;

- 4) Increasing the role of local and national business actors in the production of environmentally friendly goods/services;
- 5) Supporting the implementation of research and utilization of research goods/services
- 6) Increase the participation of the creative industry in environmentally friendly rod/service products;
- 7) Encouraging economic equality, quality improvement
- 8) Public health and well-being; 8) Encourage sustainable procurement.

The implementation of the *green public procurement* policy includes:

- 1) Reduction in the use of *paper (paperless)*
- 2) Procurement of food and beverages without paper and plastic materials;
- 3) Procurement of *solar cells* for electricity in the office as a utilization of renewable energy;
- 4) Acquisition of land, roads, bridges, irrigation and networks according to the Regional Spatial Plan (RTRW);
- 5) Procurement of equipment and machinery in the form of heavy equipment, transportation equipment, agricultural equipment, household office equipment, studio and communication equipment, medical equipment, laboratory equipment and weaponry/security equipment that are energy efficient, low carbon and recyclable;
- 6) Procurement of buildings with the concept of *green building*;
- 7) Procurement of digital books (*e-books*) and others.

The implementation of the GPP policy through the 7 action points seems to be still not optimal, this can be observed based on the observations of researchers in the pre-research stage, by tracking documentation, there is no data release issued by the central government or the South Kalimantan Regional Government regarding the achievement of success and implementation reports from all the points above. Due to the absence of data and information released by the government, it is not known how successful the implementation of the above actions will be (Syarifuddin & Johari, 2019).

The size of the procurement budget for goods and services if supported by good policies, and the implementation of these policies is carried out properly, will contribute greatly to supporting the sustainable development goals in southern Kalimantan Province. Directly and indirectly, through GPP, it can achieve sustainable development goals from the aspects of environmental improvement, efficiency in the use of raw materials, water and energy, reducing environmental pollution and greenhouse gas emissions, and encouraging the growth of green industries that produce innovations in environmentally friendly products. On the other hand, if this GPP policy is not implemented, it will have an impact on the spread of even greater environmental damage. Because every year we always spend a procurement budget, but every year we also suffer losses with environmental damage.

Based on the background description, the following problems can be identified:

- 1) Decrease in the Environmental Quality Index of South Kalimantan Province in 2018 with a value of 61.47 and in 2020 to 60.49
- 2) Not all procurement of goods and services The South Kalimantan Provincial Government has implemented the use of environmentally friendly products, especially for ecolabeled paper, *filling* folders with labels and SVLK wood

- 3) The low achievement of the SDGs of South Kalimantan Province, especially in the 12th goal, is to ensure sustainable production and consumption patterns with indicators of the number of environmentally friendly products registered with achievement C.

Problem Limitation

In order for this research to be focused and clear based on the identification of the above problems, broadly speaking, the limitations of this research are only on the analysis of *green public procurement* policies in relation to the sustainable development goals in South Kalimantan Province. The following are presented limitations on the issue as follows:

- 1) The policy on Green Public Procurement is limited to the study of the South Kalimantan Provincial Governor Regulation Number 93 of 2018 concerning *Green Public Procurement*, where in this Regulation it is emphasized that the policy is a basis for carrying out various activities directly or indirectly supporting the achievement of sustainable development goals in South Kalimantan.
- 2) The implementation of *Green Public Procurement* in Governor Regulation Number 93 of 2018 consists of 7 points in the scope of procurement of goods and services in the scope of government using the APBD, where of the seven points in this study are limited to the procurement of goods in point e, namely the procurement of household office equipment. The limitations of this study refer to Presidential Regulation No.16 of 2018 concerning Government Procurement of Goods/Services and Circular Letter of the Head of LKPP RI Number 16 of 2020 concerning the Determination of Green Products/Green Industrial Products for use in Government Procurement of Goods/Services that

Sustainable. For this reason, it is limited to the procurement of goods within the South Kalimantan Provincial Government for products: 1) ecolabel copy paper; 2) *stationery* office equipment (*file folder*) with ecolabel logo; and 3) Wooden Legality Verification System (SVLK) wood furniture.

