

The Role of NGOs in Urban Green Space Governance

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Abstract

The aim of this study is to understand the changing role of NGOs and the renewal of policy arrangements as the result of decentralization of urban green space (UGS) governance in Indonesia. For that purpose, this study investigates the change in both the policy making and policy implementation stage of urban green space governance practices in Banda Aceh City, Indonesia, where four urban green space sites were established with the involvement of NGOs. This research finds that urban green space governance system in Indonesia has undergone the political modernization after the implementation of the Spatial Planning Policy 2007, which provides opportunity for both the government, business, and civil society actors to initiate and develop UGS, independently, or by cooperating with other actors. In the case of Banda Aceh, the NGO was founded contributing to several activities such as in the initiation, planning, searching for funding, developing UGS, and mediating the conflict among actors. Furthermore, this research discovers the close relationship between the government and the NGO, where the policy is determined by the government and the NGO, as an actor appointed by the government, which reflects the neo-corporatist arrangements, in both the policy making and policy implementation stage, in the case of Bustanussalatin Nursery Park and Blang Padang Park. In the case of BNI Tibang Urban Forest and BNI Trembesi City, the policy was determined by the government and the NGO, which reflects the neo-corporatist arrangements. However, in the policy implementation stage, the resource limitation of the government and the NGO, in term of finance, has pushed them to invite the business actor who have finance resource, to finance the initiative implementation. The inclusion of this business actor brought new discourse which led to the adjustment on the policy. Hence, the policy arrangements in the policy implementation stage in the case of BNI Tibang Urban Forest and BNI Trembesi City were considered as the new arrangements, because both the government, businesses, and the NGO produce their resource and discourses to realize the establishment of UGS sites.

(Keywords: governance, urban green space, decentralization, policy arrangements, the role of NGOs)

Summary

Together with growing democracy, the hierarchical approach towards urban green space governance (UGS), which refers to the approach where the government plays the dominant role in the development and the management of UGS has been abandoned in many countries. As the result, the participatory approach towards UGS governance, which refers to the involvement of a variety of actors, including governments, businesses, citizens, and the non-governmental organizations (NGOs) has been suggested as an alternative approach toward UGS governance. This phenomenon is called as the decentralization of UGS governance that prevalent in many countries such as in Indonesia, Netherlands, Sweden, and other European countries, where the governmental actor power is diminished and the businesses and civil society actors power is increased.

The aim of this study is to understand the changing role of NGOs, as part of the civil society actors, and the renewal of policy arrangements, as the result of decentralization of urban green space governance in Indonesia, after implementation of the Spatial Planning Policy 2007. For that purpose, this study investigates the change in both the policy making and policy implementation stage of urban green space governance practices in Banda Aceh City, Indonesia, where four UGS sites were established with the involvement of NGOs. The concept of active citizenship is used to analyze the changing role of NGOs, by dividing the active role into two categories of the complementary and self-organized role. Besides, the Policy Arrangement Approach is used to explain the renewal of the policy arrangements in term of rules, discourses, resources, and actors coalition dimensions. Next, according to the change in these four dimensions, the renewal of policy arrangements can be classified into the four possible typologies, consisting of traditional arrangement, neo-corporatist arrangement, neo-liberal arrangement, and new arrangement.

Data was collected from the interviews with three different interviewee groups, consisting of the NGOs, government, and park managers during the six weeks of fieldwork in Banda Aceh City. Furthermore, document study was used also to support the analysis of this research, by reviewing the masterplan and other related documents containing information about UGS governance practices in the four cases of Bustanussalatin Nursery Park, Blang Padang Park, BNI Tibang Urban Forest, and BNI Trembesi City Park.

This research finds that urban green space governance system in Indonesia has undergone the political modernization, which provides opportunity for both the government, business, and civil society actors to initiate and develop UGS, independently, or by cooperating with other actors.

In the practice, the NGO was founded contributing to several activities such as the initiation, planning, searching for funding, developing UGS and mediating the conflict among actors. In term of active citizenship, this research finds that the NGO played more the complementary role rather than self-organized role, where they help the governmental based initiative, which is reflected from the Blang Padang Park, BNI Tibang Urban Forest, and BNI Trembesi City Park. In the case of Bustanussalatin Park, the NGO played a self-organized role, where they initiated and implement their initiative.

This research finds also that decentralization of UGS governance after the implementation of the Spatial Planning Policy was not the only factor influencing UGS governance practices in Banda Aceh city, but also the interaction between actor in the daily policy practice. Despite the decentralization aims to invite the cooperation between the government, businesses, and civil society, in policy practice, in the selected case study in Banda Aceh City, the government tend to involve only the limited actors, which was appointed by them. In the policy making stage, for example, the government invited the NGOs, as the highly capacitated actor in terms of knowledge, expertise, experience, and network, to assist them in the policy making stage. As the result, the policy document output was filled with the shared discourses between these two actors. Hence, the policy arrangements in the policy making stage is considered as the neo-corporatist arrangement, which means determined by the government and a limited amount of actors which is appointed by the government. In the policy making stage, the policy arrangements differ between the case study. In the case of Bustanussalatin Nursery Park and Blang Padang Park, the government and the NGO have the sufficient resource to implement the initiative, which made the policy implementation was performed by these actors, which reflects the neo-corporatist arrangements. However, in the case of BNI Tibang Urban Forest and BNI Trembesi City Park, the resource limitation of the government and the NGO, in term of finance, has pushed them to invite the business actor who have finance resource, to finance the policy implementation. The inclusion of this business actor brought new discourse which led to the adjustment on the policy. Hence, the policy arrangements in the policy implementation stage in these two cases were considered as the new arrangements, because both the government, businesses, and the NGO produce their resource and discourses to realize the establishment of UGS sites.

Ringkasan

Bersama dengan pertumbuhan demokrasi, pendekatan hirarkis dalam penataan ruang terbuka hijau (RTH) perkotaan, yang mengacu pada pendekatan di mana pemerintah memainkan peran dominan dalam pengembangan dan pengelolaan RTH mulai ditinggalkan di berbagai negara. Sebagai alternatif, pendekatan partisipatif dalam penataan RTH, yang mengacu pada keterlibatan berbagai aktor yang terdiri dari pemerintah, bisnis, masyarakat, dan lembaga swadaya masyarakat (LSM) mulai banyak diterapkan. Desentralisasi dalam penataan RTH ini telah diterapkan di berbagai negara seperti di Indonesia, Belanda, Swedia, dan negara-negara Eropa lainnya. Sebagai hasilnya, desentralisasi ini telah menyebabkan perubahan struktur peran pemerintah serta masyarakat dalam penataan RTH, di mana peran pemerintah semakin berkurang, sedangkan peran masyarakat semakin meningkat.

Tujuan dari penelitian ini adalah untuk memahami perubahan peran LSM, sebagai bagian dari aktor *civil society*, yang dianggap mengalami peningkatan peran setelah desentralisasi penataan RTH, serta perubahan sistem penataan RTH, sebagai dampak dari penerapan UU No. 26 Tahun 2007 Tentang Penataan Ruang serta PERMEN PU No. 5 Tahun 2008 Tentang Pedoman Penyediaan dan Pemanfaatan Ruang Terbuka Hijau di Kawasan Perkotaan. Untuk tujuan itu, penelitian ini menginvestigasi perubahan pada tahapan pembuatan kebijakan serta pada tahapan implementasi kebijakan, dengan mengambil studi kasus di Kota Banda Aceh, Indonesia, di mana empat RTH didirikan dengan keterlibatan LSM. Konsep *active citizenship* digunakan untuk menganalisis perubahan peran LSM, dengan membagi peran aktif menjadi dua kategori: yaitu peran aktif komplementer (*complementary*) dan peran aktif mandiri (*self-organized*). Selain itu, konsep *Policy Arrangement Approach* digunakan untuk memahami perubahan sistem penataan RTH, melalui analisis empat dimensi yang terdiri dari peraturan, ide, sumber daya, dan koalisi aktor. Melalui empat dimensi ini, sistem penataan RTH dapat dikategorikan kepada empat tipologi penataan kebijakan, yaitu: penataan kebijakan tradisional, penataan kebijakan neo-korporatis, penataan kebijakan neo-liberal, serta penataan kebijakan baru.

Data dikumpulkan melalui proses wawancara terhadap tiga kelompok narasumber yang terdiri dari LSM, pemerintah, dan pengelola taman. Pengumpulan data ini dilakukan selama enam minggu pada masa pekerjaan lapangan (*fieldwork*) yang dilakukan di Kota Banda Aceh. Selanjutnya, studi dokumen digunakan untuk mendukung analisis penelitian ini, dengan meninjau dokumen *masterplan* dan dokumen terkait lainnya, yang berisi informasi tentang penataan RTH di empat studi kasus yang dipilih, yaitu Taman Pembibitan Bustanussalatin, Taman Blang Padang, Hutan Kota Tibang BNI, dan Taman Kota Trembesi BNI.

Penelitian ini menemukan bahwa desentralisasi penataan RTH di Indonesia telah memberikan ruang bagi aktor pemerintah, bisnis, dan masyarakat untuk menginisiasi serta mengembangkan UGS, baik secara mandiri maupun melalui kerja sama dengan aktor-aktor lain.

Penelitian ini juga menemukan bahwa LSM telah berkontribusi dalam penataan RTH, baik dengan melalui peranan yang bersifat komplementer, ataupun peranan yang bersifat mandiri. Penelitian ini juga menemukan bahwa LSM telah berkontribusi melalui beragam aktifitas seperti menginisiasi, merencanakan, mencari sumber pendanaan, mengembangkan, serta menengahi konflik yang terjadi antar aktor.

Selain itu, penelitian ini juga menemukan bahwa desentralisasi bukan satu-satunya faktor yang mempengaruhi penataan RTH di kota Banda Aceh, tetapi juga interaksi antar aktor. Dalam tahap pembuatan kebijakan, misalnya, pemerintah mengundang LSM, sebagai aktor berkapasitas tinggi, yaitu aktor yang memiliki sumber daya pengetahuan, keahlian, pengalaman, serta jaringan, untuk membantu mereka dalam tahap pembuatan kebijakan pengembangan RTH. Hasilnya, *output* dokumen kebijakan diisi dengan ide yang berasal dari kedua aktor ini. Oleh karena itu, penataan RTH dalam tahap pembuatan kebijakan tergolong dalam penataan neo-korporatis (*neo-corporatist arrangements*), dimana kebijakan ditentukan oleh pemerintah dan sejumlah terbatas aktor yang ditunjuk oleh pemerintah. Selain itu, penelitian ini menemukan perbedaan pendekatan dalam penataan RTH pada tahapan implementasi kebijakan. Pada studi kasus Taman Pembibitan Bustanussalatin dan Taman Blang Padang, implementasi kebijakan dipengaruhi oleh interaksi antara aktor pemerintah, bisnis, masyarakat, dan LSM. Hal ini dikarenakan baik pemerintah, pelaku bisnis, LSM, dan masyarakat memiliki saling ketergantungan pada aktor lain, dalam hal sumber daya, sehingga menyebabkan terhadap terbentuknya koalisi aktor antara pemerintah, bisnis, dan masyarakat. Sehingga, dalam pelaksanaannya, yang RTH dikembangkan berdasarkan ide dari seluruh aktor tersebut, yang merefleksikan pada model penataan baru (*new arrangements*). Disisi lain, implementasi kebijakan pada studi kasus Hutan Kota Tibang BNI dan Taman Kota BNI Trembesi, penerapan kebijakan dipengaruhi oleh aktor pemerintah serta aktor yang ditunjuk oleh pemerintah. Sehingga model penataan pada kedua studi kasus ini tergolong pada penataan neo-korporatis (*neo-corporatist arrangements*).

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Introduction

The Rising Interest in the Participatory Approach towards Urban Green Space Governance

The hierarchical approach towards urban green space governance (UGS), which refers to the approach where the government plays the dominant role in the development and the management of UGS (Arnouts, van der Zouwen, & Arts, 2012; T. Mattijssen, Buijs, Elands, & Arts, 2017), has been abandoned in many countries, together with the growing democracy and the shifting of the governance system from the centralized to the decentralized system. Among the evidence of this phenomenon is prevalent in the case of Indonesia (Hastuti, 2011), Netherlands (Meijer & van der Krabben, 2018; Otten, 2015), Sweden (Mietala, 2012), and other European countries (Buijs et al., 2016). Several problems prevalent when applying the hierarchical approach have been discussed by researchers in the policy science domain such as in the limitation of governmental budget to finance the development and the maintenance of UGS (T. Mattijssen et al., 2017), the limited availability of municipality land for UGS development (Sumarmi, 2010), and the lack of innovation produced to solve UGS issue because the policymaking is being discussed within the governmental actors only which limiting the new ideas and policy innovation (Ningrum, 2014).

As the result of the decline on the hierarchical approach, the participatory approach has been suggested as an alternative approach toward UGS governance practice. Unlike the hierarchical approach which relies the determination of policy only by the governmental actors, the participatory approach refers to the involvement of a variety of actors, including government, businesses, and civil society actors in UGS governance practice (Mietala, 2012). In this approach, UGS governance does not rely only on governmental actors, but also on non-governmental actors. Hence, the initiation, the development, and the management UGS can be done with or without the intervention of the governmental actors (Ambrose-Oji et al., 2017). In this approach, UGS governance is dealt with an open discussion between the governmental and non-governmental actors, which can represent more perspectives, generate innovation, and build the trust between the governmental and the civil society and business actors (Ambrose-Oji et al., 2017; Mietala, 2012). Although this approach has also been criticized for the inefficiency of time, since reaching the joint understanding from the different perspectives of actors might take a longer process or might lead to conflicts, but the involvement of civil society, is considered essential for the UGS governance in the democratic system, which position

the society as its highest power holder (Yusdianto, 2012). Furthermore, Ambrose-Oji et al., (2017) mentions that Involving civil society in UGS governance leads to the realization of more democratic UGS governance practice. In this case, the government can absorb different ideas through the involvement of non-governmental actors that might lead to innovation. Furthermore, the benefits of this approach have been discussed by some researchers, such as enhancing the quality of the policy product that will make the implementation more effective (OECD, 2001), providing openness and trust for the government (Otten, 2015), reducing the use of the municipal budget due to the contribution of non-governmental actors in the establishment and UGS maintenance (Ambrose-Oji et al. 2017), and improving the quality of the established UGS (Azadi, Ho, Hafni, Zarafshani, & Witlox, 2011).

The Emerging Power of Civil Society in the Decentralized System

Together with the growing democracy, the governance system in many countries has been changing to the decentralized system. This change has led to the change in the structure of power of the government and the civil society, where the governmental power is diminished and the civil society power is increased (Cent, Mertens, & Niedziałkowski, 2013). Furthermore, the shifting to the decentralized system has removed the barriers for the civil society participation in the governance practice, which was being limited in the previous system (Carmin, 2010; Kronenberg, Pietrzyk-Kaszyńska, Zbieg, & Żak, 2015). Regarding this phenomenon, Cent, Mertens, & Niedziałkowski (2013) give an example of the shifting to the decentralized system in the case of Hungary and Poland, after the fall of communism and their accession to European Union (EU), where the NGOs worked closely with the government in the policy making of Natura 2000. Before their accession to EU, however, environmental conservation activity was governed in a centralized manner, while in the decentralized system, civil society involvement, as represented by NGOs, is being encouraged.

As the result of the growing power of civil society, NGOs have proliferated in many countries. In Indonesia, for instance, the number of NGOs in has increased from around 10.000 in 1996 to more than 70.000 in 2000 (BPS, 2000). In Thailand, the number of NGOs increased up to 250 percent during 1980 to 1990, while in the Philippines increased up to 260 percent for the same time period (Hadiwinata, 2003). The NGOs are considered as part of civil society, which represent the societal interest (Sedlacek, 2014). Hence, The NGOs participation is considered as an alternative form of public participation, in which their participation “can serve alternatives to weak and inadequate democratic institutions” (Gemmil, Bamidele-Izu, & Esty, 2002:9). Furthermore, there is also the changing

perception regarding the NGOs in the decentralized system, from the antagonist to the government in the centralized system, to be the “helpful partner” (Pollard & Court, 2005:23) of the government. Among the example where the NGOs assist the government in the governance, practice is mentioned by Cent, Mertens, & Niedziałkowski (2013) in the case of Natura 2000 site designation, where the local knowledge of NGOs resulted in recognition of many potential sites which was not recognized by the government. Moreover, the NGOs are considered as the potential actor that can provide a solution to the societal issues, which cannot be solved by the government. In this case, they can directly intervene in solving the social problem. In this way, they can deliver the service, such as finance to support the governmental activity or by encouraging the bottom-up initiative. Among the example for this the role of NGOs in encouraging the bottom-up initiative is in the development of the community garden named Stopping-Place in Szeged, Hungary. In this case, an NGO named MASZK, applied a proposal tender to the European Commission (EC), which is then used to develop a community garden together with the local neighborhood people (Ambrose-Oji et al., 2017).

Furthermore, the NGOs are considered as the actor that have the countervailing power to the government (Sedlacek, 2014). While individual citizen might have less power to influence the governmental policy, the NGOs can give more pressure to the government by using some tactics such as lobbying, protesting, negotiating, demonstrating, and shaping the public opinion through mass media. They can also use their network at local, national or international level to give more pressure to the government to make a policy change. Among the examples for this is prevalent in the case of Yogyakarta, Indonesia, where an NGO, named WALHI, represented the societal voice by criticizing the governmental policy regarding the inability of the government to provide UGS in Gambiran Village (Akbar, 2016). In this case, WALHI starts campaigning and gathering the voice of the citizens, to urge the government to establish more UGS in Gambiran Village.

The Indonesian Policy Context

In Indonesia, the governance system has shifted from the centralized to the decentralized system in 2004 (Ningrum, 2014). This decentralization provides two meanings for the governing practice in Indonesia. Firstly, decentralization in terms of the decentralization of power from the state government to municipal government. This system allows the lower-level of a government institution to determine the planning and development for their area, rather than being determined or intervened by the state government. Secondly, decentralization in terms of the inclusion of the civil society in the governance practice. As the development is the responsibility of the lower level of governmental body, it provides more opportunity for the municipal government to invite civil society in governance practices (Hadiwinata, 2003).

To support the shift in governance system, the *Spatial Planning Policy 2007* was introduced to replace the *Spatial Planning Policy 1992*, which was considered not relevant anymore in the decentralized system. This new policy highlights the importance of civil society and businesses actors involvement in governance practice to be more active in every stage of policy process (Wardhana, 2007).

Problem Statement

Some researchers have highlighted different result regarding the decentralization in governance practice. Looking at the role of civil society, despite they start getting involved in many governance practices, but, often, their role in these practices is still considered as the passive role (T. Mattijssen et al., 2017). The decentralization aims to invite the civil society to be participating actively in governance practice (Meijer & van der Krabben, 2018). Carreira et al., (2016) highlight the same phenomenon in his research in governance practice in Lisbon that despite the civil society has been invited to participate during the policy making, but their idea is being left out in the policy outcome. This type of involvement, is considered as manipulation, where the involvement of civil society is not aimed to support the governance practice, but more aimed to fulfil the legal requirement (Quick & Bryson, 2016). Furthermore, Meijer and Van der Krabben (2018) mentions that the transfer of responsibility to the civil society does not imply the same result in different places, since it depends also on the organizational power of civil society to carry out this responsibility into real action.

Moreover, the shifting to the decentralized governance system has led to the reallocation of responsibility and role, and redistribution of power, with the rising influence of the civil society power (Meijer and van der Krabben, 2018). Despite the decentralization trend have happened in many countries, many researches have provided evidence that there is no clear path of the renewal of policy arrangements from the traditional to the new policy arrangements in the practice (Arts & Tatenhove, 2005). Looking at the dominance of the government in the policy arrangements, for example, where they are expected to play a more facilitating role, often, they still play a dominant role (Arnouts et al., 2012). Among the example is given by Kronenberg et al., (2015) in the case Poland, which reveals that the government still have the “relatively strong position and downplay the role of other actors” (Kronenberg et al., 2015:1). Moreover, another topic for discussion regarding policy arrangements in the decentralized governance system is on the dependency of civil society to the government, as (T. Mattijssen et al., 2017a) mentions in his research about green self-governance initiatives in EU, they argue that despite a greater role for civil society in policy making and policy implementation, often, they are still dependent on the government in term of finance and regulation. On the other hand, the government tends to support or facilitate the civil society that has a clear requirement and overlapping objective with the government (Ambrose-Oji et al., 2017).

Finally, the current research addressing the involvement of civil society in governance practice put most of their attention on the involvement of civil society in the policy making stage (T. J. M. Mattijssen et al., 2017b), (e.g. Mietala, 2012; Akbar, 2016; Puspitasari, 2015), and less attention has been addressed to the involvement of civil society in policy implementation stage. Hence, studying the involvement of civil society in both the policy making and policy implementation, because in the decentralization system, civil society actors are expected to be participating in every stage of policy process (Wardhana, 2007; Green Space Policy 2008).

