

## Policy Design on Regional Sports of Lubuklinggau City

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### Abstract

This study aims to analyze and describe the policy design implemented by the Lubuklinggau City Government related to sports development to overcome the existing sports problems in the area. This study is important because it contributes to academic literature in the field of public policy. This research uses a descriptive qualitative approach to assess sports policy design in Lubuklinggau City. Data collection methods were conducted through field observations, in-depth interviews, and document analysis. Birkland's (2019) policy design theory categorizes policy design into five elements, which became the theoretical framework of this study. The research findings show that the Lubuklinggau City sports policy design has been prepared by considering field conditions and the need for increased development in the field of sports. This policy shows sociological suitability and considers the existing legal framework, socio-economic dynamics, and local potential. Based on the results and discussion, for the designed sports policy to overcome the existing problems, the government needs to involve the private sector, especially in increasing investment in the construction and maintenance of sports facilities and using comparative data to ensure the effectiveness of policy implementation. This study makes an important contribution to the literature on public policy design, especially in the field of regional sports.

### Keywords:

local government; policy design; policy elements; policy goals; sports policy

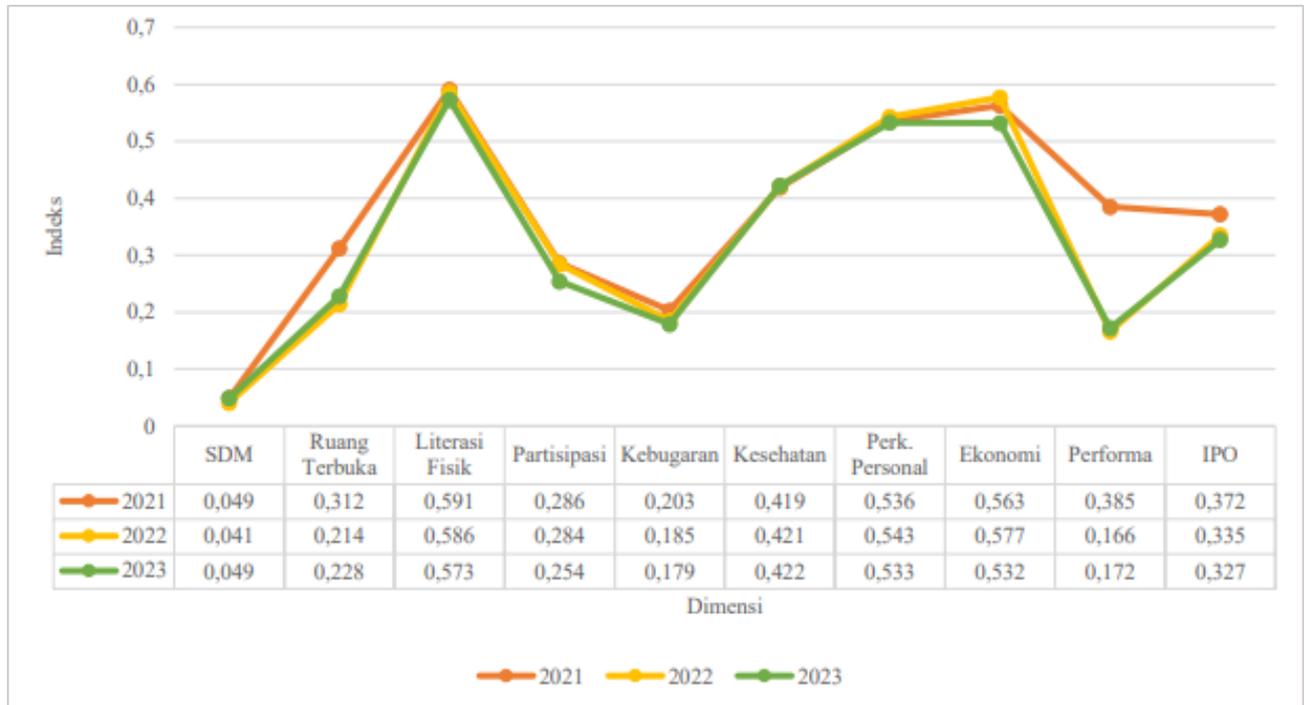
