

Green Open Space Governance Strategy Against City Development in East Jakarta Mayor Perspective of Law Number 26 of 2007 concerning Spatial Planning*

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Abstract:

The existence of Law Number 26 of 2007 concerning spatial planning is a shared hope, both for the local government and the community in East Jakarta Municipality. Urban problems arise due to unclear urban spatial planning, as well as inconsistencies in environmental management. The purpose of this study is to explain the importance of managing urban spatial planning as a strategy for designing and developing environmentally friendly areas in East Jakarta Municipality based on Law Number 26 of 2007 concerning Spatial Planning. The research method used is qualitative with a normative and empirical juridical approach. The results of the study found that one of the benchmarks for the application of the Green City concept is the existence of Green Open Space (RTH) in urban areas. Green Open Space in a city must meet a minimum area of 30% of the total land area, with a composition of 20% public green open space and 10% private green open space (Law No. 26 of 2007).

Keyword: Governance; Green Open Space; City Development

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A. INTRODUCTION

Indonesia is an archipelagic country consisting of many islands stretching from Sabang to Merauke which is surrounded by a vast ocean. With this, the territory of Indonesia has many cities spread across various islands. Regarding urban planning in Indonesia, it still has to get serious handling. Recently, electronic media and newspapers often report the impact of poor urban management, such as floods, congestion, air pollution, poverty, or the environment in large urban areas such as Jakarta, Bandung, Makassar and its surroundings.⁵

In general, urban problems can be put into different groups, such as: 1) The condition of the urban physical environment (urban setting) is not good, including the fast and unplanned growth rate, the attitude of life of newcomers who don't know how to live in the city yet, poor land management, inefficient, and the fact that the number of people who need a place to live keeps going up. 2) There are many problems with how urban development programs are planned and how their implementation is coordinated. It is clear that planning for development must take into account green open spaces in cities.

In relation to development and environmental issues, every development implementation requires a spatial planning for urban areas. Urban spatial planning in question is a form of urban physical planning that aims to realize the direction of urban growth. In order to regulate spatial planning and utilization throughout Indonesia, both nationally, regionally and locally, the Government issued Law Number 26 of 2007 concerning Spatial Planning which regulates the concept of spatial planning for each region in Indonesia by taking into account the environmental area of green open space.⁶

Drawing up a sustainable urban development plan is not easy. This is due to the fact that the lives of urban communities are developing more rapidly, apart from that the nature of the problems that arise are complex, while the ability of our management apparatus is still weak. 3). Urban infrastructure and facilities are still relatively limited, in addition, the available supporting facilities are often not fully utilized, for example, expertise and skills in higher education, data and information, experiences, potential sources of financing and so on. 4). Community participation (social participation) from the upper layers to the lower layers is widely developed and is still not optimal. 5). The norms of social order, law and order, and social order are often ineffective due

⁵Budihardjo, Eko.1993. Kota Berwawasan Lingkungan. Penerbit Alumni. Bandung.

⁶ Undang-Undang Nomor 26 tahun 2007 tentang Penataan Ruang.

to, among other things, the low socio-economic conditions of various city dwellers and there are parties who deliberately ignore the applicable regulations, thereby disrupting the life of the city community.

Urban problems happen because urban planning isn't clear and environmental management isn't consistent. According to Article 1 point 5 of Law Number 26 of 2007, "spatial structure" is the arrangement of the center of the settlement and a network system of infrastructure and facilities that support the social and economic activities of the community and have functional relationships that are set up in a hierarchy. This process is called "spatial planning."⁷

Then, this becomes the basis for how green spaces should be set up to make a healthy, beautiful, and comfortable urban space. Ernawi, Imam S, says that open space can be in the form of paths, such as green roads, water banks of reservoirs or lakes and riverbanks, railroads, high-voltage electricity lines/networks, and city nodes, such as garden spaces in a home, neighborhood park, city park, cemetery garden, city farm garden, and so on. Law Number 26 of 2007 on Spatial Planning says that a green open space (RTH) is a long, narrow, or clustered area where plants grow, whether they grow naturally or were planted by humans.⁸

Local governments must be able to analyze and identify indicators of increasing equitable development in all urban areas in particular. So when it is implemented, it will be easy to manage green open space as an aspect of development for urban areas in accordance with the implementation of regional autonomy, namely the authority to regulate and manage and develop their respective regions.

Environmental problems that often occur in several cities in Indonesia include the unavailability of green open spaces, air and water pollution. Even though the government has made various written regulations as well as appeals to the public regarding regulations regarding the environment in social life, why is it that the results are always not as expected. This is because policies or collective agreements are not balanced with consistent implementation and sustainable governance from the government and from actors who should be able to bring about change if they carry out their roles optimally. If analyzed, the causes of the emergence of green open space problems in urban areas are three important things, namely: (1) some areas do not have integrated planning,

⁷ Undang-Undang Nomor 26 tahun 2007 tentang Penataan Ruang Pasal 1 angka 5.

