

Public Policy on Green Open Space Development in Palembang City, Indonesia

Andy Alfatih, Diana D. Sartika, and Dyah H. Enh

Abstract—Act no. 26 year 2007 on spatial planning, mandates that the city must have at least 30 percent of public green open space (PGOS) of the total area. This research is related to Public Policy on Public Green Open Space Development in Palembang city, Indonesia. The method of the research is qualitative. The techniques of data collection have been in depth interview, documentation, and on the field observation. While the technique of data analysis is descriptive with some displays, such as tables, graphs, and curve. The results show that there are some policies that have been made to support the development of PGOS in Palembang city. They have been applied by each related agency. Nevertheless, some problems have arisen for the success of PGOS development in Palembang city, for examples the short of land for PGOS in urban area, the high cost of the land, lack of budget, and mal administration. As the solution of this condition, Palembang local government has encouraged private sectors to participate in green open spaces development both in terms of financing public land for park and making use their own office yards for gardens or green parks. In addition, some housing compound areas are also used for green public spaces. There are some agencies get involved in making PGOS available in Palembang city. They are Local Development Agency for the planning, Public Work Office for the construction, Housing and Settlement Service for the maintenance, Living Environment and City Cleanliness Agency for the park cleanliness, and Local Revenue Office for the parking system. The mapping for PGOS use segmentation has not been made. The mandate of the Act no. 26 year 2007 on spatial planning has not been fulfilled.

Index Terms—Public policy, green open space, development.

I. INTRODUCTION

The existence of public green open space in the middle of the frenetic life of the city becomes very important, for the realization of a comfortable, healthy and sustainable city. Urban people need comfort to lower stress levels due to the mobility of urban life. In addition, the impact of pollution and global warming has also reduced the quality of the environment to be less healthy. Uncomfortable and unhealthy cities, certainly will not support sustainability itself. Sustainable city is an important agenda for the realization of

Manuscript received August 22, 2017; revised December 12, 2017. This work was supported in part by the institute for research and community service, University of Sriwijaya.

Andy Alfatih is with Public Administration Department, Faculty of Social and Political Sciences, University of Sriwijaya, Jalan Palembang Indralaya, Km, 32, Indralaya, Ogan Ilir, South Sumatera, Indonesia (e-mail: alfatihmpa@yahoo.com).

Diana D. Sartika and Dyah H. Enh are with Sociology Department, Faculty of Social and Political Sciences, University of Sriwijaya, Jalan Palembang Indralaya, Km, 32, Indralaya, Ogan Ilir, South Sumatera, Indonesia (e-mail: diana_pswunsri@yahoo.com, dyah_enh@yahoo.co.id).

sustainable development, (Hayat, 2014). Therefore one of the strategies to achieve this is to build, develop and maintain public green open spaces in urban areas.

The Indonesian government itself has resolved, through Law No. 26 Year 2007 on spatial planning, to provide public green open space at least 30 percent of the total city area, within 20 years of planning. Palembang city as one of the metropolitan cities in Indonesia, also compete to realize the availability of this green space. Currently, public green open space in Palembang city has not been able to reach the minimum target. Therefore, this study will see how the policy of green space in Palembang city. This review is important to do in order to see what commitments, strategies and efforts are being undertaken by the local government to make this happen.

II. THEOROTICAL FRAMEWORK

A. *The Nature of Public Space*

In his book entitling policy implementation and social empowerment (translation), Alfatih (2010:2) claims “public policy is purposed to protect public interests, solve public problems, gives empowerment, as well as to bring social prosperity into reality. While, Dye in Taufiqurakhman (2014) defines public policy as “whatever governments choose to do or not to do”. From the definitions of public policy above, especially the first one, we know that public policies are made not for nothing. They are supposed to give some maximal benefits, primarily, to the people. According to Smith dalam Utomo (2014) in a developed country, like USA, as soon as a policy is made, it is implemented and the result is close to policy maker expectation. In other countries, it is different. Indeed, the societies often are devoid of all or some of these conditions.