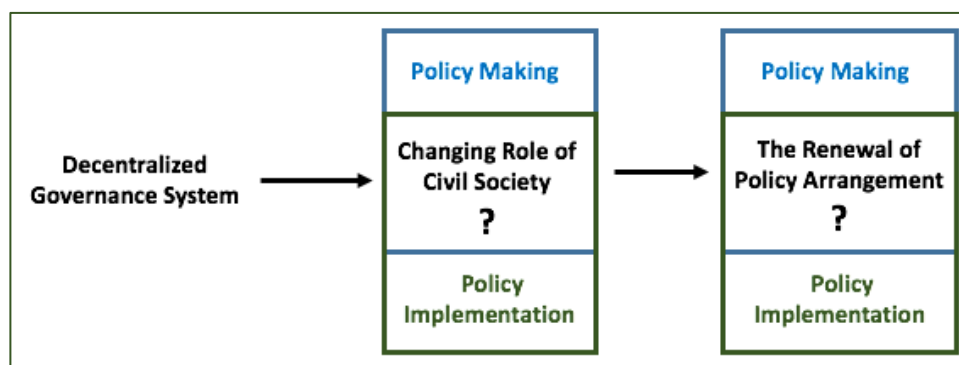


Figure 1. Visualization of Problem Statement

The Relevance of This Research

This research aims to explain the changing role of NGOs in UGS governance practices as the result of shifting of the decentralization of UGS governance system in Indonesia. Furthermore, this research aims also to explain the changing role and the renewal of policy arrangements in both the policy making and policy implementation stage of UGS governance practice. By explaining the changing role of NGOs and the renewal of the policy arrangements, this research aims to contribute to the on-going discussion in the policy science literature, regarding the involvement of civil society in governance practice after the decentralization of governance system.

For that purpose, UGS governance practices in Banda Aceh city were selected, because of these UGS governance practices were considered established with the active involvement of the NGOs in the process (Arnita and Aidina, 2014). Next, these projects were selected because all these projects were established after the changing of the governance system in Indonesia to the decentralized system in 2004 and after the implementation of the *Spatial Planning Policy 2007* and the *Green Space Policy 2008*. These four case studies, which consist of Bustanussalatin Nursery Park, Blang Padang Park, BNI Tibang Forest and BNI Trembesi City Park, respectively were established in 2008, 2008, 2010, and 2011. Furthermore, these case studies were selected because these projects were the finished projects, not the on-going project. Hence, these cases provide an opportunity to gain insight on the UGS governance practice involving the NGOs, in the whole process of governance practice, consisting of the policy making to policy implementation stage, which becomes the purpose of this research.

Conceptual Framework

In the previous chapter, I have explained the purposes of this research which are to analyze the changing role of NGOs and the renewal of policy arrangements, due to the shifting to the decentralized UGS governance system in Indonesia, and explain the changing role of NGOs and the renewal of policy arrangements in the policy making and policy implementation stage. This theoretical framework chapter is written to help me achieving that research objective. For that purpose, I set up four sub-chapters, consist of defining NGOs, Political Modernization, Policy Process, and Governance Arrangement Approach. At the end of this chapter, a conceptual framework is presented, aiming to link these four sub-chapters into a conceptual framework that can be used to analyze the UGS governance practice in the selected case studies in Banda Aceh City.

Defining NGOs

There are several terms which are closely related to NGOs term, such as “civil society”, “civil society organizations (CSOs)”. These different terms are often used by the policy science researcher in the policy science-related literature. The term of NGOs is originated after the World War II when the United Nations (UN) used this term to distinguish the actor outside of the market or businesses, and the governmental institution (Young & Dhanda, 2013). From the “non-governmental” term, it can be understood that the NGOs are an organization that is being established not by the governmental actor (Mietala, 2012).

Furthermore, the NGOs differ with the market or business in term of their main purpose, where the businesses pursue the commercial interest, or the for-profit, while the NGOs are non-profit organizations, that are established to pursue the societal interest (Young & Dhanda, 2013). The NGOs are part of civil society, which is self-organized with the purpose of achieving the public good (Ambrose-Oji et al., 2017; Lassa, 2015). As part of society, the NGO can be the representative of the society in negotiating in the environmental governance arena (Sugiyono, 2002). Furthermore, The NGOs operate in various level, from the local, national, regional to the international level (Gemmil et al., 2002; Sedlacek, 2014). Teegeen et al. (2014) mention three actors in governance activity, which consist of the public sector or the governmental actors, the private sector or the market/businesses actors, and the third sector which consist of civil society as shown in **Figure 2.** below.

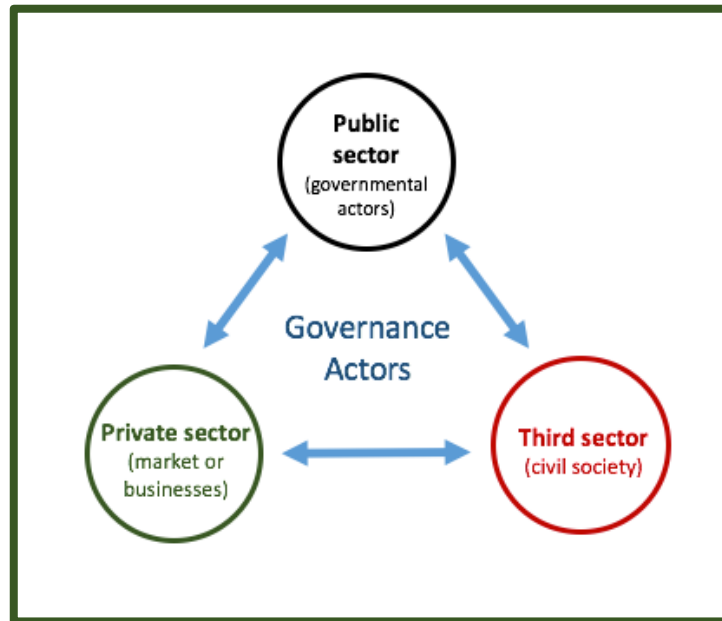


Figure 2. Governance Actors
(Source: Teegen et al. 2004:4)

CSOs is the broader term for the non-governmental actor, which are not necessarily pursuing the societal interest. It covers also the organizations that pursue the interest of a group of people, such as the sports clubs and religious organizations (Hadiwinata, 2003). However, there is no consensus regarding the term of CSOs, where there is also another definition to it such as Pollard and Court (2008) who define CSOs as the organizations that act outside of the government and businesses, which cover also the research institutes, media, or professional associations. Furthermore, civil society is a more broader term, which covers not only the group of the citizen, but also individual actor outside the government and business (Gemmil et al., 2002; Puspitasari, 2015). **Figure 3.** below shows the difference between the NGOs, CSOs and civil society.

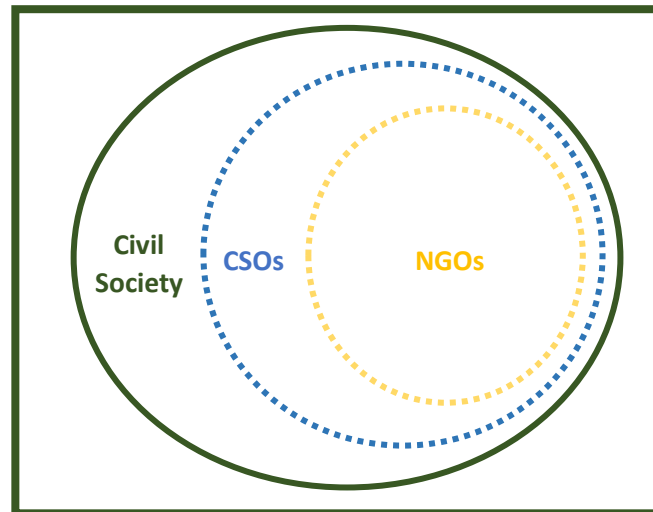


Figure 3. The Difference Between the NGOs, CSOs, and Civil Society

Political Modernization

Political modernization is “the structural processes of changing interrelations between government, businesses, and civil society actors which resulting on the emergence of the new form of policy practices” (Arts, Leroy, & van Tatenhove, 2006:93). Arts, Leroy & van Tatenhove (2006) explains the political modernization phenomenon by giving example of three phases of political change in European countries, consisting the early modernization, anti-modernization and late modernization. The early modernization phase refers to the political condition in which the governmental actors dominating the political practice. In contrast, anti-modernization refers to the decline of governmental power, as the result of the recognition on the government fails in performing the political practice according to the need of civil society. The late modernization refers to the cooperation between the governmental, businesses, and civil society actors, with the division of responsibility among this actors (Arts, Leroy, & van Tatenhove, 2006:102).

In this research, I conceptualize the decentralization of UGS governance system in Indonesia as political modernization. It is because, I assume that the implementation of the *Spatial Planning Policy 2007* has led to the change in the relationship between the government, businesses, and civil society actors. Hence, the point of this discussion that need to be explained regarding the decentralization phenomenon is “how does the decentralization trend, which refers to the implementation of the *Spatial Planning Policy 2007* in Indonesia has changed the relationship between the government, businesses and civil society actors”?

Policy Process

Pollard and Court (2008) explain that in general, there are four stages where the NGOs can make a difference in the governance practice. These stages consist of agenda setting, planning and decision making, implementation, and monitoring, as shown in **Figure 4.** below. Firstly, the NGOs can get involved in the agenda setting, which means that the NGOs involved in the problem framing and the initiation of the governance practice. Secondly, the NGOs might not initiate the governance practice, but getting involved in the planning and decision making, which means the NGOs have the opportunity to present their ideas to the governance practice. Thirdly, the NGOs might also participate in the implementation, which means taking the real action derived from the plan to its realization. Lastly, the NGOs might be involved in the monitoring of the implementation of the plan.

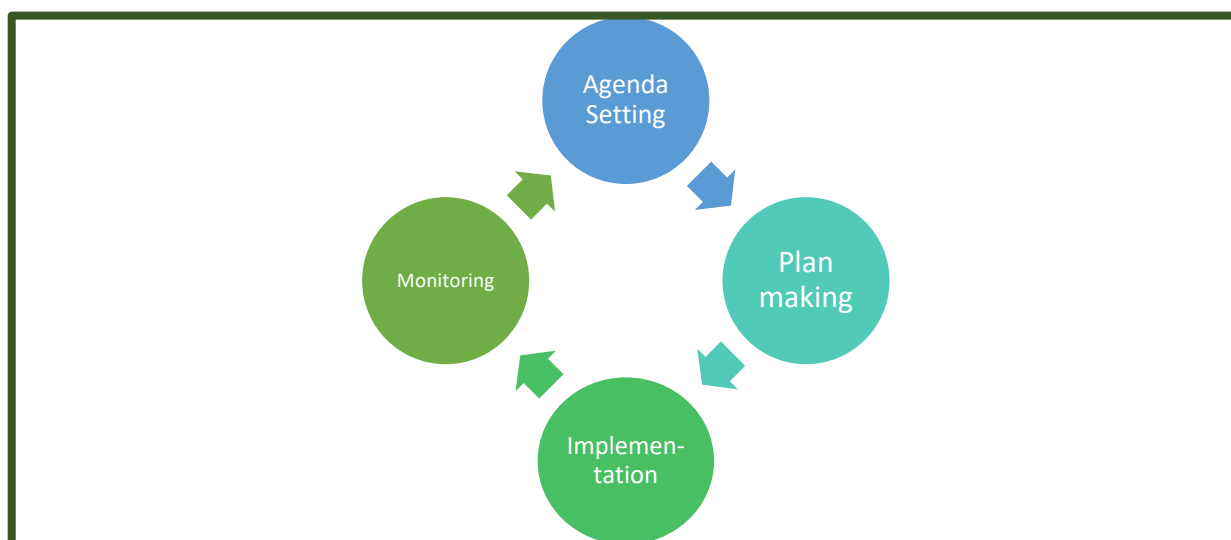


Figure 4. Policy Process
(Adapted from Pollard and Court, 2008:12)

Mietala (2012) simplifies the policy process regarding UGS governance practice into the two stages, consisting of the earlier stages and the later stages. By being involved in the earlier stages, it means that the NGOs have the opportunity to present their idea, contribute to the problem framing and plan making. It means also that they are involved “before the development plan has been issued” (Mietala, 2012:8). On the other hand, the NGOs might contribute also in the later stages, which means involvement after the development has been issued (Mietala, 2012). In this case, the NGOs might react to the established plan, or be involved directly in the implementation of the plan, or in the maintenance of UGS. However, in this research, I prefer to call these stages as the policy making and policy implementation stage, rather than the earlier the later stage, to prevent the different

interpretation regarding the “earlier” and “later” term. Hence, **Figure 5**. Below shows how the policy process concept is used in this research.

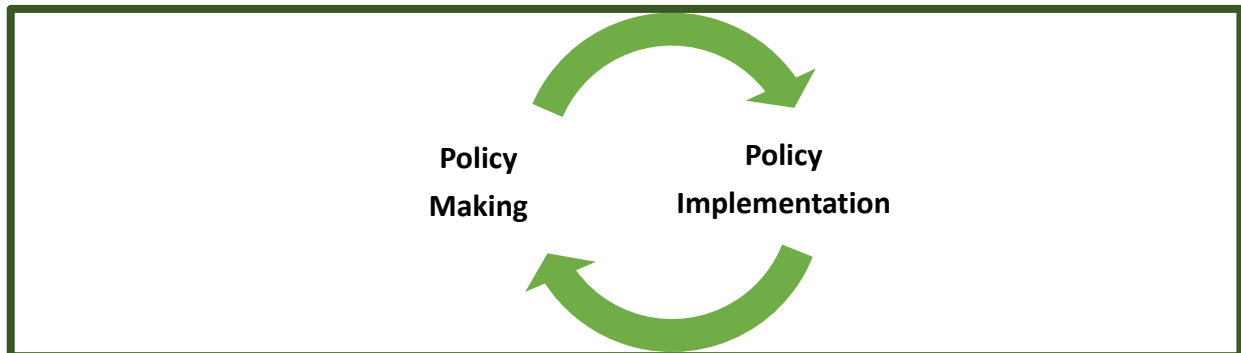


Figure 5. Policy Process in UGS Governance Practice

Active Citizenship

As in the decentralized system the civil society engagement in the governance practice is being encouraged, it is important to understand the role the civil society might play in the governance practice. Furthermore, [Meijer and van der Krabben \(2018\)](#) explain that the decentralization has led to the reallocation of tasks, responsibility, and role and power redistribution, where the citizens are being encouraged to be more active in governance practice. Then, the question that is emerged is how to understand the active role of civil society in the governance practice?

[Meijer and van der Krabben \(2018\)](#) mention that active citizenship has been evolving over the time, from the first generation to the second generation. The **first generation** of active citizenship emphasizes the need for engaging the civil society in policy making, where civil society might have the opportunity to present their idea through this engagement. In this case, the citizen can be understood to be actively engaged in governance practice when they present their idea during the policy making. Furthermore, the first generation of active citizenship defines the active role of civil society in terms of their activity in monitoring the governmental activity. In this case, the civil society are considered active when they can act as the watchdog of the governmental activity, whether they are being criticized in a participatory way during the policy making process, or in the non-participatory way, in which they react to the governance practice without being involved directly from inside the policy making and policy implementation activity. Hence, the **first generation** of active citizenship

emphasizes the activity of civil society to support or to react to the governmental policy, which is based on top-down initiative, through monitoring and information provision activity.

The **second generation** of active citizenship demands a greater role for citizens in the governance practice, not only as the complementary actor that supports governmental policy, which is based on top-down initiative, but as the self-organized activity, which is based on bottom-up initiative (Meijer and van der Krabben, 2018). In this case, they are not only providing information to the government during policy making, or reacting to the governmental policy, but also initiating their own initiative based on the problem they see around them and act to solve this problem through the bottom-up initiative. Hence, this **second generation** of active citizenship emphasizes more on the activity of civil society to initiate and implement the bottom-up initiative to solve their problem.

In this research, I choose to use both generations of active citizenship mentioned by Meijer and van der Krabben (2018), to analyze the role of in UGS governance practices in the selected case studies in Banda Aceh city, which are claimed as the governance practice that is being done with the active role of NGOs. In this research, I choose to use both definitions of active citizenship mentioned by Meijen and Van der Krabben (2018) to understand how the changing role of NGOs in UGS governance practice in the selected case studies in Banda Aceh City can be understood as an active role. Hence, I categorize the active role of NGOs into two categories, inspired by the active citizenship generation mentioned by Meijen and van der Krabben (2018), where the NGOs can be understood play an active role in two different ways, by supporting the top-down initiative, or by initiating the bottom-up initiative, as shown in **Table 1** below.

	Active Citizenship Generation	
	First Generation	Second Generation
Active Citizenship Definition	Supporting top-down initiatives (complementary role)	Initiating bottom-up initiatives (self-organized role)
Active Civil Society Roles	<ul style="list-style-type: none"> • Providing information • Monitoring 	<ul style="list-style-type: none"> • Initiation • Implementation

Table 1. Active Citizenship Generation

Furthermore, I link this active citizenship concept with the previous discussion about policy process, to make it possible how the role of NGOs can be understood as the active role, both in the policy making and in policy implementation. Based on the active citizenship generation mentioned by Meijer and van der Krabben (2018), in this research, the civil society can be understood to play the active role, when they initiate, provide information, monitor during the policy making stage, and when they implement or monitor the policy implementation stage. **Figure 6.** below shows the link between the policy process and active citizenship, as used in for further analysis in this research.

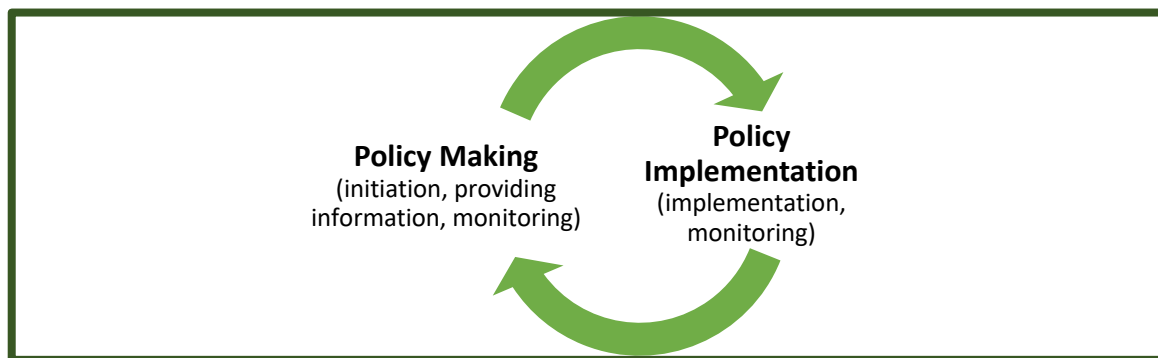


Figure 6. Linking the Policy Process with Active Citizenship

Policy Arrangement Approach

Policy arrangements refers to “the temporary stabilization of organization and substance of a policy” (Arts, van Tatenhove, & Leroy, 2000:54). The stabilisation of policy is considered temporary because its arrangement encounters continuous change due to institutional change and policy innovation in daily practice. Policy arrangements can assist to understand the stability and dynamism of environmental policy (Arts & Leroy, 2006). Policy arrangements consist of two main aspects of organization and substance (Arts et al., 2000). These two main aspects can be used to analyze the change or stability in policy arrangements. The first aspect, organization aspect, highlights the policy arrangements change as the result of the interaction between agents on daily practice. To analyze this aspect, three dimensions are distinguished, consist of actors coalition, resources, and rules.

Actors coalition dimension concerns the individual or organizations, either the governmental, businesses and civil society actor involved in governance practice. In governance practice, actors do not act individually but work with other actors by forming a actors coalition. Furthermore, actors coalition will be formed due to the shared discourse and resource interdependency and enabled by the rules (Arts et al., 2000). Two group of actor coalitions can be distinguished, consist of the

supporting or the challenging coalition. In this research, the focus of analysis regarding actors coalition concern the actor and the coalition that is formed to support or to challenge the dominant policy discourse.

Resources in policy arrangements is considered important because it is considered related to power. Power in policy arrangements are considered from two perspectives. The first is concerning "the ability of actors to mobilize resources"(Arts et al., 2000:59). It covers the ability of an actor to mobilize resources such as finance, property, expertise, or social capital. The second addressing the political power which refers to the "capacity of agents to maintain or transform their social or physical environment to achieve certain policy outcomes" (Arts et al., 2000:59), or related with the ability of an actor to determine policy outcome. In this dimension, the focus of analysis is on how the actors use their resources to help them realize their desired outcome, or to influence the policy outcomes.

Rules are the enabling and the constraining procedure that determines the legitimate actors and determines what they can or what they cannot do in governance practice (Arts et al., 2000). It covers both the formal rules, which is written in the legal document or the informal rules, which is based on a daily routine in political culture. Furthermore, the rules determine also the legitimate actors in policy arrangements. Hence, the topic for discussion regarding this dimension is how do the new rules has a consequence on the policy practice.

The renewal of a policy arrangements does not only result from the interaction of actors and institutional change, but also due to the changing in the way of environmental problem framing, which is defined as discourse. Discourse is considered to represent the second aspect of policy arrangements, or substance aspect, which refers to "concepts, ideas, views, buzzwords which give meaning to a policy domain"(Arts et al., 2000:56). Generally, a policy arrangements contains one or more discourses. Hence, the topic of discussion regarding this dimension is dominant, supporting or the challenging discourses prevalent during the policy process, or mentioned in the final policy outcome.

The operationalization of policy arrangements concept is shown in **Figure 7** below. Furthermore, **Figure 8**. shows the interrelation between the four dimensions of policy arrangements, as visualized as a tetrahedron, where a change in one dimension will influence the other dimensions and policy arrangements in general. Arts et al., (2000) give an example for the interrelation between four dimensions of policy arrangements, that when the policy discourse is being introduced, at the same

time this discourse will determine the relevant actors to the policy practice. On the other case, the inclusion of new actor can bring new discourses and resource, which can change the power relation. Furthermore, (Arts & Leroy, 2006) adds that the change in one dimension might lead to the renewal of the existing arrangement or produce an entirely new arrangement. This renewal of an arrangement will be fixed for a temporary time, before changes again at any point in time. There are different ways that may change the policy arrangements, such as the involvement of new actors, the availability of new resources, the introduction of new discourses, or the implementation of new rules.

