

ADIWIYATA GREEN SCHOOL PROGRAM IMPLEMENTATION ANALYSIS: A PORTRAIT FROM THE ELEMENTARY SCHOOLS IN SURABAYA, INDONESIA

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Abstract

The direction of sustainable development (SDGs) in Indonesia is one of the pillars of environmental action. Green environmental development emphasizes environmental insight and minimizes damage and negative impacts on the environment. Attention to the environment is a shared responsibility for the next generation, so it is vital to shape the character of caring for the environment from an early age. One way is through the adiwiyata school program, a program from the Ministry of Environment and Forestry in collaboration with local governments. Building pro-environment character and behavior is certainly not an easy thing. It needs support and innovative studies to support its implementation and sustainability, so this study's main objective is to examine the implementation model of the adiwiyata program more deeply. We collected data through literature studies, semi-structured interviews, and surveys involving schools and several informants from the government offices related to the adiwiyata program. The obtained data were reduced and analyzed using triangulation techniques. From the data obtained, the analysis of the performance of the adiwiyata program is based on the content of

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the policy and the context of implementation. The results showed that the policy's content and the context of the implementation of the adiwiyata program had been going well. The follow-up of this study is to improve the performance of the adiwiyata program properly and provide a reward and punishment system to the implementors involved.

Keywords: adiwiyata program, green school management, pro-environment school administration.

Introduction

Environmental awareness is inevitable in line with transformation (Salim, 2022) and a shift in development patterns towards sustainable development. Ministry of National Development Planning/National Development Planning Agency (Bappenas) sets out four pillars of SDGs implementation in Indonesia, following up on the change from Millenium Development Goals (MDGs) to SDGs (Yulaswati et al., 2020). Environmental development is one of the pillars which is further detailed in six objectives, where its implementation requires inclusive collaboration involving four platforms, namely government elements, philanthropy and business actors, community organizations as well as academics and experts under the coordination of the Ministry of National Development Planning/National Development Planning Agency (Yulaswati et al., 2020). In this context, the Ministry of Environment and Forestry (MoEF) has an essential role in creating environmental awareness and achieving the goals of this pillar. MoEF's commitment can be traced from the Adiwiyata School program (Tumbuhkan Generasi Cinta Lingkungan Melalui Sekolah Adiwiyata, 2017), which became a national program (Menteri LHK Minta Program Adiwiyata Menjadi Gerakan Nasional, 2018) and has been implemented since 2006. This program is intended to grow a generation that loves the environment. The carrying capacity and capacity of the environment are essential considerations in sustainable development planning to reduce the impact of environmental damage.

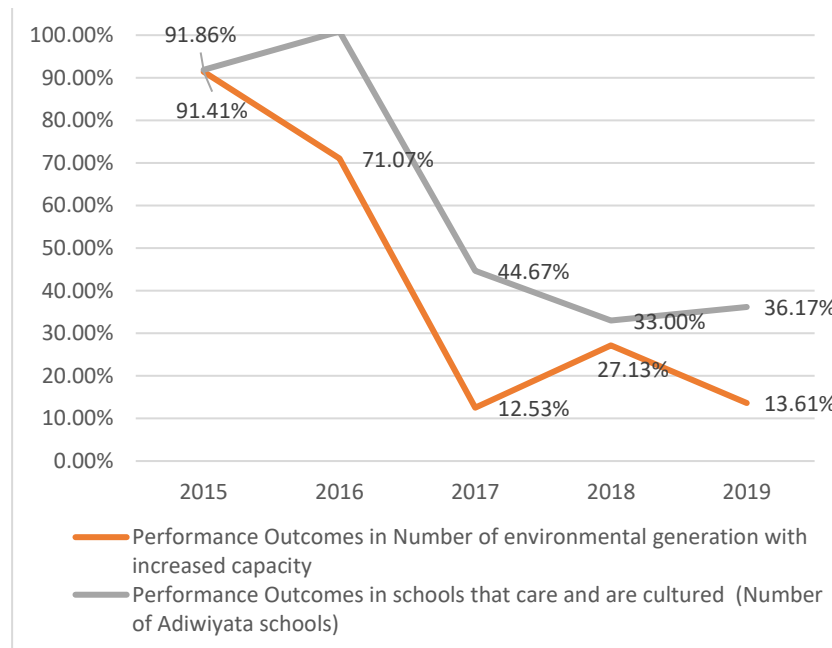
Schools are important institutions in growing environmental awareness and pro-environment behavior (Casma et al., 2022). When concern for the environment is raised from an early age, it is hoped that it will become an effective medium for forming a caring character for the environment as intended (Bogan, 1973). We can start building character from school through various curricula, instruments, and various integrations of the learning process (Ligon, 1944). In this context, it is necessary to involve all parties in the school (Arnaud, 1973). The relevance of environmental education at a practical level contributes to the emergence of environmentally conscious behavior that is built through three teaching elements, namely the emphasis on

contextual knowledge, learning that involves students as cognitive and stronger whole individuals, and a relationship between knowing and doing, or between knowledge and practice—responsibility for the environment (Havlick & Hourdequin, 2005).

