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Research Paper

Green Marketing Mix Strategy in The Public Sector In Supporting the Zero Net Emissions Target (Net Zero Emissions/ENZO) 2060

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ABSTRACT: The transition toward Net Zero Emission (NZE) 2060 requires state-owned enterprises (SOEs) not merely as market players but as public policy agents capable of influencing citizens' energy behavior. However, green strategies in the public sector often fall into greenwashing sustainability claims that mask the absence of structural change. This study critically examines the green marketing mix strategy of PT Perusahaan Gas Negara (PGN) Tbk Lampung Area in supporting the clean energy transition. Using a qualitative singlecase study approach, data were collected through in-depth interviews, observation, and document analysis, analyzed with Miles and Huberman's (1994) interactive model. Findings reveal that while PGN integrates sustainability principles within its product, place, and process strategies, it remains trapped between market orientation and public service obligations. PGN's green marketing functions more as a legitimacy tool than a transformative governance instrument. The study calls for redefining public-sector green marketing—from reputational symbolism toward value-based transformation aligned with national sustainability goals.

KEYWORDS: Green marketing mix; Greenwashing; NZE 2060; Public value; Public Sector; PGN.

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I. INTRODUCTION

The transition toward low-carbon development has increasingly become a strategic national priority in Indonesia. This commitment is firmly embedded within the National Energy Policy (KEN), as stipulated in Government Regulation No. 79 of 2014, and further institutionalized through the National Energy Plan (RUEN) under Presidential Regulation No. 22 of 2017. Both policy instruments collectively chart Indonesia's strategic direction toward clean energy diversification, improved efficiency, and a gradual reduction of dependency on fossil fuels. Furthermore, the enactment of Government Regulation No. 33 of 2023 on Energy Conservation strengthens the institutional mandate for the public sector to adopt energy efficiency principles across all aspects of service delivery and operational management. Collectively, these regulatory frameworks form a solid foundation for Indonesia's national commitment to achieving Net Zero Emission (NZE) by 2060, in alignment with the regional trajectory outlined in the 7th ASEAN Energy Outlook (ASEAN Centre for Energy, 2023). Within this policy landscape, PT Perusahaan Gas Negara (PGN), as part of the Gas Subholding of PT Pertamina (Persero), occupies a strategic position in facilitating the national energy transition. PGN's operational focus on the distribution, management, and marketing of natural gas underscores its critical role as a provider of clean transitional energy that bridges Indonesia's shift from conventional fossil-based systems toward sustainable energy structures. Beyond its technical and economic functions, natural gas also serves as an instrument of efficiency and a key driver in advancing green governance and public value enhancement within the domain of public service delivery (Moore, 1995; Stoker, 2019). At the regional level, PGN Lampung Area delivers natural gas services to household (RT), small business (PK), and commercial-industrial (KI) customer segments, which represent the primary targets of Indonesia's clean energy transition initiatives. Through these efforts, PGN not only contributes to national sustainability goals but also reinforces the role of state-owned enterprises as agents of transformation in realizing energy justice and environmental stewardship across regions.

In the context of Indonesia's energy transition, PT Perusahaan Gas Negara (PGN) plays a crucial role as the primary distributor of natural gas for household, small-scale enterprise, and industrial consumers. The

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company's service coverage in the Lampung Area demonstrates the growing adoption of cleaner energy at various levels of society. Table 1 presents the realization of customer growth in 2024, illustrating the diversity of PGN's market segments and the dynamic nature of gas consumption across the year.

No	Customer Segment	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sept	Oct	Nov	Dec
1	Household	16,986	16,822	16,680	16,360	16,299	16,240	16,138	16,022	15,985	15,920	15,863	15,837
2	MSMEs (UMKM)	50	51	51	51	51	52	51	53	57	58	64	64
3	Commercial & Industrial	38	38	40	41	41	42	42	43	43	45	46	46

Table 1. Realization of PGN Lampung Area Customers in 2024

Source: PGN Lampung Area, Operational Data (2024)

The data show that the household segment dominates PGN's customer base, with more than 15,000 active users throughout the year. However, the MSME and commercial—industrial segments display a consistent upward trend, especially from August to December 2024, reflecting increased confidence in natural gas as an efficient and cleaner energy source. This empirical growth pattern reinforces PGN's strategic position in promoting sustainable energy use in regional contexts. It also highlights the importance of designing a comprehensive green marketing mix strategy that can accommodate the differing motivations of each customer segment—ranging from economic efficiency among MSMEs to social equity considerations in the household sector, and environmental compliance in the industrial sector.