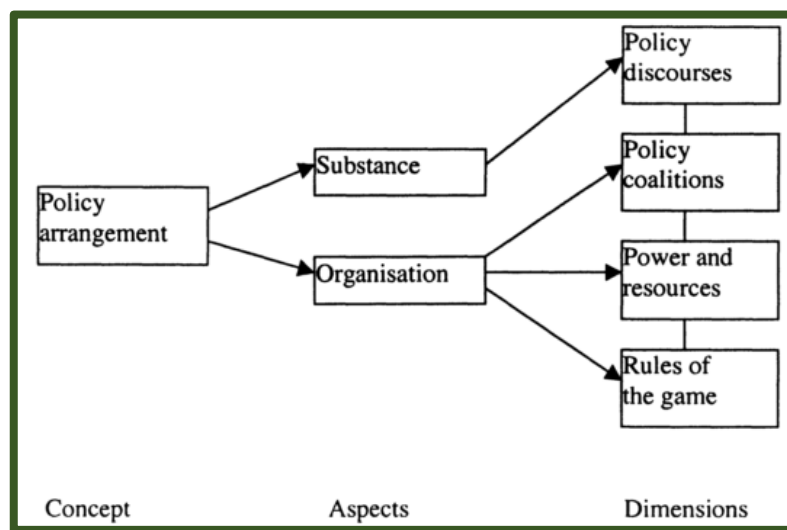


Figure 7. Operationalization of Policy Arrangement Concept
(Source: Van Tatenhove et al., 2000:56)

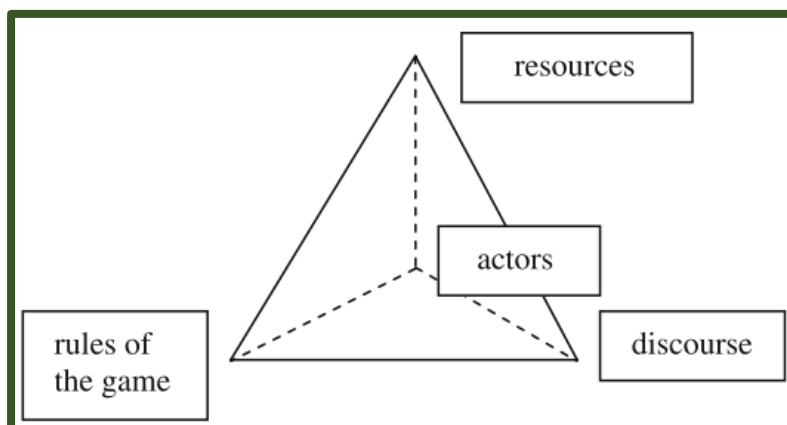


Figure 8. The Tetrahedron representing the Interrelation of four dimensions of Policy Arrangements
(Source: Arts & Leroy, 2006: 99)

Arts et al., (2000) mention that analyzing the policy arrangements can be started with any of its dimensions. In this research, I begin the analysis from the rules dimension because this research is conducted based on the assumption that the changing governance system to the decentralized system has led to the change in the UGS governance practice. Hence, based on this assumption, analyzing rules dimension as the starting point in this research becomes relevant. Following on to that, I continue analyzing policy arrangements in discourses, resources, and actors coalition.

Finally, to sum up the above mentioned discussion regarding policy arrangements in term of actors coalition, resources, rules, and discourses, I reflect the result of the research with the typology of policy arrangements renewal mentioned by (Arts & van Tatenhove, 2005), which consist of traditional arrangement, neo-corporatist arrangement, neoliberal arrangement, and new policy arrangements. Traditional arrangement refers to the dominant role of the government in determining the policy organization and content. In neo-corporatist arrangements authority is shared between the limited and appointed set of actors, in determining the policy organization and content. Neoliberal arrangements refer to the domination of market in determining policy organization and content. Lastly, in new arrangements responsibility is shared between governments, market, with civil society in determining the policy organization and content.

Conceptual Framework: Linking the Changing Role of NGOs with the Political Modernization, Active Citizenship, Policy Arrangement Approach, and Policy Process Concept

As mentioned in the last part of the introduction chapter, this research aims to:

- (1) Explains the changing role of NGOs in urban green space governance practice as the result of the shifting to the decentralized UGS governance system in Indonesia.
- (2) Explains the changing role of NGOs and the renewal of policy arrangements in both the policy making and policy implementation stage of urban green space governance practice.

Hence, a conceptual framework is required to help to achieve that purpose. For addressing the first research objective, I use the concept of political modernization by Arts, Leroy, & van Tatenhove (2006). Furthermore, to address the second research objective, I use the concept of active citizenship by (Meijer & van der Krabben, 2018) to explain the changing role of NGOs, the policy arrangements approach by Arts et al. (2000), and the concept of policy process by Pollard & Court (2005) and Mietala (2012). **Figure 9.** below shows the linkages between the research objectives with the conceptual framework that resulting on the five unit analysis of this research.

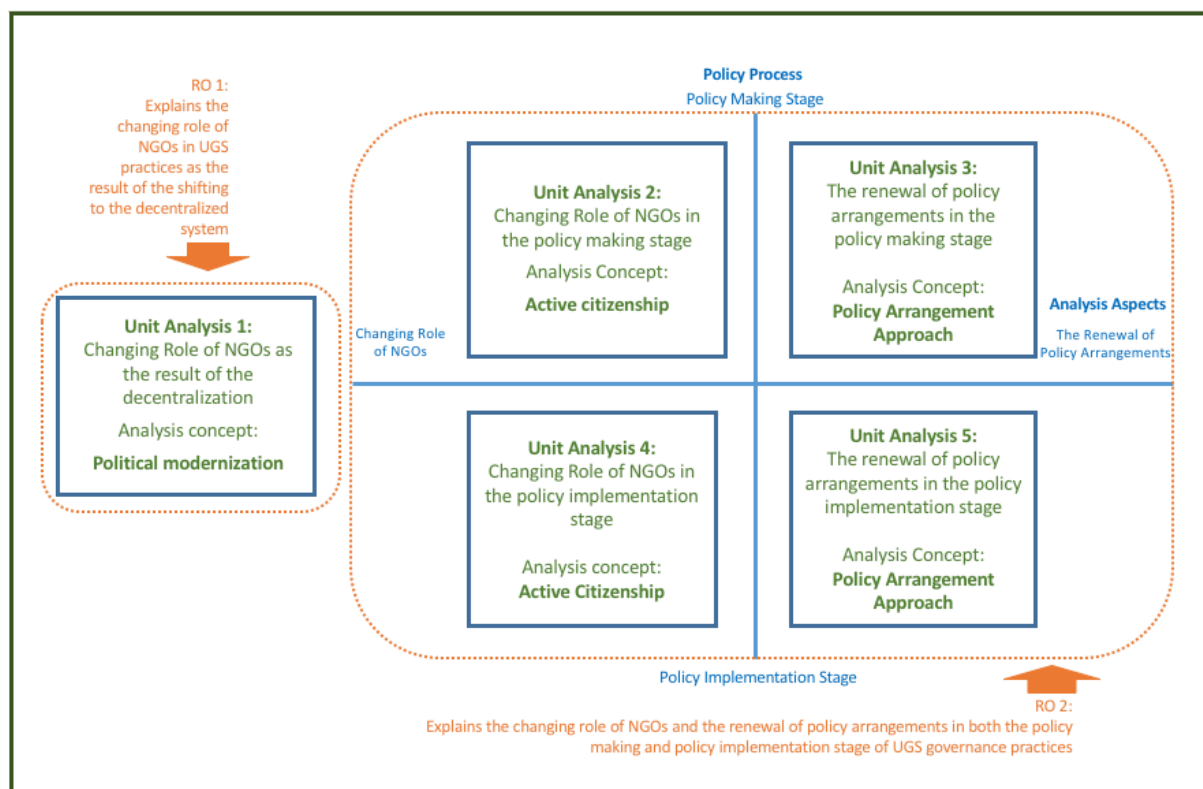


Figure 9. Five Unit of Analysis as the Result of the Linkages Between the Research Objectives with the Conceptual Framework

Research Questions

According to the research objectives and the established conceptual framework, the main research question and sub-research questions were set as follow:

“How does decentralization change the role of NGOs in Indonesia and renew the policy arrangements in both the policy making and policy implementation stage in urban green space governance practice in the selected case studies in Banda Aceh City?”

- How does the decentralization of urban green space governance system change the role NGOs in Indonesia?
- What does the changing role of NGOs in the selected case studies in Banda Aceh City in the policy making stage mean in terms of active citizenship?
- How is the renewal of policy arrangements in the policy making stage explained in term of rules, discourses, actor coalitions, and resources?
- What does the changing role of NGOs in the selected case studies in Banda Aceh City in the policy implementation stage mean in terms of active citizenship?
- How is the renewal of policy arrangements in the policy implementation stage explained in term of rules, discourses, actor coalitions, and resources?

The link between the conceptual framework and research questions is presented in the **Figure 10.** below, where the unit analysis 1 is related with the first sub-research question, and unit analysis 2 is related with sub-research questions, and so on for the third and the fifth research question. By analyzing these five units of analysis, it contributes to answer all the five sub-research questions, which contribute also for answering the main research question of this research.

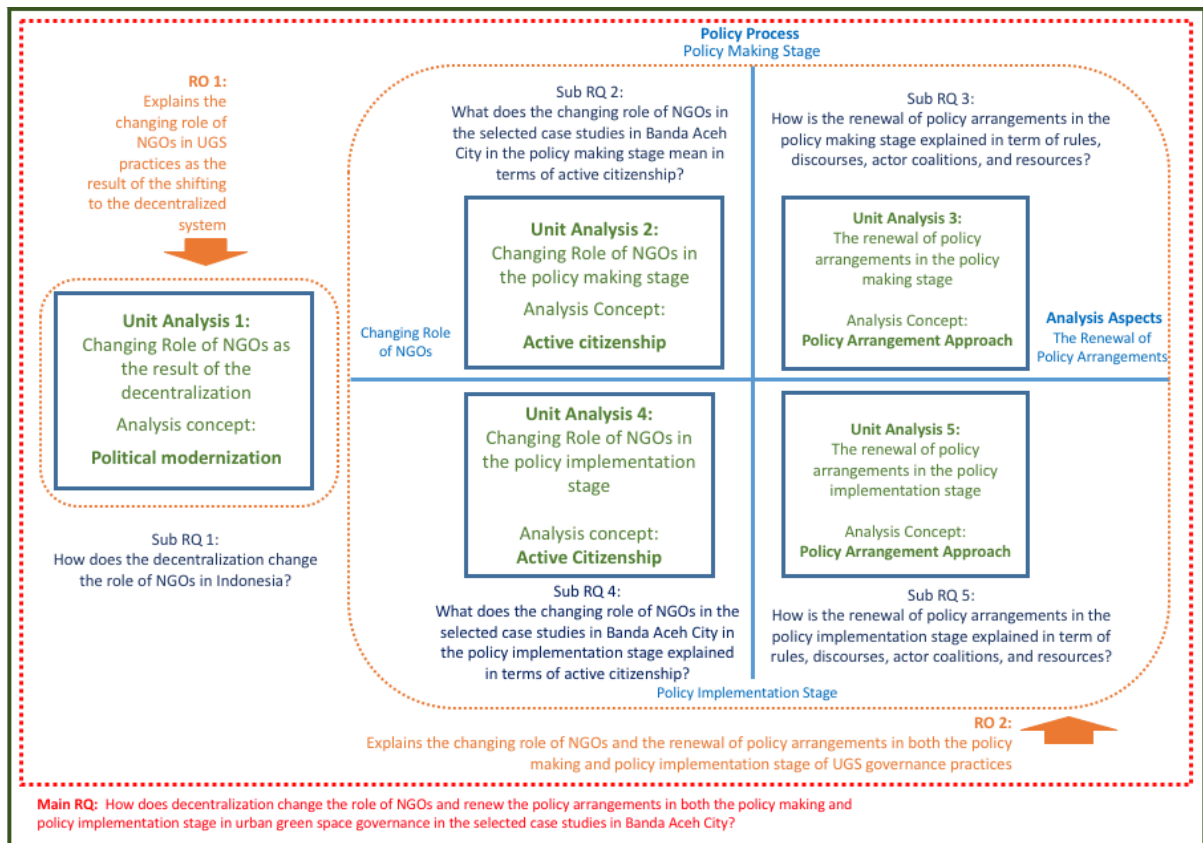


Figure 10. Link Between the Conceptual Framework , Research Objectives and the Research Questions

Research Design

Worldview

The interpretive approach focuses on “the specific, situated meaning and meaning-making practices of actors in the given context” (Schwartz-Shea & Yanow, 2012:1), by understanding the meanings, representation of people’s belief, feelings, desires, about context, that shape action (Wagenaar, 2011). In this point of view, the knowledge should not be treated as objective truth, but more as products of ways of categorizing the world, or as the product of discourse (Jorgensen & Phillips, 2002). The interpretive approach was used in this study, because this research aim is to gain an in-depth knowledge regarding the changing role of NGOs and the renewal of policy arrangements as the result of decentralization in UGS governance practices in the selected cases of Banda Aceh city, from the perspective of stakeholders involved in these practices. To understand the different perspectives, three groups of interviewees consist of the NGOs, government, and park managers were being interviewed. Furthermore, it was enriched also by the information from the relevant documents regarding UGS governance practices in Banda Aceh city.

Research Strategy

For accomplishing the research objectives which are to highlight the activities or actions employed by the NGOs in UGS governance practices; and to explain the underlying reason behind the cooperation of the NGOs and the government in UGS governance practices, the relevant research strategy need to be selected. Creswell (2009) mentions that case study is the appropriate research strategy that can be used to understand particular context of research setting, such as program, events and projects through in-depth analysis. In this research, the contexts that is aimed to be explored are the changing role of NGOs and the renewal of policy arrangements. However, in the interpretive research, concept is expected to be generated from the combination of deductive and inductive approach, because the researcher is considered to start with the predetermined concept, although the purpose of the research is not to test this concept in the field, but more to be used as the starting point for the research, or generating evidence in the abductive way (Schwartz-Shea & Yanow, 2012).

Figure 11. below shows the selection of research design for this research, based on the research onion model developed by Saunders & Tosey (2012).

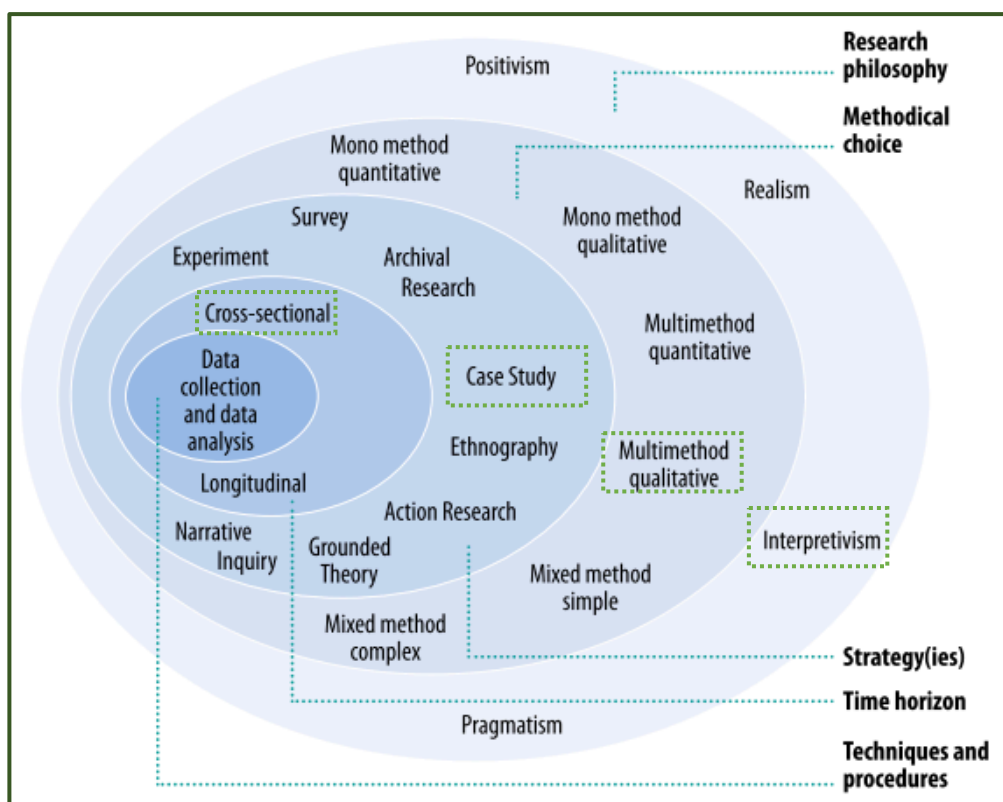


Figure 11. Research Design of This Research Based on Research Onion

(Source: Saunders & Tosey, 2012:59)

Furthermore, Creswell (2009) adds that to use this strategy, the context should have the bounding systems in term of research setting. Because this research aims to understand the changing role of NGOs and the renewal of policy arrangements in UGS governance practices, hence, the case studies that are selected should be the case where the NGOs are involved in UGS governance practices. Furthermore, because this research aims to see the change in both the policy making and policy implementation stage, the selected case study had to be the finished project, not the ongoing project. By selecting the finished project, it can provide an opportunity to see the role of NGOs more comprehensively, from the initiation, policymaking, development, maintenance, and monitoring of UGS. Furthermore, the idea behind the case study is the researcher purposively select the sites in accordance with the aims of the research (Creswell, 2009). Hence, in this research, four cases of UGS governance practices with NGOs involvement, consist of Blang Padang Park, Bustanussalatin Nursery Park, BNI Tibang Urban Forest and BNI Trembesi City Park are selected. At the beginning of the research, three case studies were identified from the literature review, but later, during the fieldwork another case study was discovered, which is Blang Padang Park. I add this new case, to enrich the information to this research, as it is related also with intertextuality as one of the credibility/trustworthiness strategies in this research, which I will explain in the last sub-chapter of

this research design chapter. Furthermore, I add this case because this case is related with other cases, BNI Tibang Urban Forest, and BNI Trembesi City Park, as I discovered during the fieldwork that the involvement of NGOs in other cases is based on their contribution to assist the government in the previous projects (Interviewee 6).

I choose to conduct the multiple case study, which results on the selection of four cases of UGS governance practices in Banda Aceh, to understand the more comprehensive context of UGS governance involving NGOs in Banda Aceh city, when there are no significance difference between these cases. However, when I find the different information between the cases, I highlight the difference between these cases. For example, in the case of Bustanussalatin Nursery Park, this case was initiated by the NGOs, or considered as the bottom-up initiative. In the case of Blang Padang Park, BNI Tibang Urban Forest, and BNI Trembesi City Park, however, these cases were initiated by the government. Hence, by selecting the multiple case study, it provide the opportunity to understand the general context of UGS governance practices in Banda Aceh City, by providing also opportunity to highlight the difference between these cases, as shown in **Figure 12**.

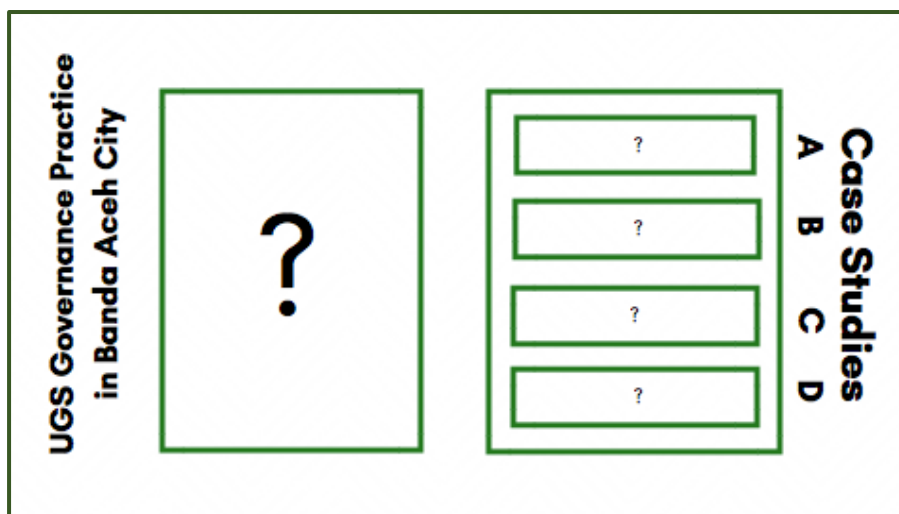


Figure 12. The Use of Multiple Case Study to Understand the General Context of UGS Governance Practices in Banda Aceh City and the Specific Context of UGS Governance Practices in Each Case Study

Generation of Data

The interview was the main source of information used in this research. Semi-structured interview was a technique that is used in this research, aiming to gain detailed and focused insight about how the interviewee perceives a topic of interest to the researcher, and to gain an in-depth understanding of an issue (Silverman & Marvasti, 2008). Although some questions were prepared in the interview guidelines as shown in **Annex 1**, some additional questions were added during the interview, depending on the response from the interviewees. Eight relevant interviewees, from three interviewees group of NGOs, government, and park manager, identified from the literature review, were being interviewed. During the 45 minutes of the semi-structured interview, interviewees were asked to reflect on their role in the provisioning of UGS. However, **Annex 3** provides a list of the interviewee which represent their interviewee group. The identity of the interviewees was not mentioned in the list due to the privacy reason and anonymity agreement between the researcher and the interviewees. Document study was another information generation method that was used in this research. The master plan and planning documents for each case study were prioritized to be analyzed. However, the document study was not restricted only to these files, since other relevant documents discovered during the fieldwork were used also for data analysis. Furthermore, the guidelines for document analysis is provided in **Annex 2**, aiming for providing the general understanding of UGS governance practices, including the explanation about the role of NGOs, and the underlying reason behind their engagement in UGS governance practices.