The content of a policy must be problem solving and empowering in nature. Therefore, according to Francine Rabinovitz, et al, in Alfatih (2012), the implementation has to follow 3 principles. Namely:

- 1) Policy implementation must refer to what is said in the policy accurately
- 2) Policy implementation must be able to raise the commitment of the policy implementors
- 3) Policy implementation must be able to fulfill public's wishes. Therefore, There must be a consensus between the implementor organization and prevailing political system

In the work of Ripley and Franklin dalam Akib (2010), it is stated that a successful policy implementation has 3 parameters. They are:

- 1) The degree of compliance

- 2) The smoothness of routine functions
- 3) The achievement of the desired performance and impacts

B. Policy on Public Green Open Space (PGOS) in Palembang

Before the concept of PGOS surfaced, it was first known as the concept of public space. The concept of public spaces by Whyte in Carmona et al (2003) is the space within an area that its residents use to engage in public contact activities. According to Stephen Carr et al (1992: 19), there are three main qualities of a public space, namely responsive, democratic, and meaningful. Responsive means that the space is designed and managed by taking into account the interests of its users. Democratic means that the rights of the users of the public sphere are protected, the public space user is free to express in the space, but still has certain limitations because in the use of shared space there needs to be tolerance among space users. While meaningful includes an emotional bond between the space with the lives of its users.

Also known as open space, according to Shirvani (1985), which includes open space is the landscape, roads, sidewalk, parks, parking lots and recreation areas. In the Regulation of the Minister of Public Works No. 05 / PRT / M / 2008 on Guidelines for the Provision and Utilization of Green Open Space in Urban Areas, it is known that urban open space is divided into two: Open Green (PGOS) and Non-Green Open Space. Green Open Space is a longitudinal and / or grouped area, whose use is more open, where plants grow, whether they grow naturally or are intentionally planted. While the Non-Green open space is open space in urban areas that do not include green space, in the form of hardened land or in the form of water bodies. PGOS itself is divided into two, namely: private green open space and Public green open space. Private GOS is the GOS belongs to a particular institution or an individual whose utilization is limited to, among other things, a garden or a private / planted home / building / garden yard. While public open space is the PGOS owned and managed by local governments of cities / districts that are used for the benefit of society in general. PGOS availability of at least 20% and private space at least 10%, as an alternative to minimize environmental damage by optimizing the ecological function of the Green Open Space Open Space (PGOS Master plan of Palembang city, 2016). This study focused on public green open space, both public and private GOS because GOS is a concept as well as the focus that want to be developed by the local government of Palembang which is then poured in many policies at the local level.

III. RESEARCH METHOD

In line with the focus of the study, which will look at aspects of PGOS development policy in Palembang City, this research is designed qualitatively, (Creswell, 2016; Denzin, Norman K. Lincoln, 2011). This qualitative approach, better suited to describe how Palembang city government policies, strategies and efforts to realize the PGOS in accordance with the mandate of the law.

This research took place in Palembang City, as the capital of South Sumatra province, as well as the largest city in South Sumatra province. Palembang as a city, is currently

aggressively building and improving itself. Including building a number of green space that can be shared by the community.

Data were collected through in-depth interviews, observation and documentation. In-depth interviews in this study conducted to key informants, namely the area planning division of Local Development Agency for the planning. Public Work Office for construction, Housing and Settlement Service for the maintenance, living environment and city cleanliness Agency for the park cleanliness, and Local Revenue Office for the parking system. Observation was done by observing a number of green space in the city of Palembang. Observations included aspects of the PGOS situation and conditions, as well as documenting the situation and conditions in the form of photographs. Documentation is done by collecting secondary data relevant to the focus of the study.

Data analysis was done from the beginning of the research through the formulation of basic assumptions of research related to the literature review. Then the data obtained enter the reduction stage, then display data and withdrawal conclusion.

IV. RESULT AND DISCUSSION

In terms of the policy, there are some local governmental decisions that support the development of public green open spaces. The types of the policy are diverse. See Table I below.

TABLE I: VARIOUS POLICY ENCOURAGING PGOS DEVELOPMENT IN PALEMBANG CITY

No	The Policy	The Content	The Policy Makers
1	Regulation of the Minister of Public Works No. 05 / PRT / M / 2008	Concerning Urban PGOS Spatial Guidelines	Public Work Ministry
2	Policies related to public spaces in 2013-2018 regional middle-range development plan	Studies on strategic living environment	Regional Development Agency
3	Regional Regulation No. 15 year 2012	2012-2032 Regional Spatial Plan	Regional House of Representative
4	Regional Regulation No. 2 year 2013	Sustainable development on public green open spaces	Regional House of Representative
5	Regional Regulation No. 6 year 2007	Urban forest	Regional House of Representative
6	Palembang public green open spaces Master plan 2016	On detail Palembang Public green open spaces	Regional Development Agency

Source: Regional Development Agency, 2017

It seems that policies regulating public green open spaces and living environment are various and accomodating sustainable development. The diversity lies on the forms

ranging from those made by national government to others by local administration. They are accommodative because some function as “umbrellas” for general concerned affairs, while others regulate things in detail. It is hoped that they are well implemented.

