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## Implementation of Government Policy in Arranging Green Open Space in the City of Semarang

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**ABSTRACT:** Green Open Space (RTH) is an urban element that is very important to support all activities and life of the population. Basically, green open space is a natural element that plays an important role in creating a city that is proportional and environmentally friendly. According to the provisions in force, the proportion of green open space in urban areas is at least 30%. This step was taken by the government to ensure the balance of urban development. This study aims to describe the implementation of management policies and constraints in the arrangement of green open spaces in the city of Semarang experienced by the Spatial Planning Office and the Settlement and Housing Area Office of Semarang City. The approach used in writing this law is empirical juridical. In using the empirical juridical method, two approaches are used, namely the interview approach and field observations. In general, this interview approach uses trusted sources related to the problem being studied. Whereas in the direct observation approach the researcher goes directly to the field in researching the problems that are happening. Based on research results obtained in 2021 the area of public and private green open space is 1,042 ha and 4,025 ha private (15% of the city area) and in 2022 the area of public and private green open space is 2,580.585 (20.07% of the city area) ). It then explains the role of the Semarang City Government through the Spatial Planning Office and the Housing and Settlement Area Office in carrying out the implementation of the green open space arrangement policy. Next, the obstacles and solutions faced by the Semarang City Government will be explained in carrying out urban green open space planning.

**Keywords:** Urban Green Open Spaces; Spatial planning; Government Policy Implementation

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### INTRODUCTION

Green Open Space (RTH) is one of the most important elements in a city. One of the functions of green open space is to balance the ecology in urban areas to create ecosystem harmony and dynamic development in this era. The problem facing urban areas at this time is limited land area,

where the demand for land use continues to grow for the construction of public facilities such as transportation routes, industry or residential areas which will take over open land. For this reason, we can see the control of space utilization using a zoning system as follows:

Figure 1: Controlling Space Utilization by Zoning

	I	T	B	X
<b>Hutan Lindung</b>	Hutan Lindung	—	—	Hutan Produksi, Budaya Lain
<b>Sempadan (Sungai, Waduk, Pantai)</b>	Taman Hutan Kota	Wisata	—	Permukiman, Perdagangan
<b>Lindung Karst</b>	Hutan	Pemukiman	Pertambangan	Industri
<b>Permukiman</b>	Permukiman	Industri Kecil	Perdagangan	Industri Besar

Data source: <http://tataruang.pusdataru.jatengprov.go.id/publikasi/infografis> (Accessed 29 September 2022).

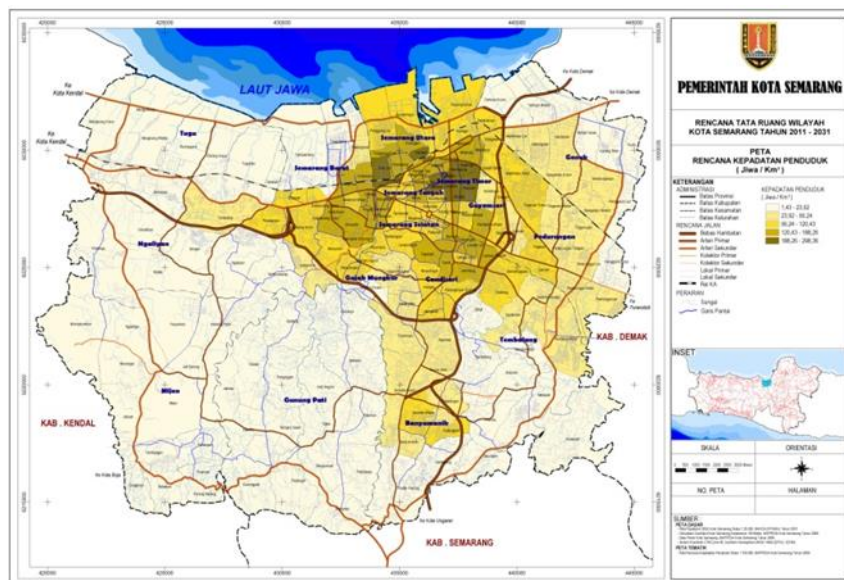
The problems that are currently surfacing in urban areas fall into the category of problems that are quite difficult to overcome. Dynamic and rapid urban development, apart from having a positive impact on the welfare of the people living in it, also has hidden negative impacts. The emphasis of this negative impact can be seen in the environmental aspect. Initially, green open space occupied the first position in terms of urban area. However, green open space is slowly changing its function to built space as activity increases and population increases.