Analysis of Data

The analysis of this research is focused on the role of NGOs and the policy arrangements renewal in UGS governance practices in Banda Aceh City. The concept derived from a literature in the beginning stage of the research was used as the preliminary concept to help the analysis of data. From the literature review, the concept of active citizenship was chosen to explain the changing role of NGOs, while the resources, rules, discourses, and actors coalition were selected to explain the renewal of policy arrangements both in the policy making and policy implementation stage. After conducting several interviews, I conclude that these concepts work properly, although some question was not relevant for all interviewee group. For example, the questions regarding rules was answered mostly by the NGOs and the government group, while the park manager could not provide much information regarding this aspect since they are related more with the practical work.

Next, the interview recordings were transcribed, and the documents were analyzed by using the document analysis sheet as provided in **Annex 2**. After that, I start reading all the information, one by one, from the interview transcript and document analysis sheet. Furthermore, the dataset of information consists of interview transcript and document analysis sheet was analyzed by giving coding to categorize this information into more analyzable data. The deductive-inductive coding is used in this research, which allows the analysis based on the concept derived from the literature, while allowing also to derive the information generated during the fieldwork, as shown in **Table 2** below.

Focus of Analysis	Predetermined Concept	Concept Derived from the Field
The Role of NGOS	Complementary role: <ul style="list-style-type: none"> • Providing information • Monitoring (Source: Meijer and van der Krabben, 2018)	Complementary role: <ul style="list-style-type: none"> • Plan making • Searching for funding • Development activity • Mediating conflict
	Self-organized role: <ul style="list-style-type: none"> • Initiation • Implementation (Source: Meijer and van der Krabben, 2018)	Self-organized role: <ul style="list-style-type: none"> • Initiation • Plan making • Searching for funding • Development activity
Policy Arrangements Renewal	Rules: <ul style="list-style-type: none"> • Formal rules • Informal rules (Source: Arts et al., 2000)	Rules: <ul style="list-style-type: none"> • Formal rules
	Resources: <ul style="list-style-type: none"> • Finance • Land • Expertise • Social capital (Source: Arts et al., 2000)	Resources: <ul style="list-style-type: none"> • Knowledge • Expertise • Land • Networking • Finance • Social capital
	Actors Coalition: <ul style="list-style-type: none"> • Supporting coalition • Challenging coalition (Source: Arts et al., 2000)	Actors Coalition: <ul style="list-style-type: none"> • Supporting coalition
	Discourses	Discourses: <ul style="list-style-type: none"> • Environmental sustainability • Heritage revitalization • Sign of Thanks • Economical sustainability

Table 2. Analysis of Data as the result of the Combination Between the Deductive-Inductive Approach

Trustworthiness Strategies

Since this research is developed based on the interpretivist philosophical view, the criteria to assess the quality of this research differs with the positivist view, which emphasis on the reliability, validity, and generalizability (Schwartz-Shea & Yanow, 2012). As the result, Schwartz-Shea & Yanow (2012) propose several criterions that can be used to assess the interpretive research, which is called as the trustworthiness strategies, consist of positionality, intertextuality and thick description. Hence, in this research, I use these criterions to ensure the trustworthiness of this research.

Positionality

Positionality concerns on how the researcher personal characteristic such as ethnicity, age, education, gender, personal interest might contribute to the data generation (Schwartz-Shea & Yanow, 2012). Since researcher is also human beings with histories and characteristics that are not separated from the research world, the researcher needs to be transparent and reflect on his position during the research process. This strategy is used to ensure the transparency of the researcher during the research process, because interpretive researcher assumes that "a different researcher, possessed of different characteristics and prior knowledge, conducting the same set of interviews or examining the same materials, may (co-)generate data that vary in content and form from those produced by another researcher" (Schwartz-Shea & Yanow, 2012:80). Hence, the reliability criteria, that is used by positivist researcher, is not relevant to be applied in the interpretive research.

There are some points that describe my position during the this research process. Firstly, regarding the possibility to be seen as an outsider, since in this research I did several interviews with interviewee with the relatively high position in their office. My fear is that these interviewees will refuse or reluctant to answer my question, especially because they would think that I am an outsider that want to know the sensitive information regarding their activities. However, during the fieldwork, I found that my fear did not happen, especially after I promise them with anonymity and after I introduce myself as the local people who was born and grew in Banda Aceh, followed by starting the conversation with the interviewees by using the local language of Acehnese.

Furthermore, my strategy to gain a better access to the set of information that I keen to gather was by starting the interview with the interviewees having the relatively higher position in the office. It is because, by interviewing the higher level of staff in the office, it provides me opportunity to discover

other potential interviewees, based on the suggestion of the previous interviewee. Since I begin my interview with the higher level staff, it made easier for me to get access to other interviewees, especially, for the interviewees having the relatively lower position. Furthermore, during the fieldwork I discover that the good relationship between both the NGOs, government and park managers help me to be engaged with the interviewees, since the interviewee seems to be more interested to answer my questions, after I tell them my previous interview with their colleagues.

Among the possible bias that I might encounter during the research work is that I have the positive perspective regarding the non-governmental actors, such as business, individual citizens, and NGO involvement in UGS governance. It is because I read many literatures mentioning the benefits of involving the non-governmental actors in UGS governance practices, that make me assume that the non-governmental actors should be involved in the governance of UGS. To deal with this bias potential, I tried to be neutral during the fieldwork by not directly asking the interviewees about the role of NGOs in UGS governance practices during the interview process. Furthermore, I chose to introduce the aim of this research more generally, which is to understand the “UGS governance practices in Banda Aceh City”, rather than mentioning the aim of this research is to understand “The Role of NGOs in UGS governance practices in Banda Aceh City”. By doing this, It provides me opportunity to understand the whole context of UGS governance practices in Banda Aceh City. Furthermore, by doing this, it ensure my neutrality in this research, by preventing asking with the leading question such as “what are the roles of NGOs in this project?” directly to the interviewees. Only when the interviewees starts mentioning the NGOs, then, I ask them with several follow up questions regarding the role of NGOs in the UGS governance practices. Furthermore, to avoid the potential bias during the data analysis, I try to stick my interpretation in accordance to the data generated during the fieldwork, such as information from the interview and the related documents.

Intertextuality and Thick Description

Intertextuality is not aimed to reveal the truth, but more to expose the different, inconsistent, contradiction among the sources. Intertextuality is one of the criteria that can be used to judge the quality of interpretive research, in the way that seeing the link between any sources of information. However, in this research, intertextuality is considered very important. From the beginning of the research design, three different interviewee group consist of NGOs, government, and park manager was set up to be the source of information in this research. Interviewing the different group of interviewees is considered to provide the richness of information used in this research. Furthermore, the analysis is executed base on the information derived from the related documents such as master plan and planning documents. However, the source of information used in this research is not limited only to the interviewees or documents decided before the fieldwork, but it provides room also for the new information derived in the field. For example, during the interview, I always end up the interview with a closing question about more actors and documents that are relevant to enrich this research. When the new actors are identified, they will be contacted for the next interview. One of the example is when one of the interviewees mentions another case study that might relevant to this study, which is Blang Padang Park, the research design was then adjusted to accommodate this new case study. By doing this, I can ensure the use of intertextuality strategy in this research, where my interpretation is supported by information derived from different sources, that provide me opportunity to check my sense-making of the research context, by linking one literature to other literature, or one source of data to other sources of data, to check their sense making, and to understand the intended meaning (Schwartz-Shea & Yanow, 2012). Furthermore, by using the intertextuality strategy, it provides me to present the thick description for this research, as thick description is described by Yanow and Schwartz-Shea (2006) one of the criterion to assess the quality of interpretive research. However, to provide the rich, thick description to this research, information was generated from the interview, document study to explain what actually that happens in the context of NGOs involvement in UGS practices in Banda Aceh City.

Case Studies Description and Contextuality

Case Studies Description

Banda Aceh is the capital of Aceh Province, Indonesia. This city suffered from the tsunami 2004 disaster which destructed over 60% of the total area, especially which is located close to the coastal area (Arif, 2017). Responding to this disaster, over than 1000 local, national, and international government and NGOs send their help for the recovery of Aceh (BRR, 2008b; Lassa, 2015). In 2005, the national government of Indonesia established a national agency named Rehabilitation and Reconstruction Agency (BRR) as the sole institution to coordinate the recovery process (BRR, 2008b). As the sole coordinator of the recovery process, BRR became the main actor that coordinate with the government, businesses, citizens, and NGOs in delivering over 5000 rehabilitation and reconstruction projects (Lassa, 2015). As the consequence, every project initiated or proposed by the NGOs must be coordinated to the BRR as the coordinator of the recovery program (BRR, 2008a). As UGS development is among the recovery agenda of Banda Aceh city, four parks, named Blang Padang Park, Bustanussalatin Nursery Park, BNI Tibang Urban Forest, and BNI Trembesi City Park, are among the green space being developed with the cooperation between the NGOs and the government (Arnita and Aidina, 2014; Arif, 2008). The cooperation of NGOs with the government prevalent not only in the development of UGS but also in their maintenance (Sahabat Hijau, 2015). As the result, currently, these UGS contribute to the total 19.13 ha size of UGS in Banda Aceh city (Arnita and Aidina, 2014).

Bustanussalatin Nursery Park

Bustanussalatin Nursery Park is a green space which is located in of Banda Aceh city center. Established in 2008 the total size area of this park is 0.29 Ha (Arnita, Aidina, & Jalaluddin, 2014). Because of its strategic location, which is less than one kilometers from Baiturrahman Mosque, the main landmark of Banda Aceh city, many visitors often come to this park in the afternoon to enjoy the view of Krueng Aceh river from this park, which lies alongside the riverbanks of Krueng Aceh. The establishment of this park took 6 months of construction, before being opened by the mayor of Banda Aceh city by August 2008 (Bustanussalatin Foundation, 2013).



Figure 13. Bustanussalatin Nursery Park
(Source: Arnita, Aidina & Jalaluddin, 2014: 38)

Blang Padang Park

Blang Padang Park is a UGS area that is often called also by the local people as Thanks to the World Memorial Garden. This UGS area was established by the government and the NGOs by 2008 (Bustanussalatin Foundation, 2013). Blang Padang is considered as one of the biggest green space areas in Banda Aceh city with the total size of the area reaching 9.5 ha (Arnita et al., 2014). This area was part of the Bustanussalatin, or the Garden of Sultan area, mentioned by Syekh Nuruddin Ar-raniry in his book as part of the heritage site of Aceh Sultanate.



Figure 14. Blang Padang Park

BNI Tibang Urban Forest

Established in 2010, BNI Tibang Urban Forest lies in the abandoned land which the soil is not fertile due to the sea water intrusion after tsunami 2004. Since its location which is close to the shoreline, or less than one kilometers, this area was considered as the most destroyed area in Banda Aceh, where many buildings and trees were wiped out by the tsunami. In this land, then, Urban Forest with the total area size of 6.75 Ha was being established (Arnita et al., 2014). It took four years of work before this project, which was started by 2010, to be finished (Bustanussalatin Foundation, 2013).



Figure 15. BNI Tibang Urban Forest
(Source: Arnita, Aidina & Jalaluddin, 2014: 56)

BNI Trembesi City Park

Established in 2011, this park contributes to the total size of 2.59 Ha of UGS area for Banda Aceh City (Arnita et al., 2014). This park is named Trembesi because Trembesi is the name of the tree species that was planted the most in this Park. In total, there was 204 Trembesi trees being planted in this area. Before being developed as UGS area, this area was part of the abandoned land which was destructed by the Tsunami 2004. Beside of the Trembesi tree, the various types of fruit plants were being planted in this site (Bustanussalatin Foundation, 2013).



Figure 16. BNI Trembesi City Park
(Source: Arnita, Aidina & Jalaluddin 2014:50)

Contextuality

The Political Context of the Case Studies

From the mid of the 1980s, the Indonesian government entered the era of President of Suharto, called the New Order government, which is distinguished by the centralized governance system (Hadiwinata, 2003). In this era, the spatial planning and development agenda was the responsibility of the governmental actor, and all activities conducted by the NGOs must be coordinated and controlled by the government. *Spatial Planning Policy 1992* was introduced by the central government, as the supporting rule for spatial planning and development. This policy was developed based on the political condition at that time that emphasizes the responsibility of the government as the main actor to plan and to develop the spatial plan (Wardhana, 2008). Hence, the civil society involvement was being limited or considered more as the passive involvement, rather than active involvement in the spatial planning and development. Furthermore, the NGOs involvement in spatial planning context had not been recognized in this policy, which made the NGOs involvement was not being invited in the spatial planning and development agenda (Wardhana, 2008).

In 1998, the New Order government fell and replaced by the post-Suharto government. This era is considered as starting of democracy era, which recognizes the need for shifting the governmental system to the decentralized governance system (Hadiwinata, 2003). Hence, in this era, the previous restrictions made to the civil society was removed, and which has led to the growing of NGOs in Indonesia (BPS, 2000), as their involvement is being encouraged to move from passive to active involvement. To support the new system, the national government introduce the *Spatial Planning Policy 2007* to replace *Spatial Planning Policy 1992*, which was considered not relevant anymore in the democratic system. This new policy encourages the non-governmental actors to be involved actively in spatial planning and its development (Wardhana, 2008). In addition, *Spatial Planning Policy 2007* highlighted also the importance of UGS for enhancing urban environmental quality. Hence, this policy has mandated every city in Indonesia to provide at least 30% of its total area reserved for UGS. On the other hand, to achieve the 30% target of UGS area, one year later, the national government introduced *Green Space Policy 2008* as the practical guidance to UGS governance practices.

The Historical Context of the Case Studies

26 December 2004, the second biggest earthquake (with the magnitude of 9.1 Richter scale) in the human history strike the Indian Ocean, with the distance around 150 kilometers from Banda Aceh City (Mangkusubroto, 2011). This devastating earthquake later followed by the tsunami, which destructed many cities many countries such as Indonesia, Thailand, Sri Lanka, India, and Myanmar. The tsunami has caused the total death of 127,720 people and destroyed 139,195 houses, 3,415 schools, 517 health facilities, the total 2,618 kilometers of the road (Sugiarto, 2009).

The Tsunami 2004 has attracted the attention of the local and international actors. As the result, the various sources of funding had been allocated by the different actors, such as the central government, 53 international donor countries, the NGOs, for the reconstruction and rehabilitation program of Aceh and Nias (Arif, 2008).

Understanding the high interest from many stakeholders to help the recovery of the destructed area, the central government of Indonesia in 2005 established an agency, named Rehabilitation and Reconstruction Agency (BRR), with the working period of four years, starting from 2005 to 2009 (BRR, 2007a). The main task of BRR is to manage and allocate the funding received from various sources for the reconstruction and rehabilitation program in Aceh and Nias (BRR, 2007b). However, the total amount received and distributed by the BRR was reaching 7,2 billion USD (Mangkusubroto, 2011).

In general, there are two different mechanisms of project management conducted by BRR. The first mechanism is for the handling of the project related the donor or NGOs communities. In this mechanism, BRR advertised the reconstruction and rehabilitation needed in the field, to the donor and the NGOs communities. In this mechanism, the allocation of funding is not flexible, because the donor would decide and choose a project to which they want to contribute. Hence, the role of BRR, here, is more as the coordinator, to prevent the same project done by different actors, or overlapping. The second mechanism is related to the project which

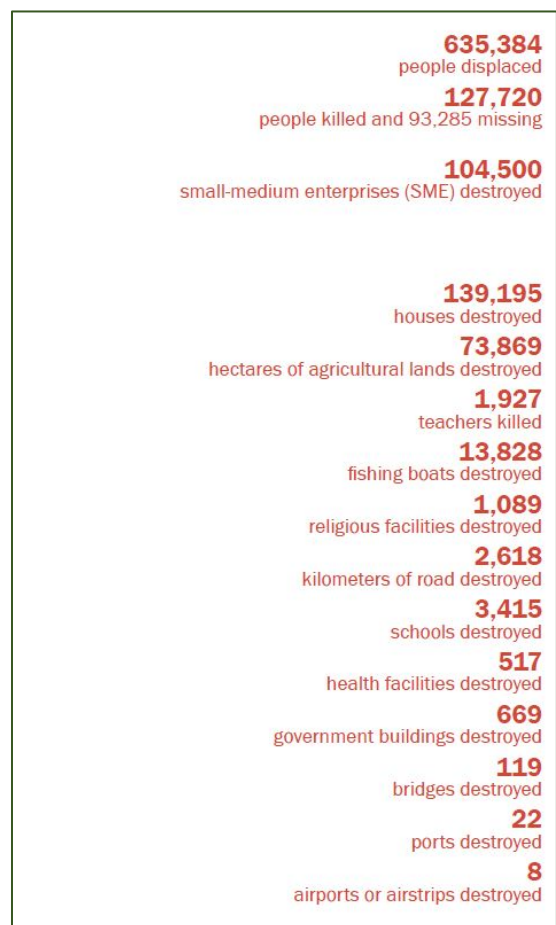


Figure 17. The Impact of the Tsunami 2004
(Source: Sugiarto, 2009: xiii)

was funded by the national government. In this mechanism, the BRR has more flexibility to decide and allocate this budget to various projects which have not been done by the donor and the NGOs communities. Through this mechanism, also, the BRR has the opportunity to invite the ideas from various actors regarding the reconstruction and rehabilitation project in Aceh.

The Heritage Context of the Case Studies

Bustanussalatin, means the Garden of Sultan, is a green space area which existed during the Aceh Sultanate era (Arif, 2008). This area is considered as part of the Aceh Sultanate Palace. Aceh Sultanate is the Islamic Kingdom with its capital located in Banda Aceh City, from the 16th to the 19th century (Mitrasing, 2011). As part of the Palace of Aceh Sultanate, Bustanussalatin had its size a third of the total size of Banda Aceh city area and lies alongside the Krueng Daroy riverbank that passes through the Palace of Aceh Sultanate Area (Arif, 2008). **Figure 18.** below show the location and the look of Bustanussalatin during the Aceh Sultanate era.



Figure 18. The Look of Bustanussalatin
(Source: Arif, 2008: 312)

Bustanussalatin area has faced the shrinkage in term of total area size after the fall of Aceh Sultanate. The invasion of Dutch Kingdom to Aceh had started the Aceh war which lasts from 1873 to 1913 (Teeuwen & Doorn, 2006). As the Dutch Kingdom conquered Banda Aceh in 1874, the Aceh Sultanate Palace area, together with Bustanussalatin, were converted to other uses such as for military housing, cemetery, hospital, and train station (Arif, 2008). As a consequence, Bustanussalatin area was shrinking in terms of total area size from a third of the total size of Banda Aceh area, to be remaining only 2.42 hectares of area size (Arif, 2008).

Results and Interpretation

In this chapter, the information generated through interviews and document study is presented into three sub-chapters, which consisting of the shifting to the decentralized urban green space governance system in Indonesia, the policy making and policy implementation stage of UGS governance practice in the selected case studies in Banda Aceh City. The quotes derived from interview and the related information generated from document study is presented in figure and table, next to each presentation of results, to make the reader understand which supporting information underlie the description of results. Furthermore, next to the description of results, interpretations were made in accordance to the research questions. The first interpretation addresses the changing role of NGOs in Indonesia after the decentralization of UGS governance system in Indonesia. The second and the third interpretation address the changing role of NGOs and the renewal of policy arrangements in the policy making stage of UGS governance practice in the selected case studies in Banda Aceh City. The fourth and the fifth interpretation address the changing role of NGOs and the renewal of policy arrangements in policy implementation stage in the selected case studies in Banda Aceh City.

The Decentralization of Urban Green Space Governance System in Indonesia

In the mid-1980s, Indonesia entered the New Order government. This era is distinguished by the control of government in all of policy practice, including regarding the spatial planning policy practice. Furthermore, this era is recognized by the era in which the civil society movement is constrained and controlled by the government (Hadiwinata, 2003). In 1998, the dissatisfaction toward the performance of the governmental actors in fulfilling the need of civil society has led to the emergence of democratic movement in Indonesia (Hadiwinata, 2003). Hence, by the 1998, the New Order government fell and replaced by the Post-Suharto era, which marked the beginning of the democracy era in Indonesia. As the result, the civil society actors, including the NGOs has appeared as the emerging power that is considered as one of the actors that is considered in determining the spatial planning policy.

Although the idea of the more democratic political approach was initiated from 1998, it took sometimes until this new political idea is embodied into the established rules. Especially In the context of spatial planning policy, it took almost ten years before the *Spatial Planning Policy 2007* was introduced. As part of the rule that was established in the democracy era, the *Spatial Planning Policy 2007* was built on the recognition of the need of businesses and civil society actors involvement in determining spatial planning policy. Furthermore, the implementation of the *Spatial Planning Policy 2007* has marked the starting era for the decentralized governance system towards spatial planning in Indonesia, which change the former centralized governance system where the spatial planning policy is being determined not by the sole governmental actors. Hence, the implementation of the *Spatial Planning Policy 2007* has changed the relationship between the government, civil society, and businesses actors in determining spatial policy, where the spatial policy is determined by the cooperation of both the government, businesses, and civil society actors. The involvement of civil society is considered important because in the democratic system, the aims of spatial planning policy is to serve the societal interest and need, hence, this purpose can be achieved by involving them in the political process (Yusdianto, 2012).