### Introduction

Sports have an important role in improving people's quality of life, both in terms of physical, mental, and social aspects (Abdullah, 2023; Lu & Wei, 2023). Regular physical activity through exercise can prevent non-communicable diseases such as heart disease, type 2 diabetes, and cancer (Gupta et al., 2022; Khasanova & Henagan, 2023; Kim et al., 2019). Exercise can also prevent chronic diseases as effectively as medication and can lower the risk of thirteen different types of cancer, including breast, colon, liver and myeloid leukemia (Aspen Institute, 2022). Moreover, exercise also contributes to improving one's mental health and social skills (Matthews et al., 2020; Wang & Xing, 2022). Given the importance of physical activity for the continuity of life, the government's attention to the development and participation of the community in sports activities should be very important (Endie & M. Al, 2022; Nopembri, 2021).

However, in Indonesia itself, development in the field of sports has not yet reached the expected level (Bafirman & Badri, 2020; Setiawan & Faza, 2019). Based on data from the Sports Development Index Report 2023: Physical Fitness and the Golden Generation 2045, it states that

Indonesia's Sports Development Index in 2023 has decreased compared to previous years, as shown in the following figure:

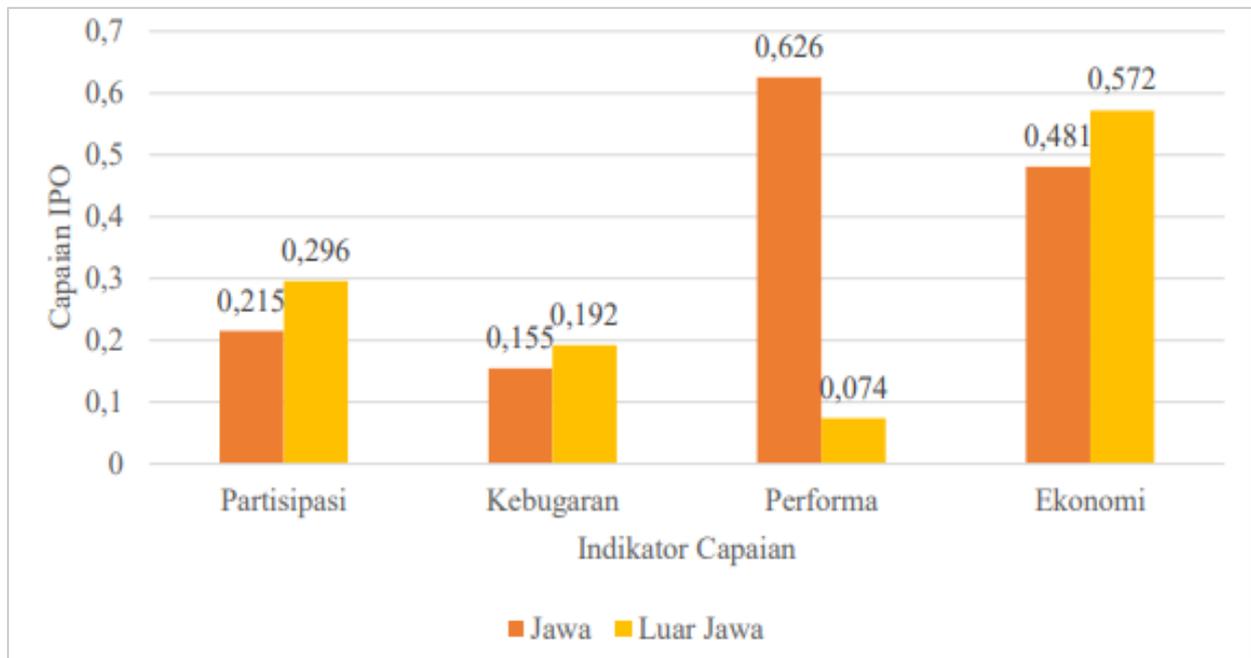
**Figure 1.**  
**Comparison of IPOs in 2021, 2022, and 2023**



Source: Deputy for Sport Cultivation, Ministry of Youth and Sports of the Republic of Indonesia, 2023

Three dimensions need attention in relation to the decline in development outcomes: the participation index, fitness index and economic index. This decline is a cause for concern as it may signal challenges or obstacles that need to be overcome to promote sport further.