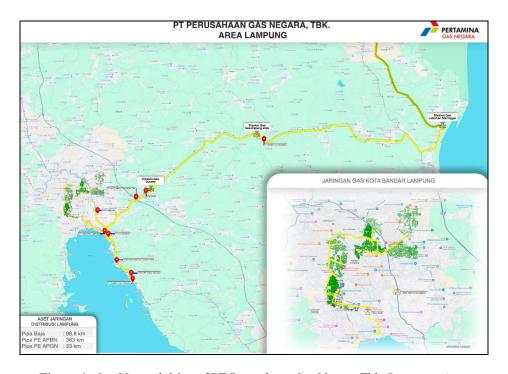


Figure 1: Gas Network Map of PT Perusahaan Gas Negara Tbk, Lampung Area

The distribution and coverage of the natural gas network in Lampung Province are illustrated in Figure 1, which depicts the gas distribution infrastructure extending from the Labuhan Maringgai Gas Station on the eastern coast to the urban pipeline network in Bandar Lampung and its surrounding areas. The main transmission line connects several strategic stations, including Sekampung Udik Gas Station, Sutami Gas Station, and Lampung SPBG, before reaching the central distribution nodes in urban zones. The total network length comprises 98.8 km of steel pipelines, 383 km of PE pipelines financed by the national budget (APBN), and 33 km of PE pipelines under the PGN investment program (APGN). Collectively, these form an integrated transmission and distribution system for clean energy that serves household (RT), small business (PK), and

industrial customers (KI). Spatially, the map demonstrates that the structure of Lampung's natural gas network functions as the backbone of the regional clean energy ecosystem, connecting key consumption points such as industrial zones, the Kedaton economic center, and densely populated residential areas in Sukarame and Wayhalim. From a public governance perspective, this network configuration represents not only a logistical strategy but also a public policy instrument grounded in energy democratization. By expanding the network to residential and small business areas, PT Perusahaan Gas Negara (PGN) implicitly fulfills its mandate of energy inclusivity, as stipulated in Chapter IV, Article 12 and Chapter V, Article 14 of Lampung Provincial Regulation No. 9 of 2019 on the Regional Energy Plan (RUED). The regulation emphasizes the equitable distribution of clean energy access through the development of city gas networks for communities and small enterprises, reinforcing the alignment between infrastructure expansion and regional energy governance objectives.

However, from a critical perspective, the concentration of natural gas distribution networks in urban areas has created an asymmetry in access to clean energy between urban and rural communities. This condition indicates that although PT Perusahaan Gas Negara (PGN) has implemented principles of efficiency and sustainability, ecological equity has not been fully achieved. This aligns with Karwot's (2023) argument that state-owned energy enterprises often face a dilemma between corporate rationality which prioritizes efficiency and profitability and public rationality, which emphasizes social justice and environmental sustainability. Consequently, the Lampung gas network map serves as empirical evidence that the implementation of the green marketing mix in the public sector cannot be separated from the geographical, political, and socio-economic contexts in which it operates. From a green marketing perspective, the existence of the natural gas network holds strategic significance. First, the "place" element within the green marketing mix functions not only as a physical distribution channel but also as a medium for constructing green legitimacy. Gas pipelines and stations thus become tangible symbols of the state's presence in delivering clean energy services to the public. Second, the expansion of the network generates additional social value, including cost efficiency, CO₂ emission reduction, and improved welfare for small-scale consumers who previously relied on liquefied petroleum gas (LPG). Nevertheless, the uneven dissemination of environmental communication about the ecological value of natural gas has led many small customers to perceive this service solely in terms of economic efficiency, rather than environmental sustainability. This condition reflects a green communication gap (Peattie & Crane, 2005) between PGN's institutional idealism and the pragmatic perceptions of its customers.

Thus, the natural gas network map of Lampung should not be viewed merely as an infrastructural representation but rather as a policy analysis instrument that reveals the interconnections among technical, administrative, and socio ecological dimensions. It signifies a paradigm shift in the role of state-owned enterprises (SOEs) from business-oriented institutions toward value-based governance actors, where success is measured not solely by profitability or technical performance but also by their contribution to achieving Net Zero Emission (NZE) 2060 and promoting equitable energy development. This phenomenon raises a critical question: to what extent has PGN's green marketing mix strategy been effective in fostering sustainability awareness among small scale customers, and how do these customers perceive clean energy policies and evaluate natural gas services within a sustainability context? To address these questions, this study employs a qualitative descriptive approach, utilizing in-depth interviews with PGN employees and small customers in the Lampung Area. The primary objective of this research is to analyze the green marketing mix strategy as a public policy instrument supporting Indonesia's national energy transition, and to evaluate its effectiveness from the perspective of small customers as the direct beneficiaries of clean energy services.