UGS is part of the spatial components that is aimed to be determined by the combination between the government, businesses, and civil society actors. The encouragement of civil society and businesses actors in UGS governance can be seen from one of the points mentioned in the *Spatial Planning Policy 2007*, where the 10% of UGS area is aimed to be fulfilled by the civil society and businesses actors, through the bottom-up initiative. The government, however, is aimed to serve the other 20% of UGS area, from the total of 30% UGS area that has been mandated by the *Spatial Planning Policy 2007*. The involvement of civil society is aimed to change the position of civil society in determining spatial policy practice, from only as the object of the governmental policy, to be the subject that determine the spatial policy (Hastuti, 2011).

The *Spatial Planning Policy 2007* mentions the three types of civil society involvement in spatial policy practice. The first type is the participation in the policy making stage, which refers the involvement of civil society actors in giving the idea, or criticizing the governmental idea. The second type is the involvement in the policy implementation stage, where the civil society actors is invited to contribute to the policy implementation, which is performed in accordance to the spatial policy. The third type of involvement refers to the role of civil society in monitoring the process of spatial policy making and its implementation. In general, the *Spatial Planning Policy 2007* brought changes to the role of civil

society actors in the spatial planning policy practice, from being limited involvement in term of participation, to the active involvement in determining, implementing, and monitoring the spatial planning policy. Besides, as the civil society is being encouraged in the decentralized UGS governance system, they are expected to mobilize their resource such as land, finance, and social capital to support UGS governance practice. Furthermore, to provide the more detail explanation regarding the strategies to reach the UGS provisioning target, the *Green Space Policy 2008* was introduced.

Focusing on the role of NGOs, In the centralized governance system, the NGOs have no place to present their idea inside from inside the policy making process, because the government dominated and controlled the determination of policy (Yusdianto, 2012). The limited opportunity of the NGOs to participate in the policy making has made them often position theirself to challenge the governmental policy, which is considered not representing the societal need. In contrast, in the decentralized governance system, the NGOs is considered as the potential actors that can contribute in the governance practice. Because the government does not control the policy process, hence, NGOs started being involved in the process, as in this system, the determination of policy was based on the cooperation between the governmental, businesses, and civil society actors. Hence, the role of NGOs in this system has changed from opposing the government, to be considered as partner that might help the government in achieving their target (Yusdianto, 2012).

Table 3. below shows how the role of civil society and the NGOs have changed after the decentralization of UGS governance system in Indonesia. Furthermore, the *Green Space Policy 2008* mentions the role of NGOs in UGS governance practices into the two different ways, consisting of in assisting the governmental-based top-down initiative, and in initiating the bottom-up initiative.

Before the Implementation of the Spatial Planning Policy 2007	After the implementation of the Spatial Planning Policy 2007
Governmental actors determine the policy	Policy is determined by the cooperation between the governmental, businesses, and civil society actors
Limited involvement of civil society only in term of participation	Active involvement, not only in term of participation, but also in determining, implementing, and monitoring the spatial planning policy
The NGOs was not being recognized as the potential actors to contribute in governance practice	The recognition of the potential role of NGOs in spatial policy practice
NGOs as the opposition of the government	NGOs as the partner of the government

Table 3. The Different Role of Civil Society Actors and the NGOs before and after the implementation of Spatial Planning Policy 2007

Interpretation: the changing role of NGOs in Indonesia

This chapter addresses the first sub-research question of the research: How does the decentralization change the role of NGOs in Indonesia?

From the presentation of results above, it can be seen that UGS governance practice in Indonesia has undergone the political modernization together with the implementation of the Spatial Planning Policy 2007. It is because the implementation which marks the shifting from the centralized to the decentralized UGS governance system. The political modernization is defined by Arts, Leroy, & van Tatenhove (2006) as “the structural processes of changing interrelations between government, businesses, and civil society actors which resulting on the emergence of the new form of policy practices” (Arts, Leroy, & van Tatenhove, 2006:93). Hence, in this research, the shifting from the centralized to the decentralized system can be seen as part of the political modernization because there is a changing relationship between the government, businesses, and civil societal actors. The former system is related to what called as the early modernization by Arts, Leroy, & van Tatenhove (2006), which refers to the political condition in which the governmental actors dominating the political practice. The latest system is related with the late modernization which refers to the cooperation between the governmental, businesses, and civil society actors in the political practice Arts, Leroy, & van Tatenhove (2006).

Table 3. above shows also that before the implementation of the *Spatial Planning Policy 2007*, civil society actors involvement is limited only in the term of participation, while their role is increased after the implementation of the *Spatial Planning Policy 2007*, to be more active in term of participation, determination, implementation, and in monitoring the spatial planning policy practice. Furthermore, the presentation of results above shows also the changing role of NGOs before and after the decentralization of UGS governance system in Indonesia. Before the implementation of the *Spatial Planning Policy 2007*, the NGOs was not recognized as the potential actors to contribute in governance practice. Hence, they often play the more opposing role to the government, by criticizing the governmental policy which was considered not representing the voice of civil society. In contrast, the implementation of the *Spatial Planning Policy 2007* has brought a change to the role of NGOs which was not recognized, to be considered as the potential actors that need to be considered in the political process. Furthermore, the potential role of NGOs in UGS governance practice was explained also in the *Green Space Policy 2008* in the two different ways, consisting of in assisting the governmental-based top-down initiative, and in initiating the bottom-up initiative.

Policy Making Stage

The first role of NGO prevalent in UGS governance practices in Banda Aceh is in initiating of the establishment of Bustanussalatin Nursery Park (Interviewee 1, 2). The initiation of this park started in a meeting with BRR, the national agency that is responsible for managing the reconstruction and rehabilitation of Aceh, after being destructed by the tsunami 2004. In that meeting, the NGO was invited as the expert and as the representative of civil society, to discuss the recovery program in Aceh. Hence, the NGO was given the opportunity to present their idea regarding the reconstruction and rehabilitation program in Aceh. In that opportunity, the NGO gave their idea about the need for revitalizing the heritage site of Aceh that had been wiped out and destructed by the tsunami. Previously, the heritage site revitalization related program was ignored by the BRR in the recovery of Aceh, where the BRR focused more on improving the infrastructure related program such as roads, housing, schools, and other types of infrastructures improvement (Interviewee 2). The NGO argued that the recovery of Aceh should not only on restoring the physical aspect of Aceh, but also on the locality which represent the identity of Aceh.

“In a meeting with BRR, I proposed this idea about Bustanussalatin, in 2007 or 2008. I said why greening is difficult. We have a remarkable history named Bustanussalatin. So, that was the start. (Interviewee 1)”

“In a meeting with BRR, I said that we should not forget that Aceh has a hot weather. We have a history of green standing for 400 years, named as Bustanussalatin. (Interviewee 1)”

Furthermore, in other meetings, they continued on proposing the idea of Bustanussalatin revitalization, which was considered as part of Aceh local heritage. Bustanussalatin, means the Garden of Sultan, is a green space area which was existed in Banda Aceh, during the supremacy era of Aceh Sultanate in the 16th to 19th century (Arif, 2008). This green space area faced the decline in term of total area size, after the fall of Aceh Sultanate to the Dutch Kingdom by 1874 (Arif, 2008). Bustanussalatin was considered existed alongside the Krueng Daroy River, having the total area length of 1000 depaⁱ (Interviewee 5), or equals to 1828 meters. However, after the fall of Aceh Sultanate, this area was facing a decline in terms of size to around 24245,5 m² (Arnita, Aidina & Jalaluddin, 2014), (for comparison, see **Figure 19.** and **Figure 20.**). However, the idea proposed by the NGO was not to redevelop the whole area of Bustanussalatin, but more to create replicate or miniature of Bustanussalatin (Interviewee 2).

“We went there, bringing proposal and presentation material, highlighting that the BRR should not only build housing and infrastructure but also need to conserve the heritage, which might be forgotten after the tsunami.” (Interviewee 2)

“What we want to establish is Bustanussalatin Park. At that time, we ask for the available land to the mayor, where we can establish the miniature of Bustanussalatin Park. Then he gave us three alternatives to land. So that was our idea, to re-establish the Bustanussalatin Park. We were asked to choose which one we prefer.” (Interviewee 2)

“According to Nuruddin Ar-raniry, the park is alongside the river. So, all the things are here, consist of Blang Padang, Geuceu, Krueng Doy, and the Palace. From this large area, at that time, the remaining is only in Putroe Phang, very small.” (Interviewee 1)

“The idea and the motivation are derived from reading the literature related to Bustanussalatin.” (Interviewee 2)

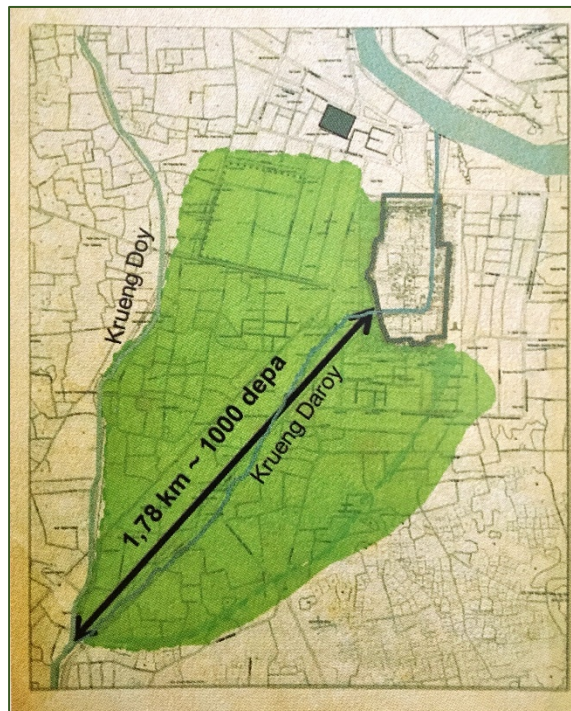


Figure 19. Bustanussalatin During the Aceh Sultanate Era

(Source: Arif, 2008:312)

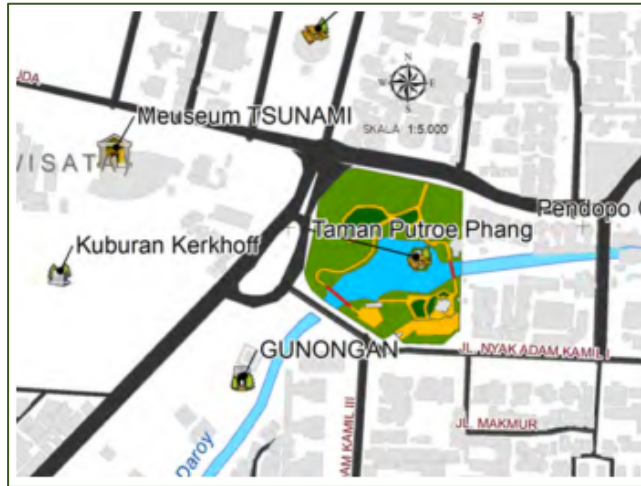


Figure 20. Bustanussalatin After Tsunami

(Source: Arnita, Aidina & Jalaluddin, 2014:21)

Recognizing the idea from the NGO is important to be implemented as part of the recovery program in Aceh, BRR then agreed on their idea to revitalize Bustanussalatin area. The heritage revitalization projects which were approved by the BRR was not only the re-establishment of Bustanussalatin Nursery Park, but also other activities such as the identification of heritage sites of Aceh, the identification of local plants of Aceh, the initiation of Aceh heritage society, and creating plaques in the identified heritage sites (BRR, 2008a).

Following to the initiation of the establishment of Bustanussalatin Nursery Park, the NGO then conducted the preliminary study to support their idea of creating the miniature of Bustanussalatin. For that purpose, they conducted a research about the identification of local plants of Aceh, as mentioned in the Bustanussalatin Book, which is written by Syekh Nuruddin Ar-Raniry, during the Aceh Sultanate era. The reason is not only because Bustanussalatin was considered facing a decline in term of area size, but also in terms of the diversity of plant, since the Tsunami 2004 swept away the buildings and the trees, which left many of the local plants of Aceh became scarce and difficult to be found. After conducting this research, the NGO then published the book titled “The Diversity of Flower and Fruit Plants in the Bustanussalatin”, and “Preparation for Establishing Bustanussalatin Nursery Park”, which became their guidance in the following project related to UGS development in Banda Aceh. In total, they identified 75 species of flowers, fruits, and trees, as shown in **Table 2**, from the total of more than 130 species of plant and flower mentioned in Bustanussalatin Book (Interviewee 2).

“Planting trees are our culture, it is proved by the book written by Nuruddin Ar-Raniry. Ar-raniry is a great writer, chosen by Acehnese people. When we read the book, it mentions about Bustanussalatin, with more than 50 species of trees and flowers. Then we rewrite the book about it while finding the 50-species mentioned in the book. At that time, we find around 85% of the species, while the other 15% are not founded. (Interviewee 1)

“After the tsunami, many plants became scarce. All the trees were swept away by the tsunami. So, we started to search for this [local plants of Aceh]. Mr. [...] at that time had an initiative, for conserving the heritage.” (Interviewee 2)

“I think from many people. Because this is a sustainable era, starting the 21st century. When people talk about sustainability, they will also talk about green. Then, the tsunami came, Aceh became an arid land, no more trees. In the 18th century, when the priest came from Europe, he saw that Banda Aceh as a city of trees. He did not see as a building city. So, there were many people, but it was also a charming country. So, Banda Aceh is a city of trees.” (Interviewee 1)

No.	Local Name	Latin Name	No.	Local Name	Latin Name	No.	Local Name	Latin Name
1	Anggrek Buleun	Phalaenopsis amabilis	26	Sitahon	Gomphrena globosa	51	Mamplam	Mangifera indica
2	Angrrek Meuh	Bulbophyllum purpurascens	27	Telang Biru	Clitoria ternatea	52	Mancang	Mangifera foetida
3	Ie Mawo Mirah	Rosa chinensis	28	Telang Puteh	Clitoria ternatea	53	Meukuta	Garcinia mangostana
4	Ie Mawo Gadong	Rosa chinensis	29	Tunjong Mirah	Nelumbium nelumbo	54	Meulaka	Phyllanthus emblica
5	Ie Mawo Puteh	Rosa Alba	30	Anggo	Vitis vinifera L.	55	Pineung	Areca catechu
6	Jeumpa	Michelia champaca	31	Kacang Tanoh	Arachis hypogaea	56	Panah	Arthocarpus integra
7	Keremunting	Rhodomyrtus tomentosa	32	Keupila	Ipomoea batatas	57	Rambee	Baccaurea breviflora
8	Kemuneng	Murraya paniculata	33	Labu	Lagenaria leucantha	58	Rambot	Nephelium lappaceum
9	Keupula	Mimusops elengi	34	Timon	Cucumis sativus	59	Seulimeng Meusagoe	Nephelium lappaceum
10	Keusumba	Bixa orellana	35	Timon bruek	Citrullus lanatus	60	Seureuba	Anona reticulata
11	Meulu Bruek	Gardenia augusta	36	Bidara	Zyzyphus jujube	61	Seutui	Sandoricum koetjape
12	Meulu Cut	Jasminum sambac	37	Binjee	Mangifera caesia	62	Sukon	Artocarpus communis
13	Meurak	Caesalpinia pulcherrima	38	Ceumpeuda	Artocarpus champedan	63	Tampu	Baccaurea malayana
14	Panca Wareuna	Hydrangea macrophylla	39	Drien	Durio zibethinus	64	Tin	Avicennia officinalis
15	Peukan	Jasminum multiflorum	40	Geulima Breuh	Psidium guajava	65	U	Cocos nucifera
16	Raya Mirah	Hibiscus rosasinensis	41	Geulima Bruek	Punica granatum	66	Ceuko	Panicum viride
17	Raya Puteh	Hibiscus rosasinensis	42	Giri	Citrus maxima	67	Gaba	Commelina nudiflora
18	Seberat	Thottea grandiflora	43	Jambee le	Eugenia aquea	68	Gandom	Andropogon sorghum
19	Seri Gadeng	Nyctanthes arboristis	44	Jambee Hana Malee	Eugenia malaccensis	69	Glem	Coix lacrima jobi
20	Seuke	Pandanus furcatus	45	Jeureumo	Phyllanthus acidus	70	Jagong	Zea mays

21	Seulanga	Cananga odorata	46	Kaseuturi	Citrus microcarpa	71	Jeura Maneh	Cuminum cyminum
22	Sena	Cassia angustifolia	47	Keulangsa	-	72	Kacang Kuneng	Glycine max
23	Seuleupok	Nympahea	48	Langsat	Lansium domesticum	73	Pisang	Musa paradisiaca
24	Seurune	Tagetes patula	49	Limeng	Averhoa bilimbi	74	Teubee	Saccharum officinarum
25	Sigeunda	Bledychium coronarium koen	50	Limo	Citrus sinensis	75	Trieng Gadeng	Bambusa vulgaris

Table 4. Local plants of Aceh Identified by the NGO, as mentioned in the Bustanussalatin Book

(Source: Bustanussalatin Foundation, 2008)

Different from the Bustanussalatin Nursery Park, which was initiated by the NGO, the development of Blang Padang Park was initiated by BRR. However, the underlying idea behind the establishment of this park was to present a “Sign of Thanks” to 52 donor countries that help the recovery process in Aceh (Interviewee 5). Hence, the BRR initiated the establishment of this park, which is currently known also with the name Blang Padang Park Memorial Garden. However, the idea was not only to create a memorial garden but also for greening the planned area sites (Interviewee 1). The NGO was asked to assist the establishment of this park. The government asked for their assistance due to their previous cooperation in the Bustanussalatin Nursery Park which was considered produce a good result of the cooperation between the NGO and the government in UGS governance practice (Interviewee 6).

“Before, they have done other projects with BRR such as creating heritage trail. Then they established the Krueng Aceh Park, named Bustanussalatin Park. It also relates to the culture of Aceh, since it is named Bustanussalatin, the local plants of Aceh were planted there. That was the beginning, but then Mr. [...] saw their work has a good result, in the next project he pointed them directly because they also have many ideas.” (Interviewee 6)

“That is a monument, presented to the 52 countries that help us. So, we are not only receiving help, but also appreciate them.” (Interviewee 5)

“Then, the BRR has an idea of establishing the thank you sign, and there is also a greening idea.” (Interviewee 1)

“The fund was provided by BRR, because they want to show many countries that help us after Tsunami. The way they give thanks to the donor is by establishing that park. Because that park can be accessed by the public, by all the people.” (Interviewee 6)

“The concept was to present that fruit to the people. So, besides as the sign of thanks, we also present these fruit plants for the people.” (Interviewee 6)

To follow up the development plan for Blang Padang Park and Bustanussalatin Nursery Park, BRR then coordinated with the Municipality of Banda Aceh, to provide land for these projects. The Municipality was contacted because they had several available plots of land that were destructed and left into the abandoned land after tsunami 2004. Then, the Municipality of Banda Aceh, through its mayor, approved both of the projects and especially for the development of the miniature of Bustanussalatin, with the mayor offered the NGO three available locations for Bustanussalatin Nursery Park development (Interviewee 2). The Municipality of Banda Aceh support this project because they saw the development of this park could contribute to reach the 30% of UGS area target in Banda Aceh City (Interviewee 3).

“So, the BRR contacted the mayor, and then they confirmed the project, and allow us to establish this park, with the coordination with the Department of Living Environment, Cleanliness and Beauty of Banda Aceh (DLHK3).” (Interviewee 2)

“What we want to establish is Bustanussalatin Park. At that time, we ask for the available land to the mayor, where we can establish the miniature of Bustanussalatin Park. Then he gave us three alternatives to land. So that was our idea, to re-establish the Bustanussalatin Park. We were asked to choose which one we prefer.” (Interviewee 2)

There is a law that requires every city should contain 20% of public green space and 10% of private green space. Until now, we only have 13.2 %, there are many works still need to be done to reach the other 6.8%. It seems like not much, but if we multiply to the total size of Banda Aceh area size, it becomes a huge area. So, starting from there, the government ask the assistance from the [... NGO], and then [the NGO] can convince the BNI, then this it is established.” (Interviewee 3)

On the other hand, for the other two cases, which consist of BNI Tibang Urban Forest and BNI Trembesi City Park, the initiation of these projects came from the Municipality of Banda Aceh, or more specifically the Department of Living Environment, Cleanliness, and Beauty of Banda Aceh city (DLHK3), as the responsible Department for UGS development and management in Banda Aceh. The reason behind the establishment of UGS in Banda Aceh is related with the national policy, which consists of the Spatial Planning Policy 2007 and Green Space Policy 2008, which mandates every city in Indonesia should provide the minimum 30% of the total city area for UGS (Interviewee 3). Replacing the older Spatial Planning Policy 1992, the Spatial Planning Policy 2007 introduce “sustainability” and “the importance of UGS” discourses for the first time in the spatial planning policy. UGS is considered

important to solve the on-going problem, which is about the degradation of urban environmental quality, due to the decrease of UGS area. This conversion has been considered resulting in the several urban issues such as flooding, air and water pollution (Green Space Policy, 2008). Since the Municipal government represent the national government in the municipal level, they were keen to reach the target set by the national government.

On the other hand, the existence of UGS is considered as the way to keep the balance between development and conservation, to reach the urban sustainability for the future generation. Hence, this policy has mandated that every city and municipality provide at least 30% of UGS area. From 30% of the total green space area that is required, 20% of it is aimed to be fulfilled by the government, through the bottom-up initiatives, while the other 10% is aimed to be fulfilled by the businesses and citizens, or called as private UGS (Green Space Policy 2008). Hence, this policy invites the UGS provisioning to be established not only by the government but also by the non-governmental actors. In this policy, UGS is defined as an elongated lane and/or the clumped area, which can be accessed by every citizen, where the plants grow whether on purpose or unintentionally. To explain more about UGS, the Green Space Policy 2008 describes some typology of UGS area, which consists of green yards, green roofs, city park, urban forest, green belt, green pedestrian, green median, green riverbank, and green cemetery.