In addition, the sports development gap between Indonesia's regions is still quite wide (Panggarti et al., 2022), especially between Java and outside Java (Dwiyogo, 2009). Admittedly, development has been concentrated in Java and has paid little attention to developments outside Java (Samuel, et al). As a result, growth and equity, including its contribution, is still relatively low compared to Java, including in sports. The absence of quality human resources and limited economic resources mainly causes inequality.

**Figure 2.****Comparison of Sports Development Achievements between Java and Outside Java in 2023**

Source: Deputy for Sport Cultivation, Ministry of Youth and Sports of the Republic of Indonesia, 2023

In the context of sports development, striking differences occur in performance achievements in championships such as PON and National Championship. The performance of regions outside Java lags far behind those in Java. This can be understood considering that high performance in sports is closely related to the extent to which a region has sufficient manpower and budget. The dominance of some provinces in national competitions at the same time shows that there is a wide gap between provinces in Java and provinces outside Java. In the perspective of public policy logic, the gap should be narrowed in order to achieve equity and justice in sports development.

Lubuklinggau City, as one of the regions outside Java Island, also shows a low level of community participation in sports activities. Based on data from the 2018-2023 Lubuklinggau City Regional Medium-Term Development Plan (RPJMD), the community sports participation index only reached 28.35%, which still has not reached the national target of 30%. This low participation is caused by several factors, including the lack of sports facilities and the suboptimal management of sports activities by the local government.

Data from the Lubuklinggau City Youth and Sports Office (2021) shows that there are only 28 sports fields managed by the city government, consisting of 17 soccer fields, 5 badminton courts, 3 basketball courts, and 3 tennis courts. This number is clearly insufficient to serve the

city's population of 243,160 people (BPS Lubuklinggau City, 2020). This lack of sports facilities is a major obstacle for the community to exercise regularly.

In addition, the sports coaching and development program in Lubuklinggau City is also considered not optimal. The city's sports achievements at the provincial and national levels are still minimal, indicating that the athlete development program has not been running well. Programs initiated by the government are often more ceremonial and sporadic, paying less attention to sustainability aspects. As a result, the resulting impact is temporary, especially when the activity is organized. Furthermore, controlling the sustainability of such programs is not easy to do. This can be seen in the SDI reports for 2021, 2022 and 2023, which show no significant impact in increasing the number of community participation in sports.

For this reason, evaluating and improving government policies in sports is very important (Juliandi et al., 2020). Local governments play an important role in developing sports policies by coordinating various programs, budget allocations, and facilities that support the development and participation of sports in local communities (Ma'mun, 2019).

Therefore, after evaluating the various problems in the field of sports in Lubuklinggau City and to carry out the mandate of the law related to the division of government affairs in the field of youth and sports, the Lubuklinggau City Government took the initiative to form a regional regulation that could become a legal basis and as an effort to improve the implementation of sports. Currently, the sports policy discourse has been approved by the Mayor and DPRD Lubuklinggau and has been included in the agenda of the Lubuklinggau City Regional Regulation Formation Program (Propemperda). Then, after everything is ready and matured substantially and technically, it will be discussed by members of the Lubuklinggau DPRD.

Based on the description above, the research question that can represent the problem in writing this research article is "How is the Sports Policy Design in Lubuklinggau City?" with the aim of describing the sports policy design of Lubuklinggau City. This research is expected to contribute academic literature in the field of policy design through an in-depth analysis of sports policy in Lubuklinggau City and can contribute recommendations to the government as the main actor in preparing the policy.

Before research was conducted on the design of this sports policy, several previous research results had been published and related to the focus of the research. First, research conducted by Munaya (2019) regarding sports policies showed that sports policies implemented according to the principles of public policy can run well; this is evidenced by the organization, coaching, and development of sports that are well-structured and supported by adequate facilities and infrastructure.

