

Development Planning for Reclamation of Godbless Park Beach as A Public Space in Manado City

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Abstract

This research aimed to describe and analyse the development planning of the Godbless Park Beach Reclamation Area as a Public Space in Manado City. This qualitative research is descriptive analysis and the data collection techniques are semi-structured interviews and documentation study. Then, they were analysed using interactive model. It was found that the development planning process of the Reclamation Area of Godbless Park Beach as a Public Space in Manado City has not been structured systematically, comprehensively and sustainably. This is due to various obstacles, namely overlapping regulations, the implementation of goals and targets that are not as expected, inappropriate setting of locations and times, lack of fund allocation, and human resources that are not in accordance with their respective basic tasks and functions. In addition, the construction of the Reclamation Area of Godbless Park Beach as a Public Space has not had a positive impact on the surrounding environment in Manado City.

Keywords: Planning, Development, Beach Reclamation, Public Space.

INTRODUCTION

The government has stipulated sustainable development as the basis for national development as stated in the 1945 Constitution, Environmental Law and Spatial Planning Law. In line with the implementation of sustainable development, the government issued Presidential Regulation No. 59 of 2017, which regulates the implementation of the achievement of sustainable development goals with Indonesia's joining the United Nations (UN), which plays an active role in targeting sustainable development goals, currently known as Agenda for Sustainable Development (SDG's). One of the SDG's goals is to create inclusive, safe, resilient and sustainable cities while one of its targets is to provide universal access to green open space (GOS) and public spaces that are safe, inclusive and accessible.

Public space is a place that aims for public use and can be enjoyed free of charge without taking any profits of its use because it is government-owned and can be accessed by the public; for example: roads, city parks, pedestrian walkways, city forests, playgrounds, sports fields and other public facilities. Public space is also a vital part of urban spatial planning. Public space can be categorized as Green Open Space (GOS). In

urban areas, Public GOS is one part of urban spatial planning that has many benefits for the people. The benefits of Public GOS are, such as, keeping and maintaining the quality of the environment and making the value of a tourist icon (landmark) of a city. Public GOS also aims to maintain the availability of land as a water infiltration area, creating urban planological aspects through the balance between the natural environment and the built environment that is useful for the benefit of the people and increases the harmony of the urban environment that is safe, comfortable, fresh, beautiful and clean [1].

According to Law Number 26 of 2007 concerning Spatial Planning Article 11 paragraph (2), City Government has authority in the implementation of urban spatial planning which includes urban spatial planning, utilization of urban space and control of urban spatial use. Based on the Act, it explains that each city area must provide GOS of 30% of the total area with 20% of public space and 10% of private space [2].

The existence of public spaces in urban areas is getting decreased due to the increasing population growth which makes it increasingly difficult to manage urban space. The high and increasing number of urban residents causes high pressure on the use of urban space, as happened

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in Manado City as the capital city of North Sulawesi Province. The population there in 2014 was 423,257 people, which increased to 425,634 in 2016. This increase causes the development of urban areas physically to deplete green open space, which makes it an established area [3].

One type of GOS in the city is City Park. City park is a GOS in urban areas, completed with the existing facilities for people's needs as a recreational place and an element of the city that has many functions. Manado City currently has 16% of land from the reclamation area, which is made a city park called Godbless Park. The condition of the beach reclamation area in Godbless Park is still not well realized due to various factors that hamper development planning.

Meanwhile, the planning of the construction of the Godbless park area is indeed giving more attention to the people as well as the government because of its strategic location and being on reclaimed land as a different public space with other public space areas. The Godbless Park area is also one of the icons in Manado City with a prayer-hand-like statue. The purpose of planning the construction of the beach reclamation area in Godbless Park, Manado City is as a means of developing the city's culture, education, and community centre. The Godbless Park Area, which is also used as a city park, was developed to create beauty, comfort, safety and health for its use and functioned as the lung of the city, microclimate controller, conserving soil and water, and habitat for flora and fauna.

The Godbless Park project started from 2014 and experienced uncertainty in its construction. Based on the research findings, there was a shift in land function, namely the physical building dominantly built on the land compared to the green area. Several problems have emerged lately. Flood occurred in Manado City in 2014, considered as the worst flood ever. Manado City is known as a city that has never experienced major flood even when the rainy season comes. Now, flooding has become common for surrounding communities, especially those who live in flood-affected areas.