The introduction of the Spatial Planning Policy 2007 and the Green Space Policy 2008 has invited the participation of civil society in UGS provisioning, as they are considered potential actor to fulfill 10% of UGS area provisioning target. Several roles of civil society are described such as contributing to the plan making and decision making, monitoring the policy process, financing UGS development and maintenance, granting land for UGS use. This rules also regulate the potential role of NGOs in UGS governance practice, which consist of: bridging and facilitating the cooperation between actors, such as individual citizen, government, and business in UGS governance practice; mediating the difference of interest or idea between actors; empowering citizens to establish bottom-up initiative; and monitoring during the policy making and implementation process. Furthermore, these rules delineate also the role of government to initiate a top-down initiative, with civil society participation in the process.

Another role of the NGO in the policy making stage of UGS governance practices in the selected cases was contributing to the plan making of the establishment of this UGS area. In all the four cases, the NGO was given the responsibility to create the plan and design of the planned UGS area. However,

they were not the only actors contributing in the plan making of these UGS sites, but also the DLHK3, as the responsible department for developing and maintaining UGS area in Banda Aceh City. As they represent the municipal government in the plan making activity, the DLHK3 was involved in all the four sites of the planned UGS area. Different with the plan making of BNI Tibang Urban Forest and BNI Trembesi City Park which was involving only the NGO and DLHK3, in the case of Bustanussalatin Nursery Park and Blang Padang Park, the governmental representative involved in the plan making is not only DLHK3, but also BRR. Hence, it can be seen that the NGO contribute to the plan making both in the case which was initiated by them and in the cases initiated by the government. The NGO was given the responsibility to determine the development plan, by conducting several consultation sessions with DLHK3 and BRR. During the consultation session, every actor provides could present their idea and advice for the plan. For example, DLHK3 presented their idea and provided the technical information, such as regarding the suitability of plant to be planted in the developed area (Interviewee 6). The NGO provided the information related to the local plants of Aceh which was mentioned in Bustanussalatin Book, as the guide for selecting the plants in the planned UGS sites. In this way, they could reach their goal which was to conserve Aceh local plants.

“We [the NGO] create a global design, not the detailed plan because the land is very huge. Some theories that we plan is not suitable to the reality, for example, we have proposed a design, but when we try to implement, there are big rocks on the site. Then, we hired local women to remove the rock.” (Interviewee 2)

“They create the plan [the NGO]. They have freedom in creating the plan, but they need to present their ideas, where we [DLHK3] can give our advice there, such as the ideas of not planting the similar plant for the whole area. We provide technical advice for them.” (Interviewee 6)

“they [the NGO] have an expert in landscape architecture, named Mr. [...]. All of his approach in developing always put trees as its component, so I would say that they are skillful.” (Interviewee 6)

“During the working, we are always with the government. Every day I visit the Mayor’s office. We have no distance, while the choice of plants in the established green space is being discussed together.” (Interviewee 1)

The design of Bustanussalatin Nursery Park is shown in **Figure 21**. And **Figure 22**. below. Generally, Bustanussalatin Nursery Park was designed to serve two functions, which consisting of as the place for planting and conserving the local plant of Aceh and as an alternative recreational place for the local people in Banda Aceh (Arif, 2008). To serve these functions, several facilities were planned, such as gazebo, shelters, benches, decks, and docks.



Figure 21. Bustanussalatin Nursery Park Design (a)
(Source: Arif, 2008: 316)



Figure 22. Bustanussalatin Nursery Park Design (b)
(Source: Arif, 2008: 316)

Blang Padang Park Park, or known also with the name of Aceh Thanks the World Memorial Garden, was established in the last period work of BRR. The main idea behind this was to create a memorial garden to honor 53 countries that help the recovery of Aceh (Arif, 2008). The master design of this park is shown in **Figure 23.**, where it shows the four main components of this park, consisting of: (1) a plaque with the height of 4 meters which function also as the entrance gate to Blang Padang Park, as shown in **Figure 24.**, (2) pedestrian and jogging track that connect the visitor with the 53 plaques, (3) 53 plaques with the high of 1,5 meters, as shown in **Figure 25.** Every plaque consists of three part, which is the country flag, the written “thank you” and “peace” carving which is written in 53 different languages of the donor countries, and (4) green space area consists of the area planted with trees, grass, and fruit trees as mentioned in Bustanussalatin Book.

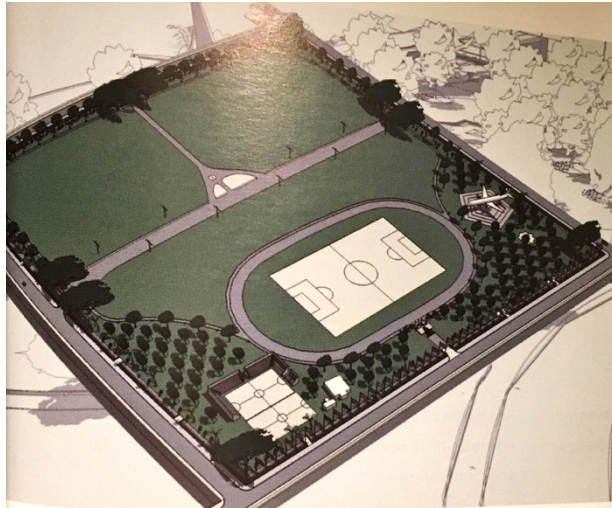


Figure 23. Master design of Blang Padang Park
(Source: Arif, 2008: 319)

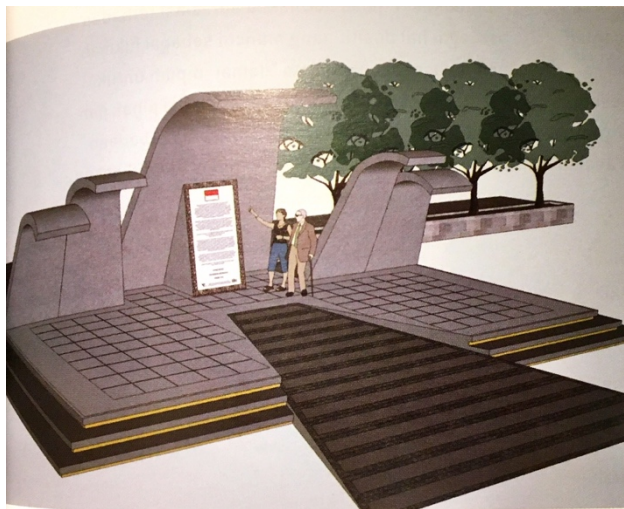


Figure 24. Main Entrance to Blang Padang Park, designed like a wave, representing the Tsunami 2004
(Source: Arif, 2008: 320)



Figure 25. Plaques Design, as the Sign of Thanks for 53 donor countries
(Source: Arif, 2008: 320, 321)

BNI Tibang Urban Forest was planned with the concept of greening the abandoned land with the total area around 7 hectares, which faced environmental degradation after tsunami 2004. Hence, this project was aimed to revive the ecosystem that invites flora and fauna backs to this area. Generally, the green space area was divided into three areas, consist of nursery park, mangrove park, and thematic park. Besides that, several facilities such as pedestrian way, ramp canopy trail, and playing ground were planned also to invite visitors to this park. **Figure 26** below shows the master plan of BNI Tibang Urban Forest.



Figure 26. The Master Plan of BNI Tibang Urban Forest
(Source: Arnita, Aidina & Jalaluddin, 2014: 118)

BNI Trembesi City Park was planned with the concept of improving the environmental sustainability of the planned area by focusing on greening of this area with trees and plants for pursuing the balance of urban ecosystem in Banda Aceh. Hence, the first component of this park was planned as the green space area, which planned to be planted by Trembesi tree and other type of fruit plants. Beside of that, several facilities such as pedestrian way, plaza, and gazebo were designed to support the visitor's activity in this park. Furthermore, the thematic park is designed to ensure the diversity of plants planted in this park, as shown in **Figure 27**.

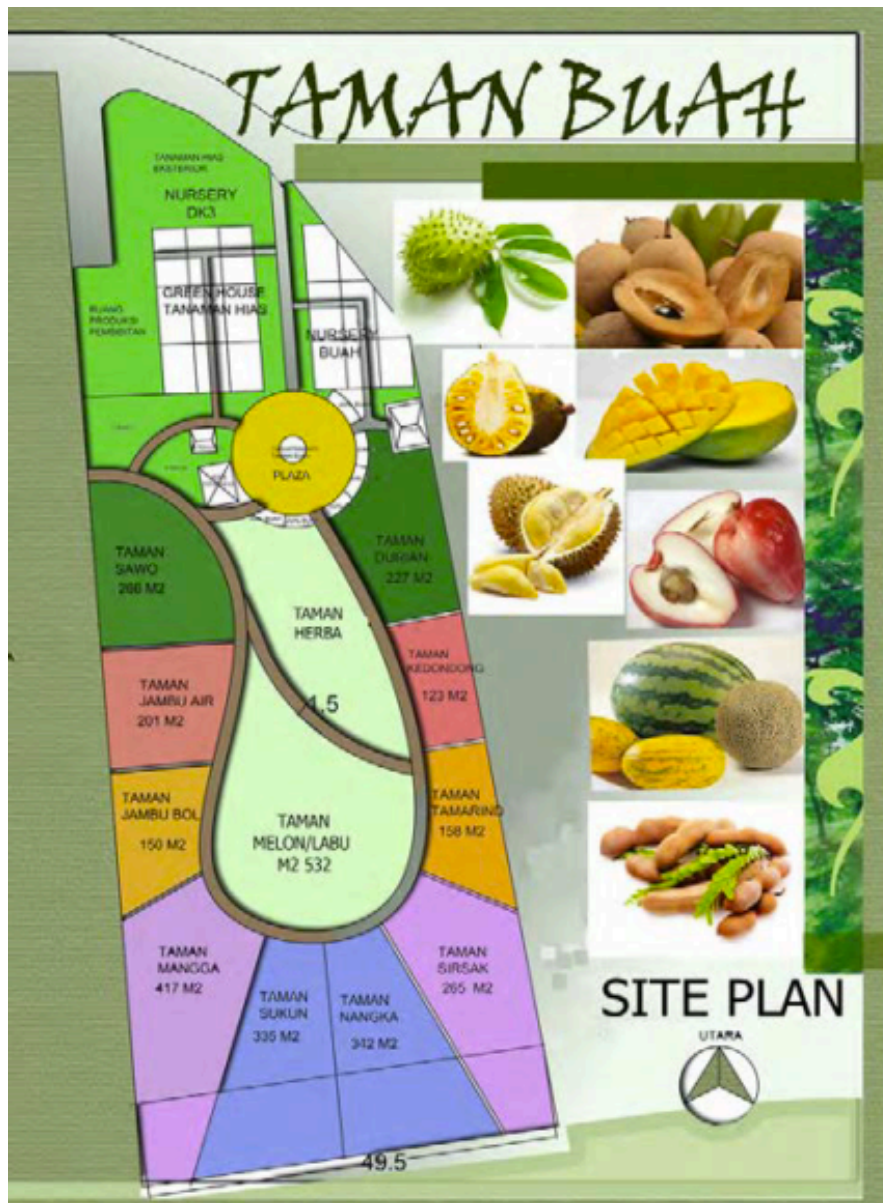


Figure 27. Master Plan of BNI Trembesi City Park
(Source: Arnita, Aidina & Jalaluddin, 2014: 48)

Interpretation: Changing Role of NGOs Explained in terms of Active Citizenship

This sub-chapter addresses the second sub-research question of this research: What does the changing role of NGOs in the selected case studies in the policy making stage mean in terms of active citizenship?

From the above presentation of results it can be seen that the decentralization of UGS governance has led to the change to the participation of NGO in two activities, consisting in the initiation of Bustanussalatin Nursery Park, and in the plan making in all cases. The first activities, which was the **initiation** Bustanussalatin Nursery Park, is related with the self-organized role mentioned by Meijer and van der Krabben (2018). Furthermore, the NGO contributed also in the **plan and decision making** in all cases, either which was initiated by them, or which were initiated by the government. Hence, I found that in the case of Banda Aceh City, the division of bottom-up and top-down initiatives did not resulting on the significant difference on the active role of the NGO in the UGS governance practices. It is because, despite in the case of Blang Padang Park, BNI Tibang Urban Forest and BNI Trembesi City Park, the UGS establishment were initiated by the government, in the practice, the NGO were also given the responsibility to determine the final outcome of the plan. The government, in all cases, was considered as the actor who provides information to the NGO or supporting the NGO during the plan and decision making, rather than controlling the activity. **Figure 28.** below shows the different role of the NGO in the selected cases, where they played a self-organized role in the case of Bustanussalatin Nursery Park, and played a complementary role in the other cases.

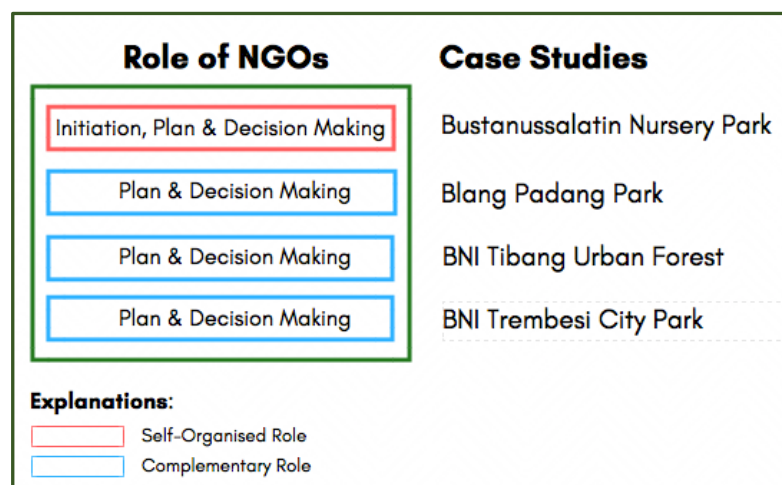


Figure 28. The Role of NGOs in the Policy Making Stage Explained in terms of Active Citizenship

Interpretation: The Renewal of the Policy Arrangements Explained in terms of Rules, Discourses, Resources, and Actor Coalitions

This chapter addresses the third sub-research question of the research: How is the renewal of policy arrangements in the policy making stage explained in term of rules, discourses, resources, and actor coalitions?

The above presentation of results shows how the civil society involvement in UGS governance practice is legitimated by the new **rules**, which is the *Spatial Planning Policy 2007* and the *Green Space Policy 2008*. As UGS becomes an important component mentioned in these policies, these policies have mandated every city and municipality in Indonesia to provide at least 30% UGS area from the total area size. Furthermore, these policies has highlighted also the two possible ways to reach the target of UGS provisioning. Firstly, the establishment of UGS area through the top-down initiative, where the government is targeted to provide the 20% of this area. Secondly, the establishment of UGS area through the bottom-up initiative, where the civil society and business are encouraged to provide the rest 10% of this UGS area. Hence, I consider that the rules have provided the same opportunity for each actor, which consisting of the government, businesses, and civil society actors to contribute in UGS governance.

Furthermore, the presentation of results above shows also that every actor has the different **discourses**, or idea that guide their involvement in the establishment of UGS sites in Banda Aceh City. DLHK3, for example, was keen to achieve the 30% UGS provisioning target by initiating the establishment of UGS sites or supporting the bottom-up initiatives. BRR, in the case of Blang Padang Park, was interested to create the sign of thanks to the 52 donor countries that help the recovery process of Aceh. Furthermore, the NGO saw the need for heritage conservation. Although they have the different ideas, the coalition of actors among them was formed because they agreed to the “sustainability” discourse, where they see that the greening activities was required in Banda Aceh City. Hence, as shown in **Figure 29.**, sustainability became the dominant discourse which was agreed by all actors, beside the heritage conservation and sign of thanks discourses. Furthermore, despite some actors such as the NGO and BRR have other discourses, consist of heritage conservation, and present sign of thanks, but these differences did not led to the formation of the challenging discourse, because all actors still can achieve their goal, by integrating their idea with the dominant discourse, which was the “sustainability” discourse. The NGO, for instance, can still achieve their heritage conservation idea by integrating the development plan with their idea through the selection of local plants of Aceh to

be planted in the planned UGS sites. Furthermore, the BRR can still integrate their goal to provide sign of thanks with the greening of UGS sites, together with the greening of Blang Padang Park. Hence, in all selected cases, each actor was found achieved their desired goal with their discourse was accommodated in in the final policy document.

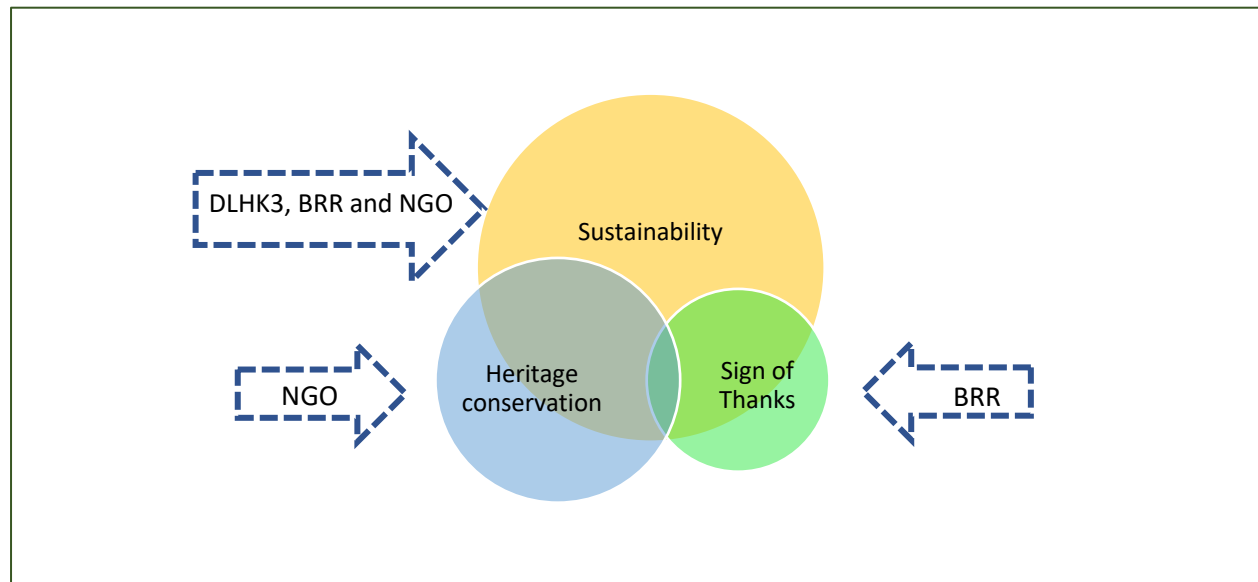


Figure 29. The Overlapping of Discourses in the Policy Implementation Stage

Looking from the perspective of **resources**, there were four resources considered being mobilized by all actors during the policy making stage. These resources consist of knowledge, expertise, land, and networking resources. Firstly, regarding the **knowledge** resource. From the above presentation of results, it can be seen that both the NGO and the DLHK3 used their knowledge to contribute in the plan making activity. For example, The NGO used their knowledge regarding the local plants of Aceh, derived from the research they conducted before, as the alternative type of plants to be planted in the planned UGS sites. DLHK3 provided technical advice such as the suitable plant to be planted in a different type of land and the need of designing the drainage for water flow in the planned UGS sites, so they will not get submerged during the raining season, which can threaten the life of the planted plants. Although both the NGO and government use their knowledge resource during the policy making stage, I assume that the use of this resource did not create dependency on any other actors, since every actor can still create the plan, even without knowledge from the other actors. For example, the DLHK3 can still create the development plan even if the NGO did not participate during the plan making activity, or vice versa.

Secondly, regarding the expertise resource, the above presentation of results shows that both the NGO and DLHK3 have the landscape designer **expert**, that cooperated during the plan making process. Several consultation sessions were conducted during the plan making activities, which provided opportunity for both the expert from the NGO and DLHK3 to cooperate in the plan making activity. However, similar with the knowledge resource, I assume that this resource did not create the dependency from one actor to the other actors, since both the NGO and DLHK3 have this resource.

Thirdly, regarding the **land** resource, the above presentation of results shows that Municipality of Banda Aceh, or represented by DLHK3, provided land resource for all four UGS sites. Both BRR and the NGO have no land resource, which made them to be dependent on the DLHK3, to achieve their objective to establish UGS. In the case of Bustanussalatin Nursery Park, which was initiated by the NGO, and in the case of Blang Padang Park, which was initiated by BRR, the development of this project became possible because DLHK3 approve and support their initiative. These projects might have not been possible to be continued if the DLHK3 did not approve or support the initiative.

Fourthly, the **networking** resource of the NGO enabled them to be engaged in the policy making process, among the limited actors involved by BRR in the process. The NGO, in this case, was beneficial because they have the previous experience working with BRR and DLHK3, which made them to be recognized by BRR and DLHK3. Furthermore, this resource is related with the expertise resource, since BRR and DLHK3 would not continue to work with the NGO, if they were not considered helpful to achieve the objective of DLHK3 and BRR. As mentioned by *Interviewee 2* that the NGO have a landscape architecture expert that was considered by DLHK3 and BRR could help them in the development of plan. Hence, because of the network and the expertise resource of the NGO, BRR and DLHK3 appointed the NGO directly to assist them in the plan making of the Blang Padang Park, BNI Tibang Urban Forest and BNI Trembesi City Park.

From the discussion of resource dimension above, it can be seen that the civil society need the relatively high capacity to be considered as important or as the helpful partner by the government. The case of Bustanussalatin Nursery Park shows that the networking resource of the NGO with the BRR has enabled them be engaged in the policy making process, so that in that process, they could present their idea and initiate Bustanussalatin Nursery Park. Furthermore, the other three cases demonstrated that the government appointed the NGO directly, to assist them during the policy making stage, due to their expertise and their previous experience working with the government in Bustanussalatin Nursery Park.