- 3) The Sustainable Development Goals (SDGs) contain 17 points of goals in 4 pillars, namely the economic, social, environmental and legal pillars, where in this study the SDGs are limited to only focused on the 12th goal point, namely ensuring sustainable production and consumption patterns, with indicators namely the number of registered environmentally friendly products. Restrictions in this regard are considered to take a focus on the SDGs that are most correlated or most relevant to the topic of *Green Public Procurement*.
- 4) The locus of this study is the South Kalimantan Provincial Government with GPP policy considerations issued through the Governor's Regulation into a pilot project. Kalimantan as a pioneer peratma by issuing policies and implementing GPP policies. Meanwhile, the tempo of the study is limited from 2019 to 2021, considering that the GPP policy is relatively new in its application (Ulum & Ngindana, 2017).

METHOD RESEARCH

Pendekatan yang digunakan dalam penelitian ini adalah pendekatan kualitatif, dengan metode eksploratoris. Locke, Spriduso dan Silferman mengemukakan: —qualitative research is interpretative research. As such, the biases, values and judgment of the researches become stated explicitly in the research report. Such

openness is considered to be useful and positive (Creswell, Plano Clark, Gutmann, & Hanson, 2003).

Exploratory research is research that aims to find something new in the form of grouping of certain symptoms, facts and diseases. Exploratory descriptive research aims to describe the state of a phenomenon, where in research it is not intended to test a certain hypothesis but only describes what a variable, symptom or state is (Arikunto & Practice, 2001).

Departing from this understanding, researchers chose exploratory research because researchers wanted to describe in detail or completely about the circumstances, symptoms, phenomenon of implementing the Green Public Procurement policy in South Kalimantan Province, and did not seek conclusions that apply uniformly.

The conclusions drawn are a description of what happened to the object of research

The use of a qualitative approach is also adapted to the existing characteristics that researchers are directly involved in the research site through participant observation. The use of a qualitative method approach emphasizes the problem of what it is (*das sein*) with the reality that exists in the field through the spoken or written words of the person and the observed behavior. The research approach through qualitative methods is research conducted by a researcher as well as a research instrument that will understand the characteristics of the field that integrates with the life of the community under study.

The conceptual framework used in this study was prepared according to research needs and research problems, namely what caused the GPP (green public procurement) Policy to support the Sustainable Development Goals in South Kalimantan Province has not been optimally implemented, and what kind of implementation model is ideal for South Kalimantan.

Researchers focus research studies on Meter and Horn theory which states that implementation will be most successful where only minor changes are needed and consensus goals are high. The policy implementation model (Van Meter & Van Horn, 1975) was used as an analysis knife to identify the causes of the lack of optimal GPP policies being implemented. The reason for using these theories and models for researchers is because the policies raised in this study are top-down, so the Meter and Horn models that have a topdown approach are considered appropriate for analyzing GPP policies in South Kalimantan.

Meanwhile, to formulate an implementation model that is considered ideal and suitable to be applied in South Kalimantan, researchers use the GPP concept proposed (Akenroye, Oyegoke, & Eyo, 2013) as a concept that is analyzed and elaborated. The reason for using the concept is because the GPP concept proposed (Akenroye et al., 2013) is seen as quite comprehensive in explaining the important elements in the stages and series of GPP.

RESULT AND DISCUSSION

Analysis of the Causes of *Green Public Procurement Policy Implementation* in South Kalimantan

A policy that is implemented but has not achieved the target or optimal results is allegedly caused by several things regarding policy standards and other dimensions.

For this reason, in this section the researcher tries to analyze what are the causes of the lack of optimal GPP policies implemented in South Kalimantan Province.

Data processing through the Nvivo program obtained several things related to the causes of the implementation of the *green public procurement* policy in South Kalimantan has not been optimal. The analysis related to the data findings is presented in the following figure:



Figure 2
World Cloud Feequency Query Causes Implementation

Source : Processed Researcher, 2022

Word frequency query as shown in the image above, is the result of sorting out the themes that appear in data processing. *The Word Frequency Query* is used by researchers to reference in identifying what are the most relevant and most significant themes resulting from the codification process to be presented in the discussion.

From this description, it is found that the words —environment, government, product, provider, SPP, and implementation, are words that have a large font size. This gives an idea that these words are the most prominent words in the primary data from the interview, which of course have a close relationship with themes and sub-themes, thus providing an overview of identifying what things are the causes of the non-optimal implementation of the GPP policy.