This is also influenced by the lack of water infiltration areas that cannot be separated from the policy of shifting water infiltration areas into settlements and other infrastructure and is caused by the absorption of land against the volume of water. When there is high unequal rainfall, the flood occurs. In addition, there are other factors which cause the flood, such as silting

the river, garbage closes drainage flow, soil erosion, and high rainfall [4]. Based on these data, it is shown that Manado City is one of the regions that has problems related to the lack of GOS availability. The availability of GOS in Manado City is 2283.25 ha or 14.51% of the total area, which means that it has not met the minimum requirements of 20% for public GOS [5].

Based on the aforementioned descriptions, in order to find out the development planning of the public space needed in Manado City, it is necessary to carry out a research on the study of the development planning of the Godbless Park beach reclamation area as a sustainable public space in Manado City.

MATERIAL AND METHOD

The method of this research is qualitative research method with descriptive analysis. This research was conducted in Manado City because the researcher had known well about the condition of the beach reclamation area. Thus, the researcher expects to obtain the data and collect information easily. The research sites include: Regional Development Research Planning Agency (Bappelitbangda) of Manado City, Public Works and Spatial Planning (PUPR) Office, and Environment Agency (DLH) as regional government implementing elements in planning the construction of the Godbless Park beach reclamation area as a public space. The description of the informant interview can be seen in Table 1 as follows.

Table 1. Table of Informant description

| No | Age | Gender | Description |
|----|-----|--------|---|
| 1 | 54 | Male | Head of Bappelitbangda Regional Infrastructure & Regional Development Planning in Manado City |
| 2 | 34 | Male | Head of Sub-Division of Public Works & Spatial Planning, Land, Geospatial Planning, Bappelitbangda, Manado City |
| 3 | 55 | Male | Head of Monitoring and Evaluation Division of Bappelitbangda Manado City |
| 4 | 4 | Male | Head of the Spatial Planning and Infrastructure Planning Division of the Public Works Office of Manado City |
| 5 | 40 | Male | Head of Section for Supervision and Control of the PUPR Office Room in Manado City |

| | | | |
|----|----|--------|--|
| 6 | 46 | Male | Head of Section of Utilization of PUPR Office Space in Manado City |
| 7 | 56 | Female | Head of the Environmental Management Division of the Manado City Environment |
| 8 | 42 | Female | Head of the Parks Section of the Manado City Environment Office |
| 9 | 54 | Female | Environmental Specialists |
| 10 | 40 | Male | Manado City Community |

Data Collection

The data were collected through the face-to-face interview with informants and in-depth interview technique. Semi-structured interviews were conducted not more than 2 hours. The informants are related parties in the research in Bappelitbangda, Head of the Regional Infrastructure Planning and Development Division as well as its apparatus; Public Works and Spatial Planning Office Manado City i.e. the Head of PUPR Office, Head of Spatial Planning and Infrastructure Planning and its apparatus; Environment Agency i.e. the Head of the Environmental Management Division and its apparatus; Manado City Community. Then, the observation stage was carried out in the Godbless Park beach reclamation area in Manado City and the documentation study phase by exploring secondary data such as annual reports, final reports (2015-2035 RTH master plan), Manado City MTDP (Mid-Term Development Plan) 2016-2021, books, thesis, mass media, internet sites and other supporting data. The data were then analysed through data reduction, data presentation, and data verification [6].

RESULT AND DISCUSSION

Development planning generally must have, identify, and take into account several key elements, namely: a) the desired final goal, b) goals and priorities to make it happen (selection of various alternatives, c) the period of time to reach the target, d) problems faced, e) capital or resources used and allocations, f) policies to implement it, and g) people, organizations or implementing agencies [7]. The development planning of the Godbless Park beach reclamation area in Manado City is a follow-up to the efforts of the regional government to achieve several missions launched by the Manado City Government, especially point 5, which is to realize Manado that is "safe and comfortable" through improving the quality of security systems and building quality and environmentally friendly

urban infrastructure and orderly space. The process of the stages of systematic planning in the development of a sustainable Godbless Park is as follows:

Regulation

Substantially, the regulation is carried out to determine the direction and action in achieving what is desired and expected in realizing the goals for the nation in future improvements [8]. The formulation of regulations regarding the planning of GOS development in Manado City is contained in Regional Regulation No. 1 of 2014 concerning the Manado City Spatial and Regional Plan and refers to Law No. 26 of 2007 concerning spatial planning. In accordance with 2015-2045 vision and mission of Manado City as a green city that is decent, safe, comfortable and sustainable, Manado City government built several green open spaces, one of which is in the reclamation beach area of Godbless Park which functions as a city park. The increasing population growth of Manado City every day causes air pollution, lack of water infiltration areas, and severe traffic congestion, which of course make the government be alert in regulating existing regulations relating to land acquisition as GOS.