Finally, despite two different types of **actor coalition** can be distinguished in the selected case, wherein the case of Bustanussalatin Nursery Park and Blang Padang Park consist of the NGO, BRR and DLHK3, and in the case of BNI Tibang Urban Forest and BNI Trembesi City Park consist of the DLHK3 and NGO, both of the cases show the coalition between the government with the civil society actors in UGS governance practice. In the first two cases, consist of the Bustanussalatin Nursery Park and Blang Padang Park, the governmental actors involved were not only the local government which was represented by DLHK3, but also the national government which is represented by BRR, while in the two latest cases, only local government, which was represented by DLHK3 involved. Hence, it can be concluded that the decentralization has led to the renewal of policy arrangements to the **neo-corporatist arrangement**, which means the involvement of the limited set of actors which is appointed by the government in determining policy (Arts and Van Tatenhove, 2005). In this policy arrangements, the governmental actors, which consist of BRR and DLHK3 did not dominate the activities during the policy making stage, because they transferred the responsibility for determining the plan making to the NGO.

Table 4. below summarizes the discussions and interpretation of the four dimensions of policy arrangement approach, which consisting of actors coalition, rules, discourses, and resources dimension in UGS governance practice in Banda Aceh City, in the policy making stage.

Actors Coalition	Rules	Discourses	Resources
Supporting Coalition: NGO and the government (DLHK3, BRR)	Enabled actors: Government, civil society and business Constrained actors: -	Dominant discourses: Sustainability (DLHK3, BRR, NGO), Minor discourses: Heritage revitalization (NGO), Sign of Thanks (BRR) Left-out discourses: -	Resources mobilized: knowledge (NGO, DLHK3), expertise (NGO, DLHK3), land (DLHK3), network (NGO)
Interpretation: Although the involvement of both the governmental, civil society, and businesses actors is enabled by the rules , the policy is determined by the government and the limited set of actors appointed by the government, which in this research refers to the NGO. Hence, the final policy document was filled with the discourses of the governmental actors and the limited set of actors appointed by them. Furthermore, the coalition of actors were formed between the governmental actors, consisting of BRR and DLHK3, with the civil society actor, or the NGO, which made all actors mobilize their resources such as knowledge, expertise, land and network resources during the policy making stage. Hence, the policy arrangements in the selected cases is considered as neo-corporatist arrangement , where policy arrangements is determined by the government and the limited set of the actor that is appointed by the government.			

Table 5. The Renewal of Policy Arrangements Explained in Term of Rules, Discourses, Resources, and Actors Coalition in the Policy Making Stage

Policy Implementation Stage

As mentioned in the conceptual framework chapter, the policy implementation stage concerns the stage after the policy making stage, which means the stage after the initiation, planning and decision making. Looking at the rules that might affect the policy implementation stage, similar with the rules discussed in the policy making stage, consisting of the *Spatial Planning Policy 2007* and the *Green Space Policy 2008*. The *Spatial Planning Policy 2007* has described the potential role civil society to contribute in spatial planning and development, which consisting of three roles: participation in spatial plan making, participation in the spatial development activity, and monitoring the spatial development activity. The first role is more related with policy making stage, while the other two roles is related with the policy implementation stage. Furthermore, the *Green Space Policy 2008* encourages also the civil society and businesses actors to participate in land-provisioning or land granting, financing and maintaining UGS sites. More generally, the civil society and business actors were aimed to initiate the bottom-up initiative which is targeted to fulfil 10% from the total 30% UGS area obliged by the *Spatial Planning Policy 2007* and the *Green Space 2008*, while the government was aimed to provide the other 20%.

Looking at the UGS governance practices in the selected cases in Banda Aceh City, the first role of the NGO in this stage was in providing assistance to DLHK3 in searching for funding to implement the BNI Tibang Urban Forest and BNI Trembesi City Park development projects. These two projects were initiated by DLHK3 after BRR finished their operation in Aceh by 2008, with the BNI Tibang Urban Forest and BNI Trembesi City Park were established respectively in 2010 and in 2011 (Arnita and Aidina, 2014). Hence, asking BRR to provide the financial support was not possible anymore. On the one hand, DLHK3 has the limitation of the budget to fund the development of BNI Tibang Urban Forest and BNI Trembesi City Park , which made it not possible for them to implement the projects by their own. On the other hand, the local government, or DLHK3, could not ask for the financial support from BRR anymore. Hence, DLHK3 need to find the alternative source of funding to finance the development of these two UGS sites. As the result, DLHK3 asked for the assistance from the NGO in searching for the potential funding provider for these projects. The NGO, who have their network in the local and national level, then started searching for the alternative source of funding to support the development of these projects.

“BRR has finished their operation, and then there is the corporate social responsibility (CSR) from National Bank of Indonesia (BNI). So, there were three stakeholders in the MoU, consist of the foundation, mayor, and BNI as the funding provider.” (Interviewee 2)

“However, especially for the Tibang Park, the funding is sourced from the Bank. There is a staff of us that work for searching the source of funding. So, that money is not monitored by the government, but the bank. The cooperation of stakeholders consists of the government, as the land provider, we as the expert team that creates the plan. The mayor feels that we have the expertise due to the previous activities we have done, for example in planting trees alongside the river banks.” (Interviewee 1)

When asking for funding from various sources, the NGO attached the development plan proposal which was created during the policy making stage. Furthermore, they attached also a Kalpataru certificate, highest level of award given to the individual or organizations that are considered having great contribution in improving environmental quality by the Ministry of Living Environment, together with the proposal. Kalpataru award is given annually, as part of the Living Environmental Day anniversary, which is celebrated on the 5th of June in every year. In Banda Aceh, there was one Kalpataru awardee, who was registered as the member of the NGO.

From many proposals the NGO sent to their network, one of the company, named the National Bank of Indonesia (BNI), then accepted their proposal and agreed to finance these projects through their corporate social responsibility (CSR) scheme. One of the CSR programs of BNI, named BNI Go Green, was aimed to support the projects that related to the improvement the environmental quality and climate change mitigation (BNI, 2012). As the results, since 2009, BNI have cooperated with various actors in every region of Indonesia to support the establishment of UGS sites. Hence, in the case of BNI Tibang Urban Forest and BNI Trembesi City Park, BNI has the similar objective with the local government of Banda Aceh, which was interested in achieving the 30% of UGS area target. Furthermore, to honor the contribution of BNI in financing the development of these two cases, the name of “BNI” was mentioned as part of the name of the established UGS, for the 20 years period of time (Interviewee 5).

Then, they also want to contribute to the environmental activities, named as BNI Go Green, but it is the program of the national branch of BNI, not the local branch of Aceh. (Interviewee 2)

“For BNI, they have their interest in the establishment of Tibang Forest because their name will be promoted there for 20 years.” (Interviewee 5)

“We [the NGO] also have the fund-raising team. So, we, the member of the foundation tries to search for the funding source from our networks. From the many networks we have, then, we found the way.” (Interviewee 2)

*“Ms. [...], the member of the [...NGO], she proposed that. She worked with me to establish this Urban Forest in Banda Aceh. I brought my recommendation letter, Kalpataru, to her. Then she proposed our proposal to the BNI. She has a good relationship with Ms. [...], that helps to the approval of the funding.”
(Interviewee 5)*

Despite the BNI agreed with DLHK3 and the NGO in seeing the need of establishing UGS sites as part of activity which was aimed to ensure the “environmental sustainability”, the involvement of BNI in the policy implementation stage of BNI Tibang Urban Forest and BNI Trembesi City Park has also brought the new idea of “economic sustainability” in the established UGS sites (Interviewee 6). The BNI considered that the development of UGS sites should not only aimed for improving the environmental quality, but also for improving local economy of the people who live near to the established UGS sites. This “economical sustainability” idea could be ensured by creating several working opportunities in the established UGS sites. As a consequence, the implementation of BNI Tibang Urban Forest and BNI Trembesi City Park was not fully developed in accordance with the plan which was agreed during the policy making stage. Some adjustments were made to accommodate to accommodate the idea of BNI to pursue the “economic sustainability”. This adjustment resulted in the addition of facilities to support economic activities in these UGS sites, such as the supporting facilities for ornamental plant nursery, beekeeping, fish feeding, organic farming, and composting activities (Sahabat Hijau, 2015).

BNI want the established project to be maintained and provide economic benefit. Then, [...] was appointed to advise the maintenance and to develop the local economy around the Urban Forest, to attract the interest from the local people. It was in 2014 where the government cooperate with [...], because there was a maintenance funding for one year, from 2014 to 2015, from BNI. (Interviewee 6)

Another role of the NGO during the policy implementation stage was contributing in the development activities, which is related with the physical work, such as in planting trees and creating fences (Interviewee 1, 2). The contribution of NGO in physical activity was prevalent in all case studies. In performing the development activities, the NGO ask all their members to participate in these activities. Furthermore, the development activities were done also with the involvement of DLHK3 staffs, since DLHK3 have their staffs working for developing and maintaining UGS sites in Banda Aceh City (Interviewee 2, 6). Furthermore, especially for the case of BNI Tibang Urban Forest, the

development activity was done also with the involvement of the Tibang local people. The involvement of local people of Tibang was considered in several activities such as in the site clearance and the tree planting (Arnita, Aidina & Jalaluddin, 2014; Interviewee 5).

*“So, we tried to replant the tin tree, which was part of these [Bustanussalatin] park. At very least, let's plant this tin tree. So, we planted it alongside the river.”
(Interviewee 1)*

*“Then we tried to establish the park slowly, firstly by creating fences. Then we planted pine trees on the edge of the boundary, as advised by the DLHK. Because it grows fast and suitable for the land. The purpose of is to make this land green soon. Then we tried to grow the plants mentioned in Bustanussalatin book.”
(Interviewee 2)*

“We [DLHK3] were involved in the greening of that park, as the staff of parks section. We were asked to plant the fruit plants in the left and the right side of the monument. We were asked by [... the NGO], they asked for help because we have many staffs that can plant the plants. So, they showed us the plan, then we gave our advice about the choice of plant. Then they provided the seeds. We planted sapodilla, mango, and breadfruit.” (Interviewee 6)

“Because we work closely with DLHK3, then they give their staff. They have their staffs working on maintaining the park. There are the leader and the worker. Together with our representative as well. Everyone is involved at that time, including staff of the Foundation, such as in counting the trees and giving a label to these.” (Interviewee 2)

“We create a global design, not the detailed plan because the land is very huge. Some theories that we plan is not suitable to the reality, for example, we have proposed a design, but when we try to implement, there are big rocks on the site. Then, we hired local women to remove the rock. They usually work by harvesting oyster as their daily activity job.” (Interviewee 2)

“Many local people of Tibang are involved in the first work. We changed the workers for every week, each week there are seven workers. We employed the poor people, especially the widows caused by the tsunami. Almost 75% of the local people of Tibang were dead due to Tsunami, that is why there are many widows.” (Interviewee 5)

The development activity in the two cases, Blang Padang Park and BNI Tibang Urban Forest, faced a resistance at the beginning of the development project. In the case of Blang Padang Park, the resistance of the project came from the side of the military, or Indonesian National Army (TNI), who claimed the ownership of Blang Padang land. At the same time, the Municipality of Banda Aceh also claimed Blang Padang land as belonging to them. The land ownership issue of Blang Padang Park caused a delay of the development of this project. Since both stakeholders claimed that the land was belonging to them, it became challenging for implementing the development of this park. The military

side reluctant to allow the establishment of Blang Padang Park since they were not involved in the plan making of this area. To deal with this issue, the NGO then played a mediating role to mediate the conflict between these two actors. The NGO used their network to solve this problem, by asking the higher level of government and military actors at the municipal level to sign a Memorandum of Understanding (MoU) regarding Blang Padang Park development. Through the mediation from the higher level of military and municipality stakeholder, the MoU then was then signed between the NGO, the government, and the military side. After the signing of the MoU, there was no resistance from the military side anymore because the higher level of military have signed the MoU regarding the development of Blang Padang Park.

“Establishing green space is not something easy because most of the land already owned by the different landowner. That biggest land of Blang Padang, for example, quarreled by the commander and the mayor. I then came to Mr. [...], the governor of Aceh at that time, to talk to the commander, because he knows him well. Then he starts talking about the plan of planting 60 friendship trees to the commander. Finally, we made a MoU, between me, the commander and the mayor. “So, you can use this part, but not for this part”, said the commander. “Because I do not want our activity for military marching to be disturbed”, said the commander.” (Interviewee 1)

“In the past, there was resistance from the TNI, but then Ms. [...] works quickly to meet the Commander. She asked for the mediation from the close friend of the commander that finally makes him allow the establishment of the park. After that, there was no resistance anymore from the lower level of the military staff.” (Interviewee 6)

Furthermore, in the case of BNI Tibang Urban Forest, the resistance came from the local people of Tibang Village, who used to work in the planned area as the oyster and shrimp farmer and from bird breeding activity. As this brackish area was abandoned after the Tsunami 2004, this area became the habitat for animals such as oyster and shrimp that was farmed by the Tibang local people. The Tibang local people protested or resisted the BNI Tibang Forest development project because they felt not being invited during the creation of development plan of this area. Furthermore, they were also afraid to lose their job (Interviewee 2). To handle with this problem, the NGO then invited the Tibang local people in the development activity of BNI Tibang Urban Forest, in which they contributed to activities such as site clearance, creating fence, and planting trees (Interviewee 2, 5).

“Because they did not know about the project. Some of them use the land before for their daily activity such as fishing, breeding birds, shrimp farming. So, it was though, in the beginning, we have to ask the security from the police. Then, we tried to invite local people to work with us, as the security. Then we tried to establish the park slowly, firstly by creating fences. Then we planted pine trees on the edge of the boundary, as advised by the DLHK. Because it grows fast and suitable for the land. The purpose of is to make this land green soon. Then we tried to grow the plants mentioned in Bustanussalatin book. Because we were already breeding that plant in the previous park, and it grows big already, and need the bigger space.” (Interviewee 2)

“The first thing we do is planting the plant and creating park fence. At the beginning of the project, we were always quarrelling with local people of Tibang.” (Interviewee 2)

“Many local people of Tibang are involved in the first work. We changed the workers for every week, each week there are seven workers. We employed the poor people, especially the widows caused by the tsunami. Almost 75% of the local people of Tibang were dead due to Tsunami, that is why there are many widows.” (Interviewee 5)

Different with the case of BNI Tibang Urban Forest and BNI Trembesi City Park, in the case of Bustanussalatin and Nursery Park and Blang Padang Park, the finance was provided by BRR. Hence, there was no new idea prevalent during the policy implementation stage, compared with the BNI Tibang Urban Forest and BNI Trembesi City Park, which was funded by BNI, who brought the new “economic sustainability” discourse to the projects. In the Bustanussalatin Nursery Park and Blang Padang Park, the implementation and development of the project were performed according to the plan which was agreed during the policy making stage. Some ideas that was covered in the development of Blang Padang Park and Bustanussalatin Nursery Park consist of enhancing environmental sustainability, which was represented by the greening activities of UGS sites as shown in **Figure 30** and **Figure 32**, establishing the miniature of Bustanussalatin and planting the local plants of Aceh mentioned by Bustanussalatin Book, which represent the heritage conservation idea as shown in **Figure 30** and **Figure 31**, and the idea of to present sign of thanks, which was represented by the establishment of 53 plaques as shown in **Figure 33**.



Figure 30. The Green Area of Bustanussalatin Nursery Park
(Source: Arnita, Aidina & Jalaluddin, 2014:41)



Figure 31. The Nursery Area of Bustanussalatin Nursery Park
(Source: Arnita, Aidina & Jalaluddin, 2014:40)



Figure 32. The Green Area of Blang Padang Park
(Source: Bustanussalatin Foundation, 2013:1)



Figure 33. Sign of Thank Plaque

Source: Bustanussalatin Foundation, 2013:1,1,1)



Figure 34. Entrance Gate to Blang Padang Park
(Source: Bustanussalatin Foundation, 2013:1,1,1)

The implementation of BNI Tibang Urban Forest and BNI Trembesi City Park was adjusted to the new discourse brought by BNI, which was enhancing the “economic sustainability”. Although the new discourse was emerged, “environmental sustainability” remained became the dominant discourse which was agreed and shared by all actors. **Figure 36, 38, and 39** below shows how the “environmental sustainability” discourse implemented in the practice, resulting on the planting of various plant and tree planting in BNI Tibang Urban Forest and BNI Trembesi City Park. Furthermore, regarding the “environmental sustainability” idea, there were around 4000 plants with 150 different species of plants planted in BNI Tibang Urban Forest (Arnita and Aidina, 2014) and more than 70 species of plant and more than 204 Trembesi trees were being planted in the case of BNI Trembesi City Park (Arnita and Aidina, 2014). Furthermore, the selection of plant and tree that were planted in BNI Tibang Urban Forest and BNI Trembesi City Park was considering the local plant of Aceh mentioned in Bustanussalatin book, which makes the NGO could also achieve their heritage conservation idea.

Regarding the economic sustainability idea, there were many facilities developed to support local economic development related activities, such as fish feeding, ornamental plant nursery, and composting, as shown in **Figure 35, 36, 37, and 38.**



Figure 35. Fish Feeding Activity in BNI Tibang Urban Forest
(Source: Sahabat Hijau, 2016:27)



Figure 36. Ornamental plant Nursery in BNI Tibang Urban Forest
(Source: Sahabat Hijau, 2016: 27, Arnita, Aidina & Jalaluddin, 2014: 113)



Figure 37. Composting Activity in BNI Tibang Urban Forest
(Source: Sahabat Hijau, 2016: 27, Arnita, Aidina & Jalaluddin, 2014:35)



Figure 38. Nursery Area in BNI Trembesi City Park
(Source: Arnita, Aidina & Jalaluddin, 2014:54)



Figure 39. Trembesi Trees Planted to Support Greening Idea in BNI Trembesi City Park
(Source: Arnita, Aidina & Jalaluddin, 2014:45)

Another activity in the later stage that is important to be seen is the maintenance activity. However, three case studies show that DLHK3 is responsible for the maintenance these sites. It is because they are the landowner for these sites, hence according to the contract, after the development of these parks, the NGO should return the management of Bustanussalatin Nursery Park, BNI Tibang Urban Forest, and BNI Trembesi City Park to DLHK3 as the representative of the local government that is responsible for UGS development and management. The DLHK3 has their staff working for the maintaining and taking care of many UGS sites in Banda Aceh. For the case of Blang Padang Park, after the establishment of the park, the maintenance was returned to the TNI, who claimed the land ownership of this land.

“The member of the Foundation, after the park was being established, they gave it to the government for the maintenance.” (Interviewee 7)

“Kodam, the headquarters of the military. There are many military headquarters in Indonesia. Below that headquarters, there was Dandenma, the quarters that responsible for managing the dormitory, parks, including this [Blang Padang Park].” (Interviewee 7)

“Not only planting fruit plants, but we also plant Trembesi trees around the park. Currently, after the development, this park is being maintained by the TNI, and they add more Trembesi plants.” (Interviewee 6)

“We [DLHK3] work totally in the maintenance of these parks. We have our workers paid for that, to maintain the green space. Cleaning, taking care of the trees and plants, watering, every day. So, there are workers, foremen, and managers. The problem is, the number of staffs we have is still not enough compared to the need for maintaining the green space we have.” (Interviewee 3)

Interpretation: Changing Role of NGOs Explained in terms of Active Citizenship

This chapter addresses the fourth sub-research question of the research: What does the changing role of NGOs in selected case studies in Banda Aceh City the policy implementation stage mean in terms of active citizenship?

From the presentation of results above, it is explained that the NGO contributed to several activities during the policy implementation stage of UGS governance practice in the selected case in Banda Aceh City. Firstly, in **searching for funding** for financing the implementation of UGS initiative either which was initiated by them, consisting of Bustanussalatin Nursery Park, or which were initiated by the government, consisting of BNI Tibang Urban Forest, and BNI Trembesi City Park. In the case of Bustanussalatin Nursery Park, they played a **self-organized role**, by searching financial support to implement their initiative. In this way, then they proposed the idea and requested the financial support from BRR. In the other two cases, consisting of BNI Tibang Urban Forest and BNI Trembesi City Park, the NGOs played a **complementary role** by providing assistance for DLHK3 in searching for the alternative source of funding, since DLHK3 has the limitation of budget to finance the development of these UGS sites. Hence, the NGO played both the self-organized and complementary role to in UGS governance practices by contribute in searching for funding for both the top-down and bottom-up initiative.

Furthermore, the NGO were involved in the **development activities**, which are related to physical activity, such as in the site clearance, tree planting, and creating fences, in all cases, either which was

initiated by them, which were initiated by. Hence, the NGO was considered playing both also the **self-organized** and **complementary role** by contributing in the development activity.

Finally, the NGO played also the **complementary role** by **mediating the conflict** in the case of Blang Padang Park and BNI Tibang Urban Forest. In the case of Blang Padang Park, for example, the conflict was emerged between the Municipality of Banda Aceh with the Indonesian Military Army (TNI), who both claimed the land ownership of Blang Padang Park. To solve this problem, the NGO used their network to mediate the conflict by asking the higher level of municipal level and military actors to sign an MoU to support development of Blang Padang Park. Hence, since the higher level actors of governmental and military actors have signed the MoU, the lower level of military side then did not oppose the development plan anymore. In the case of BNI Tibang Urban Forest, the conflict emerged from the local people who used to work in the planned area. For this case, the NGO solved the problem by inviting them in the development activity of this park.