Jickling and Wals state that the function of environmental education is to encourage students to become critically aware of how they view the world to promote citizen engagement with social-ecological issues and participation in decision-making processes (Parker & Prabawa-Sear, 2019). The UNESCO intergovernmental conference formulated several categories of environmental education objectives (de la Vega, 2004), namely: (1) Awareness—helping social groups and individuals gain awareness and sensitivity to the environment and related issues; (2) Knowledge—helps social groups and individuals gain various experiences and a basic understanding of the environment and related issues; (3) Attitude—helping social groups and individuals acquire a set of values and feelings of concern for the environment and motivation to participate in environmental improvement and protection actively; (4) Skills—helping social groups and individuals acquire skills to identify and solve environmental problems; and (5) Participation—to provide opportunities for social groups and individuals to be actively involved at all levels in working towards solving environmental problems.

The Adiwiyata school program in Indonesia as a medium for character building (Prabawa-Sear, 2018) in the team's perception will be exciting, considering that the adiwiyata school has long been developed in the team's understanding still needs to be adequately improved if it is related to the scope of schools that implement this program. Because based on data, in 2017, it still covered 4%, namely 8,331 schools (Tumbuhkan Generasi Cinta Lingkungan Melalui Sekolah Adiwiyata, 2017) of all schools that implemented the curriculum. In 2018 there were 875 proposed adiwiyata schools and 314 schools in the independent adiwiyata cluster (Menteri LHK Minta Program Adiwiyata Menjadi Gerakan Nasional, 2018). Not only that, the implementation of the Adiwiyata programme at the central level can be said to be lacking. This is evidenced by the decline in government performance achievements for the 2015-2019 period. The decline in performance outcome in to increase capacity in the number of environmental generations was 36.17% in 2019 and also the number of adiwiyata schools, both independent and national, was 13.61% in 2019 (see Figure 1).

Figure 1. Performance Outcomes in Number of environmental generations with increased capacity, and schools that care and are cultured 2015-2019



Source: Researcher's data based on the 2015-2019 & 2021-2024 Strategic Planning Documents of the Extension and Human Resources Development Agency, MoEF

According to Budimansyah, the integration of a character education-based curriculum should continue to be pursued to be able to synergize with the Adiwiyata program because it contributes to aspects of knowledge (moral knowing), moral action, and moral feeling in a comprehensive and integrated manner (Tikho, 2021). The Adiwiyata program can help students develop a single “core competence” to practice the principles of sustainable development in society as responsible citizenship (Megawati et al., 2022). On the other hand, collaboration from various parties is essential for the successful implementation of the Adiwiyata School. In the study of public policy, the policy process is framed into several stages. Laswell first put forward the idea. Then, in 1956, Laswell introduced a policy process model consisting of seven steps, namely intelligence, promotion, formulation, appeal, implementation, termination, and assessment. The emergence of this model is considered a starting point in explaining the typology of the policy process. This model has also provided many benefits in organizing and systematizing the growing literature and research. In its development, other scientists also offer many differentiating models of the stages of the public policy process.

However, until now, the model of the steps of the policy process that is often used starts from agenda-setting, policy formulation, decision making, implementation, and evaluation (Fischer & Miller, 2017).

Although it makes an outstanding contribution to the development of public policy studies, this model of policy stages has also received a lot of criticism (Pradini et al., 2019). Implementation research has a vital role in providing a basis for criticism of this model. Implementation studies reveal that the clear separation between policy formation and implementation hardly reflects the real world of policymaking, either in hierarchical or chronological order. In reality, each stage does not have clear boundaries and is sequentially ordered, as illustrated by the stage model of the policy process (Fischer & Miller, 2017). Grindle also emphasizes that it is difficult to distinguish between policy formulation and implementation in practice. Feedback from the implementation process may require modification of policy objectives and directions. In addition, feedback also involves the interpretation and reinterpretation of regulations or policy implementation guidelines. In the end, this is considered a form of policy formulation at the level of policy implementation. Grindle also said that policy implementation is influenced by how the policy is formulated (Grindle, 1980). Policy implementation activities are influenced by policy formulation (Ramdhani, 2017). The objectives of policies and programs that have been designed and funded at the outset affect policy implementation activities, especially in the content of the policy and implementation context. Some things that need to be considered in the range of the policy include interests affected, type of benefits, degree of desired change (extent of change envisioned), location of decision making, program implementors, and the resources involved. Meanwhile, several things that need to be considered in the context of policy implementation are the power, interests, and strategies of the actors involved (management, interests, and methods of actors involved), the characteristics of the regime and institutions, as well as the level of compliance and responsiveness of the target group (compliance and responsiveness). Implementing this policy will then affect specific procedures' results (outcomes) (Grindle, 1980).

As intended by the MoEF, fostering a caring character and being environmentally cultured is not an activity that can be carried out independently but requires the involvement of various parties, including at the Ministry level involving the MoEF, Ministry of Education and Culture (MoEC), Ministry of Religious Affairs (MoRA), Ministry of Home Affairs (MoHA), and Ministry of Research Technology and Higher Education (MoRTHE) (Menteri LHK Minta Program Adiwiyata Menjadi Gerakan Nasional, 2018). Furthermore, involvement involves education units, students, committees, parents, communities, media, and private support at the implementing level.

The research team views that the adiwiyata school program implementation process needs support, and innovative studies support its sustainability so that researchers are interested in studying more deeply. Therefore, this research will focus on the adiwiyata green school program implementation model in analyzing the content of the policy and implementation context (Grindle, 1980).