⁸ Undang-Undang Nomor 26 Tahun 2007 tentang Penataan Ruang

so that various kinds of problems arise related to urban development (2) Consistency in implementing existing regulations is also weak. For example, all governments, both central and regional, seem to be consistent when dealing with weak investors, as is the case now, suddenly green areas will be turned into malls or buildings. (3) The government lacks the ability to anticipate future problems.⁹

The current rapid development has an impact on the environment. The presence of tall and spacious buildings has eroded the existence of green open space. For example, the construction of malls, office buildings or others has cleared up the city's land because it has to support urban facilities, ranging from technological advances, industry and transportation. Even development confiscates Green Open Space which is often considered as reserve land and is not economical. Because of the misunderstanding that the height of the building is a measure of the success of a city. Whereas the taller buildings and more vehicles indicate that pollution and global warming are increasing.

To overcome the city's environmental conditions like this, it is very necessary to have green open spaces as an effort to pay attention to environmental conditions which can be done relatively cheaply, safe, healthy, and comfortable. This is because the Green Open Space which is part of the open spaces of an urban area is filled with plants, plants, and vegetation (endemic, introduced) so that they become the lungs of the city and provide oxygen reserves for the people of the city. It's not more about planning the area to be converted into a business area. The transfer of land function in question is in fact very contrary to the mandate of Law Number 26 of 2007 concerning Spatial Planning. One of the articles says that every city and town in Indonesia must have a minimum of 30 percent of green open space (RTH) in the city area. This includes 20 percent of green open spaces built by the government for the public good and 10 percent of private green open spaces that every House must make or own. By always taking care of the environment, a good development should not make it impossible for there to be green open space.

In East Jakarta Administrative City, Jakarta province, in order to comply with the provisions of Law Number 26 of 2007 concerning Spatial Planning which mandates the determination of 30% of the total area as green open space, a direct review will be carried out, whether it is appropriate or not. It is stated in the provisions of Article 3 paragraph (2) of the East Jakarta

⁹ Sitorus, Patria, & Panuju, 2010. Analisis Perubahan Penggunaan Lahan ruang terbuka hijau di Jakarta Timur. *Jurnal Lanskap Indonesia*, vol.4. (2), 2012: 28-36.

Administrative City Regional Regulation Number 12 of 2012 concerning the East Jakarta Administrative City Spatial Plan 2011-2031 that: The East Jakarta Administrative City spatial planning policy as referred to in paragraph (1), consists of: (a) determining and strengthening the roles and functions of cities in a hierarchical manner within the framework of an economic development area system and an urban development system;¹⁰ (b) Improving the quality and service coverage of the infrastructure network for settlements, transportation, telecommunications, energy and water resources that can support the improvement and distribution of public services; (c) development of productive agricultural areas to increase production yields and community welfare; (d) development of marine and fishery potential; (e) strengthening of forest functions and productivity; (f) development of environmentally friendly mining areas; (g) environmental quality management; (h) controlling, preserving and rehabilitating areas prone to natural disasters; and (i) enhancement of regional functions for national defense and security.¹¹

The efforts made run into the speed of development in the East Jakarta Administrative City, as well as a number of internal and external factors that affect it. This means that the spatial plan, in this case the implementation of green open space, can't keep up with these changes. This event is causing the City of Administration of East Jakarta, which is going through a lot of special changes right now, to have a lot of problems with space. These problems include spatial structure patterns, environmental damage, and the lack of green open spaces, all of which will hurt the region's ability to compete in the global market in the future.

The various external and internal factors referred to include the expansion of the sub-district area, changes in the structure and pattern of spatial use, as well as various other factors that affect the powerlessness of the spatial plan that has been prepared. The product of this plan must be maintained through spatial instruments through governance such as space utilization permits, so that the utilization of space is in accordance with the plan, for example green open space in an area must fulfill 30% of its area by increasing development by taking into account environmental conditions. Control of space utilization is also an important element of a planning result. Green open space includes several things that must exist in the urban area of an

¹⁰ Sitorus, Patria, & Panuju, 2010. Analisis Perubahan Penggunaan Lahan ruang terbuka hijau di Jakarta Timur. *Jurnal Lanskap Indonesia*, vol.4. (2), 2012: 28-36.

¹¹ Pasal 3 ayat (2) Peraturan Daerah Kota Administrasi Jakarta Timur Nomor 12 Tahun 2012 Tentang Rencana Tata Ruang Kota Administrasi Jakarta Timur Tahun 2011 – 2031.

area so that it can be an indicator of supporting the development of an urban area.¹²

Based on the phenomena mentioned above, the authors are interested in studying further about the implementation in the field and the dynamics that occur related to this problem. Therefore, the author focuses on research on how important it is to manage green open space as a strategy for designing and developing environmentally friendly areas in the East Jakarta Administrative City based on Law Number 26 of 2007 concerning Spatial Planning?