Second, research conducted by Faradila & Lutfi (2020) and Permana & Mayasari (2023) on policy design using the theory proposed by Birkland. The research analyzes the policy using five elements, which include the goals of the policy, the causal model, the policy's tools, the policy's targets, and the policy's implementation. The results show that each policy still has weaknesses in each element of policy design, such as inconsistencies between the material to be regulated in the policy and the provisions of higher legislation.

Based on the research published above related to sports policy and policy design, the author sees the novelty of this research, where in this study, the focus of discussion is a policy in the preparation stage. So, suppose the policy has not been implemented and has only entered the policy formulation stage. In that case, this research uses the policy design theory proposed by Birkland (2019), which states that the policy design concept consists of five elements, including the goals of the policy, the causal model, the tools of the policy, the targets of the policy, and the implementation of the policy.

## **Methods**

In this study, the author adopted a descriptive qualitative approach (Creswell, 2014), with the main focus being to analyze the design of sports policy in Lubuklinggau City. The techniques used in collecting data include field observations, in-depth interviews, and documentation studies. Field observations allowed the author to observe the practice of sports implementation in the field directly. In contrast, in-depth interviews with various related parties such as city government officials, sports organization administrators, athletes, coaches, academics, and the general public provided diverse insights into their perspectives and experiences. In addition, documentation studies were conducted to collect and analyze various related documents such as regulations, policies, and other documents related to sports policies in Lubuklinggau City. Data analysis was conducted descriptively and qualitatively using five elements of sports policy design in Lubuklinggau City (Birkland, 2019).

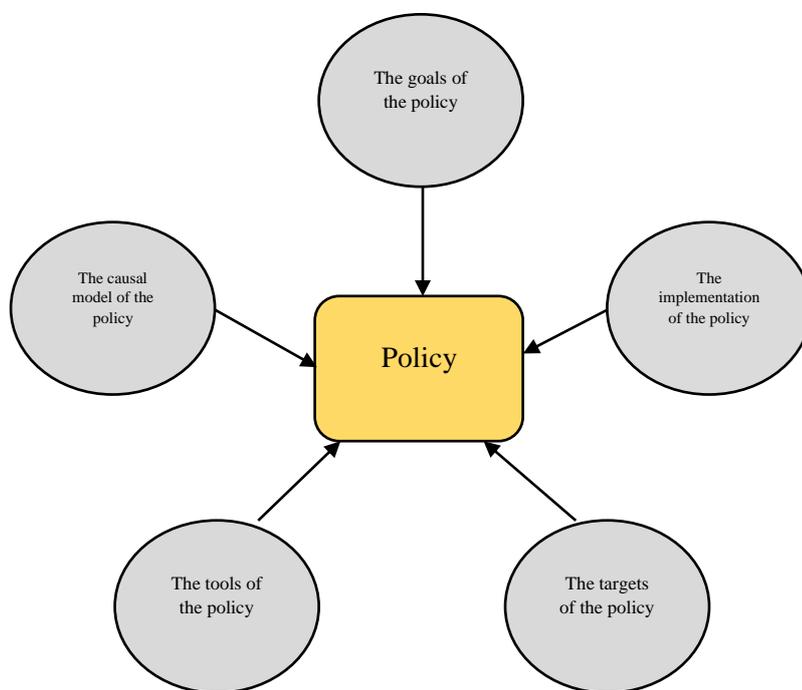
## **Results and Discussion**

In order to overcome the challenges of organizing sports in Lubuklinggau City, the city government has taken an important step by establishing the Lubuklinggau City 2024 Regional Regulation Formation Program (Propemperda) in early 2024. One of the main focuses of the proposed or draft local regulations is to improve and enhance sports activities. However, to achieve this goal, it is important to pay attention to how the concept of policy design will be made.