The forms of public green open spaces have also been several in the type. Most are parks with green trees and ponds; others are shaped in plaza, fountain, and squares. The uses of public green open spaces are also miscellaneous. The data are shown as follows.

TABLE II: VARIOUS POLICY ENCOURAGING PGOS DEVELOPMENT IN PALEMBANG CITY

No	The Form	The Use	Annotation
1	Parks	Gathering, exercise, dating, vending, playing ground, and picnic	Most visitors are young people, elderly for exercise, gathering and socializing
2	Parks with ponds	Picnic, pastime, dating	The users are families and rising generation
3	Plaza	Entertainment, business, and dating	Street vendors, business man, rising generation
4	Square	Business, relax, and socializing	Some abuse for car parks
5	Fountains	Dating and relax	Busy in the afternoon and after six
6	Reserved forest	Picnic, pastime, dating	Crowded on weekends and holidays

Source: Living Environment and City Cleanliness Agency for The Park Cleanliness, 2017.

The data indicate that PGOS are used for many activities and needs and for diverse visitors. It means that they, the PGOS, significantly are popular and helpful for society. Luckily, the forms of the PGOS are farraginous that they can accommodate varied needs. It is for the reasons that – in urban area – PGOS are able to serve as media relaxation, social interaction and social gathering, and entertainment to lower down life tension which are full of rushing, mess, high tension, and full of competition.

The PGOS in Palembang city is not extremely spacious. By the type of the PGOS, the width of Palembang PGOS can be seen in the following display.

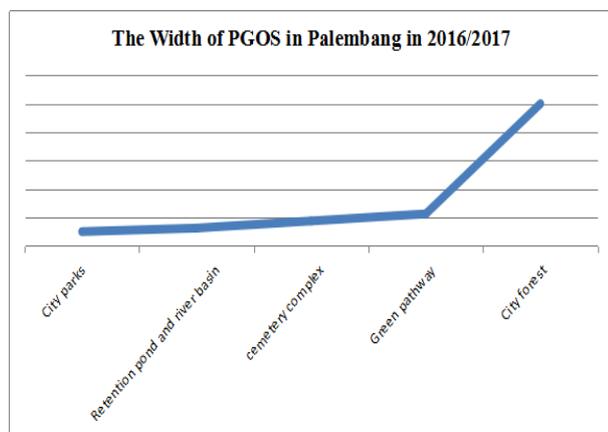


Fig. 1. The Width of PGOS in Palembang in 2016/2017

Notes :

1. City parks for PGOS is 966.330,8m²
2. Retention pond and river basin for PGOS is 1.091.749 M²
3. Cemetery complex for PGOS is 1.806.000 M²
4. Green pathway for PGOS is 2.583.308 M²
5. City forest for PGOS is 22.720.000 M²

Palembang city area is about 40.061 Ha. While – through the Fig. 1, above, it shows that the width of PGOS in Palembang city is only 2.916, 74 Ha. It means, by percentage, the area for PGOS only 7, 3 % . It does not fulfill the 30%.

There are some obstacles to follow what the policy says about the comparison between the width of a city and PGOS. The barriers vary in its nature. See Table III below:

TABLE III: THE BARRIER FOR IDEAL WIDTH OF PGOS IN PALEMBANG CITY

No	The Barrier	Remarks
1	Lack of Urban Land	PGOS is less than 30 percent. Solution is to encourage private open space
2	Short of Budget	When it comes to finance lack, developing PGOS is ignored. Budget from governments is very limited. Moreover, it is sliced for other things
3	Quality Staffs	Human resource quality is low. Most are incapable in managing PGOS
4	Poor Coordination	Sectoral egoism causes problems, such as between electricity agency and Public Works

Source: Palembang Local Development Planning Agency, 2017

TABLE IV: THE NAME AND THE LOCATION OF PGOS IN PALEMBANG CITY

No	The Names	The Location	The Use
1	Bukit Siguntang	Bukit Besar	A historical sights
2	Kambang Iwak Besak	Talang Semut	Exercise, entertainment, gathering, meeting point, street vendors
3	Benteng Kuto Besak	Musi River Side	Dating and meeting point
4	Nusa Indah Park	CBD	Abuse as parking lot
5	Monpera	Down Town	A historical sights
6	Siti Khodijah Retention Pond	Demang Lebar Daun	Fishing ground
7	Kambang Iwak Kecil	Bukit Kecil	Dating and meeting point
8	Punti Kayu Forest	Up Town	Lungs of the city and picnic
9	Polda Retention Pond	Up Town	Dating place and gathering
10	Jakabaring Stadion Park	Jakabaring	Recreation, water sport
11	OPI Lake	Jakabaring	Water recreation
12	Masjid Agung Fountain	City Centre	Photography spot, night relaxing place
13	Jakabaring Fountain	Jakabaring	Photography spot, night relaxing place
14	Pusri Park	City Fringe	Photography spot, night relaxing place
15	Pertamina Bagus Kuning Park	Musi River Side	relaxing place, and play ground
16	Pertamina Plaju Park	City Fringe	Exercise, relaxing place, and play ground