Based on the Minister of Public Works Regulation Number 5 of 2008 concerning the Guidelines for Provision of GOS Utilization in Urban Areas, the benefits of GOS based on their functions are divided into: a) direct benefits (tangible), namely forming beauty and comfort (shady, fresh, and cool) and obtaining materials for sale (wood, leaves, flowers, fruit); b) indirect (long-term and intangible) benefits, namely highly effective air purifiers, maintenance of the continuity of groundwater supplies, preservation of environmental functions along with all existing flora and fauna contents (biological conservation or biodiversity) [1]. In fact, in the implementation of GOS utilization, especially in the Manado Godbless Park Beach Reclamation Area, the researcher still found that the implementation is not yet optimal according to existing regulations because the condition of Godbless Park does not currently have tangible and intangible benefits.

The condition of Godbless Park is currently not presenting vegetation or not yet providing plants such as flowers, trees, and other plants. This is as complained by a number of young people who visited the Godbless Park area. A junior high school student said that that when they visited the place during the day, they would feel very hot and it was even worse by the absence of shelter. This is indeed caused by the fact that

the park has not yet presented the green aspect and has not brought tangible and intangible benefits, namely beauty, comfort and biological conservation in the area of the Godbless park. Furthermore, the obstacle in the application of regulations, according to informants from the Bappelitbangda of Manado City, was that the GOS regulation was in the drafting stage, but the drafting of GOS regional regulation in Manado City had not yet been realized, thus experiencing problems in implementing GOS development and of course hampering the existing development. Therefore, the government is also required to organize city parks starting with the implementation of appropriate regulations in the implementation of regional development both in planning, designing, implementing and maintaining to build Green City in Manado.

Setting Goals and Targets

Based on the vision and mission of Manado City, the government aims to create a safe and comfortable urban environment, as well as a more orderly urban development with the aim of realizing the quality of planning and development in a more consistent use of space and an increasingly safe and the city environment, that is comfortable, environmentally friendly and diffable-friendly (Table 1).

Based on statements from informants of the Head of the Sub-Division of Public Works and Spatial Planning, the Bappelitbangda of Manado City, the locus and focus of Godbless Park had not met the target. The concept of the park already exists, but its implementation has not yet run as expected, namely more orderly development of space and more consistent control of urban space. Related to the problems that arose in the field, which were complained by a number of residents who were met on the field, Godbless Park had not reflected as a city park that was environmentally friendly, safe and comfortable because there were no trees growing in the area found. In addition, based on the information found, there has been no increase in City Parks (public green open spaces) per year in each district because Manado City is very short of land for GOS needs. Thus, the government also needs substantial funds for the allocation of funds for land acquisition.

Based on the results of interviews with informants at the National Development Planning Agency, it was also stated that the government had not yet applied clear rules in GO management, so that many local government organizations in Manado City complained that

they have no responsibility to supervise and maintain urban parks, development programs and GOS arrangements, especially the Godbless Park, which is are still neglected. The Manado City Government, based on the information obtained, still has a focus on other development programs, namely pedestrian development, irrigation and others. Thus, the funds taken from the Manado City Regional Government Budget each year are different based on the focus of the development program of the city government

Therefore, the government is expected to focus more on determining priorities to be done due to problems surrounding the number of development programs each year. Based on the obstacles, the achievement of goals and target is not as expected. The government is expected to have several characteristics in building a Green City that focuses on human development, namely: (1) Green Behaviour, good behaviour and harmony with nature; (2) Green Daily Activity, good, orderly, regular and environmentally friendly daily actions; and (3) Green Citizen, the community is also aware of the order and nature of the environment. In addition, the criteria for Green City must also have standards to meet, namely the existence of city infrastructure that is integrated up to city facilities. Planning must also be carried out in stages by having an initial decision to adopt planning as a tool to solve development problems in achieving desired goals and targets [8]. Therefore, the decision to adopt planning is one of the factors that influence success in the implementation of the development of the Godbless Park area, purposes of the study.