The results of the research findings on the main theme (nodes) of the causes of GPP implementation in South Kalimantan have not been optimal, consisting of *child nodes* of the policy implementation model and the causes of GPP not being optimal. With the help of the Nvivo program, it is processed to find links between themes so as to provide an overview in answering the formulation of the causes of the non-optimal implementation of the GPP policy. Next, a *matrix coding query* is presented to illustrate the interrelationships of each theme, in the following table:

Table 2

Matrix Coding Causes of Optimal GPP Policy Implementation

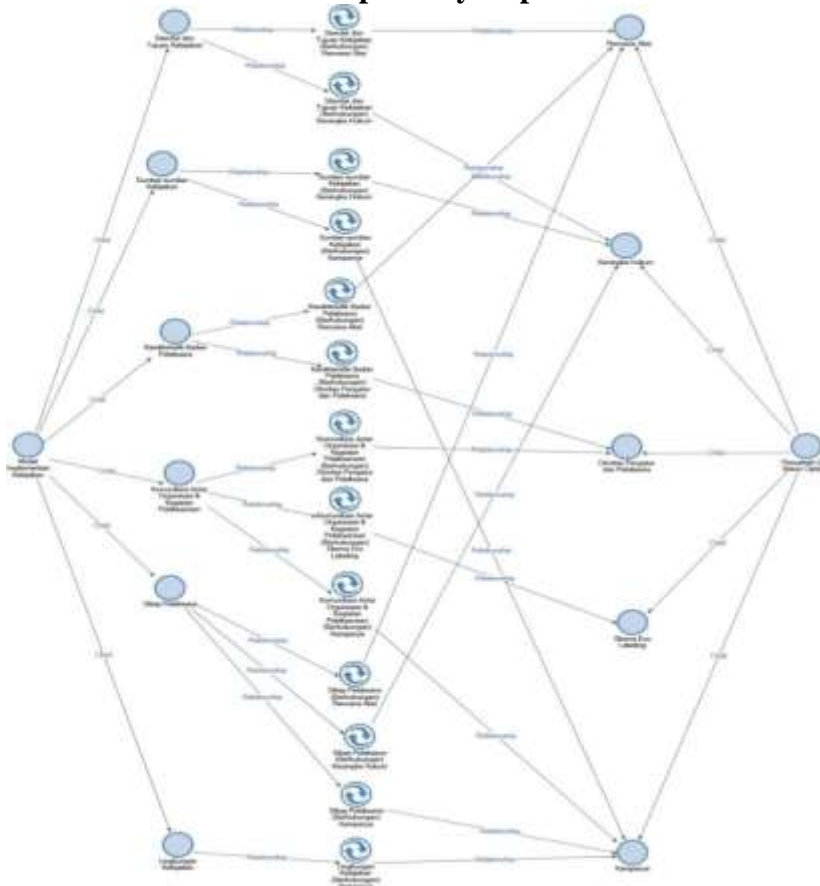
		Penyebab GPP Belum Optimal				
		Rencana Aksi	Kerangka Hukum	Otoritas Pengatur dan Pelaksana	Skema Eco Labeling	Kampanye
Model Implementasi Kebijakan	Standar dan Tujuan Kebijakan	10	21	6	6	5
	Sumber-sumber Kebijakan	3	6	3	4	6
	Karakteristik Badan & Kegiatan Pelaksanaan	5	6	7	8	6
	Komunikasi Antar Organisasi	3	2	5	2	2
	Sikap Pelaksana	6	10	7	5	8
	Lingkungan Kebijakan	2	2	1	2	5

Source : Processed Researcher, 2022

The table above shows the number of *coding references* related to the causes of the non-optimal implementation of GPP policies in South Kalimantan Province, where it can be seen that the standards and policy objectives that are the theme of the policy implementation model have the substance of the most linkage with the legal framework which comes to the fore 21 times in the primary data interview. This can illustrate that the cause of the non-optimal implementation of GPP policies is dominated by issues related to relevant policy standards or have links to issues in the context of the legal framework.

Furthermore, an analysis map is presented through the *project map* feature in the image below, where there is relevance and relationship between one theme and another. it is illustrated that the collection of codings collected in the theme of the policy implementation model, has a substance relationship with the theme of the cause of GPP not being optimal. Next is presented the analysis map through the figure below:

Draw 2
Analysis Map of Causes of GPP Policy in South Kalimantan Has Not Been Optimally Implemented



Source : Processed Researcher, 2022

Based on the information of several informants above, it can be said that the implementation of the GPP policy has not been optimal in terms of the perspective of the attitude of the implementers, namely the *will* or commitment of the implementers to carry out the GPP provisions as well as possible, in this case, especially the awareness of the implementers of the procurement of goods and services to use GPP criteria products with an ecolabel scheme.