II. RESEARCH METHOD

This study employs a qualitative descriptive approach combined with an interpretive case study strategy to analyze the implementation of the green marketing mix at PT Perusahaan Gas Negara (PGN) Area Lampung in supporting Indonesia's Net Zero Emission (NZE) 2060 target. This approach was chosen to capture the meanings and lived experiences of both internal and external actors directly involved in green marketing practices. Primary data were collected through in-depth interviews with PGN employees particularly those in customer service and operational management divisions as well as with small customers, including households and micro, small, and medium enterprises (MSMEs) that utilize natural gas services. Secondary data were obtained from PGN's annual and sustainability reports (2020-2024) and from national environmental policy documents (Ministry of Environment and Forestry, 2023). Informants were selected using a purposive sampling technique, based on their direct experience with PGN's service processes and green promotion activities. Data collection involved semi-structured interviews and documentary analysis, allowing for both flexibility and depth in exploring respondents' perspectives. Data were analyzed using the interactive model developed by Miles, Huberman, and Saldaña (2014), which consists of three concurrent processes: data reduction, data display, and conclusion drawing/verification. To ensure data validity, the study employed source triangulation and interview confirmation to cross check and strengthen findings. Furthermore, interpretive reflection was conducted following the framework of Schwartz-Shea and Yanow (2012) to interpret the meanings of sustainability from both the employees' and customers' perspectives. This interpretive stance recognizes that the understanding of green marketing practices in the public sector is socially constructed and context-dependent, shaped by the interaction between institutional rationality and user experience.

III. RESULT AND DISCUSSION

The transformation of PGN Lampung Area toward a green marketing strategy signifies a crucial paradigm shift in Indonesia's public service management. The findings reveal that the implementation of the green marketing mix is not merely a business innovation, but an administrative-political strategy to construct new legitimacy for state owned enterprises (SOEs) amid increasing policy pressures on energy transition. Within the framework of the Net Zero Emission (NZE) 2060 agenda, PGN acts as a state agent bridging two major imperatives economic efficiency and ecological sustainability. This approach aligns with the Ministry of Environment and Forestry's (KLHK, 2023) vision that energy transition cannot be defined solely by technological advancement, but must also encompass behavioral and social value transformation. The study shows that PGN's green marketing mix strategy in the Lampung Area operates within the national energy policy framework as stipulated in the National Energy Policy (KEN, Government Regulation No. 79/2014) and the National Energy General Plan (RUEN, Presidential Regulation No. 22/2017). Both policies explicitly mandate the energy sector, including SOEs, to accelerate the utilization of clean energy and enhance the efficiency of natural gas consumption as a transitional energy source. In this context, PGN performs its role not only as a business entity but also as a public policy actor, translating state mandates into practical service implementation. This corresponds to Moore's (1995) concept of Creating Public Value, where the legitimacy of public organizations is derived from their contribution to national social and ecological objectives.

Additional Findings: PGN's Measurable Contributions to the NZE 2060 Agenda

Complementing the qualitative findings above, PGN's corporate sustainability reports and official infographics (Pertamina Gas Negara, 2025) demonstrate measurable progress in emission reduction and low carbon business initiatives. These quantitative data reinforce the qualitative evidence obtained from employee and customer interviews in the Lampung Area.

Tabel 2 PGN's Green Marketing Initiatives and Their Impact on NZE 2060

No	Key Initiative	Main Actions and Description	Related Green Marketing Mix Elements	Impact on NZE 2060 and Public Value
1	Carbon Emission Reduction (24,861 tCO ₂ e as of August 2025)	PGN recorded a cumulative emission reduction of 24,861 tons CO ₂ e by August 2025, surpassing its corporate target by 19.7%. This achievement was realized through operational efficiency improvements, household gas network expansion, and initial biomethane integration.	Product, Process, People	Directly supports national decarbonization, strengthens corporate environmental legitimacy, and positions PGN as an energy transition agent.
2	Three Strategic Gas- Based Programs	PGN launched three flagship programs: (1) expansion of the household gas network (jargas), (2) development of <i>beyond pipeline</i> distribution systems, and (3) the introduction of biomethane derived from organic waste.	Product, Place, Promotion	Contributes to emission reduction of 18,631 tCO ₂ e in 2025 and enhances equitable access to clean energy, particularly for small-scale customers.
3	Biomethane and Green Data Center Collaboration	PGN partnered with NeutraDC (a subsidiary of PT Telkom) to supply renewable biomethane generated from palm oil mill effluent (POME) for a Singapore-based Green Data Center.	Product, Partnership, Process	Expands PGN's low-carbon business model beyond national borders and supports regional integration of renewable energy.