METHOD

This research was conducted using mixed methods (Creswell & Creswell, 2017) or a combined study (Arnaud, 1973). These research methods combine quantitative and qualitative methodologies in research activities to obtain more comprehensive, valid, and reliable data. Reliable, which is then analyzed objectively using qualitative analysis. This study includes an analysis of the implementation of the adiwiyata school program in one of the major city in Indonesia, according to four criteria, namely environmentally friendly policies, implementation of an environmental-based curriculum, participatory-based environmental activities, and management of ecologically friendly supporting facilities. The literature study is based on several works discussing environmental education programs and pro-environment characters from selected national and international articles. After the data was collected and reviewed to strengthen the urgency of this research, the practice of collaboration between schools and various parties is the focus of this research. We focus on program innovations from education units and the city government as indicators of success to see the Penta-helix approach in this program. After the literature studies, we collected data through interviews and semi-structured surveys.

This research was conducted at the elementary level involving participants from the adiwiyata program implementers, namely teachers and education staff, students and the team that was structured to implement the adiwiyata school, parents through the school committee, and the community and private sector to examine all possible involvement in this program. In addition, interviews were conducted with the Education and Culture City Office, the Environmental City Office, and the schools' principals and teachers from four public elementary schools (ES A, ES B, ES C, and ES D) which implement the adiwiyata green school program. All the information and participants were given the consent form sheets to them. We asked them to read through and sign off the form to ensure that all of the data would be kept confidential and used for publication purposes. They agreed to sign the consent form as a legal document of their participation in this research. The empirical and literature data were qualitatively analyzed. Before the data is analyzed, we conduct a

reduction process to organize and review relevant data representing what was being examined (Widodo, 2016). Only relevant data is represented and reported in this study according to Grindle's framework.

RESULTS

Through this indicator, it can be seen the extent to which interests influence policy implementation. For example, the Environmental City Office is obliged to conduct screening, monitoring, coaching, monitoring, and assessment of adiwiyata schools by the City Mayor's Decree on the Caring and Cultural Environment in School (PBLHS) coaching team and the City Mayor's Decree on the assessment team for the city Digitata program, to follow up the Regulation of the MoEF No. P.52/MENLHK/SETJEN/KUM1.9/2019 Concerning the Movement for Environmental Care and Culture in Schools. This Adiwiyata Program policy makes all school members and the community around the school of the target group.

According to the results of the questionnaires distributed, the background of the school's interest in participating in the adiwiyata program is fulfilling the school's vision and mission that caring about the environment. One of the informants revealed this, namely the teacher from ES A. Therefore, we can conclude that the background behind several participating schools in the city is because of the benefits of social and environmental values observed. This statement is also reinforced by information from teachers at ES B and ES C that schools want to do something. Good behavior and environmentally friendly demeanor to all parties, from school residents to the surrounding environment. The school's enthusiasm is evidenced by data from the Environmental City Office; namely, in 2021, there will be 14 schools that have received city-level adiwiyata titles. But on the other hand, all schools did not feel this enthusiasm because, in some schools, educators felt overwhelmed in preparing the administrative requirements to participate in the adiwiyata school program, so this situation caused the selection of adiwiyata schools to be less than optimal. As the implementer, the Environmental City Office has no other interest in this policy, or in other words, they only carry out the task of screening, mentoring, and assessing following existing regulations.

With the implementation of the adiwiyata program in elementary schools in the city, this policy functions to form a caring and friendly culture towards the environment, which is later expected to create a person with environmental character. In implementing the adiwiyata school program, researchers found varied impacts on the target

groups, including teachers from the three schools, elementary school students, and the Environmental City Office. At ES A, this program can foster a sense of environmental care in students and all school members manifested in various programs, namely through the insertion of the adiwiyata aspect in the curriculum (lesson plans) for all subjects from grade I to grade VI. With the lesson plans that are inserted environmental aspects and the adiwiyata program, students from this elementary school find it helpful to gain knowledge about the environment and become accustomed to applying it, for example, getting students to bring supplies to school, teaching waste management steps such as reduce, reuse, recycle. In addition, various work program facilities related to the environment ranging from individual student assignments, as well as other activities such as sanitation management; recycling; waste banks; water and energy conservation, are proven to be able to make the school environment healthy and beautiful, this situation certainly makes the learning atmosphere more comfortable and enjoyable, student learning outcomes are also expected to increase.

Moreover, the community is also a part of this. It is shown by the collaboration between the school and the surrounding community, such as joint community service activities at ES D and creating a bio pure village which indirectly becomes an effort to habituate the community to care for the environment. Supposedly school residents and the surrounding community who are the target group of the adiwiyata school program feel the benefits. In that case, it is different from the Environmental City Office, which does not feel a significant impact, because the Environmental City Office acts as the implementor and only carries out the rules as well as possible, in line with the mandated task. The major is supported by the Regulation of the MoEF on the Movement for Care and Culture of the Environment in Schools. One form of the program is the application of environmentally friendly behavior around schools, and in the community, such as through the commemoration of Earth Day. In these activities, school students are taught to socialize with the surrounding community through banners and posters on social media containing an invitation to preserve the environment.