Source: Palembang city Park Agency, 2017

Palembang is partly a swamp area. In some areas, like Seberang Ulu, it is low and swampy. While others tend to be hilly and higher. It is in Seberang Ilir region. Therefore, the condition of the PGOS depends on the characteristics of the

area. Regarding the names and the locations of PGOS in the city of Palembang, see Table IV.

V. CONCLUSION

Palembang local government has made some policies to support the quality development of PGOS. The policies seem quite accomodative and detail. Nevertheless, they are not followed by sufficient resource availability and good management, so that the condition of PGOS in Palembang city is poor and misuse.

It is strongly proposed that the PGOS in Palembang city are made by thematic. It is in order to make the forms of PGOS more various and beautiful. Moreover, it is also good to make PGOS available for every segment of society, like park for elderly, for children, and youth, to accommodate diverse interests. The uses of PGOS also should strictly controlled to avoid the misuse of the PGOS rather than it should be. For example, for disguised political campaign, crime, for street vendings, etc. Those things are for the purpose of comfort, city aesthetics, and healthy life. The facilities, like praying rooms for moslems, comfortable toilets, and tools for exercise, should also be provided for maximally visitors' happiness.

REFERENCES

- [1] Hayat, "Implementasi kebijakan penataan ruang terbuka hijau," *Jurnal Ilmu Administrasi Negara*, vol. 13, no. 1, pp. 43-56, July, 2014.
- [2] Undang-Undang, No. 26 Tahun 2007 tentang Penataan Ruang.
- [3] A. Alfatih, *Program Implementation and Community Empowerment*, Unpad Press: Bandung, 2010.
- [4] Taufiqurrakhman, K. Publik, and P. T. Jawab, *Negara Kepada Negara Selaku Penyelenggara Pemerintahan*, Universitas Moestopo Beragama: Jakarta, 2014.
- [5] F. R. Utomo, "Studi deskriptif tentang faktor-faktor penyebab kegagalan program relokasi PKL di area stadion tambaksari surabaya," *Journal of Kebijakan dan Manajemen Publik*, vol. 2, no. 1, 2014.
- [6] A. Alfatih, *The Characteristic of Public Policy in Regional Autonomy Era in Indonesia*, presented in International Conference on Local Government. Khon Kaen University, Thailand, 15-16 November, 2012.
- [7] H. Akib, "Implementasi kebijakan: Apa, mengapa dan bagaimana," *Jurnal Administrasi Publik*, vol. 1, no.1, 2010.
- [8] Carmona et al., *Public Space Urban Space: The Dimension of Urban*, Architectural Press: London, 2003.
- [9] S. Carr et al., *Public Space*, Cambridge University Press: New York, 1992.
- [10] H. Shirvani, *Urban Design Process*, Van Nostrand Reinhold: New York, 1985.
- [11] Peraturan Menteri Pekerjaan Umum Nomor: 05/PRT/M/2008 tentang Pedoman Penyediaan dan Pemanfaatan Ruang Terbuka Hijau di Kawasan Perkotaan.
- [12] J. W. Creswell, *Research Design, Pendekatan Metode Kualitatif, Kuantitatif dan Campuran*, Yogyakarta: Pustaka Pelajar, 2016.
- [13] D. Norman and Y.Y. Lincoln, *Handbook of Qualitative Research*, London: Sage Publications, 2011.
- [14] Peraturan Daerah Kota Palembang Nomor 15 Tahun 2012 tentang Rencana Tata Ruang Wilayah (RTRW) Kota Palembang Tahun 2012 - 2032.
- [15] Peraturan Daerah Kota Palembang Nomor 2 Tahun 2013 tentang Pembangunan Berkelanjutan.
- [16] Peraturan Daerah Kota Palembang Nomor 6 Tahun 2007 tentang Hutan Kota.
- [17] Undang-Undang No.32 tahun 2009 tentang Perlindungan dan Pengelolaan Lingkungan dan Pengelolaan Lingkungan Hidup.
- [18] T. Penyusun, *Informasi Bidang Pertamanan Kota Palembang 2011-2012. Dinas Penerangan Jalan, Pertamanan dan Pemakaman Kota Palembang*, 2012.
- [19] T. Penyusun, *Kajian Lingkungan Hidup Strategis RPJMD Kota Palembang 2014-2019. Bappeda Kota Palembang*, 2014.
- [20] T. Penyusun, *Masterplan RTH Kota Palembang. Bappeda Pemprov Sumatera Selatan*, 2016.