Determination of Location and Time

Planning is done to find out and analyse current conditions, predict the development of various relevant non-controllable factors, estimate what to achieve, and determine the location of various activities in order to achieve goals and targets [9]. With the optimization of the determination of a location, it is expected to guarantee spatial harmony, harmony between sectors, investment and the creation of efficiency in life by ensuring environmental preservation. The time is determined to analyse the conditions of the needs and potential of current and future development to meet long-term goals.

Table 1. Goals, Targets, Strategies and Policy Direction of Manado City in 2016-2021

| No. | Goal | Target | Strategy and Policy Direction |
|-----|---|---|---|
| 1 | City development that is more space-orderly | Control of more consistent urban spatial planning | <p>1 Law enforcement to guarantee the use of space in accordance with prevailing regulations</p> <p>1.1 Enforcing the RTRW and RDTK Local Regulation explicitly</p> <p>2 Increasing the number of locations of Green Open Space (GOS), at least fulfilling 1 (one) GOS/City Park, which is representative in each district</p> <p>2.1 Ensuring the availability of land for GOS development in each district</p> <p>2.2 Developing GOS in each district</p> |

Source: The Manado City Minimum Service Standards (MSS) annual report 201

In accordance with the master plan, the determination of the location of the Godbless Park beach reclamation area is said not to disturb ecological functions because the land is used for green space needs, which is to restore natural proportions in the city centre with fewer GOS.

Reclamation carried out in Manado City is also related to its vision and mission as the City of Ecotourism Model. Ecotourism is nature tourism that has a mild impact which causes the preservation of species and habitats directly with its role in preservation and/or indirectly by giving views to the local community, to make them put value, and protect other natural and life tourism as a source of income [10].



Figure 1 Design of Godbless Park
Source: Bappeda of Manado City

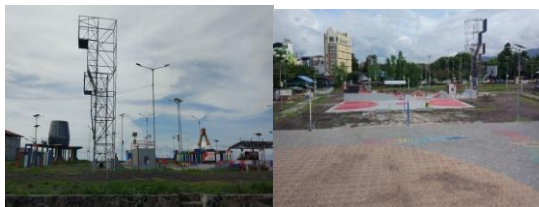


Figure 2 & 3 Godbless Park Area Conditions

However, the obstacle, based on the information of the data in the field, is that the Godbless Park beach reclamation area prioritizes

physical development in the form of concrete and has lack of arrangement for land vegetation such as the addition of trees and other plants in that location. This causes the condition at the location of Godbless Park to be poorly maintained and does not reflect an environment that is environmentally friendly according to the Green City concept (in Figures 2 & 3). The timing has been planned since 2013 and 2014, but the construction only began in 2016 and until now the construction project is still underway.

Funding

In the development planning process, one of the important things to be considered is the funding aspect because in planning, the aspect that affects its success rate, one of which, is funding factor [11]. In regulating the allocation of regional development funding must consider how much is needed, where the source of funding comes from, and how the management system is.

In implementing the construction of the Godbless Park beach reclamation area, the other major obstacle is the availability of funding sources, plans and realization of the 2017 budget for Public GOS that is not in accordance with the achievement target, which is the realization in 2017 is only 45% so that there is still 5% remaining towards the expected target of 50% (Table 2). The amount of funds allocated for the entire Public GOS spread in Manado City is 3,882,500,000 [12]. The amount of funds allocated for the management and development of Godbless Park as a city park, especially the funds for land-acquisition that must be issued by the government, is quite large and not yet in line with the availability of APBD (Regional Government Budget) funds for the PUPR sector.

Table 2. MSS for Public Works and Spatial Planning Indicators, MSS Achievement Targets and Realization, and Budget Allocation

| Sector | Public Works and Spatial Planning | 17 Indicators | Progress of MSS Achievement in Manado City | | | | |
|------------|--|---------------|--|----------------------------------|---------------------|----------------------------|---------------------|
| | | | Score (According to Permen) | Time Limit (According to Permen) | Achievement in 2015 | Achievement Target in 2017 | Realization in 2017 |
| Reference | Public Works Regulation No. 01/PRT/M/2014 concerning Minimum Service Standards PUPR Sector | | | | | | |
| Indicators | The percentage of available Public GOS is 20% of the total city/urban area | 50% | 2019 | - | 50% | 45% | 3,882,500,000 |

Source: The Manado City Minimum Service Standards (MSS) annual report 2017

Therefore, based on the information of Bappelitbangda, the funds must be disbursed gradually and until now the completion of the city park development project is still underway.