The degree of change desired (extent of change envisioned) by the Environmental City Office as the implementer of the adiwiyata green school program is to form a person who has a caring and environmentally conscious character by involving all elements of the school community starting from the principal, teachers, cleaning managers, security guards, school canteen, committee, and student guardian. In line with this statement, the school also hopes for the exact change in the mindset of the school community and the community to actively take part and synergize for a better

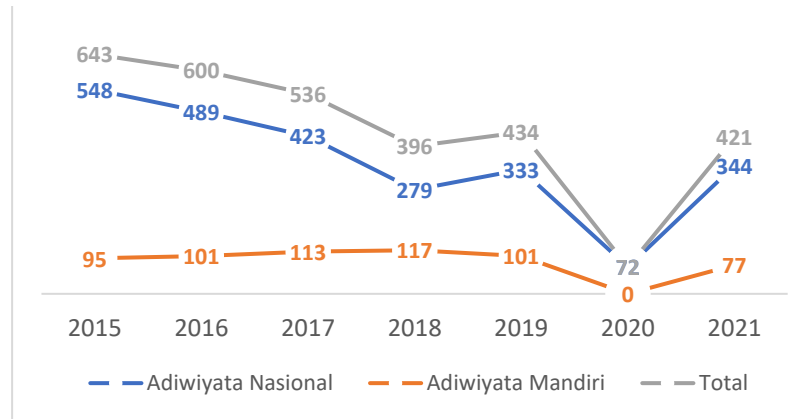
environmental change because the impact of the adiwiyata school program will, of course, also be felt by the environment around the school. A change, of course, requires processes and stages, such as at ES D, where several adiwiyata cadres have been formed from students at the school. These efforts are a process toward changing for the better and still expecting an optimal impact. At ES A, the degree of change can be seen in school residents who are starting to get used to caring for the environment. As a result, the school atmosphere becomes beautiful to the environment and community around the school who are indirectly affected by changes for the better. In addition, with monitoring and evaluation carried out regularly, namely once every academic year by the Environmental City Office and three times each academic year by internal schools, it is intended that schools and students become more familiar with the program. However, there are still obstacles that must be faced by school residents and the Environmental City Office, namely the implementation of programs that are only carried out voluntarily, so that it has more or less effect on school attention to prioritize the Adiwiyata school program. Assistance from the Education and Culture City Office, but the difficulty in getting schools to apply for adiwiyata at the city level is still felt. It happens because the adiwiyata program tends not to prioritize due to too many other activities. Besides that, the burden on teachers is also a factor in the difficulty of selecting schools to take part in the adiwiyata green school program.

The decision-making regarding the Adiwiyata program at the national level is the MoEF. The MoEF plays a role in making regulations, namely the Regulation of the MoEF Number P.52/MENLHK/SETJEN/KUM1.9/2019 concerning the Movement for Care and Culture of the Environment in Schools, as well as determining the feasibility of schools in awarding the independent adiwiyata category. As for the location of the decision-making for the City level adiwiyata program, the authority is the major, in this case, the City's Mayor based on the regulation concerning the PBLHS coaching team and the assessment team for the city adiwiyata program. Then regarding the responsibility for making decisions for the development of the adiwiyata school, it is entirely given to the Head of the Environmental City Office as the coordinator of the coaching and assessor team, which refers to the Decree of the Head of the Environmental City Office on the determination of the fostered schools. Furthermore, the principal is also authorized and responsible for making decisions for the adiwiyata program in schools. Of course, the decision-making by the principal is guided by the decree issued by each school and has gone through a series of meetings and discussions in the forum.

A competent implementer is needed for a program or policy to run correctly. Implementers or implementers function as drivers to achieve the initial goals of the policy. From the program implementers, it can be measured how far the implementation has been carried out. In this program, the executor provides the service, namely the Environmental City Office and several other stakeholders. They are divided into two teams: the coaching team and the assessment team. The coaching team coordinates the Environment Agency and stakeholders such as private partners. In contrast, the assessment team consists of the Education and Culture City Office, Environmental NGOs, Public Works City Office, and the Environmental City Office. The coaching team is tasked with collaborating to provide support for schools. On the other side, the assessment team is tasked with conducting screening and assessments to determine the school's eligibility and then to get the adiwiyata title. All school members such as principals, educators, students, parents, and the surrounding community also play an essential role in the success of this program. Following the statements of all informants from four elementary schools, all of them stated that they involved all school members and the community.

The Environmental City Office makes every effort to foster human resources (teachers and adiwiyata team) in schools with the help of consultations and training related to the adiwiyata school program and the provision of moral support. However, there are still obstacles in the administrative process due to the school's workload. Teachers, so it is difficult to determine the priority scale. For facilities and infrastructure resources, several schools have involved partners/other stakeholders such as companies and NGOs to assist the seeds, fertilizers, and various needs such as accommodating the results of sorting paper waste and providing facilities to sell ecopreneur-based student products. However, from a financial point of view, the limited budget from the government is still a problem in itself, considering that economic factors can also support the optimal implementation of the Adiwiyata school program. However, for schools that already have higher adiwiyata degrees, such as national or independent levels, the private sector usually offers direct cooperation to schools without going through the Environmental City Office. This indicates that there are still adiwiyata schools that do not get economic offers from companies because they have not been awarded as national adiwiyata or independent adiwiyata. Based on national data, from 2007 to 2019 the number of adiwiyata schools formed was 4305 schools (both district / city, province, national, and independent). And the number of schools that received awards with category national or independent adiwiyata from 2015-2021 was 3102 (see Figure 2).