Since gaining independence until the reform period, Indonesia has recorded history in terms of development in urban areas. In all areas of life, development has made a lot of progress, but there are still many things that need to be improved in order to create a productive, safe and sustainable place for people to live. The Indonesian nation has several strategic issues in the environmental sector, including: First, the amount of land being converted into increasingly uncontrolled areas, we see this happening both in cultural and protected areas which has the impact of decreasing productivity and ecosystem balance. Second, events beyond human will, namely natural disasters that increase in intensity and scope, for example landslides and floods, where this poses a threat to infrastructure, human activities, and directly threatens business activities. Third, increasing traffic congestion in the city, this results in inefficient distribution of goods or services which results in a decrease in product income and regional competitiveness. Fourth, in urban areas the quality of air and the environment is decreasing, this is due to the amount of green open space which is gradually decreasing in land area. This fact provides a clue as to where efforts to provide a sustainable, comfortable and productive living space in the future must be addressed immediately.

Semarang City is the capital of Central Java Province, where 373.7 Km<sup>2</sup> is the total area which is divided into 16 sub-district administrations. With this large area, the population of Semarang City

was recorded in 2021 at 1,687,222 people in 16 sub-districts. The following is a map of Semarang City's population density plan for 2011-2031:

Figure 2: Semarang City Population Density Plan Map for 2011-2031



Data source: <http://opendata.semarangkota.go.id/dataset/kepadatan-penresiden> (Accessed 30 September 2022).

Population growth and high economic levels, based on the data presented above, will certainly have an impact on increasing the need for land for residential areas or buildings for shopping centers. This has an impact on the decreasing amount of open space in the city of Semarang. Furthermore, there is an increasing need for facilities or infrastructure to support a healthy living environment for the people of Semarang City. In the end, the role and function of green open space is really needed by city residents.

If a green open space is examined based on the condition of the ecosystem, in general there are 4 main functions, namely aesthetic, socio-cultural, economic and physical-ecological. There are also multifunctions of green open spaces, namely sound control, regional mascot, animal, water and land movement routes, air pollution absorber, microclimate regulator, industrial raw materials, shelter, clothing, food raw materials, and oxygen producer. Therefore, the need for appropriate green open space for residents is an obligation that must be fulfilled by the government as a regulator.

Latjandu in his scientific work stated that green open space in terms of fulfilling the appropriate needs of the community as supporting the lives of urban residents is considered inadequate. This happens because government policies and bureaucracy do not support the implementation of rules regarding good spatial planning in terms of arranging green open spaces. Many of the rules that have been made do not work as they should.

Law Number 25 of 2004 concerning the National Development Planning System (UU No. 25 of 2004), as well as Law no. 17 of 2017 concerning the Long Term Development Plan (RPJP) 2005 – 2025, in which a clear statement is given regarding the direction of Indonesia's development. There are several development directions listed in Law no. 17 of 2017:

1. Providing protection for all of Indonesia's blood, making progress in general welfare, providing intelligence for the nation's life, and contributing to world order.
2. Perfecting and maintaining independence, filling it with democratic and just development carried out continuously and gradually.
3. Provides guarantees that development activities are targeted, efficient and effective, where planning is required.
4. Carrying out national development arrangements that can guarantee the country's goals.
5. National development that has democratic principles through the principles of independence, environmental insight, justice, sustainability, and togetherness in maintaining a balance of unity.
6. National development planning that is comprehensive, directed, integrated, systematic, and responsive to change.
7. The national development planning system is implemented based on general principles of state administration.
8. It has the aim of optimizing community participation, ensuring the linkage and consistency of budgeting, planning, supervision and implementation, guaranteeing the creation of good synchronization, integration and synergy between regions.