B. METHODS

In this study the author uses a qualitative method, with an empirical normative approach. The research material uses primary data sources obtained from field observations, Law Number 26 of 2007 concerning Spatial Planning, and legislation related to spatial planning. Secondary data includes books, journals, or previous research that is relevant to the author's research. Tertiary data of the Big Indonesian Language Dictionary (KBBI), magazines, newspapers and so on. The data were analyzed using a descriptive method, namely by using a method of collecting, compiling, and interpreting existing data, then analyzing the data, researching it, describing and examining more clearly the various factors related to the phenomenon being investigated.

C. RESULTS AND DISCUSSION

1. East Jakarta Administration

East Jakarta is a city that has the largest administrative area of Jakarta, which is 188.03 km². The center of the East Jakarta Administrative City government is in Cakung which has 10 sub-districts and 65 urban villages. Not only as a city with the largest area, East Jakarta also has the highest population with 2,843,816 inhabitants. With a population density based on an area of 188.03 people/km².¹³

a. Population and Employment

The population in the East Jakarta City area based on the 2016 population projection is 2,843,816 people, consisting of 80,068 male residents and 83,828 female residents. Compared to the projected population in 2015, the population in the East Jakarta City Region grew by 1.72 percent with each male

¹² Sumantri, Hermawan. 2004. *Hukum Tata Ruang Perkotaan*. Bandung: PT Alumni.

¹³ <https://gres.web.id/peta-jakarta/>

population growth percentage of 1.86 percent and the female population growing by 1.58 percent. Meanwhile, the sex ratio in 2016 was 95.51 for the male population. The population density in the East Jakarta City Area in 2016 reached 173 people/km² with an average number of residents per house. The population density in 8 sub-districts is quite diverse. The highest population is Ciracas District with a density of 1,616 people/km² and the lowest is 20 people/Km². Meanwhile, the number of houses grew by 2.18 percent from 2015.

b. Results of the National Labor Force Survey (Sakernas) August 2016

In the East Jakarta City Area, there are 75,023 residents who fall into the labor force category. 5.51 percent of them are unemployed. This unemployment rate has increased when compared to the Open Unemployment Rate (TPT) in 2015 which was only 2.06 percent. The Labor Force Participation Rate (TPAK) in the East Jakarta City Region in 2016 was 67.73 percent, meaning that it has increased by 0.27 percent compared to 2014 which was 67.46 percent. Development of LFPR and TPT in the City of East Jakarta Based on employment, of the 70,890 working population, around 43 percent work in the agricultural sector. Other sectors that have a fairly large role in the absorption of labor include the service sector (23 percent) and trade (12 percent). Based on the main employment status of the 70,890 working population, around 28 percent work as laborers/employees, 23 percent of which are entrepreneurs assisted by temporary/unpaid workers.

c. Social Condition

Development in the field of education to educate the nation's life. Human Resource Development (HR) of an area will determine the character of economic and social development, because humans are active actors in all these activities. From year to year the participation of the entire community in the world of education is increasing, this is related to various educational programs launched by the government to further increase people's opportunities to receive education.

Until 2016 in East Jakarta City there were 196 units of SD/MI, 56 units of SLTP/MTs, and 35 units of SLTA/equivalent. Meanwhile, the number of teaching staff for the SD/MI level is 2,473 teachers, the SLTP/MTs level is 994 teachers, and the SLTA/equivalent level is 893 teachers. The number of SD/MI

students is 25,530 people, SLTP/MTs are 9,516 people, and for SLTA/equivalent as many as 9,133 people.

2. Basic Pattern (POLDAS) for East Jakarta Administrative City Development

East Jakarta City is one of the cities in the East Jakarta Administrative City, which was formerly part of the East Jakarta Administrative City. The area of East Jakarta City is recorded at 947.84 km² with a total of 8 sub-districts, namely Ciracas, Cipayung, Cipinang, and Cibubur Districts.¹⁴ To accelerate the development of the East Jakarta City area, this area is divided into 2 (two) Development Sub-Areas (SWP), small sub-regions, and the development of East Jakarta City based on a regional development approach followed by certain commodity development programs, Sub-regional Division Development (SWP).

The Southern Development Sub Region covers the Ciracas, Cipayung and Cibubur sub-districts, the southern part to Kalimalang with the development center in the Cipinang District (East Jakarta City) in the form of (poultry), small and household industries, trade, and transportation.