Figure 2 Number of awards given to National and Independent Adiwiyata schools in 2015-2021



Source: data processed by researchers from the 2015-2019 & 2020-2024 Strategic Plan of MoEF

Therefore, it is expected to motivate other schools to get award national adiwiyata & independent adiwiyata. This is evidenced by the increase in Surabaya city level adiwiyata awards from 14 schools in 2020 to 21 schools in 2021 (Government Surabaya City, 2020; Jawa Pos, 2022). Not only that, in the same year, 2021, 30 Adiwiyata schools received awards at the East Java provincial level, 18 schools received national level awards, and 29 schools at the independent level (Jawa Pos, 2022). Other obstacles are also faced by schools located in densely populated areas. The environment tends to be less healthy, so schools are required to be adaptive so that efforts to socialize in a healthy environment can have an optimal impact. We can view the aspect of power in the adiwiyata green program from the relevant government institutions such as the Environmental City Office, which is quite good at socializing and educating so that schools feel motivated to participate in this program even though some schools are difficult to capture. As the executor, the Environmental City Office, of course, tries to develop strategies so that the schools that are netted can reap the maximum possible results, one of which is the Environmental City Office which seeks to dissect the plans and curriculum in schools related to the basis of environmental-based programs, to achieve optimal results. In addition, the entire strategy and implementation of the adiwiyata program in each school are, of course, the responsibility of each school (Rakhmawati et al., 2016). Based on observations in four public elementary schools, from the PBLHS environmental work program and curriculum (lesson plans), they all show changes and the achievement of targets that we can prove. However, the PBLHS work program in the 2020-2021 pandemic

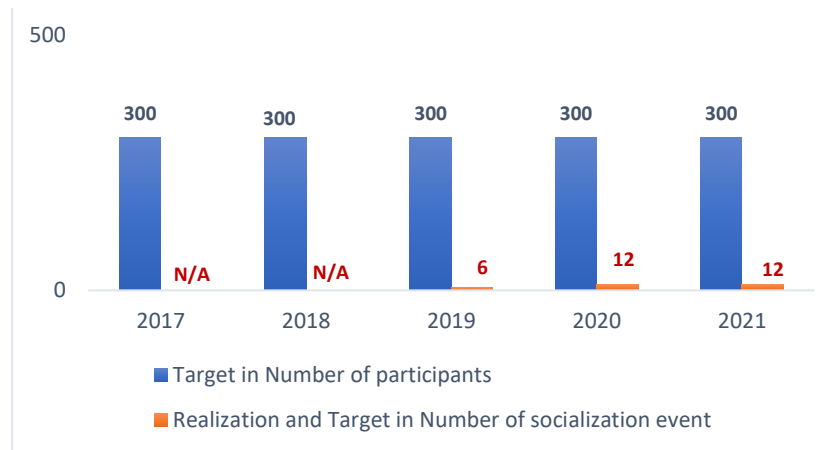
period is known not to run optimally because more students and teachers work from home, the complex condition of implementing the PBLHS work program that it should carry out in these schools is also felt by all the elementary schools.

However, each school has another strategy during the pandemic, emphasizing lesson plans or curriculum. The implementation of the environmentally friendly behavior (PRLH) program certainly requires a partner engagement strategy. Partners, namely in the sense of outside parties, which can be environmental NGOs or companies. According to data obtained from the four elementary schools studied, each school already has a collaboration with each partner that is proven to support PRLH activities in schools, for example, the partnership between ES A and the NGO in terms of program assistance, technical cooperation carried out such as donation of plant seeds, accommodate the results of sorting paper waste, and provide facilities to sell student products. Each school also agrees on the importance of media publications or promotions on social media, which are proven to impact the surrounding community and all school members. On the other hand, publication in mass media is one of the assessment points in the adiwiyata school program, which the Environmental City Office and internal schools routinely evaluate.

The non-coercive and voluntary nature of the program gives schools freedom. But, on the other hand, it creates opportunities for schools to become less and less interested in registering for the adiwiyata program due to their busy schedules. The Environmental City Office is dealing with this by emphasizing socialization and sustainable assistance. Besides that, during this pandemic, the Environmental City Office made it easier for school screening by utilizing the online realm. However, online screening can be ineffective because very few schools have applied. Furthermore, the Environmental City Office can be said to have carried out its responsibilities quite well. It is known from the three informants at the school that was the location of the study that they were helped by the contribution from the Environmental City Office regarding the mentoring and consultation of the adiwiyata program in schools. Then the school, as the spearhead of implementing this program, can be said to have implemented the essence and obligations of the adiwiyata program by existing rules but have not been maximized. These findings are also reinforced by Environmental City Office strategic planning document 2016-2021 with the outcome of increasing community capacity through education and communication on the environment with the output of the number of participants who participated in the socialisation of improving adiwiyata schools, eco pesantren and eco campus. However, in 2019, the output changed to the number of community education and communication activities in the environmental field

held (see figure 3). The striking difference after the revision is also seen in the 2017-2018 realisation which reads N/A.

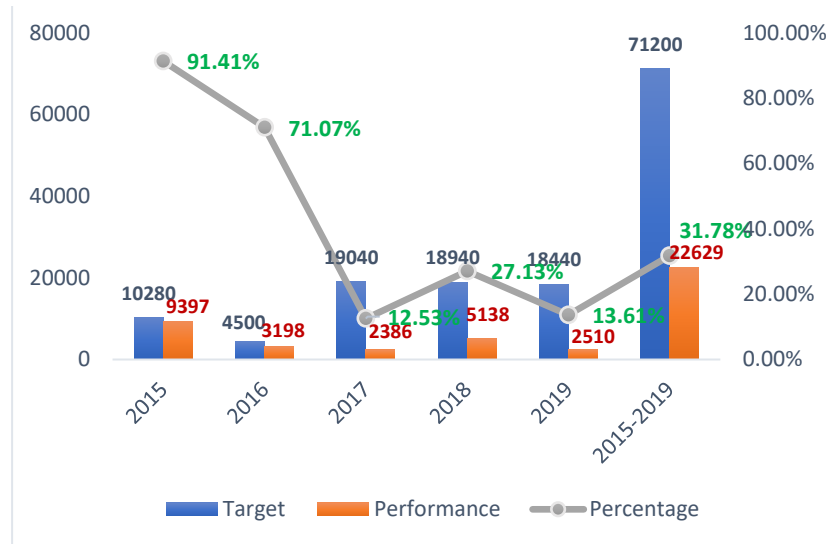
Figure 3 The difference in the target of increasing the capacity of Environmental Generation on output aspect