Andy Alfatih was born in Musi Banyuasin, South Sumatera, on December 24, 1960. In 1989 graduated from under graduate degree in field public administration, University of Sriwijaya, South Sumatera Indonesia. Graduated in 1996 from master degree of public administration from Flinders University, South Australia, Australia. In 2010, graduated from Doctoral degree in field Public Administration, University of Padjajaran, Bandung, West Java, Indonesia.

He is a lecturer in Public Administration Department, Faculty of Social and Political Sciences and Public Administration Post Graduate Program, Sriwijaya University, Palembang City, South Sumatera, Indonesia. Published books and articles are : 1) The Effectiveness of Kambang Iwak Besak Park as A Public Space, In Palembang City, Indonesia (Scopus Journal in Advanced Science Letters. Volume 23, Number 5, May 2017, pp. 4904-4907), DOI:https://doi.org/10.1166/asl.2017.8952. 2) Research Methodology, (Teaching Modul, Faculty of Social and Political Sciences, Sriwijaya University, 2010), 3) Program Implementation and Community Development, (Bandung, Indonesia, Padjadjaran University Press, 2005). Current and previous research interests are about public policy in local government.

Dr. Alfatih active as both speaker and moderator since 2012 in Eastern Regional Organization for Public Policy Administration (EROPA). Active as both speaker and moderator since 2012 in International Conference on Local Government (ICLG). Active as both speaker and moderator since 2012 in Indonesian Association for Public Administration (IAPA). Active as speaker since 2014 in Asian Studies Association of Australia.



Indonesia.

She is a lecturer in Sociology Department, Faculty of Social and Political Sciences, Sriwijaya University, Palembang City, South Sumatera, Indonesia. Published books and articles are : 1) The Effectiveness of Kambang Iwak Besak Park as A Public Space, In Palembang City, Indonesia (Scopus Journal in Advanced Science Letters. Volume 23, Number 5, May 2017, pp. 4904-4907), DOI:https://doi.org/10.1166/asl.2017.8952. 2) Journal indexed by Google Scholar on Jurnal Sosiologi USK, Komunikasi Politik Caleg Perempuan Untuk Pemilihan Anggota Legislatif Kota Palembang. Volume 10. Nomor 2, Desember 2016. ISSN : 2252-5254. 3).Strategi Adaptasi Mantan TKW di Desa Tanjung Dayang Selatan, Indralaya Selatan, Ogan Ilir, Sumatera Selatan, Indonesia (Padang, Indonesia, Laboratorium Sosiologi, Faculty of Social and Political Sciences, Andalas University, 2016). Current and previous research interests are about Sociology, Gender and Child Studies.

Sartika active as both Regional Facilitator and Activist of Integrated Child Protection Based on Society in South Sumatera Province, Indonesia, since 2016 until now. Also active as a researcher in Centre of Gender and Child Studies, Institute for Research and Community Service, University of Sriwijaya from 2003 until now.



Dyah H. ENH was born in Blora, Central Java, Indonesia, on October, 02 1960. In 1986 graduated from under graduate degree in field Sociology, University of Gadjah Mada, Yogyakarta, Indonesia. Graduated in 2008 from the master degree of Public Administration from Sriwijaya University, South Sumatera, Indonesia.

She is a lecturer in Sociology Department, Faculty of Social and Political Sciences, Sriwijaya University, Palembang City, South Sumatera, Indonesia. She is also a former Dean on Faculty of Social and Political Sciences, Sriwijaya University, South Sumatera, Indonesia, in 2009-2013. Published books and articles are : 1) The Effectiveness of Kambang Iwak Besak Park as A Public Space, In Palembang City, Indonesia (Scopus Journal in Advanced Science Letters. Volume 23, Number 5, May 2017, pp. 4904-4907), DOI:https://doi.org/10.1166/asl.2017.8952. 2) Implementasi Nilai-nilai Pancasila dalam Mewujudkan Pembangunan Karakter Bangsa di Perguruan Tinggi, (Padang, Indonesia, Laboratorium Sosiologi, Faculty of Social and Political Sciences, Andalas University, 2016). 3) Gender dan Representasi Politik di Sumatera Selatan. (Yogyakarta, Indonesia, Faculty of Social and Political Sciences, Gadjah Mada University, 2014). Current and previous research interests are about Sociology.