The northern part of the development sub-region includes the northern part of the Cipinang District and the Cipayung District with the development center in the Ciracas District. Potential business fields to be developed are trade, business, and offices. In addition, in the regional development plan resulting from the preparation of the East Jakarta City Spatial General Plan (RUTRK), namely:

Partial development area (WPP) with development center in East Jakarta City, most of which is East Jakarta City. Development Area Unit (SWP) with development centers as follows: SKP A, development center in East Jakarta City with areas of influence are Cipayung District and Ciracas District. SKP B, the center of development in East Jakarta City with its area of influence is Cipayung District. SKP C, a development center in East Jakarta City with its area of influence covering Ciracas District and part of Pasar Rebo District. East Jakarta City Government which is described in the regional structuring program through development programs. The development of various forms of regional development programs (propeda) for the next five years in order to achieve the targets and implementation is pursued by several program policies

¹⁴ Sitorus, Patria, & Panuju, 2010. Analisis Perubahan Penggunaan Lahan ruang terbuka hijau di Jakarta Timur. *Jurnal Lanskap Indonesia*, vol.4. (2), 2012: 28-36.

including: 1). Spatial planning and control program; 2). Program to improve village and remote area development; 3). Urban development program; 4). Housing and infrastructure development programs as well as settlement facilities; 5). Border area development program; 6). Land management program.

3. East Jakarta City Administration Spatial Planning Policy

Considering the condition of the East Jakarta City area as an area with an elongated landscape and natural constraints on development, it will greatly affect the centralization of current and future service centers that need to be optimized. Therefore, the development of the land transportation system plays an important role in shaping and interconnecting sub-regions in regional development. Regional development in accordance with the hierarchy is in the Ciracas District area as a city with the first order being directed as a regional and local service center. This is also supported by other sub-districts as a follow-up order for a smaller scope of service. Based on the development strategy, area criteria and environmental carrying capacity, the East Jakarta City area development strategy is formulated as follows:

- a. Development of agro-industrial areas in Cipinang and Cibubur sub-districts.
- b. Development of Group C mining area in Cibubur.
- c. Development of the development and settlement center area in Cipinang District as well as the center of the sub-district capital and settlement centers in all villages and sub-districts in East Jakarta City.
- d. Development of inland fishery areas in Ciracas and Cibubur sub-districts located along the Jakarta bay coastal corridor, as well as other sub-districts. Meanwhile, the development of aquaculture is directed at all sub-districts because in general it is a coastal area of Jakarta Bay.
- e. Development of marine and boat industrial areas in Johar Baru District, especially at Pantai Indah Kapuk.

4. Green open space

Green open space is an elongated area/lane and/or clustered, whose use is more open, where plants grow, both those that grow naturally or those that are intentionally planted. The proportion of 30 (thirty) percent is a minimum measure to ensure the balance of the city's ecosystem, both in fulfilling healthy

green open spaces for the people they live in, and at the same time increasing the aesthetic value of the city. To further increase the function and proportion of green open spaces in cities, the government, the public, and the private sector are encouraged to plant plants on top of their buildings.

The form of green open space in urban areas has various versions depending on the source of applicable regulations, including according to a document entitled "Green Open Space as an Element that Forms a Park City", in 2005 issued by the Director General of Spatial Planning, it is stated that green open space consists of:¹⁵ 1) Private Open Space; home yard, office yard, school yard, place of worship yard, hospital yard, hotel yard, industrial area, station, airport, and urban agriculture. 2) public open space; recreation parks, parks/sports fields, city parks, public cemetery parks, green lines (road borders, rivers, railroads, SUTET), and urban forests (conservation HK, tourism HK, industrial HK).¹⁶

According to the Spatial Planning Law number 26 of 2007 article 29, it is stated that green open space is divided into public green open space and private green open space. Public green open space is a green open space owned and managed by the local government of the city that is used for the benefit of the community in general. Which includes public green open spaces, among others, are city parks, public cemetery parks, and green lanes along roads, rivers, and beaches. Meanwhile, private green open space includes, among others, gardens or courtyards of houses/buildings belonging to the public/private sector which are planted with plants.¹⁷

According to the Regulation of the Minister of Home Affairs number 1 of 2007 Article 6 regarding the Arrangement of Green Open Spaces in Urban Areas, what is included in the green open spaces include:¹⁸ a) City park, b) Natural tourism park, c) Recreational park, d) Residential and residential neighborhood park, e) Office and commercial building environment park, f) Grand forest park, g) Urban forest, h) Protected forest, i) Natural landscapes such as mountains, hills, slopes and valleys, j) Nature reserves, k) Botanical gardens, l) Zoos, m) Public cemeteries, n) Sports fields, o) Ceremonial grounds, p) Open parking, q) Urban agricultural land, r) Lines under high tension (SUTT and SUTET), s) Borders of rivers, beaches, buildings, lakes and swamps, t) Road

¹⁵ "Ruang Terbuka Hijau sebagai Unsur Pembentuk Kota Taman", tahun 2005 yang dikeluarkan oleh Dirjen Penataan Ruang.

¹⁶ Sumantri, Hermawan. 2004. Hukum Tata Ruang Perkotaan. Bandung: PT Alumni.

¹⁷ Undang-undang Penataan Ruang nomor 26 Tahun 2007 pasal 29.