Source: Researcher's data based on the Strategic Plan of the Environmental City Office 2016-2021 and the amendment to the Strategic Plan of the Environmental City Office 2016-2021 in 2019 Surabaya City

Similar to Surabaya City, the central level also had implemented that performance was not yet optimal. Although the central performance is more organized with definite realization data (this is different from Surabaya City). First, three outputs, namely the number of environmental cadres, the number of young people, and the number of Kalpataru Saka members, are realized as one output in the form of the number of community human resources who are trained, concerned, and cultured in the environment. Secondly, the data shows that from 2015-2019 the performance outcome is only 22629 compared to the final target of 71200 with a realization of 31.78% (see figure 4).

Figure 4 Performance Outcomes in Number of Environmental Generation with Increased Capacity in Indonesia



Source: Researcher's data based on the 2015-2019 & 2021-2024 Strategic Planning Documents of the Extension and Human Resources Development Agency, MoEF

Based on the three schools that have been observed, it is true that adiwiyata programs have been implemented, but the program routines are still lacking due to the pandemic. Based on the results of interviews with the head of the Environmental City Office, we can see that compliance with the adiwiyata program in the city has reached 100%. It is based on the fact that the school is very enthusiastic about making submissions to the next level, such as adiwiyata at the provincial level. However, this explanation seems contradictory with the further proof that it is known that it turns out that the selection of adiwiyata schools to be submitted at the city level is quite tricky because the teaching staff has too much workload, especially in terms of administration.

DISCUSSIONS

Theodore Lowi said that policymaking is intended to solve problems in society and government. Therefore, there must be many interests involved (Grindle, 1980). Goods related to a policy come from the target group, the community, and the government (Rakhmawati et al., 2016). Therefore, indicators of interest (interest affected) related to the implementation of the adiwiyata program policy in this school can be said to be going quite well. So far, in the performance of the

school's adiwiyata program policy, it has been quite evident that the interests of the implementers and target groups, namely in addition to the school carrying out its duties under the direction and guidance of the Environmental City Office, the school also has other interests, namely to fulfill the vision, mission, and school goals. The school's vision and mission based on environmental care can later give birth to a culture of ecological care that will affect the attitudes of school members because the vision and mission are the school's foundation in running and managing various programs for students (Nuzulia et al., 2020). Schools also have an interest in realizing social-environment-friendly behavior. However, for the Environmental City Office implementers, there are no other interests in this policy, or we can say that they only carry out their duties following the mandated regulations. Therefore, it can be concluded that the indicators of interest related to the implementation of the adiwiyata policy at the elementary level have been met but not maximized.

When a policy or program is implemented, it focuses not only on solving problems in society (Fischer & Miller, 2017). Policies must, of course, have an actual impact and benefit many policy actors. Whether or not a policy or program is beneficial is related to the response given by the object of the procedure (Asy'ari & Abidin, 2019). The type of benefits from the implementation of the adiwiyata program, when viewed from the content of the policy, includes the benefits received by individuals, schools, the surrounding community, and the implementers of this policy itself. Formally the help of this program is reflected in the principles of the adiwiyata itself, namely: participatory, educative, and sustainable because it must involve all elements in the school. Participatory, namely forming a culture of caring and friendly to the environment. Educative means providing education or learning. Meanwhile, sustainable means tiered or graded from the adiwiyata program starting from the city level to becoming an independent adiwiyata. The Environmental City Office does not obtain a significant benefit from this program. It is because the Office only carries out the major's mandate, which is supported by the Regulation of the MoEF on the Movement for Environmental Care and Culture in Schools. Although this program is run voluntarily by the school, there are many positive benefits. Apart from the school getting the adiwiyata title, this program can foster a sense of environmental care among students and all school members. The curriculum and lesson plans inserted about ecological enrichment, it is proven to increase student's awareness of the environment. In addition, various work program facilities related to the climate ranging from individual student assignments, as well as other activities such as sanitation management; recycling; waste banks; water and energy conservation, have proven to be able to make the school environment healthy, beautiful, and comfortable so that it

can support teaching and learning activities. Therefore, we can conclude that the indicators of the type of benefits related to implementing the adiwiyata green school policy at the elementary level have been appropriately fulfilled.

In a policy that must have a target to be achieved, this achievement can be called the degree of change (Grindle, 1980). The degree of this change is closely related to the type of policy benefit (Landriany, 2014). Policies that are too demanding for changes in attitudes and behavior and are long-term in nature tend to be more challenging to implement than procedures that directly benefit the target group (Wardani, 2020). The purpose of implementing the adiwiyata program itself is based on the Regulation of the MoEF on the Movement for Care and Culture of the Environment in Schools to uphold an environmentally friendly character. In times of climate crisis like now, the school paradigm to gain general knowledge is not enough. Schools need to take advantage of their function as a means of environmental education (Widyanuratikah, 2021). According to the Environmental City Office, the degree of change that is desired (extent of change envisioned) with the adiwiyata policy is to create awareness and a caring and environmentally friendly culture for students in all schools. They cannot maximally achieve the expected degree of change due to the non-mandatory or voluntary nature of the program.