The commitment and *will* of the policy implementers as mentioned in the statements of several informants, actually requires a special unit in terms of supervision and evaluation. This is as stated in the results of research that suggests the need for a special unit to supervise and monitor compliance with the implementation of sustainable and environmentally friendly procurement rules for goods and services. The importance of integrity and transparency of the implementers of this policy considering that there are not a few cases of misappropriation occurring in the practice of government procurement of goods and services, as found in the results of research that state losses determined by APIP on the basis of the disclosure of conspiracies between bidders and the difference in the value of contracts with the real purchase value of providers.

Ideal Green Public Procurement Policy Implementation Model for South Kalimantan

Data processing through the Nvivo program obtained several aspects related to the *green public procurement* implementation model which is considered ideal and needed in South Kalimantan. Aspects related to the themes regarding the GPP policy implementation model, the following themes were found:

Figure 3
Word Cloud Frequency Query GPP Policy Implementation Model



Source : Processed by Researcher, 2022

Word frequency query as shown in the image above, is the result of sorting out the themes that appear in data processing. *The Word Frequency Query* is used by researchers to reference in identifying what are the most relevant and most significant themes resulting from the codification process to be presented in the discussion.

The picture is found that the word —product, implementation, policy, environment, procurement, government, goods, support, budget, is a word that has a large font size. This gives an idea that these words are the most prominent words in the primary data from the interview, which of course has a close relationship with themes and sub-themes, thus providing an overview of the GPP policy implementation model that is considered ideal and needed in South Kalimantan.

The findings of the research on the main theme (nodes) of the GPP concept in South Kalimantan consist of child nodes of action plans, legal frameworks, regulatory and implementing authorities, ecolabeling schemes, and campaigns, have a relationship with the theme compiled by the researcher, namely the theme of the GPP policy implementation model consisting of *child nodes* normative instruments, resources, implementation activities, and compliance actors.

With the help of the Nvivo program, it is processed to find links between themes so as to provide an overview in answering the formulation of the problem of the ideal GPP

policy implementation model for South Kalimantan. Next, a *matrix coding query* is presented to illustrate the interrelationships of each theme, in the following table:

Table 4
Matrix Coding Query GPP Policy Implementation Model in South Kalimantan

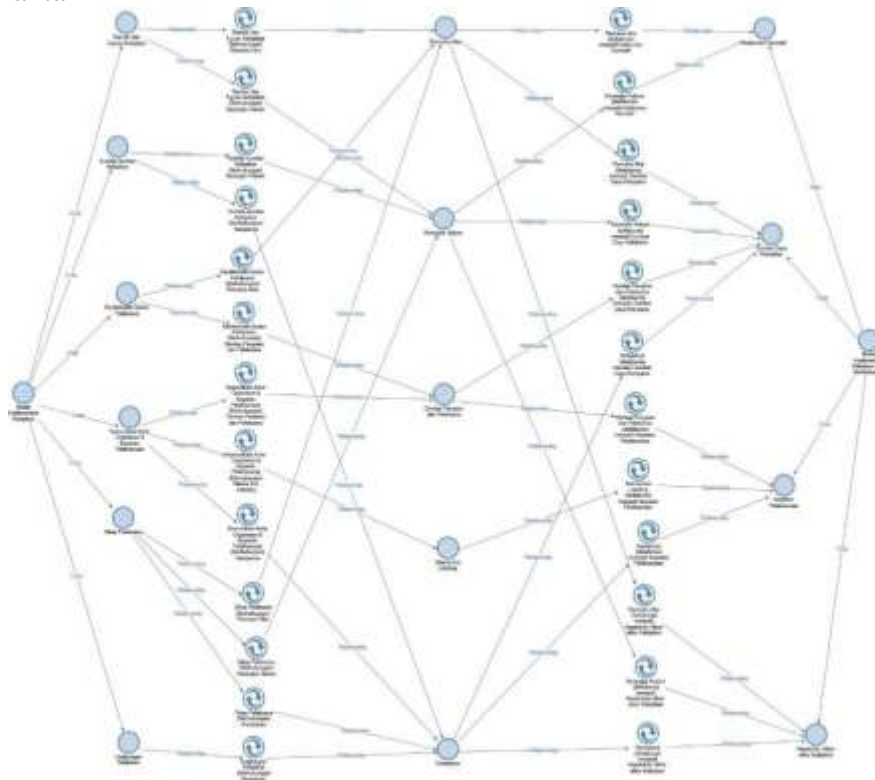
		GPP Implementation Model			
		Normative Instruments	Resources	Implementation Activities	Actor Compliance
GPP concept	Action Plan	14	8	9	10
	Legal Framework	6	7	11	15
	Authority Regulator and Executive	15	2	12	19
	Schema Ekolabeling	13	9	10	11
	Campaign	3	6	11	12