¹⁸ Peraturan Menteri Dalam Negeri nomor 1 Tahun 2007 Pasal 6.

safety lines, road medians, railroads, gas pipelines and pedestrians, u) Areas and green line, v) Airfield buffer zone; and w) Roof garden.

Open space includes the notion of green open space (RTH) and other open spaces in the form of areas without buildings between built areas. Open space acts as a balance between the built area and the open area. From developed areas, industrial activities will cause exhaust gas emissions and human concentration in a place that exceeds the carrying capacity of the environment, causing air pollution that has a negative impact on human life. These impacts include respiratory problems, lung cancer triggers, decreased children's intelligence, and heart disease.

5. The Urgency of Green Open Space

Green open space as a physical element of the city, is very important for environmental and recreational functions. However, some people in the city think that the economic value of urban green open space is not useful from an economic point of view, because green open space is considered a public good without market prices. Meanwhile, as an ecological element, the city can provide environmental stability for the city community.

City green open space is very beneficial for most urban communities. Sometimes, it is possible that the community does not know the natural location that can be utilized. Urban people usually support nature conservation in general in cities, but they do not have a clear planning picture of whether urban green open spaces are included. They are mostly users who do not intensively maintain the green open space of the city.¹⁹

The role of green open space is to provide free air to overcome these impacts which are not only needed in urban areas, but also for dense rural settlements. Its functions are as follows: a). Creating a healthy air environment, among others, serves as city ventilation and reduces air pollutants; b). Providing space for living comforts (amenity), such as a place to relax, social interaction and sports; c). Environmental aesthetic advocate.

6. Overview of the Urgency of Green Open Space Management

Urban management can be described as a set of activities that together shape and direct the social, physical and economic development of the city. The

¹⁹ Sumantri, Hermawan. 2004. *Hukum Tata Ruang Perkotaan*. Bandung: PT Alumni.

management of green open spaces will have an effect on changes in quality and quantity, as evidence that it is not easy to improve urban institutional strategies to realize the main objectives in implementing the management of urban green open spaces. The implementation and management of green open space is an important indicator in the process of maximizing environmentally friendly urban areas.

Regulation of the Minister of Public Works Number: 05/Prt/M/2008 concerning guidelines for the provision and utilization of green open space in urban areas, namely:²⁰

- 1) That the quantity and quality of public open space, especially Green Open Space (RTH) is currently experiencing a very significant decline and has resulted in a decrease in the quality of the urban environment which has an impact on various aspects of urban life, including frequent floods, increased air pollution, and decreased community productivity due to limited space available for social interaction;
- 2) Whereas Law Number 26 of 2007 concerning Spatial Planning provides the basis for regulating green open spaces in the context of realizing safe, comfortable, productive, and sustainable urban areas.
- 3) Whereas in the context of implementing Law Number 26 of 2007 concerning Spatial Planning, it is necessary to have Guidelines for the Provision and Utilization of Green Open Spaces in Urban Areas.

To feel the benefits of green open space, of course, governance must be carried out in all green open spaces in urban areas, this is intended to:

- a) Provide a reference that makes it easier for stakeholders, both city governments, planners and related parties, in planning, designing, developing, and managing green open spaces.
- b) Provide practical guidance for green open space stakeholders in the preparation of plans and designs for the development and management of green open spaces.
- c) Provide public campaign material about the importance of green open space for the lives of urban communities.

²⁰ Peraturan Menteri Pekerjaan Umum Nomor : 05/Prt/M/2008 tentang pedoman Penyediaan dan pemanfaatan ruang terbuka hijau di kawasan perkotaan.

- d) Provide the widest possible information to the community and related parties about the need for green open space as forming a comfortable space for activities and residence.

The objectives of the Provision and Utilization of Green Open Spaces in Urban Areas are to: (a) maintain the availability of land as water catchment areas (b) create urban planological aspects through a balance between the natural environment and the built environment that is useful for the benefit of the community (c) improve the harmony of the urban environment as a means of securing the urban environment that is safe, comfortable, fresh, beautiful, and clean.

Urban planning is the activity of planning a particular environment that is wider than land or physical planning, because it considers all physical, land use, economic, political, administrative and social factors that affect the city area. The discussion on city and regional management explains the forum for implementing management and how the rules of the game play in their duties and authorities. There are several aspects in the management of green open space, namely as follows:

First; Planning.

Levy (1998) suggests that there are three theoretical approaches to planning (theory of planning) that can be chosen in carrying out the urban and regional planning process, namely as follows.²¹

a). The rational comprehensive model. This rational model approach now includes the orthodox/ancient model. This model departs from the assumption that it has complete and accurate information and is supported by humans who think and act rationally. With these assumptions, all dimensions of the problem are known and alternative solutions can be arranged rationally.

b). Disjointed incrementalism = muddling through. This model is aimed at systems that are pluralistic and utilitarian. Planning thinking is done in increments (gradual changes) with reference to past planning. It is hoped that planners because of their ability and direct experience can formulate possible changes to past plans or policies by adding or refining them into the most recent plans or policies.

c). Mixed scanning. It is a middle ground model introduced by Amitai Etzioni in 1968, which utilizes the advantages of the rational model and the

²¹ Sumantri, Hermawan. 2004. Hukum Tata Ruang Perkotaan. Bandung: PT Alumni.

incremental model. This model is more widely used by planners because it is considered more flexible to use and more efficient in dealing with complex problems.