Policy design is described as a process of creating a policy response to a policy problem (Peters, 2018). Birkland (2019) states that policy design is designing policies through technical analysis and political processes to achieve certain goals. As identified by Birkland (2019), five main elements in policy design are an important foundation that must be considered, including the goals of the policy, the causal model, the tools of the policy, the targets of the policy, and the implementation of the policy. By considering these elements, this research describes the design of sports policy in Lubuklinggau City. The five elements are illustrated in the following figure:

**Gambar 3.**

**Elemen Desain Kebijakan**



Keterangan:

Element	Question to ask
<b>The goals of the policy</b>	What are the goals of the policy? To eliminate a problem? To alleviate a problem but not entirely eliminate it?
<b>The causal model</b>	What is the causal model? Do we know that if we do X, Y will result? How do we know this? If we do not know, how can we find out?
<b>The tools of the policy</b>	What tools or instruments will be used to put the policy into effect? Will they be more or less coercive?
<b>The targets of the policy</b>	Whose behaviour is supposed to change? Are there direct and indirect targets? Are design choices predicated on our social construction of the target population?
<b>The implementation of the policy</b>	How will the program be implemented? Who will lay out the implementation system?

Source: (Birkland, 2019)

## **1. The goal of the policy**

Identifying policy objectives is inseparable from identifying the problems that exist and want to be addressed through the policy. Currently, Lubuklinggau City is experiencing quite complex problems in the field of sports. Through observations and interviews conducted with several informants, it is known that with the scope of sports involving cross-sector sports organizations, it is unclear which party is responsible for fostering and developing sports capacity and competence. This causes overlapping tasks and functions between organizations, which results in less than optimal implementation of sports coaching programs.

Furthermore, this lack of clarity of responsibility also impacts the inefficient allocation of resources. For example, several training programs should be synergized between organizations, but due to a lack of coordination, the programs are actually implemented separately with suboptimal results. In addition, athletes and coaches also feel confused about the standards and procedures that must be followed, given that each organization has different policies.

In addition, the organization of sports also still has difficulty overcoming the conditions of the lack of distribution of sports facilities and infrastructure, the lack of appreciation for sportsmen, the inappropriate funding system, and the absence of institutions responsible for the development of sports science and technology, as well as the availability of sports data and information. As a result, it is increasingly difficult for sports players to increase their role and contribution to the country, as well as decrease their professionalism and welfare levels.

These problems are then tried to be overcome through the sports policy initiated by the Lubuklinggau city government. This policy aims to improve the development, management, and promotion of sports activities in Lubuklinggau City. This policy is designed to be a legal basis and a guideline for organizing sports in Lubuklinggau City, both for stakeholders and sports players.

The policy contains material that will be regulated in the Draft Regional Regulation on Sports, which includes various important aspects that need to be regulated to deal with existing problems. Some aspects that will be regulated in the local regulation include: sports coaching and development; sports management; sports vocational organization; sports actors; sports infrastructure and sports facilities; sports funding; development of sports science and technology and sports information; community participation; cooperation; sports industry; sports awards and social security; supervision; and dispute resolution.