Source : Processed Researcher, 2022

The table above shows the number of *coding references* related to the GPP policy implementation model, where it can be seen that the theme of regulatory and implementing authorities which are children of the theme of the GPP concept has the substance of the most linkage with the compliance actor which is the theme child of the GPP Policy implementation model, with the relationship between the two themes stated 19 times in the primary data interview. This can illustrate that the compliance of the actors is the dominant issue raised by informants in their relationship to formulate a policy implementation model that is considered ideal for South Kalimantan.

Furthermore, an analysis map is presented through the *project map* feature in the image below, where there is relevance and relationship between one theme and another. It is illustrated that the collection of codings is collected in the following theme:

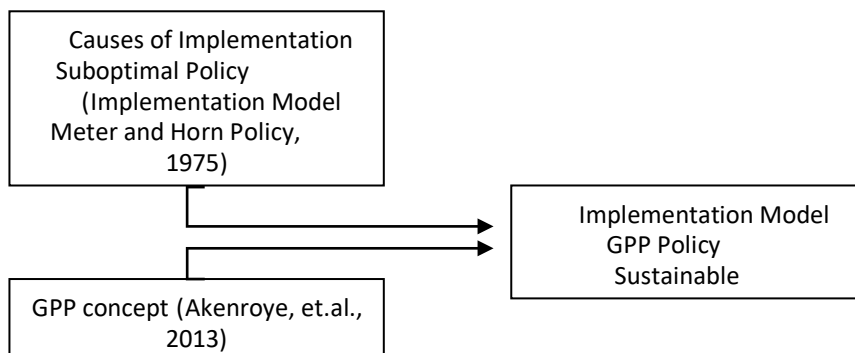
Figure 4 Project Map Analysis Map of GPP Policy Implementation in South Kalimantan



Source : Processed researchers, 2022

As outlined in the previous section regarding the analysis of the causes of the non-optimal GPP policy and the analysis of the GPP concept, the next stage is the formulation of the model through the elaboration of the findings of the causes of the GPP policy is not optimal and the GPP concept. Furthermore, the specifics of the advanced stages in the process of creating a policy implementation model are described as follows:

Figure 5
Advanced Stages of Making a GPP Policy Model



The policy implementation model of Meter and Horn is based on the consideration that GPP policies are *top-down* policies, so the logic of thinking from above is used and then mapping down to see the success or failure of a policy implementation. In addition, the analysis approach in the *top-down* implementation model as the Meter and Horn models

is identical to the policy centered approach because the focus of the researcher's attention is only on the policy and seeks to obtain the fact whether a policy is effective or not.

The *top-down* approach is also synonymous with *command and control* where the successful implementation of sautu policy is based on the clarity of commands and how to supervise superiors to subordinates. While this is in line with the view of the theoretical perspective of the model proposed by Meter and Horn, where the model begins with consideration of the need to classify policies in terms that will highlight the difficulties of implementation. The Meter and Horn model approaches are relatively simple, both suggesting that there is a need to consider the amount of change required and the degree of consensus. Hence they hypothesize that 'implementation will be most successful where only minor changes are needed and a consensus of high goals (Hill & Hill, 1997).

Meter and Horn present their model in terms of reciprocal relationships, high consensus can allow for high changes. They clearly see implementation as a process that starts from the initial policy decision: —policy implementation includes such actions by public and private individuals (or groups) directed towards achieving the goals set out in the previous policy decision. That process is presented as a series of stages, with directions pointing forward or sideways and not returning to policy. Nevertheless, Van Meter and Van Horn argue that it is 'very important that implementation studies' be conducted on a longitudinal basis; Relationships identified at one point in time should not be causally extended to another time period.⁶⁵

For this thought, on the one hand, the Meter and Horn models are considered suitable to be applied to GPP policies because the time of policy implementation is also relatively short. However, for longitudinal studies, it is faced with various limitations, time, energy and costs. Departing from this, the review of the policy model made is expected to be relevant to the conditions and situation at the research locus. At least it provides an overview of the solutions that will be formulated to be a practical consideration for policy makers and policy implementers.