Although the Environment City Office has made efforts to disseminate, support, and help with the assistance of the Education and Culture City Office, it is still difficult to get schools to apply for adiwiyata at the city level. It is because there are too many school activities and the workload of teachers, which impacts the program administration process being hampered. However, for several schools that implemented this policy well, many changes were felt, starting from school residents who began to get used to caring for the environment, the school atmosphere becoming beautiful, to the environment and community around the school which were indirectly affected by changes for the better. In addition, with regular monitoring and evaluation, schools and students are more accustomed to maintaining the sustainability of this program. Therefore, we can conclude that the degree of change has been achieved but has not been maximized.

The indicators for making decisions on the implementation of adiwiyata program policies are based on government regulations revealed to be various types of decrees (Fischer & Miller, 2017). The indicators for making decisions on the implementation of adiwiyata program policies are based on government regulations revealed to be various types of decrees. The decision-making regarding the adiwiyata program at the national level is the MoEF plays a role in making regulations, namely the Regulation of the MoEF on the Movement for

Care and Culture of the Environment in Schools and determining the feasibility of schools in awarding the independent adiwiyata category. As for the location of the decision-making for the city-level adiwiyata program, the authority is the mayor, in this case, the City's Mayor based on the decree on the PBLHS coaching team and the decree of on the assessment team for the city adiwiyata program. Then regarding the responsibility for making decisions for the development of the adiwiyata school, it is entirely given to the Head of the Environmental City Office as the coordinator of the coaching and assessor team, which refers to the Decree of the Head of the Environmental City Office on the determination of the fostered schools. Furthermore, the principal is also authorized and responsible for making decisions for the adiwiyata program in schools. Of course, the decision-making by the principal is guided by the principal's decree issued by each school and the indicators in the adiwiyata program itself. In making a policy, schools also involve various parties through meetings and discussions in forums (Adam, 2014).

Following the tasks mandated by the MoEF and the City's Mayor the Environmental City Office, the program implementors in the adiwiyata policy are divided into two teams, namely the advisory team and the assessment team. The coaching team is a stakeholder in Surabaya in collaboration with an assessment team consisting of the Education and Culture City Office, Environmental NGOs, Public Works City Office, and the Environmental City Office. Even though they have a similar coordination estuary, namely the Environmental City Service, each team has different functions and tasks according to the decree issued by the mayor. The coaching team is tasked with collaborating to provide support for schools. In contrast, the assessment team is tasked with conducting screening and assessments to determine the school's eligibility and then to get the adiwiyata title. Capabilities and competencies are also needed from the community aspect. They are expected to support implementers from government agencies (Prianggoro et al., 2021). When viewed from the implementation of the adiwiyata program in schools, all school members such as school principals, educators, students, parents, and the surrounding community also play an essential role in the success of this program.

Even though a policy has been well communicated, if the resources of the implementor are inadequate, then the implementation of a policy will not be effective (Manobe et al., 2021). Ideally, it can successfully implement an approach if it fulfills all resources, such as human resources, finance, facilities, and infrastructure (Fischer & Miller, 2017). In other words, the policy will only be written on paper if the resources do not meet (Andiati & Rahaju, 2019). Therefore, the contents of the adiwiyata program policy with resource indicators can be said to be inadequate. Ideally, a policy can be said to be successfully

implemented if it fulfills all aspects of resources, such as human resources, finance, and facilities and infrastructure. Human resources and resources for facilities and infrastructure can be said to be quite well met, but financial needs can be said to be less well met. In terms of human resources, all school members consisting of students, educators, school administrators, and cleaning staff are involved without exception to feel the implementation of the adiwiyata program in real terms. However, the obstacle is often on the administrative side of the registration of the adiwiyata program due to the high number of busy schools. For facilities and infrastructure resources themselves, some schools have provided land to develop the adiwiyata program and involved partners/stakeholders to provide seeds, fertilizers, and various other needs. However, it should underline that some schools still do not have maximum land because they are located in densely populated areas. Therefore, the contents of the adiwiyata program policy content for elementary schools with resource indicators can be said to be inadequate. Human resources and resources for facilities and infrastructure can be said to be quite well met, but financial needs can be said to be less well met.

The power, interests, and strategies of actors need to be considered so that the program carried out runs smoothly and avoids implementation failures (Fischer & Miller, 2017). The synergy between actors, both policymakers, implementers, and other actors directly or indirectly is undoubtedly needed (Rakhmawati et al., 2016). The success of a policy is also determined by the position, strategy, and source of the power of the implementor (Pambayun, 2017). In this case, the implementation of the adiwiyata green school program is doubted influenced by management, related government institutions such as the Environmental City Office, which is carrying out their duties are deemed quite good in conducting socialization and education so that schools feel motivated to participate in this program. The strategy from the Environmental City Office as the implementer to make the Adiwiyata program a success includes screening schools that want to apply, socialization and assistance to prepare schools, serving consultations related to the adiwiyata program, providing external support to schools, as well as monitoring and evaluation.