Based on the information from the informants at the Manado PUPR Office, the funds for each park in Manado City, for example Godbless Park, are allocated around 200 million per park. However, according to the informant, the funds are still very small compared to the needs in structuring the park because of the need for land acquisition and park management. Therefore, when the funds are disbursed by the government, there is only land available. The arrangement of the city park cannot continue as expected.

In addition, the funding aspect was also complained about by the employees of the environment agency. According to them, the problem of landscaping in Godbless Park was not necessarily handled by them and it was not their responsibility to arrange the city park. They added that the focus of the program was the installation of flowers on the road like hanging plants. The arrangement and maintenance program at Godbless Park have not been implemented because the city government has not yet supported the funding aspect to arrange the park.

Based on the information from several agencies above, it can be summed up that the aspects of funding management were insufficient and unstructured because there was still an overlap between the needs of one agency and another. In addition, there is no awareness from the relevant parties to care for and maintain the Godbless Park.

Human Resource Potential

In the preparation of development planning in general, the first stage mentioned is conducting research on potential resources, especially Human Resources (HR) and available

institutions [13]. The potential of human resources in regional development planners in the Godbless Park reclamation area is still far from what is expected and requires an increase in the quality of human resources in accordance with their respective duties and functions. The development planning of Godbless Park as a public space should require the ability of HR in accordance with the duties and functions, not only based on the addition of the number of human resources. Thus, each regional work unit (SKPD) involved in the development of Godbless Park must know their tasks and account for the tasks handled by each department.

Based on the information, according to the Head of the Sub-Division of Public Works and Spatial Planning, Land, Geospatial Planning, the Regional Development Planning Agency (Bappelitbangda), the problem was indeed due to the absence of parties responsible for overseeing and maintaining the Godbless Park area. After the park had been built, there was no continuation of the construction of Godbless Park. Therefore, in the implementation of development, there were several parties who felt disadvantaged.

In addition, according to the informant from Manado City Bappelitbangda, another obstacle encountered was that there were still sectoral egos in the preparation of the master plan so that it was not fully completed. Meanwhile, according to information from the Manado PUPR Office, it was explained that the construction at Godbless Park has not fulfilled the existing master plan because many parties were involved in building. For example, the private sector without coordination by the PUPR Office of Manado City has built a physical building in the form of Telkomsel CSR without considering initial planning that has been made.

Another obstacle encountered by several related agencies, namely the Environment Agency, the Public Works Agency, the Manado

City Regional Development Planning Agency, is that the availability of HR in accordance with their competencies had not been achieved as expected. This causes the three agencies to still need freelance workers to help with their duties at work. For example, Public Works office still needs freelance workers related to the technical aspects of the development monitoring in the field. According to the information from related agencies, the freelance workers are still in contract and not in line with their field specialization, so they need to develop and direct their respective duties.

Based on the information above, it is expected that in carrying out regional development, the human resource competencies should be increased in accordance with their respective competencies so that the work can be carried out according to the goals and objectives of absorbing the basic needs of the community. Therefore, synergy and coordination among other stakeholders are needed for the sustainability of development and can create a balance between the people, the government, and the private sector in the development process of the Godbless Park area in Manado City.

Economic, Social and Environmental Dimensions

Economic, social and environmental aspects are technical aspects that are necessary in spatial planning. As knowledge in terms of economics, spatial planning is influenced not only by costs but also by economic activities and the potential of natural resources and artificial in the planner area. Meanwhile, the social and cultural aspects include diverse characteristics of society and culture so that spatial planning is needed in social approaches to recognize the social impacts that will arise due to the existence of a development. Environmental aspects become things that must be considered in policy setting and spatial planning to safeguard the existing ecological systems and natural resources [14].