The following is presented to identify the causes of the suboptimal GPP policy based on the dimensions of the Meter and Horn implementation model which are relevant to the applicative picture of the GPP concept in South Kalimantan:

- 1) The dimensions of the standards and policy objectives, it is identified that the cause of the non-optimal implementation of the GPP policy is because the policy standards have not been thoroughly understood. The follow-up and achievements of GPP policy standards and objectives are still difficult to measure. As Meter and Horn argue, that standards and policy objectives are important aspects as a detail of the objectives of policy decisions as a whole, which is tangible in regulatory documents towards the determination of specific and concrete standards for assessing program performance (Van Meter & Van Horn, 1975). This could also mean that as informants acknowledge, GPP policies are still limited to generic policies, there is no single unit of policy standards. It is important to establish a single uniformity of policy standards. Of course, if there are differences in standards, it will be different in articulating policies.

The findings in this standard dimension and policy objectives are relevant to the findings in the action plan dimension. As found that in the Governor's Regulation on *Green Public Procurement* itself out of the 7 points of the action plan, only 3 points have been followed up, namely the use of ecolabel paper, the use of ecolabel folders and the use of SVLK certified wooden furniture. Even in the South Kalimantan RPJMD, there is no identified action plan contained in the vision, mission and policy direction that straightforwardly contains *green public procurement*.

The solution to overcome problems related to standards and policy objectives related to the action plan and legal framework, namely the center must make policies in the form of laws governing the mandatory implementation of GPP in all government procurement practices. Policy formulation at the central level can be originated or initiated on the basis of findings in the regions, in this case found in South Kalimantan because GPP is not required in existing regulations, even only in the form of guidelines and appeals, the GPP is not carried out. If there is a policy from the center that requires the use of GPP, the benefits will not only be felt by South Kalimantan but will be felt in all regions in Indonesia.

- 2) Policy sources, it can be identified that the cause of the GPP policy has not been optimally implemented is the low human resource capacity of GPP implementers in the form of understanding and commitment to implement GPP policies. Policy sources should be understood from the president, the DPR-DPRD, to local governments, which then form a commitment to carry out GPP policies as well as possible.

The source dimension of the policy is relevant to the dimension of the legal framework. The position of the source of policy, in this case one of which is represented by the aspect of HR having a relationship, because HR capacity refers to the existing legal framework. Policies regarding the development of human resources in order to support the successful implementation of policies, of course, come from regulations within a clear legal framework.

In addition, the dimensions of policy sources are also seen as closely related to efforts to increase education and awareness, in one of its forms, namely campaigns. Policy sources must understand and commit to implementing GPP policies, one of which is pursued through campaign or socialization activities.

Solutions to overcome problems related to policy sources that are relevant to the legal framework and campaigns, namely that there must be massive, intensive and sustainable socialization efforts to actors and providers of procurement of goods and services.

- 3) The characteristics of the implementing body identified that the cause of the GPP policy has not been optimally implemented is the problem of low bureaucratic performance and the absence of SOPs that are comprehensively able to overshadow and become the basis for the performance of GPP policy implementers. The SOP is not only important for implementers in this case the government as an implementor, but also for PBJ providers.

The dimensions of the characteristics of the implementing body are relevant in close relation to the dimensions of the action plan. The characteristics of the implementing agency can be seen from who implements the GPP, from the national to the regional agencies. At the provincial level, the implementation of the GPP is of course seen from the dimensions of the characteristics of the implementing body, in this case the provincial government must see how strong or legitimacy support is to carry out the policy. Considering that Indonesia is not a federal state where in the federal state each province or state has its own policies and is not connected to the center. While the nature of the Republic system in Indonesia, every policy in the regions must certainly be connected to the center, so in relation to the characteristics of the implementing agency and the action plan, it can be explained that the action plan in the context of regional and central bureaucratic connectivity, of course, how the characteristics of the implementing agency are related to the action plan. The action plan becomes a mapping, or a travel map that moves the implementing body.