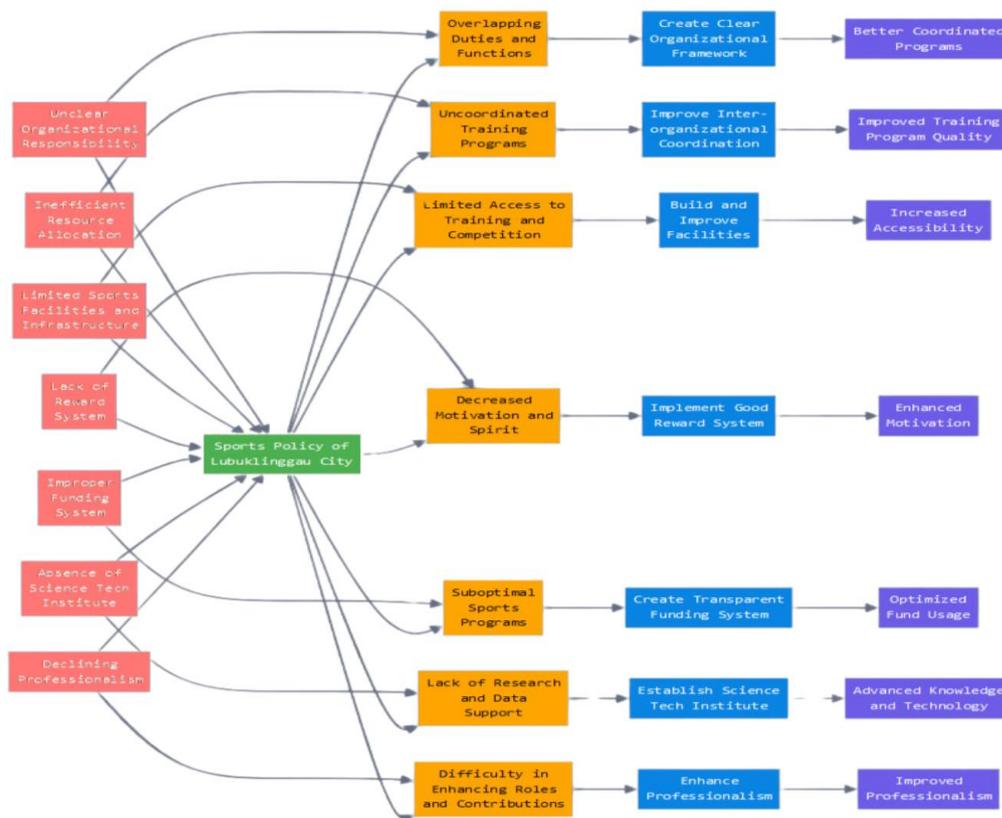
The regulation of Lubuklinggau City's sports organization aims to reach improvements in sports management through sports planning by structuring an integrated and sustainable sports coaching and development system. In addition to leading to efforts to improve achievement, the organization of sports also addresses the issue of awareness of the importance of physical activity to maintain fitness conditions that have a direct impact on the level of health and welfare of the community, the development of the scope and type of sports, and strengthening the role of sports as a means of unifying the community.

## 2. The Causal Model of Policy

The causal model in Lubuklinggau City's sports policy is a framework that explains the cause-and-effect relationship between various policy elements and expected results, including a series of actions and interventions designed to increase community participation in sports, improve athlete performance, develop and manage sports, and promote sports activities. The casual model of the policy of Lubuklinggau City's sports policy can be seen in Figure 4 below:

Figure 4.

Causal Model of Lubuklinggau Sport Policy



Source: hasil analisis penelitian, 2024

The figure above identifies the underlying causes of various problems in implementing sports in Lubuklinggau, such as unclear organizational responsibilities, inefficient resource allocation, and a lack of appreciation for sportsmen. The figure also illustrates the complexity and interconnectedness of various problems, where various factors are interconnected and influence each other. Therefore, the policy on sports is designed to solve each problem and describe the expected results.

The causal model identified in this policy provides a strong basis for understanding and addressing problems in sports policy in Lubuklinggau, in line with Birkland's principles of policy design. Where Birkland emphasizes the importance of an in-depth understanding of cause-and-effect relationships in policy design to design and evaluate effective interventions, Birkland emphasizes the importance of the causal model in policy design.

### 3. The Tools of the Policy

The policy tools include a range of instruments designed to implement the policy and achieve the set objectives. These instruments can vary from incentive to more coercive, depending on the strategy adopted by the city government. The tools of the policy of Lubuklinggau City's sports policy can be seen in table 2 below:

**Table 2.**

**Lubuklinggau Sports Policy Instrument**

Main Issues	Tools of the Policy
Lack of Clarity of Organizational Responsibilities	<ul style="list-style-type: none"> <li>- Regulation: Making Lubuklinggau City Regional Regulation on sports.</li> <li>- Education: Conduct training and socialization on the importance of coordination between the sports sector.</li> </ul>
Inefficient Resource Allocation	<ul style="list-style-type: none"> <li>- Resource Management: Allocate transparent and efficient funds for sports development.</li> <li>- Community Empowerment: Involve the community in developing and managing sports facilities.</li> </ul>
Limited Sports Facilities and Infrastructure	<ul style="list-style-type: none"> <li>- Regulation: Regulate the construction and repair of sports facilities through local regulations.</li> <li>- Community Empowerment: Involve the community in managing and maintaining sports facilities.</li> </ul>
Lack of Awards for Sportsmen	<ul style="list-style-type: none"> <li>- Incentives: Implement a better reward and appreciation system for outstanding athletes.</li> <li>- Education: Socialize with the community about the importance of appreciating the achievements of sportsmen.</li> </ul>
Improper Funding System	<ul style="list-style-type: none"> <li>- Resource Management: Create a transparent and efficient funding system for sports.</li> <li>- Inter-Party Cooperation: Cooperation with the private sector to increase sports funding.</li> </ul>
Lack of Institutions for the Development of Science and Technology and Sports Data	<ul style="list-style-type: none"> <li>- Technology and Knowledge Development: Establish a specialized institution for sports science development.</li> </ul>