Source: Adapted from Pertamina Gas Negara (2025).

PGN's emission reduction performance decreased dramatically from 598.39 thousand tons CO₂e in 2023 to 29.72 thousand tons CO₂e in 2024, and further to 24.86 thousand tons CO₂e by August 2025. This trajectory reflects the combined effects of energy efficiency, increased gas utilization among household customers, and the diversification of renewable gas initiatives such as biomethane. The consistent reduction trend demonstrates that PGN's green marketing mix specifically its emphasis on green product innovation, efficient distribution systems (green place), and human-centered sustainability communication (green people) has produced measurable environmental outcomes, not merely symbolic green claims. The integration of these quantitative achievements with qualitative interview data reveals that PGN's green marketing mix functions as both a policy instrument and a public value mechanism. While the company still faces communication gaps in promoting its sustainability mission, the empirical reduction in emissions underscores the tangible impact of its operational strategy. PGN's performance validates its role as a state-owned enterprise capable of transforming sustainability narratives into measurable contributions toward Indonesia's national Net Zero Emission 2060 commitment.

Implementation of the Green Marketing Mix (7P) Strategy in PGN Area Lampung

In the product dimension, PGN positions natural gas as a transitional product that is more environmentally friendly than conventional fossil fuels. The Junior Assistant IV of City Gas Sales, Lampung Area, emphasized, "We are not merely selling gas; we are selling a cleaner way of life." This statement illustrates PGN's institutional understanding that clean energy represents a part of its organizational identity rather than a commercial commodity. Nevertheless, interviews with small scale consumers owner Ayam Sambal Ladas reveal that this sustainability narrative has not been effectively communicated to end users. Owner Ayam Sambal Ladas explained, "We use gas because it is more efficient and profitable, not because of environmental reasons." This discrepancy of meaning demonstrates the gap between corporate idealism and public perception what Peattie and Crane (2005) describe as the green communication paradox, where organizations fail to convey environmental values into consumer awareness.

The pricing strategy for natural gas reflects the complexity of public policy aimed at balancing efficiency and social equity. For small-scale customers (PK), the gas price is perceived as fair, stable, and transparent. Consumers are only required to provide an initial security deposit (Jaminan Pembayaran) as a form of commitment to active service usage. Owner Dnoti Laundry (small-scale customer) explained, "We didn't pay for the network installation, only a small deposit at the beginning. After that, the monthly bills are fixed and transparent." This finding indicates that PGN's pricing policy is inclusive and pro-equity, supporting the expansion of access to clean energy without imposing a financial burden on low-income groups. Nevertheless, customer awareness of the environmental benefits of natural gas remains limited, as most consumers view it primarily as a cost-saving measure rather than an emission-reduction effort. In the framework proposed by Stoker (2019), this situation reflects the tension between economic rationality and ecological rationality within public sector governance that is in transition toward green governance.

The place or distribution dimension carries strategic significance within the broader context of energy decentralization. The expansion of natural gas networks in urban areas of Lampung not only enhances service efficiency but also represents a form of public value creation. Jr. Assistant IV of City Gas Customer Management and Technical Services, PGN Area Lampung (Mr Idrul) explained, "Every network expansion is not merely about business, but also a social investment." This statement underscores that PGN's distribution policy functions as an instrument of social development, aligning with Karwot's (2023) argument that state-owned energy enterprises must interpret service expansion as a mechanism for ensuring equitable access to the benefits of the energy transition.

The promotion strategy represents the most significant weakness within PGN's green marketing mix. Based on interview findings, PGN's promotional activities remain focused primarily on network safety and payment convenience rather than on environmental narratives or the Net Zero Emission (NZE) agenda. Jr. Assistant IV of City Gas Sales, PGN Area Lampung (Mrs. Diah Kenanga, 2025), acknowledged, "We currently do not have promotional materials that directly explain the linkage between natural gas and NZE." This situation reflects a public communication paradox within state owned enterprises while PGN bears the responsibility of driving the green transition, it remains constrained by a bureaucratic communication pattern that is informative rather than persuasive. Within the framework of green marketing, such a condition risks undermining PGN's green legitimacy (Suchman, 1995), as sustainability messages have not yet been capitalized as a core element of public value narration.