Furthermore, regarding the bureaucratic structure, in relation to the dimensions of the characteristics of the implementing body and relevant to the action plan, the researcher found this to be related to collaboration. Researchers see, from the central level to the regional level, there is no conception of collaboration applied, in this case as a manifestation of cooperation to synergize in realizing optimal GPP implementation. If only between the center, its institutions, and the local government level, collaboration is established, then researchers are optimistic that this GPP policy will be more optimally implemented.

The solution to the problem of the relevant dimensions of the characteristics of the implementing body is closely related to the dimension of the action plan, that is, the implementing body must be given a clearer and stronger standard, or legitimacy. For example, local governments must be linked by policies from the central government, in the form of laws, that are able to provide coercive power for the GPP to be run in the regions. Then, specifically, the derivative is the existence of SOPs in each regulatory and implementing authority, in this case as the embodiment of the implementing body, all activities must be in accordance with standard operating procedures.

- 4) Communication between organizations and implementation activities, it was identified that in the implementation of the GPP policy there are problems that are the cause of the non-optimal implementation of the policy, namely the lack of communication between organizations. It can be observed that between the center, ministries, institutions and local governments, there is no single means of communication or communication channel that can simultaneously show the public the progress of implementing the GPP policy.

Communication between organizations is seen as closely related to the dimensions of regulatory and implementing authorities, ecolabel schemes, and the improvement of education and awareness through campaign efforts. According to the researcher, the regulatory and implementing authorities are supported by good communication between organizations so that they can communicate ecolabel schemes and campaigns, on the implementation of GPP policies. GPP policy is impossible to implement if it is not well communicated.

The author observes that in terms of communication between organizations that are relevant to regulatory and implementing authorities, ecolabel schemes and campaigns, there is something intriguing, namely about leadership. On the issue of leadership, researchers have not found a significant impetus for leadership determination, starting from the helm, namely the president, ministers, to regional leaders in emphasizing the use of GPP policies. For example, the leader continues to communicate, oblige, and set an example to the organization he leads, as well as to the wider community, to implement the GPP. Although in this case the Governor of South Kalimantan has issued a Pergub and a governor's decree, in substance the emphasis on the implementation of this GPP is still not straightforward. In its policy, there is no emphasis on the obligation for the organization being led, even for providers and the public, to use GPP in terms of procurement of goods and services, as well as consumption of environmentally friendly products. This is also related to commitment, because when there is a commitment, without being expressed in any law or regulation, the leadership will move to be the driving force for the implementation of the GPP policy.

The solution to problems in the dimensions of organizational communication that are relevant to regulatory and implementing authorities, ecolabeling schemes, and campaigns, according to the researcher is that first there must be awareness from the leadership so that the leader becomes a motor, motivator and mobilizer through the example he provides so that the organization being led, and the community implements GPP policies. After all, the seriousness of implementing this GPP policy must be exemplified by the leadership, from the president, ministers, to the leaders of local governments.

- 5) the social, economic and political environmental dimensions of the policy, it was identified that the cause of the lack of optimal GPP policy implemented from the environmental dimension of the policy, was the weak support from the economic and political aspects. Economically, the economic value of environmentally friendly products is seen as not having a significant impact on the community's economy. Researchers are of the view, and see that not many have felt the effects or impacts on improving the economy for both actors and providers, as well as the community. In this case, the high cost of environmentally friendly products compared to conventional products, causes PBJ actors to prefer conventional products mathematically regarding savings and budget accountability. So in this case the offender chooses a safe path.

For providers and the public, the ecosystem of environmentally friendly products has not been well formed. There is almost no gap for MSMEs to be able to produce environmentally friendly products, because they see opportunities for the use of environmentally friendly products that do not yet believe in their prospects. This means that the effects and involvement of the community, especially MSMEs, have not been significant. In addition, for providers, the cost of goods produced by environmentally friendly products is greater than that of conventional products. Because ecolabeling standards make production costs increase more, while if the price of environmentally friendly products is higher than conventional products, there is a fear that they will not be bought.

According to researchers, this policy environmental dimension is closely related to the dimension of increasing education and awareness. Researchers see the connection because the policy environment is basically the environment where the gpp policy target is located. Meanwhile, efforts to increase education and awareness carried out by the government are still not intensive and massive, when viewed from efforts through socialization. The government in this case is required to make strategic efforts within the framework of the campaign to make the social, economic and political environment willing to accept and implement GPP policies properly.