In the context of management, the planning in question includes the selection of goals and actions for their achievement which must be carried out early, as referred to in management science, planning is the earliest part of other management functions. It also requires rational decision making. Urban planning should be seen as part of the urban management planning function. It is necessary to compare plans with results, and to take corrective actions in order to achieve results, thus planning and controlling functions cannot be separated. There are four main management planning elements that affect the open space of the city, namely, physical elements, ecology, participation and transparency/openness.

Second; Institutional

In order to provide integration facilities for urban planning and strategic management into the administrative framework, a city management agency is needed that can see and identify various alternative options for appropriate facilities. In order to minimize the impact/on the existing operating structure, then one option is that most of the procurement must establish a city planning strategy.

6. The Role of the Government Regarding RTH (Green Open Space)

In the arrangement and management of green open space, there are many parties who have an interest in it, namely the government and the community. The government in this case is a policy maker and provides facilities in the development of various forms of green open space. Efforts to implement good governance, Law Number 32 of 2004 concerning Regional Government is one of the instruments that reflects the government's desire to implement good governance in the administration of regional government.²² This can be seen from the indicators of law enforcement efforts, transparency and participation creation. In terms of law enforcement, Law Number 32 of 2004 has clearly regulated legal remedies for regional government administrators who are indicated to have committed irregularities.²³

²² Undang-undang Nomor 32 tahun 2004 tentang Pemerintahan Daerah.

²³ Undang-undang Nomor 32 Tahun 2004.

From the government administration system, there are at least 7 elements of government administration that support each other depending on synergizing with each other, namely: a) Government Affairs, b) Institutional 3 Personnel, c) Finance, d) Representatives, e) Public Services, f) Supervision.

The arrangement and management of green open spaces must pay attention to the very important role of the government, this is related to the planning, provision, and management of green open spaces. The East Jakarta City Government, as the policy maker, has stipulated the East Jakarta City Regional Regulation Law No. 12 of 2012 concerning the 2011-2042 East Jakarta City Spatial Plan.²⁴ The regulation contains green open space about how important it is to manage the design and development strategy of an environmentally friendly area of East Jakarta City in the future. The regulation also refers to Law Number 26 of 2007 concerning Spatial Planning. The implementation of the regulation is a task and function that must be carried out by the executive agency, in this case the East Jakarta City Government.²⁵

Law Number 23 of 2014 concerning Regional Government explains that the allocation of tasks, functions, responsibilities, and management authority is by local governments. The government has a great influence to play a role in this spatial and regional arrangement regarding green open space in urban areas so that the realization of environmentally sound development. The provision and procurement of green open space is a solution so that urban areas in addition to developing from physical development carried out such as building construction, are also urban spatial planning that have aesthetics, as well as the realization of a beautiful and leafy urban area.

Environmental problems that often occur in several cities in Indonesia include the unavailability of green open spaces, air and water pollution. Although the government has made various written regulations as well as appeals to the public regarding regulations regarding the environment in social life, but if the city dwellers are not involved in the planning and development process of their city, they are not given the opportunity to act actively in giving personal or group stamps to their environment. If we get the opportunity to help, add, change, improve the environment, we will get city people who are apathetic, indifferent and maybe aggressive. So for the initial step that must be done, it is necessary to know the governance that is carried out regarding open space. Problems that are often encountered in managing green open spaces are;

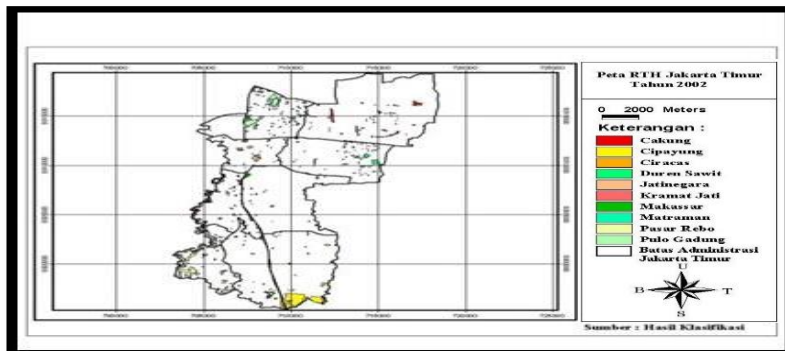
²⁴ Undang-undang Nomor 12 Tahun 2012 tentang Rencana Tata Ruang Wilayah Kota Jakarta Timur Tahun 2011-2042.