Main Issues	Tools of the Policy
Decrease in Professionalism and Welfare of Sports Actors	- Education: Training to improve the professionalism and welfare of sports players.

*Source: research analysis results, 2024*

The table above describes the various policy instruments proposed to address the main problems in organizing sports in Lubuklinggau. Each instrument was selected based on identifying the fundamental problems in organizing sports in Lubuklinggau City and providing effective solutions.

#### 4. The targets of the policy

The Targets of the Policy are one of the elements of policy design to determine who will be affected by the policy. By setting clear targets, policies can be directed more effectively and efficiently to achieve the goals that have been set. By setting these targets, the government can identify groups or entities that are the main focus of the policy, such as sports organizations, athletes, local communities, and specialized institutions involved in developing sports science and technology. With a clear understanding of who the policy targets, the government can plan appropriate strategic measures to support the development of each target group and ensure efficient use of resources. This allows for effective policy implementation and a positive impact on sports development in Lubuklinggau City. The target groups of this sports policy can be seen in table 3 below:

**Table 3.**

**Lubuklinggau Sports Policy Objectives**

Target Group	Policy Target
Sports Organizations and Federations	- Increase organization and active role in sports coaching and development. - Strengthen coordination between sports sectors to avoid overlapping tasks and functions.
Athletes and Coaches	- Ensure better access to well-coordinated sports coaching programs. - Provide appropriate rewards and appreciation for achievements in various competitions.
Lubuklinggau City Community	- Improve easy and equitable access to sports facilities and infrastructure in their neighborhood. - Encourage active participation in the management and maintenance of sports facilities.
Local Government	- Increase the efficiency of sports resource management and transparency in funding. - Encourage cooperation between sectors in the development and development of sports.
Specialized Institution for Sports Science and Technology	- Become a center of knowledge and technology in the field of sports in Lubuklinggau City. - Provide relevant data and information for decision makers in sports coaching.

Target Group	Policy Target
and Data Development	
Sports Players	- Improve professionalism and welfare through training and incentives provided. - Increase participation in sports activities and improve sports performance.

*Source: research analysis results, 2024*

Based on the results of the research, it is known that there are six target groups of sports policy. These target groups were selected after consideration by conducting a study of the needs of groups that have an interest in sports in Lubuklinggau City. In addition, the selection of target groups by looking at the authority to solve problems in the field of sports.

## 5. The implementation of the policy

Policy implementation is one of the most important stages in the policy cycle, where formulated plans and decisions are transformed into concrete actions on the ground. This process allows stakeholders to translate policy visions and objectives into operational activities that can impact society. However, it is important to remember that successful policy implementation depends not only on the quality of plans and decisions but also on the design pattern of implementation.

The pattern chosen for policy implementation determines the level of discretion available to the actors involved. Discretion refers to the freedom or authority individuals or groups possess to make decisions or take certain actions. Therefore, the selection of the implementation mechanism must consider various factors, including the characteristics of the context, policy objectives, and the characteristics and preferences of the actors involved.

By recognizing the importance of discretionary patterns in policy implementation, stakeholders can choose the most suitable strategy to achieve policy objectives, considering resource availability, the actors' preferences, and the expected impact.

Table 4 presents the design of Lubuklinggau City's sports policy as seen from the implementation of the policy element, identifying policy aspects and discretionary patterns in each aspect of the policy.