The solution to respond to problems in the policy environment related to increasing education and awareness, namely the government must be more intensive in socializing GPP policies through synergistic programs, activities or institutions between actors, providers and the community. To apply this solution, of course, the government has the resources, just its commitment and consistency in carrying out strategic steps so that all parties want to carry out the GPP policy.

- 6) The attitude of the implementers, it was identified that the cause of the lack of optimal GPP policy was implemented based on this dimension, namely the low commitment of the implementers in accepting and implementing the GPP policy. This researchers took a closer look, one of which was by seeing that on the LPSE South Kalimantan site as a medium for implementing the procurement of goods and services, it is almost difficult to find the history of procurement of goods and services that have been carried

out with the use of environmentally friendly products. The researchers' findings illustrate that implementers have not accepted and implemented GPP policies, in the sense that policy consensus has not been reached on implementers.

The attitudes of the implementers according to the researchers are closely related to aspects of the action plan, legal framework, as well as increasing education and awareness. This is elaborated from the idea that basically the attitude of the implementer is influenced by the existence of an action plan contained in a legitimized planning document, a legal framework in the form of technical regulation, as well as campaign activities or socialization of GPP policies.

The solution to the problem of attitudes of implementers that are relevant to the dimensions of the action plan, legal framework, and improvement of education and awareness, namely by creating incentive schemes and *punish and reward schemes*. Incentives are given in order to make PBJ implementers compliant, in terms of providing incentives aimed at overcoming difficulties when processing GPP. while *punish and reward* is given to GPP actors and providers who run or do not run GPP in PBJ practice.

CONCLUSION

Based on the results of the research and discussion that have been described in the previous section, the researcher can convey the following conclusions:

Based on the perspective of Meter and Horn theory (1975) which states that implementation will be most successful where only small changes are needed and a consensus of high goals, broadly speaking, the implementation of GPP policies in South Kalimantan has not been optimal because the small changes needed have not been achieved, while the consensus goals have not been achieved properly. The conditions and situation in the implementation of the policy turned out to be the opposite of the Meter and Horn theory, where in fact the success of the GPP policy implemented in South Kalimantan requires major changes from upstream to downstream. Then, specifically stated the causes of the lack of optimal GPP policy implemented in South Kalimantan which is the most dominant, based on the perspective of the dimensions of the Meter and Horn implementation model, including:

In the dimensions of standards and policy objectives, implementation is not optimal because the policy standards related to action plans and legal frameworks are not yet strong. The policy is still generic in nature where the Governor's Regulation only states that as a guideline, the legal framework in both the Presidential Regulation and the Governor's Regulation does not firmly emphasize the mandatory use of GPP.

In the characteristic dimension of the implementing body, policy implementation is not optimal because the organization and implementation activities related to the action plan and regulatory and implementing authorities have not been supported by collaboration. There is no such kind of forum between the center and the regions, as well as between regional organizations, such as LKPP and local government, LPSE, UPBJ and PBJ providers and supervisory units to collaborate in the success of GPP implementation.

In the dimension of communication between organizations and implementation activities, policy implementation is not optimal because coordination related to ecolabeling schemes is not supported by good leadership. The will of the leadership both central and regional does not mandate the use of the GPP, which means that also in

general the leader has not set an example or example that is able to encourage all parties to use the GPP.

In the environmental dimension of policies and implementing attitudes, policy implementation is not optimal because the policy environment and implementing attitudes are not supported by commitment and compliance to run the GPP. The attitudes and behaviors of implementers and the ecosystem of environmentally friendly products from upstream to downstream have not been created properly to support the implementation of GPP.

The meter and horn policy implementation model is considered a model that can be a parameter for analysis, but in reality there are several dimensions that have not been optimally applied in South Kalimantan, especially in relation to the sustainable development goals. For this reason, in order to provide an ideal and appropriate model to be applied in South Kalimantan, which seeks to complement the gaps in the shortcomings of the existing model, researchers created a Sustainable Green Public Procurement Policy Implementation Model, consisting of normative instrument dimensions, policy resources, implementation activities and compliance of policy actors. The novelty of the results of the analysis and the model created is the discovery of a very important component, namely leadership and collaboration that has not been proclaimed in the Horn and Meter model dominantly. These components are considered by researchers to be included in the new dimensions section of the Sustainable GPP Policy Implementation Model.

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