Underlying Sustainable Development Goals as a document for global goals and targets for 2016-2030 is the indicators of balancing economic, social and environmental dimensions. In accordance with the observations of the economic, social and environmental conditions in the Godbless Park beach reclamation area, it was explained that economic conditions, in fact, influences the social conditions in the community as evidenced by the creative economic development activity entitled "Manado youth fest" (Figure 4) organized by the government of

Manado City in 2018. The event grabs people's attention especially among young people in developing their Micro, Small and Medium Enterprises (MSMEs). The existence of events made by the city government affects the condition of social activities of the people in the Godbless Park area. The following is the explanation from the Head of the Room Supervision and Control Section of the PUPR Office in Manado City. He said that:

"According to him, viewed from the economic aspect, the area has been very strategic and influential for the surrounding community because we can see by ourselves that Godbless Park is located among the business areas. On the left side, there is a large mall (Manado Town Square) about 800 meters from Godbless Park. Other economic functions have also been carried out by the Manado City government in activating several events in the Godbless Park area but the obstacle faced is that after the event has finished, there is no economic activity in the area because there has not been a well-organized garden so there are still fewer visitors to come. This makes traders or economic actors unable to sell in that place. "

In addition, Godbless Park also provides a place for children to exercise such as basketball and volleyball. There are also those who develop talent in training Maengket dances with the role of the Department of Youth and Sports supporting the Minahasa community to young people. Based on the information from a junior high school student in Manado City, they said that they came to the Godbless Park Area because they were invited by the mayor so that the teachers also took them to Godbless Park. Before that, they used to visit the Godbless Park area when there were competitions or school activities, such as volleyball, baseball, taekwondo or karate and there is usually a student league from the provincial government. (Figure 5)

Based on the statement from the student, it gives the impression that social functions have been well implemented and accepted by the community according to the narrative of the surrounding community that the researcher met in the field. The construction of city parks by looking at the aspects of social and cultural functions has been carried out by the community because of the social interaction among them. These social activities are a place for teenagers to exercise and channel their talents, for example dance groups that practice developing the typical Minahasa dance culture in that place. (Figure 6)



Figure 5 School students playing basketball at Godbless Park



Figure 6 Maengket cultural dance practice by

Based on the review in the field, the problem encountered was that the condition of Godbless Park was not maintained and unclean because of the unavailability of landfills and no organization that is responsible for managing and arranging the area. Various other problems were also caused by the absence of vegetation in Godbless Park area. In fact, the area is instead filled with physical buildings so that it does not reflect a beautiful city park and does not bring security and comfort in accordance with government expectations based on the MTDP. The ecological function is actually good because the presence of GOS in the Godbless Park Reclamation Area restores the proportion of nature in the amount that it should be.

Based on these problems, the government of Manado City, in this case, hopes to balance the social, economic, and environmental dimensions in accordance with the SDG's document as a 2016-2030 global goal and target document. However, the development cannot run as expected due to the environmental conditions of Godbless Park that has not had a positive impact and has not fulfilled the government's goals and targets in building GOS that must have a greening concept with the beautiful and sustainable environment in accordance with the mission of a green city that is decent, safe,

comfortable, and brings sustainability to existing ecosystems in the coastal reclamation area Godbless Park.



Figure 7 (a-b) Godbless Park Area Conditions

CONCLUSION

The development planning of the Godbless Park reclamation area is one of the aspects that determine the success of a development in the spatial structure of urban areas. Therefore, it is important to prepare development planning comprehensively and sustainably. The process of development planning of the Godbless Park Beach Reclamation as a green open space in Manado City has not been optimal due to several things such as regulations that have not yet functioned, determination of goals and targets, inappropriate location and timing, lack of funding, the potentials of human resources that are not yet in line with their main duties and functions. In addition, a balance between economic, social and environmental dimensions has not necessarily had a positive impact on the lives of the surrounding environment in the Godbless Park Reclamation Area. Based on the stated development planning process, it is concluded that each of the stages of the process still encounters various obstacles so that the development of Godbless Park has not been realized as expected. Therefore, it is expected that the development planning of public space in the beach reclamation area of Godbless Park has appropriate, clear and decisive regulations in dealing with GOS, and the

government is expected to meet the needs of funding allocations for GOS areas. In addition, government efforts are needed to maintain and support the realization of the construction of Public Spaces in the Godbless Park Area of Manado with the increase of human resource potentials in accordance with their respective tasks and functions to realize regulations concerning guidelines for GOS operations in Manado City. In addition, it is also hoped that the government will continue to carry out positive nuances that have been held before to support the existence of Godbless Park and the sustainability of development both in economic, social and environmental aspects.

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