The government in planning the development of urban and residential areas must take several approaches, there are 2 approaches, namely the structural and non-structural approaches. The structural approach includes, among other things, the development of urban infrastructure and facilities such as water treatment, reservoirs or dams, sea wave barriers and so on. Meanwhile, non-structural efforts include actions that can be taken by the government, namely spatial planning through coastal zoning arrangements, allocation of community activities based on disaster risk levels, reforestation of beaches with mangrove plants, reforestation of water catchment areas, to the stage of adapting community behavior to environmentally friendly and adaptive behavior. climate change is occurring. The above requirements can be implemented if urban spatial planning can follow the dynamics of population, economic and social growth, such as urban areas which are the target of urbanization among residents in the surrounding areas.

The community in fulfilling its needs for rights obtained from the state, can be seen in Article 28 H Paragraph (1) of the 1945 Constitution of the Republic of Indonesia (UUD NRI 1945) second amendment, which states: "Everyone has the right to live in physical and spiritual prosperity, reside, and have a good and healthy living environment and have the right to receive health services." If we look closely together, the rights of every person listed in Article 28 H Paragraph (1) above, are fundamental (basic) rights which must be immediately fulfilled and implemented by the Indonesian State. Furthermore, in every planning procedure, fulfillment and implementation of every action taken by the government must also be developed and arranged in a spatial planning pattern that is coordinated with each other, so that there will be no damage to the environment and disasters caused by negligence in environmental maintenance. a region.

In terms of government administration, regional governments have made arrangements in Law no. 23 of 2014 concerning Regional Government (PEMDA). Based on this law, the authority of the Regional Government to carry out regulations and matters of regional interest is based on the principle of decentralization of power (regional autonomy). Nowadays we know what is called a decentralized system, where this system moves the center of government power which was implemented previously. Furthermore, to implement the authority to decentralize power, regional governments can design a policy or regional regulation (regional regulation) as long as it does not conflict with the constitution and can bring the specified benefits and objectives.

The objectives of regional autonomy and decentralization of authority given by the central government include shortening bureaucracy and optimizing public services. With decentralized powers (regional autonomy), a regional head has duties in his or her respective region to provide services and assist public welfare. However, in reality on the ground it actually lengthens the public services and bureaucratic processes provided to the community. Furthermore, distortions and anomalies in the implementation of authority actually became more widespread after the implementation of decentralization of regional authority (regional autonomy). There are many potentials emerging in terms of abuse of authority by regional authorities, including corrupt practices which were initially only concentrated in the central government until they were also carried out at the regional level.

We see that currently environmental conditions are increasingly exploited in the reform era, because authority is handed over to regional governments based on Law no. 23 of 2014 concerning regional government. In the context of implementing decentralization, especially the environment, it really depends on regional leaders who are policy makers in urban spatial planning. Actions taken through political decisions should be able to include policy activities to develop sustainable development.

Calculations of regional natural resource capacity, improving the quality of life, and the fate of the next generation must be carried out carefully by regional heads. This is aimed at realizing sustainable development where there is a government obligation to create policies and programs to support environmental sustainability. One policy that supports environmental interests is Law no. 26 of 2007 concerning Spatial Planning which contains provisions regarding the provision of Green Open Space (RTH).

Semarang City policy makers have determined one of Semarang City's missions, namely mission 3 "Creating a Dynamic and Environmentally Conscious Metropolitan City". This is to improve the regional spatial planning (RTRW) of Semarang City through Law no. 26 of 2007 concerning Spatial Planning, namely in Article 29 Paragraph 1. According to this article, the minimum regulation for green open space is regulated, with the proportion of urban green open space being a minimum of 30% ( $\pm 11,211$  Ha) of the city area being 20% ( $\pm 7,747$  Ha) public green open space and 10% ( $\pm 3,737$  Ha) private green open space.

Passive parks and active parks are two types of city parks. Active parks also include parks or fields such as Gajah Mungkur Park, Tabanas Park, KB Park, Diponegoro Park and Simpang Lima. The total number of parks in Semarang is 227 parks, with 104 active parks and 123 passive parks. Park management by the Semarang City Housing and Settlement Department is 89 parks and



management by the community is 138 parks. This shows that of the 227 parks, more parks are managed by the city government than managed by other parties.