**Table 4.**

**Lubuklinggau Sports Policy Implementation Design**

<b>Policy Aspects</b>	<b>Description</b>	<b>Discretion Pattern</b>
Sports Development and Guidance	This policy covers athletic coaching and development programs from amateur to professional levels.	<ul style="list-style-type: none"> <li>- Government: Policy setting, budget allocation, program monitoring and evaluation.</li> <li>- Sports Federation: Implementation of coaching, training and talent development programs.</li> <li>- Schools and Sports Clubs: Implementation of sports coaching and development programs at the local level.</li> </ul>
Sports Management	This policy deals with managing sports infrastructure and assets, including facilities and administration.	<ul style="list-style-type: none"> <li>- Government: Setting regulations and management standards, procuring funds to maintain and develop sports infrastructure.</li> <li>- National Sports Authority: Management and maintenance of sports facilities.</li> <li>- Non-Governmental Organizations: Contribution to the management and maintenance of facilities.</li> </ul>
Organizing Sports Championships	This policy covers the organization, promotion, and implementation of sports championships at national and international levels.	<ul style="list-style-type: none"> <li>- National Sports Authority: Determination of championship schedule, infrastructure preparation, and event promotion.</li> <li>- Local Government: Support in event organization, transportation and security arrangements.</li> <li>- Sports Federations: Coordination with government and facility managers for event organization.</li> </ul>
Sports Actors	This policy covers protection, development, and empowerment for sports players, including athletes, coaches, and referees.	<ul style="list-style-type: none"> <li>- National Sports Authority: Setting safety and health standards, fostering athlete welfare, and setting up support programs for sports players.</li> <li>- Sports Federations: Implement coaching and training programs and oversee athlete welfare.</li> <li>- Professional Organizations: Providing facilities and financial support to professional athletes.</li> </ul>
Sports Infrastructure and Facilities	This policy focuses on the development, maintenance, and accessibility of sports infrastructure and facilities.	<ul style="list-style-type: none"> <li>- Government: Investment in the construction and maintenance of sports facilities, regulation of quality standards, and accessibility.</li> <li>- Local Government: Provision of public space for sports facilities, such as parks and open fields.</li> <li>- Private: Investment in the construction of commercial and recreational sports facilities.</li> </ul>
Sports Funding	This policy covers sources of funding for various sports programs and activities.	<ul style="list-style-type: none"> <li>- Government: Budget allocation from APBN/APBD for sports programs and tax incentives for sports sponsors.</li> <li>- Private sector: Sponsorship, donations, investment in sports infrastructure and financial assistance programs.</li> <li>- Public: Contributions through ticket purchases and participation in fundraising events.</li> </ul>
Development of Sports Science and Technology and Sports Information	This policy aims to improve knowledge, technology and information in sports to support the improvement of	<ul style="list-style-type: none"> <li>- Government: Investment in sports research and development, funding for sports training and education programs.</li> <li>- Universities and Research Institutions: Research and development of sports technology.</li> <li>- Digital Media and Platforms: Information dissemination</li> </ul>

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athletes' quality and  
performance.

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*Source: research analysis results, 2024*

Through this mechanism, it is expected that the implementation of sports in Lubuklinggau City can be well organized. Investments in sports, such as building and improving sports facilities, improving coordination between sports organizations for synergy of training programs, and implementing a better reward and appreciation system for sportsmen, are expected to increase participation in sports and can improve community welfare. Many studies have shown that investments in sports facilities, coaching programs, and health campaigns significantly positively impact sports participation and social welfare. Data and results from implementing similar policies in other cities or countries can be a valuable reference in designing and evaluating effective sports policies in Lubuklinggau City.

## Conclusion

By using the policy design theory proposed by Birkland (2019), through analyzing the five elements of policy design, which include the goals of the policy, the causal model, the tools of the policy, the targets of the policy, the implementation of the policy, it can be concluded that the concept of sports policy design in Lubuklinggau City is by the conditions in the field and the need to improve development in the field of sports. This policy design is sociologically in accordance with the needs and aspirations of the community. In its preparation, this policy considers the existing legal framework, community needs, socio-economic dynamics, and local potential.

As for recommendations so that the sports policy can overcome existing problems, the government needs to involve the private sector, especially in increasing investment in constructing and maintaining sports facilities to ensure wider and higher quality access for the community. Data and results from similar policies in other places with similar field conditions will also be used as a reference to ensure that the policies designed can be effective and applicable.

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