²⁵ Undang-Undang Nomor 26 Tahun 2007 tentang Penataan Ruang.

administrative, technical development planning, human resources, as well as social and environmental conditions. The main study is an on-site inspection whether the mandate of Law No. 26 of 2007 on spatial planning is already available and exists as intended, namely the fulfillment of 30% of urban areas as green open space areas.²⁶ So it is reviewed how the governance carried out by the East Jakarta city government regarding green open spaces in realizing equitable development so far so that these various problems cannot be overcome, or why green open spaces in East Jakarta City do not function optimally.

7. East Jakarta City Green Open Space Analysis

East Jakarta consists of ten sub-districts, namely: Cakung, Makassar, Kramat Jati, Cipayung, Jatinegara, Pasar Rebo, Ciracas, Duren Sawit, Matraman, and Pulogadung sub-districts. The rapid development of DKI Jakarta has an impact on the development of the East Jakarta area.²⁷ One of these developments has an impact on changes in green open space in several sub-districts. Table 1 presents the dynamics of the area and the increase or decrease in green open space for each sub-district in East Jakarta. Figure 1 shows the map of green open space per sub-district in East Jakarta in 2002 and 2007.²⁸



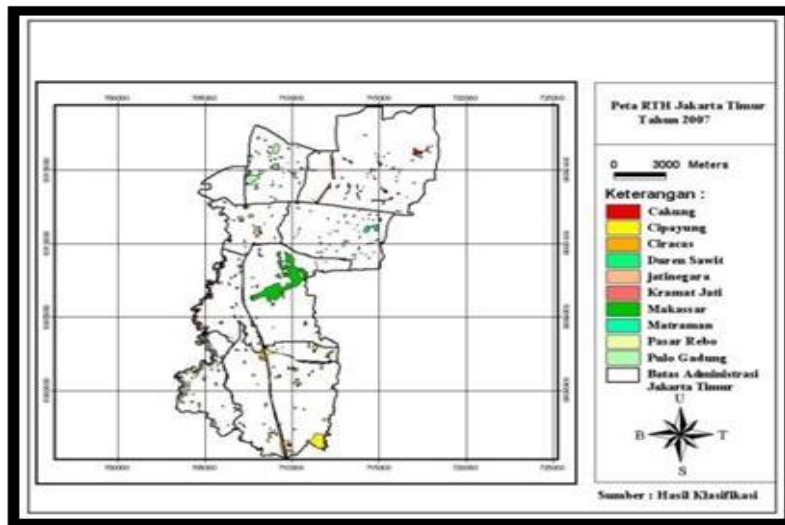
Map 1 RTH East Jakarta Year 2002

²⁶ Undang undang Nomor 26 Tahun 2007 tentang penataan ruang.

²⁷ Sitorus, Patria, & Panuju, 2010. Analisis Perubahan Penggunaan Lahan ruang terbuka hijau di Jakarta Timur. *Jurnal Lanskap Indonesia*, vol.4. (2), 2012: 28-36.

²⁸ Suyanto, Bagong dan sutinah. 2011. *Metode Penelitian Sosial Berbagai Alternatif Pendekatan*. Edisi Revisi, Jakarta: Kencana.

Green Open Space Governance Strategy Against City Development in East Jakarta Mayor Perspective of Law Number 26 of 2007 concerning Spatial Planning



Map 2 of East Jakarta Green Open Space in 2007

Subdistrict (+/-)	RTH 2002		RTH 2007		
	(ha)	%	(ha)	%	
Cipayung	172,9	20,82	159,1	15,06	- 13,8
Ciracas	6,2	0,75	80,0	7,57	+ 73,8
Duren Sawit	52,1	6,27	45,2	4,28	- 6,9
Jatinegara	39,5	4,76	42,2	3,99	+ 2,7
Kramat Jati	7,0	0,84	90,3	8,55	+ 83,3
Makasar	17,7	2,13	309,0	29,24	+ 291,3
Matraman	0,1	0,01	1,4	0,13	+ 1,3
Pasar Rebo	182,6	21,98	128,5	12,16	- 54,1
Pulo Gadung	162,7	19,59	106,4	10,07	- 56,3
Jumlah	830,6	100	1.056,7	100	+ 226,1

Table 1 Area of Green Open Space in 2002-2007

The vacant land is quite large which is used as the location of green open space, while the Pulo Gadung sub-district experienced the largest decrease in green open space due to the process of changing functions into housing and industry.²⁹

²⁹ Sitorus, Patria, & Panuju, 2010. Analisis Perubahan Penggunaan Lahan ruang terbuka hijau di Jakarta Timur. *Jurnal Lanskap Indonesia*, vol.4. (2), 2012: 28-36.