Green open space in Semarang City in 2021 will only reach 15%. The area of green open space is divided into two parts, namely public green open space covering 1,042 hectares (ha) or covering 3% and private green open space covering 4,025 hectares or covering 12% of the area of Semarang City of 37,380 hectares. According to the latest regulations, forests and agricultural land are not included in the green open space area. This has an impact on the area of green open space in Semarang City which is increasingly shrinking. According to facts and conditions on the ground, the number of green open spaces, both public and private, has not yet reached the mandated target proportion. This proportion target has been mandated in Law no. 26 of 2007 concerning Spatial Planning, namely Article 29 Paragraph 1.

Based on the entire description, this proposal raises issues related to "IMPLEMENTATION OF GOVERNMENT POLICY IN THE ARRANGEMENT OF GREEN OPEN SPACES IN THE CITY OF SEMARANG".

## **METHOD**

The research approach used in writing this law is empirical juridical. Factual empirical research on the content of law and people's behavior related to law occupies a primary position. This is because empirical law does not provide an assessment or be critical of the legal phenomena being studied. In the end, empirical law sees all events both in law and society as they are. Empirical juridical research in this study refers to applicable laws and regulations to reveal problems in the field under study by adhering to normative provisions regarding the implementation of government policies in arranging green open spaces in Semarang City.

## **RESULT AND DISCUSSION**

### **A. Implementation of Government Public Policy in Arranging Green Open Space in Semarang City**

#### **1. Legal Basis for Implementing Public Policy for Arranging Green Open Space in the City of Semarang**

Law and Legal Science contain a concept which we know as the juridical concept. This concept can be seen as an expression of a term that is realized in one or several words. This concept is used to facilitate understanding of science both in theory and practice. All terms that discuss basic legal concepts must have their meaning defined within certain limits as clearly as possible. Basic legal concepts can then be formulated into a definition that functions to facilitate its organization, understanding and use, which ultimately forms a framework of knowledge that can be rationally understood and studied. These various concepts can be formulated, including Subject, Law, Legal Event, Legal Action, and Legal Consequences.

Policy implementation, in this case the arrangement of green open spaces, basically has a concept or legal basis for its implementation. The legal basis issued by the government in implementing green open space is as follows:

- a. Law Number 26 of 2007 concerning Spatial Planning.
- b. Minister of Home Affairs Regulation Number 1 of 2007 concerning Arrangement of Green Open Space in Urban Areas and Regulation of the Minister of Public Works Number 5 of 2008 concerning Guidelines for Providing and Utilizing Green Open Space in Urban Areas.
- c. Semarang City Government Regional Regulation Number 7 of 2010 concerning Arrangement of Green Open Space (RTH).

**1. Law Number 26 of 2007 concerning Spatial Planning**

Article 29 Law no. 26 of 2007 concerning Spatial Planning, it states that the total area of green open spaces in urban areas should be 30 percent of the total area of the city. Furthermore, what is meant by urban open space is part of the open spaces which are filled with various kinds of plants, herbs and vegetation. The provisions stipulated in article 29 of Law no. 26 of 2007 is an embodiment of international agreements. The Earth Summit (Summit) in Rio de Janeiro, Brazil (1992) and reaffirmed at the Johannesburg Summit, South Africa 10 years later (2002). The results of the summit agreement become the basis or guidelines for implementing green open space regulations.

**2. Minister of Home Affairs Regulation Number 1 of 2007 concerning Arrangement of Green Open Space in Urban Areas and Regulation of the Minister of Public Works Number 5 of 2008 concerning Guidelines for Providing and Utilizing Green Open Space in Urban Areas**

Law has the highest position so that the exercise of state power does not deviate from applicable provisions, this is stated in the 1945 Constitution of the Republic of Indonesia. In every step of policy making, the government certainly has rules that are in accordance with applicable law. This policy making must be based on general principles of good governance. Our country strongly adheres to the principle of *Lex Superiori Derogat Legi Inferiori*, where Ministerial Regulations do not conflict with the laws above. The Ministerial Regulation is a further elaboration of the existing regulations above. The policies contained in the Ministerial Regulation are a detailed technical explanation of the implementation of green open space planning in accordance with applicable laws.