From the people dimension, interview findings with the Jr. Analyst of Operation and Maintenance Management (Mr. Aji Darmawan, 2025) highlight the central role of PGN employees as agents of sustainability values. Employees are not merely executing technical tasks; they also act as mediators between national energy policies and the local needs of customers. The Jr. Analyst explained, "We are the face of the company in the field if we don't believe in the green mission, the customers won't believe it either." This statement illustrates the significance of symbolic capital in cultivating public trust. It reinforces Butler and Collins's (1995) argument that, within the public sector, marketing cannot be detached from the moral credibility of organizational actors.

In the dimensions of process and physical evidence, PGN has implemented a digital service system through the PGN Mobile application to facilitate payments, service disruption reports, and customer billing monitoring. However, interview findings reveal that the application has not yet incorporated any green features or sustainability indicators, such as energy-saving reports or carbon emission reduction estimates. One small scale customer (PK), the owner of Dnoti Laundry, noted, "The app is very helpful for managing payments, but there's no information about environmental impact or emissions saved." This condition indicates that PGN's digitalization efforts remain primarily focused on administrative efficiency, rather than being fully utilized as a tool for environmental education. As Garg and Sharma (2017) emphasize, the success of green marketing in the digital era depends on an organization's ability to leverage information technology as a medium for sustainability communication and the development of green awareness. Accordingly, PGN's process and physical evidence dimensions still hold substantial potential for enhancement particularly through the

development of interactive, data-driven green features that could strengthen public engagement and contribute more substantively to achieving the Net Zero Emission (NZE) 2060 target.

Overall, the findings of this study indicate that the green marketing mix strategy implemented by PGN Area Lampung serves as a mechanism for institutional value transition and legitimacy, shifting from a public service paradigm based solely on efficiency toward a new paradigm oriented toward sustainability and public value. Interpretive analysis based on Schwartz Shea and Yanow (2012) reveals that the notion of "green" within PGN is not a homogeneous concept but rather a social negotiation arena between bureaucratic rationality and customer experience. For employees, sustainability is perceived as a moral and national mandate to support the Net Zero Emission (NZE) 2060 policy. In contrast, for small scale customers (PK), "green" is understood pragmatically as cost efficiency, convenience, and energy security. This divergence in meaning demonstrates a productive social construction process, in which sustainability values evolve through everyday interactions between the state and citizens. Referring to Yin's (2018) case study framework, the case of PGN Lampung illustrates how the green marketing mix can be transformed into a public policy instrument that integrates economic, social, and ecological dimensions. The strategy not only strengthens the company's image but also constructs a new form of social legitimacy for state-owned enterprises (SOEs) in the era of energy transition. From a governance perspective, this practice reinforces PGN's position as an institutional change agent that goes beyond corporate profitability, reaffirming its role as a carrier of national sustainability values. Critically, the effectiveness of green marketing strategies in the public sector should not be measured solely by emission reduction outcomes but by the organization's ability to articulate sustainability as a collective narrative linking the state, the market, and society while simultaneously fostering public trust, which serves as the foundation for long-term legitimacy in Indonesia's green energy governance.

IV. CONCLUSION

The green marketing mix strategy implemented by PT Perusahaan Gas Negara (PGN) Area Lampung has proven to function as a mechanism of value transition within public sector governance shifting the service paradigm from economic efficiency toward environmental susainability and public value. The application of the seven elements of the green marketing mix (7P) demonstrates that natural gas is positioned as a transitional and environmentally friendly energy source, supported by an inclusive pricing policy in which small-scale customers are only required to pay an initial deposit without installation fees, thereby promoting equitable access to clean energy. However, promotion and sustainability communication remain underdeveloped, as the current messaging emphasizes efficiency rather than environmental awareness, and the PGN Mobile application lacks green features that could serve as educational tools for customers. Interpretive analysis reveals that PGN employees perceive sustainability as both a moral and national mandate, whereas small customers interpret it pragmaticallyas cost efficiency and convenience. This dynamic of meaning indicates that sustainability in the public sector is socially constructed through continuous interaction between the state and its citizens. Critically, the effectiveness of green marketing in the public sector should not be measured solely by emission reductions or operational efficiency, but by the organization's ability to articulate sustainability as a collective narrative that strengthens social legitimacy and supports the realization of Net Zero Emission (NZE) 2060 in Indonesia.

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