TYPE OF RTH	MUNICIPALITY	TOTAL RTH	AREA OF RTH
City Park	East Jakarta	0	0
Environmental Park	East Jakarta	423	3615932
Public Building Park	East Jakarta	5	45002.67
Recreational park	East Jakarta	0	0
Interactive Park	East Jakarta	29	86971.48
Former Gas Station Refunction Park	East Jakarta	3	4123
TM.General Cemetery	East Jakarta	28	1710876
Green Line Road	East Jakarta	3	11500
Perfect Green Path	East Jakarta	7	13955.44
Waterfront Green Trail	East Jakarta	2	403272.9
Pedestrian Path	East Jakarta	0	0
			5891633
			589.16 ha

Table 2 Area of Green Open Space in 2017

Seen from table 2, there is a decrease in the area of Green Open Space. The area of green open space in 2007 was 1056.7 ha, while in 2017 it was 589.16 ha. The DKI Jakarta Regional Government targets East Jakarta's green open space area of 3,122.4 ha. The administrative area of East Jakarta City is 18,800 ha. So the percentage of Green Open Space is only 16.60%.

One of the benchmarks for the application of the Green City concept is the existence of Green Open Space (RTH) in urban areas. Green Open Space in a city must meet a minimum area of 30% of the total land area with a composition of 20% public green open space and 10% private green open space (Law No. 26 of 2007).

The allocation of 30% of green open space is stipulated in the Regional Regulation concerning the City RTRW and Regency RTRW. This proportion aims to ensure the balance of the city's ecosystem, both the balance of the hydrological system and the balance of the microclimate, as well as other ecological systems that can increase the availability of clean air needed by the community, open space for public activities and can increase the aesthetic value of the city. Meanwhile, East Jakarta's Green Open Space is still below the standard, which is 16.60%.

8. Strategies that can be taken to achieve 30% green open space, including:³⁰

First; Define areas that should not be built. In the Regional Spatial Plan (RTRW), the protected areas include wildlife habitats, areas with high biodiversity, inundation areas and water retention, landslide-prone areas, riverbanks and shores as ecological safeguards, and areas that have high view value.

Second; Building new green lands, expanding Green Open Spaces through land purchases. The government as the authority holder in a city can carry out a land acquisition strategy that aims to increase the development of environmental parks, city parks, cemetery parks, sports fields, urban forests, botanical gardens, mangrove forests and artificial lakes.

Third; Develop city green space corridors. The city green space corridor is an urban park connector that connects green open spaces (RTH) to one another in every city. Corridors are created by planting large trees along potential green spaces such as pedestrians, river borders, the banks of water bodies and reservoirs, railroad borders and can be used as motorized vehicle transportation and eco-friendly city tourism routes.

Fourth; Acquired a private Green Open Space (RTH), making it part of the city's Green Open Space (RTH). The acquisition was carried out by applying the Green Basic Coefficient (KDH) on private land owned by the community and the private sector in the management of local government Building Permits (IMB).

Fifth; Improving the quality of the city's green open space (RTH) through the refunction of the existing green open space (RTH). Optimizing the ecological function of the existing Green Open Space (RTH) through revitalizing mangrove forest areas, lakes and reservoirs as water catchment areas and planting grass in hardened residential neighborhoods.

Sixth; Greening the building (green roof/green wall). The limitation of land to be able to develop green areas can be overcome by utilizing built-up spaces through planting plants on the roof or walls of the building.

Seventh; Develop green policies. The Regional Government and DPRD as a legislative function encourage the preparation and stipulation of regional

³⁰ Zahnd, Markus.1999. Perancangan Kota Secara Terpadu: Teori Perancangan Kota dan Penerapannya, Semarang: Kanisius.

regulations related to Green Open Space (RTH) and the Green Open Space Master Plan (RTH) so that the green open space development planning (RTH) has legal force.

Eighth; Empowering green communities. Active community participation in green communities is empowered through the creation of green community mapping, preparation of action plans, and the institutional role of green communities.

D. CONCLUSIONS

One of the benchmarks for the application of the Green City concept is the existence of Green Open Space (RTH) in urban areas. Green Open Space in a city must meet a minimum area of 30% of the total land area with a composition of 20% public green open space and 10% private green open space (Law No. 26 of 2007). The allocation of 30% of green open space is stipulated in the Regional Regulation on City Spatial Planning (RTRW) and Regency Spatial Planning (RTRW). This proportion aims to ensure the balance of the city's ecosystem, both the balance of the hydrological system and the balance of the microclimate, as well as other ecological systems that can increase the availability of clean air needed by the community, open space for public activities and can increase the aesthetic value of the city. Meanwhile, East Jakarta's Green Open Space is still below the standard, which is 16.60%.

Strategies that can be taken to achieve 30% Green Open Space (RTH), include: 1) Establishing areas that should not be built, 2) Building new green areas, expanding Green Open Spaces through land purchases, 3) Developing urban green space corridors, 4) Acquire private green open space (RTH), make it part of city green open space (RTH), 5) improve the quality of city green open space (RTH) through refunctioning existing green open space (RTH), 6) green building (green roof / green wall), 7) Develop green policies, 8) Empower green communities.

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