**3. Semarang City Government Regional Regulation Number 7 of 2010 concerning Arrangement of Green Open Space (RTH)**

In the 12 years since the implementation of the Semarang City Spatial Planning General Plan for 2010 – 2022, a rule has been established as a guideline. Semarang City Government Regional Regulation Number 7 of 2010 concerning Semarang City Regional Spatial Planning (RTRW) is a product of the Semarang City spatial planning plan. In the development of Semarang City, there have been changes both external and internal. It is hoped that this regional regulation will be able to be at the forefront of changes in spatial planning, especially the arrangement of green open spaces.

## **2. Semarang City Government Public Policy Implementation**

Policy implementation is a stage that plays quite an important role in public policy. In general, implementation for the general public is often considered as a form of implementation of laws related to various organizations, actors and technical work together which is ultimately devoted to implementing policies in an effort to achieve the goals to be achieved in the program or policy. Leo Agustino stated that implementation falls into the category of a dynamic process, this can be seen in the implementation of a policy of course having to carry out an activity. The activities carried out ultimately achieve a desired result in line with the goals or objectives of the policy itself. In general, we are familiar with various types of public policy implementation. Various kinds of implementation of public policy can be said to be operational, including presidential decisions, presidential instructions, ministerial decisions, regional head decisions, service decisions and so on. Implementation of the above policy is a form of program that is categorized as a project into various implementation activities. Implementation of public policy has two forms of implementation, namely the form of programs and additional public policies. Furthermore, it can be seen that the implementation of this policy has taken the form of a program which has been formed into a blueprint for various implementation activities. Public policy implementation is generally carried out in the form of legal policies or regional regulations, which is a type of policy implementation that requires an explanation or is often seen as an implementing regulation. The city of Semarang has Semarang City Regional Regulation Number 7 of 2010 concerning the Arrangement of Green Open Space. It regulates how to organize, manage and utilize RTH, which means that this regional regulation is included in the category of manifestation of a public policy implementation.

## **3. Analysis of the Condition of Green Open Space in Semarang City**

Regional Regulation Number 7 of 2010 concerning the arrangement of green open spaces (RTH) has been issued by the Semarang City Government. The contents of this regional regulation regulate the structuring process, areas, structuring components, and structuring boundaries. According to applicable regulations, a green area can consist of urban forest green areas, urban parks, urban recreation green areas, yard green areas, and sports activity green areas. How to determine the classification of green open space based on the status of the area, not based on the structure and shape of the vegetation that fills it.

Green open space management which aims to improve the quality of the environment must be arranged, organized and carried out according to the latest environmental management concepts. In terms of arranging Green Open Space in the City of Semarang, the condition of the field will greatly determine the level of success of the arrangement that has been regulated by law. Whether it is in accordance with what is expected or not is a normal thing in the implementation of a policy. For this reason, data will be presented regarding the analysis of the condition of Green Open Space in the City of Semarang.



**a. Classification and Classification of RTH in Semarang City**

Semarang City is the capital of Central Java Province, where 373.7 Km<sup>2</sup> is the total area of its territory which is divided into 16 sub-district administrations. With this large area, the population of Semarang City was recorded in 2021 at 1,687,222 people in 16 sub-districts. Below we will present the administrative area of Semarang City in detail.

**Table 1.**Details of the area of Semarang City

Subdistrict/	Area/Area (Km <sup>2</sup> )
<b>District</b>	<b>Width of Area</b>
<b>010. Mijen</b>	57,55
<b>020. Gunungpati</b>	54,11
<b>030. Banyumanik</b>	25,69
<b>040. Elephant Mungkur</b>	9,07
<b>050. South Semarang</b>	5,928
<b>060. Candisari</b>	6,54
<b>070. Tembalang</b>	44,2
<b>080. Pedurungan</b>	20,72
<b>090. Genuk</b>	27,39
<b>100. Gayamsari</b>	6,177
<b>110. East Semarang</b>	7,7
<b>120. North Semarang</b>	10,97
<b>130. Central Semarang</b>	6,14
<b>140. West Semarang</b>	21,74
<b>150. Monument</b>	31,78
<b>160. More</b>	37,99
<b>Semarang city</b>	<b>373,7</b>
<b>Semarang City</b>	

Data source: Semarang City Central Statistics

Agency <https://semarangkota.bps.go.id/statictable/2015/04/23/4/luaswilayah-kota-semarang.html>.