In addition, the entire strategy and implementation of the adiwiyata program in each school are, of course, the responsibility of each school. As in the insertion of adiwiyata fundamentals in the lesson plans and curriculum, this is undoubtedly a success in environmental aspects (drainage and sanitation systems, environmental hygiene, waste management, plant maintenance, water conservation, energy conservation, etc.), but most of the insertions are in the form of ecological knowledge. Therefore, they were deemed to have a less significant relationship with attitude development (Liang et al., 2018).

Schools, in this case, deal with other strategies such as media publications/promotions to collaborate with partners or other stakeholders. In addition, schools must sustainably implement their programs because evaluation and monitoring will continue to be carried out by both the school and the assessment team from the Office and related stakeholders. Based on observations made in all public elementary schools participated in this study, from the environmental aspect and curriculum (lesson plans), it shows changes and targets that we can prove. In addition, most schools cooperate with their respective partners, which are proven to support PRLH activities in several schools. It is the same with the media publication/promotion aspect of each school, which is established to impact the surrounding community and the entire school community.

The environment in which a policy is implemented also affects its success (Pratiwi, 2018), so in this section, we want to explain the institution's characteristics that will be involved in a policy. The non-coercive and voluntary nature of the program gives schools freedom. On the other hand, it creates opportunities for schools to become less and less interested in registering for the adiwiyata program due to their busy schedules and heavy workload. The Environmental City Office is dealing with this by emphasizing socialization and sustainable assistance. In addition, during this pandemic, the Environmental City Office made it easier for school screening by utilizing the online mode. Besides, the Environment City Office can be said to have carried out its responsibilities quite well. It is known from the three informants at the school that was the location of the study that they were helped by the contribution from the Environmental City Office regarding the mentoring and consultation of the adiwiyata program in schools. Then the school, as the spearhead of implementing this program, can be said that they have implemented the essences and obligations of the Adiwiyata program following existing rules but have not been maximized. Based on all schools that have been observed, it is true that adiwiyata programs have been implemented, but the program routines are still lacking. However, some programs from the three schools can be classified as good and have a tangible impact on the surrounding community and the entire school community. Overall, the context of the adiwiyata green school program policy with indicators of the characteristics of the institutions and regimes in power in their implementation is quite suitable where supervision is carried out quite well but seems less comprehensive because there are still program routines that are less than optimal.

Policy implementation will not be effective if the rules that have been decided are not implemented and obeyed by the apparatus (Pambayun, 2017). Based on the results of interviews with the Head of the Environmental City Office, we can see that compliance in the

adiwiyata program at the city level reaches 100%. It is based on the fact that the school is very enthusiastic about submitting to the next level, such as the provincial adiwiyata. However, this explanation seems contradictory because it is known that it turns out that the selection of adiwiyata schools to be submitted at the city level is quite tricky. The teaching staff has too much workload, especially the administration. So, it can conclude that the school's compliance is less than the maximum.

CONCLUSION

In the aspect of interest, the parties involved do not have individual interests. It is shown that the claims related to the adiwiyata program are going well. It is also demonstrated by several elementary schools. However, there are obstacles; not all schools are enthusiastic about implementing this adiwiyata program. We can see from the educators who are still overwhelmed and busy taking care of other programs so, that the implementation of the adiwiyata program is not optimal. The types of benefits felt by the Environmental City Office as the implementor has not felt any help because they only carry out their primary duties and functions according to applicable regulations. Still, the community and schools have benefited from this adiwiyata program. Regarding the degree of change in schools that have implemented the adiwiyata program, they have felt a difference in a positive direction. However, there are obstacles at the Environmental City Office because the program is voluntary, so not all schools are willing to participate. Therefore, the Environmental City Office feels that the degree of change has been handled, but it is not optimal. It has been carried out based on regulations in the aspect of decision-making related to the adiwiyata program. So, we can say that the parties involved in the implementation of decision-making have been carried out based on applicable procedures. The program's performance has been carried out based on the decree and existing regulations. In the adiwiyata program, the parties that provide services are the Environment City Office and several stakeholders.

In the aspect of the resources involved, human resources, namely the Environmental City Office as the implementer, have made every effort to foster human resources (teachers and adiwiyata team) in schools through consultation assistance related to programs and the provision of moral support. However, there are obstacles encountered in the human resources aspect in schools, namely the registration administration aspect, and the school's heavy daily workload, so the adiwiyata program is ruled out. Funding for resources has been adequate in the school environment. The school cooperates with NGOs and other partners/stakeholders in this case. In the aspect of

power, interests, and strategies of the actors involved, the power lies with the Environmental City Office as the policy implementer who has carried out his primary and best duties and functions. The strategy and implementation of the adiwiyata program is, of course, the responsibility of the school, based on observations made by the schools that run the PBLHS and curriculum program, all of which have shown changes in provable target achievement. The implementation of the adiwiyata program during the pandemic had problems because the majority were carried out in work-from-home mode. The running of the PBHLS program requires the involvement of partners through corporate social responsibility. It is shown by the schools that have collaborated with partners. However, the role of partners in the adiwiyata program is still not optimal because partners only collaborate with schools that already have a high adiwiyata degree. In addition, another strategy is promotion in the mass media related to all activities related to the adiwiyata program that has been carried out well. On the characteristics of the regime and implementing agencies, the Environmental City Office stated that the adiwiyata program is voluntary and not coercive. However, not all schools are willing to participate; this pandemic has made program routines not optimal. Regarding compliance and responsiveness of the target group, the Environment City Office stated that the schools had implemented the adiwiyata program optimally. However, it was still tricky for city-level screening because educators had too many workloads, especially in terms of administration, so compliance was not optimal.

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