Based on the data presented in table 1, the administrative area of Semarang City is very large. With this large area, the population of Semarang City is certainly very large. The need for green open space needs to be a priority for the government as a policy regulator.

Based on the categories of green open space that have been described in the literature review, Semarang City Green Open Space can be grouped into private and public. Public green open spaces include burial grounds, fields, recreation and city parks (active parks)

as well as roadside parks (passive parks). Private green open space includes residential areas and socio-economic and cultural facilities (fasosekbud).

## b. Area of Public Green Open Space in Semarang City

### 1. Active and Passive Gardens

**Table 2.** Details of the area of Active and Passive Parks in Semarang City

No	Subdistrict	An area (Ha)	Active and Passive Park Area (Ha)
1	Central Semarang District	604.99 Ha	48 Ha
2	East Semarang District	770.25 Ha	50.5 Ha
3	South Semarang District	848.05 Ha	186.83 Ha
4	Gajah Mungkur District	764.98 Ha	28.62 Ha
5	Candisari District	555.51 Ha	17,435 Ha
6	North Semarang District	1,133.28 Ha	53.67 Ha
7	West Semarang District	2,386, 71 Ha	78.5 Ha
8	Genuk District	2,738.44 Ha	91.88 Ha
9	Gayamsari District	546.47 Ha	7.5 Ha
10	Pedurungan District	2,072.00 Ha	103.2 Ha
11	Tembalang District	4,420.00 Ha	140.19 Ha
12	Banyumanik District	2,513.06 Ha	77.99 Ha
13	Gunung Pati District	5,399.09 Ha	222.25 Ha
14	Mijen District	6,215.25 Ha	240.27 Ha
15	Ngaliyan District	3,269.97 Ha	69.8 Ha
16	Tugu District	3,129.34 Ha	40 Ha
	<b>Total</b>	<b>37.370,390</b>	<b>1.456,635</b>

	<b>Percentage</b>	<b>3,9 %</b>
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Data source: Semarang City Housing and Residential Area Service, 2022.

## 2. Cemeteries, Fields, and Recreation

**Table 3.** Details of the area of Cemeteries, Fields and Recreation in Semarang City

No	Type of Public RTH	Area (Ha)	Percentage
1	Field	327,62	
2	Burial	623,99	
3	Recreation areas	172,34	
<b>Number and Percentage of Semarang City Area</b>		<b>1.123,95</b>	<b>3%</b>

Data source: Semarang City Housing and Residential Area Service, 2022.

### c. Area of Private Green Open Space in Semarang City

Agricultural, forest and garden (moor) areas were included in the private green open space category before 2019. However, currently recognized private green open space only consists of residential green open space and social and cultural facilities. The condition of private green open spaces in the city of Semarang can be known for only 4,925 hectares in the city of Semarang. This means that of the total area of Semarang City, only 13.17% is private green open space. This calculation is still being carried out by the spatial planning service because currently residential areas and population density continue to grow, especially in the Mijen, Tembalang and Banyumanik sub-districts).

Distaru and Disperkim are two services mandated by mayoral regulations in managing space, especially Green Open Space in the City of Semarang. All employees who work and serve are in synergy with one another. This synergy will continue to exist until the implementation of the Green Open Space Arrangement Policy in the City of Semarang is said to have been successful, but that does not mean that after being successful in arranging green open space the relevant agencies will not work together.

The parameters taken are related to the total area of green open space in Semarang City, which is only 20% of the total area of Semarang City. This is not in accordance with the applicable rules in the relevant regulations. However, based on the performance parameters of the two agencies responsible for implementing the Green Open Space arrangement program in Semarang City, it should be appreciated in terms of outreach and education to the general public about green open spaces. The author sees that there

is still an opportunity in the future for Semarang City to have adequate green open space.

### **1. Supervision (*Controlling*)**

The monitoring function is to identify the effectiveness of the organization based on the plans that have been made. This can be seen in supervision which includes the efficiency of each program to be achieved. Supervision is a process that will determine performance assessment whether the achievement of expected results can be said to have met the predetermined criteria. Supervision is very important for the green open space program because with this supervision all policies taken by the government can be evaluated whether green open spaces have experienced development and whether the plans made have gone well and achieved targets.

One form of supervision can be seen in the implementation of development and budgeting related to spatial planning, especially green open spaces. This supervision falls into the realm of the inspectorate because it concerns the government's internal use of the budget. However, the community can also monitor the policies taken by the relevant agencies because this green open space belongs to the community, which means that all communities must maintain and care for the green open space.

Conclusions can be drawn from the results of field observations based on parameters supervisory function contained in Perwal No. 34 and 96 of 2021 concerning Distaru and Disperkim Chapter III concerning functions and duties. Matters relating to supervision have not been implemented properly by both agencies. This is important because without supervision, other functions will not run effectively and efficiently. Supervision is not only in program implementation but supervision must start from the beginning and overall starting from the planning and organizing stages. In general, in carrying out the supervisory function there is an evaluation process to ensure that all programs or goals do not turn in an undesirable direction. It can be said that monitoring of green open spaces currently has not been carried out effectively and efficiently. The still low role of the community in participating in caring for, maintaining and monitoring the available green open spaces has contributed to the arrangement of Green Open Spaces in the City of Semarang not being implemented well.

## **B. Government Obstacles and Solutions in Implementing the Green Open Space Arrangement Policy in the City of Semarang**

### **1. Government Obstacles in Implementing Green Open Space Arrangement Policy in Semarang City**

Basically, all policies that have been planned as well as possible still encounter several obstacles that occur. For this reason, in the research that the author observed, it can be believed that there are several symptoms of obstacles faced by the Spatial Planning Service and the Semarang City Housing and Settlement Area Service in arranging green open spaces. We can see it in two factors, namely internal factors and external factors.

The factors that will be explained below are the results of research in the Distaru and Disperkim environments.

**a. Internal factors**

Based on the results of research conducted by the author in the Distaru and Disperkim environments of Semarang City, several obstacle factors can be seen in the arrangement of Green Open Space in Semarang City. The human resource factor is the main factor that hinders the implementation of Open Space planning policies in the City of Semarang. In Distaru, Semarang City, the number of employees is considered sufficient, but the composition of tasks and functions in relation to the arrangement of green open spaces is still considered inadequate. Based on the results of observations and interviews, Distaru Semarang City has many interests in terms of spatial planning in Semarang City. Therefore, the green open space arrangement program in the city of Semarang tends to not be implemented well.

Semarang City Disperkim has a similar condition. Based on the results of observations and interviews in the field, the researcher found that the Semarang City Disperkim is currently still concentrating on housing and residential area planning programs such as rehabilitation programs for houses of underprivileged residents, improving drainage in residential areas and other programs related to housing and residential areas. . The last factor is the lack of budget for the development of green open spaces which has an impact on the development and maintenance of green open spaces experiencing stagnation because implementing the arrangement of green open spaces requires large amounts of funds.

**b. External Factors**

Barriers originating from external factors come from outside the organizational environment, in this case Distaru and Disperkim. Based on the results of observations made in the field, researchers saw that the obstacles in arranging green open spaces were divided into several types. Firstly, land procurement is limited and tends to be expensive. In arranging green open space, land is the main key in its development. As we know, Semarang City is the capital of Central Java Province, where there are many activity centers and residential areas. This results in the amount of vacant land available becoming smaller. The available land will be very limited and if the government wants to acquire land, it will pay more for the existing land.

The next factor is the low level of public awareness of green open space planning programs. The people of Semarang City are considered to be less concerned about the existence of green open spaces or city parks. There were many public demonstrations that damaged facilities, theft of plants that were thought to have high and unique value, and many green open spaces that were converted into parking lots. This has an impact on the continued function of green open spaces which do not match their initial function as safe, comfortable and clean public activity centers.



## 2. Government Solution in Implementing Green Open Space Arrangement Policy in Semarang City

All problems that arise must have a way out to solve them, in this case the obstacle faced by the Spatial Planning Service and the Semarang City Housing and Settlement Area Service is the implementation of green open space planning. For this reason, based on the problems previously explained, the Semarang City government has made various efforts to overcome these problems.

- a. Obstacles caused by the low quality and quantity of human resources working in Distaru and Disperkim are by re-internalizing service and organizational values to the human resources contained within them. Every 3 months these two agencies often hold meetings to discuss the performance and achievements of the organization and the results of the meetings become evaluation material. Furthermore, in terms of the quantity of employees, further discussion regarding the moratorium on the procurement of the number of employees and experts in the field of spatial planning, especially the arrangement of Green Open Spaces in the City of Semarang, must speed up the procurement process.
- b. Obstacles caused by land problems in Semarang City. As the capital of Central Java Province, Semarang City is known as the center of administration, business and trade. As a business and trade center, the city of Semarang has many companies that have operating permits. This operating company has an obligation to the surrounding environment both in the company's social service program (*Corporate Social Responsibility*) or related programs that collaborate with the local government. The Semarang City Government is intensively collaborating with companies related to the arrangement of green open spaces, for example Semarang City Zero Kilometer Park which is financed by PT Wismilak Inti Makmur or PT Gelora Djaja and Taman Indonesia Kaya which is financed by the PT Djarum Foundation through the Program *Corporate Social Responsibility*. This has a positive impact on the government, the company's image and the people who enjoy public green open space facilities in Semarang City.

Obstacles caused by people's culture that is less sensitive to the surrounding environment. The Semarang City Government through Distaru and Disperkim is promoting campaigns via social media such as *astiktok*, *instagram* and *facebook*. This is done to reach many levels of society who currently use gadgets a lot in their daily lives. Besides using other media besides social media, such as socializing at events *car free day* and events held by the Semarang City Government.

## CONCLUSION

Based on the research results and analysis, the conclusions are as follows:

1. The implementation of green open space planning policies in Semarang City has not met the standards set out in Law Number 26 of 2007 concerning Spatial Planning. According to applicable regulations, 30% of the area which is divided into public green open space, 20%

and private, 10% of the land area of the urban area is green open space. In 2021 the area of public green open space will be 1,042 ha and private 4,025 ha (15% of the city area) and in 2022 the area of public and private green open space will be 2,580,585 (20.07% of the city area). From the perspective of State Administrative Law, the implementation of green open space planning is one of its scopes. This means that in State Administrative Law, policy actions used by the government in arranging green open spaces have a basis, consequences and general principles of good governance.

2. The role of the Semarang City Government in the governance of green open spaces has a major role in implementing policies for the arrangement of Green Open Spaces in the City of Semarang. However, in the internal organizational field, the performance of these two agencies has not been optimal due to limited human resources and budget, even though according to the results of researchers' observations these two agencies have tried to achieve the target of green open space area of 30%. In terms of limited human resources, this results in a lack of experts in designing, organizing and supervising all green open space programs that are being implemented. Meanwhile, due to limited budgets, this has resulted in the development, revitalization and maintenance of neglected green open spaces. Furthermore, regarding the rules for implementing spatial planning policies, it is clearly stated with the role of the Semarang City Government as the subject of HAN, namely the government in the narrow sense with the authority to implement policies for planning Green Open Space in Semarang City.
3. The obstacles to implementing the Green Open Space arrangement policy in Semarang City are two factors. The first factor comes from internal related agencies, namely the quality and quantity of human resources which are deemed inadequate, still prioritizing other programs over green open space planning programs, and budget limitations. The second factor comes from external factors related to conditions outside the relevant department. This obstacle occurs because the land conditions in the city of Semarang are limited and expensive as well as the low level of public awareness of the sustainability of green open spaces.

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