Figure 40. below shows the active role of the NGO in all the selected case studies in Banda Aceh City. As shown in the figure below, the NGO played both the self-organized and complementary role in the policy implementation stage of UGS governance practices in Banda Aceh City.

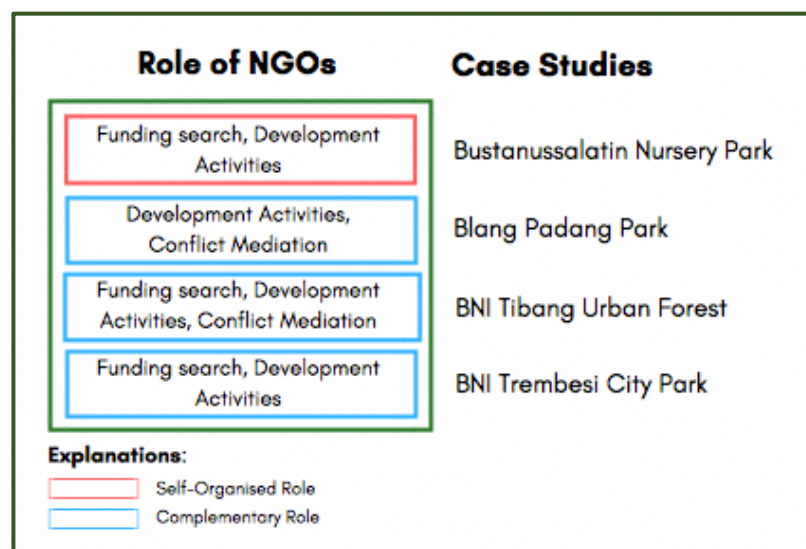


Figure 40. The Role of NGOs in Policy Implementation Stage Explained in Terms of Active Citizenship

Interpretation: The Renewal of the Policy Arrangements Explained in terms of Rules, Discourses, Resources, and Actor Coalitions

This chapter addresses the fifth sub-research question of the research: How is the renewal of policy arrangements in the policy implementation stage explained in term of rules, discourses, resources, and actors coalition?

Based on the previous discussion, it can be concluded that the new **rules**, which consist of the *Spatial Planning Policy 2007* and the *Green Space Policy 2008*, have legitimated civil society to contribute in UGS policy implementation, in several ways such as participation in decision-making, monitoring, land-provisioning or land granting, and financing UGS development and/or maintenance. These new rules have not only encouraged the top-down initiative, or governmental based initiative, but also the bottom-up initiative, or the civil society and business based initiative, by targeting the 10% of UGS area to be provided by the civil society and business actor, and the other 20% of UGS area to be provided by the government. The combination of the top-down and bottom-up initiative is expected to support the reaching of the minimum percentage of 30% UGS area from the total city area in every Indonesian city as mandated by the *Spatial Planning Policy 2007* and the *Green Space Policy 2008*.

Looking from the **discourses** dimension, on the one hand, it can be understood that the involvement of BNI during the policy implementation stage in the case of BNI Trembesi City Park and BNI Tibang Urban Forest brought changes to the UGS implementation practice. It was because the BNI introduced new discourse, which was the “economic sustainability” discourse. Hence, the policy implementation practice in the case of BNI Trembesi City Park and BNI Tibang Urban Forest was adjusted to accommodate the idea of BNI, with several facilities to support economic activities such as facilities for accommodating the ornamental plant nursery, beekeeping, fish feeding, organic farming, and composting activities were prevalent in both case of BNI Tibang Urban Forest and BNI Trembesi City Park. **Figure 41** shows how the involvement of BNI in the policy implementation stage add new discourse of “economic sustainability” to policy implementation practice. On the other hand, in the other two cases, consisting of Bustanussalatin Nursery Park and Blang Padang Park there was no change in discourse. Hence, the implementation of UGS sites was performed in accordance to the plan agreed during the policy making stage consisting of “environmental sustainability”, “sign of thanks”, and “heritage conservation” discourses.

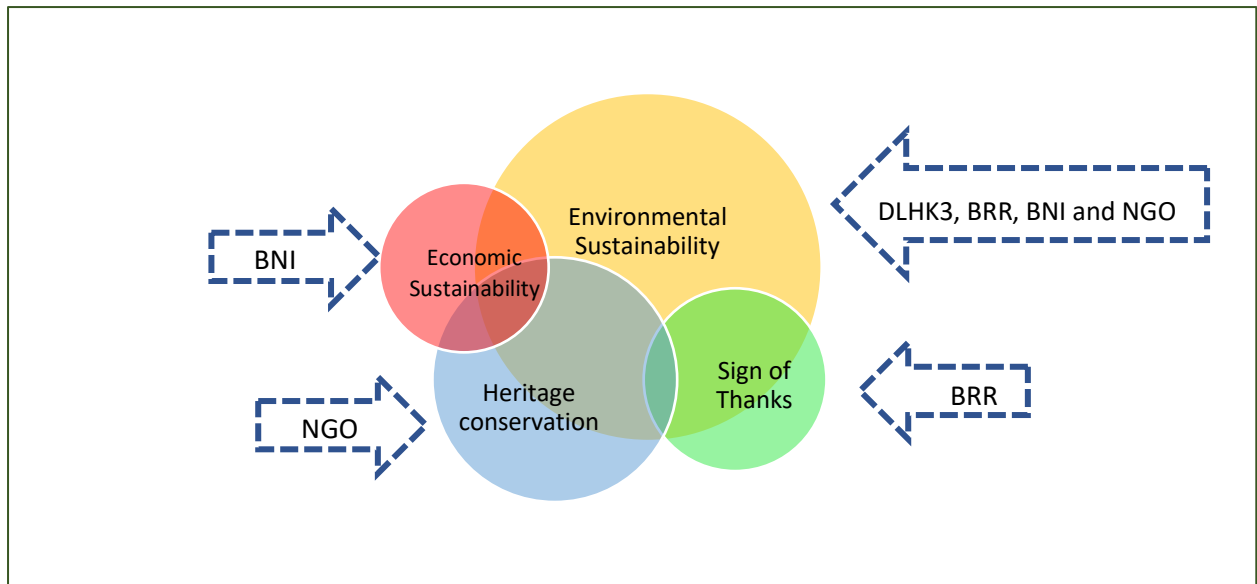


Figure 41. The Overlapping of Discourses in the Policy Implementation Stage

Looking at the perspective of **resources** dimension, firstly this research identifies the need for a social capital resource for the development or physical related activities, such as in tree planting, site clearance, and creating fences. In all cases, the DLHK3 and the NGO were found to mobilize their social capital resource to establish all UGS sites. Furthermore, especially in the case of BNI Tibang Urban Forest, the development activity was involving also the Tibang local people, due to their resistance in the beginning development work of this UGS site. Later, the NGO and DLHK3 invited them to participate in the development activity of this site. Since social capital resource was owned by both the NGO and DLHK3, it created no dependency from one actor to other actors, in terms of this resource, despite the use of social capital from both actors can accelerate the policy implementation process.

This research found also that although DLHK3 has higher power resources, especially in term of land resource, they were not an independent actor when entering the policy implementation stage. It was because they have the limitation o in terms of finance resource. This limitation made them could not implement their initiative by their own. Hence, they need to cooperate with the actors having the finance resource, or to the actors having this access to this resource. Evidence derived from the case of BNI Tibang Urban Forest and BNI Trembesi City Park have showed that DLHK3 reliance on the NGO, who has access the finance resource. The assistance from the NGO in searching for funding in the case of BNI Tibang Urban Forest and BNI Trembesi City Park has made the implementation of these two cases were possible to be performed.

Furthermore, the case of Blang Padang Park and BNI Tibang Urban Forest showed that the limited involvement of the appointed actor, in the policy making stage, has led to the emergence of two **challenging actors** during the policy implementation stage. Firstly, the resistance from the Indonesian National Army (TNI), who claimed the land ownership of Blang Padang Park. To handle with this problem, the NGO used their network resource, by negotiating with the higher level of TNI staff, to support the development of Blang Padang Park. Then, through the mediation from the NGO, a memorandum of understanding (MoU) was signed by the Municipality of Banda Aceh, TNI, and the NGO. After the signing of this MoU, both the Municipality of Banda Aceh, TNI, and the NGO worked together in the developing Blang Padang Park. Secondly, the resistance from the local people of Tibang, in the case of BNI Tibang Urban Forest. The local people of Tibang, especially who used to work in this area as the oyster and shrimp farmer, opposed the development because they were not involved during the policy making stage. To handle with this problem, the NGO then invited them to participate in the development activity, and in the local economic development activity in BNI Tibang Urban Forest, such as in fish feeding, ornamental plant nursery, and composting activity.

The above presentation of results shows that during the policy implementation stage, there were more actors involved, especially in the case of BNI Tibang Urban Forest and BNI Trembesi City Park. These new actors consist of BNI and Tibang local people. The local people contributed in the development activities of the BNI Tibang Urban Forest, while BNI provided funding for BNI Tibang Urban Forest and BNI Trembesi City Park. The involvement of local people did not bring new idea since they only interested to be involved in development of this park, rather than presenting new idea or challenging the ideas agreed in the policy making stage. BNI, however, brought new discourse which was economic sustainability, which led to the adjustment of the plan to their idea. In term of resources mobilization, BNI as the businesses actor support the development of these UGS sites by providing financial support. The NGO used their network and social capital resource to help the implementation of the establishment of these UGS sites. Hence, the policy arrangements of the BNI Tibang Urban Forest and BNI Trembesi City Park in the policy implementation stage was considered as the **new arrangements**, which refers to the arrangement of policy by both the government, businesses, and civil society actors that use their resources to reach their objective, and the policy practices represent the combination of idea among these actors.

Table 5. below summarize the discussions of the four dimensions of policy arrangement approach, which consist of actors coalition, rules, discourses, and resources dimension, in UGS governance practice in the selected cases of Banda Aceh City. The red text shows the change of each dimension during the policy implementation stage. For example, in the actor coalition dimension, new actors,

consisting of business (BNI) and civil society (local people) were engaged, together with the government (DLHK3, BRR) and civil society (NGO) which was already engaged from the policy making stage.

Actors	Rules	Discourses	Resources
Coalition			
Supporting Coalition: government (DLHK3), business (BNI) , civil society (NGO, local people)	Enabled actors: The government, civil society, business Constrained actors: -	Dominant discourses: Environmental sustainability (DLHK3, NGO, BNI), Minor discourses: Heritage revitalization (NGO), Sign of Thanks (BRR), economical sustainability (BNI) Left-out discourses: -	Resources mobilized: Finance (BNI) , network (NGO), social capital (NGO, local people , DLHK3)
Interpretation: Coalition between government, civil society, and business is enabled by the rules, where the both of discourses from the government, civil society, and business were accommodated in the final implementation output, and resources mobilization came from both governmental, business and civil society actors. Hence, the policy arrangements in the policy implementation stage is considered as the new arrangement, where policy arrangements is determined by both the government, business, and civil society actors, with the shared discourses among them, that use their resources together, and their coalition is enabled by the rules.			

Table 6. The Renewal of Policy Arrangements Explained in Term of Rules, Discourses, Resources, and Actors Coalition in the Policy Implementation Stage of BNI Tibang Urban Forest and BNI Trembesi City Park

Different with the BNI Tibang Urban Forest and BNI Trembesi City Park, in the case of Bustanussalatin Nursery Park and Blang Padang Park, there were no new actors introduced during the policy implementation stage. Hence, the implementation of policy was performed in accordance to the policy which was agreed in the policy making stage, consisting the “environmental sustainability”, “heritage conservation”, and “sign of thanks” discourses. Furthermore, the actors that mobilized their resource remained the same with the actors involved during the policy implementation stage, consisting of the government (DLHK3 and BRR), and civil society (NGO) actors. The NGO used its social capital and resource network to support the implementation of these two parks. BRR provided financial support for this project, while DLHK3 used its social capital resource. The evidence derived from the case of Bustanussalatin Nursery Park and Blang Padang Park showed that the policy

implementation was performed by government and the NGO, as the actors appointed by the government. Hence, the policy arrangement in the policy implementation stage of Bustanussalatin Nursery Park and Blang Padang was considered as the **neo-corporatist arrangement**, where policy arrangements was determined by the government and the limited of the actor, appointed by the government, with the high capacity, in this case, represented by the NGO. Furthermore, regarding the rules dimension, the presentation of results has shown that all of actors were given the same legitimation in the new rules, which consisting of the *Spatial Planning Policy 2007* and the *Green Space Policy 2008*, to implement or support the implementation UGS practices.

Actors Coalition	Rules	Discourses	Resources
Supporting Coalition: NGO and the government (DLHK3, BRR)	Enabled actors: Government, civil society and business Constrained actors: -	Dominant discourses: Sustainability (DLHK3, BRR, NGO), Minor discourses: Heritage revitalization (NGO), Sign of Thanks (BRR) Left-out discourses: -	Resources mobilized: Finance (BRR), social capital (NGO, DLHK3)
Interpretation: No new actors introduced, the policy implementation was performed in accordance with the plan agreed during the policy making stage. Furthermore, the actors that mobilized their resource remained the same with the actors involved during the policy implementation stage, consisting of the government (DLHK3 and BRR), and civil society (NGO) actors. The NGO used its social capital and resource network to support the implementation of these two parks. BRR provided financial support for this project, while DLHK3 used its social capital resource. Hence, similar with the policy making stages, the policy arrangements in these cases was considered as the neo-corporatist arrangement, where the policy is determined by the government and the limited of set the actors appointed by the government.			

Table 7. The Renewal of Policy Arrangements Explained in Term of Rules, Discourses, Resources, and Actors Coalition in the Policy Making Stage of Bustanussalatin Nursery Park and Blang Padang Park

Discussion and Conclusion

So far, the previous chapter has discussed the result and analysis regarding the changing role of NGOs and the renewal of policy arrangements in both policy making and policy implementation stage of UGS governance practice in UGS governance practices with NGO involvement in the selected cases in Banda Aceh City, after the decentralization of UGS governance. This chapter provides a link between the result and interpretations of this research with the concept used in this research, followed by conclusion of this research. Hence, this chapter consists of two sub-chapters, consisting of discussion and conclusion sub-chapter. The discussion sub-chapter is arranged in accordance with the research questions. In the discussion chapter, a text box is presented in each discussion of research question, to show if the discussion has answered the research questions. Next to the text box, the theoretical discussion of the concept used in the analysis is presented. Lastly, conclusion sub-chapter is presented to sum up the finding derived in this research, together with the reflection and recommendation for the further research.

Discussion

RQ 1: How does the decentralization of urban green space governance system change the role of NGOs in Indonesia?

This research finds that the decentralization of UGS governance system in Indonesia has led to the changing of the relationship between the government, businesses, and civil society actors, which is conceptualized as the political modernization. Before the decentralization, the political practice was being dominated by the governmental actors, which reflects the **early modernization** phase. After the decentralization, both the governmental, businesses, and civil society actors is being considered as the actors that determine the political practice, which reflects the **late modernization**.

Before the decentralization, the civil society involvement was being **limited** only in term of participation, while **after the decentralization** their role is increased to be **more active** in term of participation, determination, implementation, and in monitoring the spatial policy.

More specifically, Looking at the changing role of NGOs, **before the decentralization** they were not being recognized as the potential actors that can contribute in the governance practice. Hence, they often position themselves as the **opposition to the government**, by criticizing the governmental policy which was not considered representing the voice of civil society. In contrast, **in the decentralized system**, together with the emerging power of civil society actors, the NGOs have given the same opportunity in determining the political practice, either by cooperating with the government to perform the top-down initiative, or by initiating the bottom-up initiative. Hence, it can be seen that there is a changing role from opposing to **cooperating with the government**.

In the conceptual framework, I have introduced the Political Modernization concept by Arts, Leroy, & van Tatenhove (2006), to conceptualize the decentralization of UGS governance system in Indonesia after the implementation of the Spatial Planning Policy 2007. The evidence derived from the presentation of results in this research confirms that UGS governance system in Indonesia has undergone the political modernization, which refers to “the structural processes of changing interrelations between the government, businesses, and civil society actors which resulting on the emergence of the new form of political practices” (Arts, Leroy, & van Tatenhove, 2006:93). To explain this change, in this research I explain the relationship between the governance actors before and after the decentralization of UGS governance system.

Before the decentralization, the civil society involvement was being limited only in term of participation. It reflects that at that time, the involvement of civil society was considered only as the passive involvement, rather than active involvement, because despite they were invited during the political practice, they had no power to determine the policy. Hence, it reflects the type of involvement as mentioned by T. Mattijssen et al. (2017) as the manipulation, where the civil society involvement is not aimed to determine the policy outcome, but more aimed to fulfil the legal requirement. In contrast, the implementation of the Spatial Planning Policy 2007 has emphasized the more active role of civil society in three different ways. The first type is the participation in the policy making stage, which refers the involvement of civil society actors in giving the idea, or criticizing the governmental idea. The second type is the involvement in the policy implementation stage, where the civil society actors is invited to contribute to the policy implementation, which is performed in accordance to the spatial policy. The third type of involvement refers to the role of civil society in monitoring the process of spatial policy making and its implementation. Besides, the the civil society is being encouraged in the decentralized UGS governance system, they are expected to mobilize their resource such as land, finance, and social capital to support UGS governance practice.

Looking specifically at the changing role of NGOs in UGS governance practice, the implementation of the Spatial Planning Policy 2007 has legitimated the NGOs as one of the civil society actors that need to be involved in the governance practices. In contrast, before the decentralization, the NGOs were not being recognized as the actors that need to be considered in governance practice, which makes them took more position as the opposition of the government, by criticizing the governmental policy which was considered not representing the voice of civil society. As the NGOs become the actors that is considered potential in the decentralized system, they have changed they position to be the partner of the government. It can be seen from the role of NGOs mentioned in the Spatial Planning Policy

2007, which categorized into two role. The first role is to support the governmental-based initiative, or top-down initiative, while the second role is to initiate and facilitate the bottom-up initiative towards UGS governance practice.

In general, it can be seen that the UGS governance system in Indonesia has undergone the political modernization after the implementation of the *Spatial Planning Policy 2007*. Before the decentralization of UGS governance system, the political determination was controlled by the governmental actors, which reflects the early modernization phase as mentioned by Arts, Leroy, & van Tatenhove (2006). This political practice has changed after the implementation of the *Spatial Planning Policy 2007*, to be determined by the cooperation between the governmental, businesses, and civil society actors, which reflects the late modernization phase.

RQ 2: What does the changing role of NGOs in the selected case studies in Banda Aceh City in the policy making stage mean in terms of active citizenship?

This research finds that the changing role of NGOs in UGS governance practices in the selected case studies in Banda Aceh City is prevalent in the policy making stage, where the NGO play an active role in two different ways, consisting of the **self-organized** and **complementary role**.

Looking at the changing role of NGO in the policy making stage, this research finds that the NGOs contributed in two different activities, consist of the initiation and in the plan making activity. Firstly, the NGO **initiated the bottom-up initiative** in the case of Bustanussalatin Nursery Park, where the NGO proposed the idea to establish Bustanussalatin Nursery Park in a meeting with BRR. The initiation was possible because they were supported by DLHK3 who provided land for the development of Bustanussalatin Nursery Park, and by BRR who provided the financial support for this initiative. Secondly, the NGO contributed also in the **plan making** activity in all cases, either in the case which was initiated by them, or in the cases which were initiated by the government such as Blang Padang Park, BNI Tibang Urban Forest, and BNI Trembesi City Park. I found that the NGO played a higher degree of participation, not just providing information or presenting idea, but responsible for determining the development plan of all UGS sites.

Hence, it can be concluded that the NGO played **self-organized role** by initiating the development of Bustanussalatin Nursery Park and creating the development plan for this park, and played **complementary role** in other three cases by assisting the government in creating the development plan for Blang Padang Park, BNI Tibang Urban Forest, and BNI Trembesi City Park.

In the conceptual framework chapter, I have explained that to explain the changing role of the NGOs, I use the active citizenship concept as mentioned by Meijer and Van der Krabben (2018), which consist of the two types of active citizenship. The first type is related to active citizenship which is related to the civil society role in consultation and participation in the governmental policy or top-down

initiative, or considered as the complementary role. The second type concerns the active citizenship which is related to the self-organized role, where the civil society initiates and implements their bottom-up initiative.

I used the concept of active citizenship to distinguish the changing role of the NGOs in UGS governance practice, which became the purpose of this research. It is because during the analysis, I found that both types of active citizenship existed in UGS governance practice in Banda Aceh City. The first type of active citizenship is prevalent in the case of Blang Padang Park, BNI Tibang Urban Forest, and BNI Trembesi City Park, where the project started with the government initiative or based on top-down initiative. The NGO, in these cases, provided support to the government, by helping them in the plan and decision making. Hence, the NGO was considered playing a **complementary role** in these three cases. Furthermore, I found also that the role of NGO during the plan making activity in the selected cases in Banda Aceh City is different with the complementary role mentioned by Meijer and Van der Krabben (2018), where the civil society only contributes in providing information and reacting to the governmental policy. It is because, in all cases of this research, the NGO was given responsibility to decide the development plan, by holding several consultation sessions, in which the government could present their idea. Hence, it can be reflected that in the selected case studies in Banda Aceh City, the NGO had the higher degree of participation when supporting the top-down initiative where the NGO determined the development plan and where the government played a relatively more passive role by providing information to the NGO.

The changing role of NGO was identified also in the case of Bustanussalatin Nursery Park where the NGO initiated the establishment of this park. In this case, the NGO proposed the idea of creating the miniature of Bustanussalatin, in a meeting with BRR. Since BRR agreed with this idea, BRR then agreed to support this initiative by providing financial support for this project. Next to it, the NGO communicated with the DLHK3, as the representative Department of local government that responsible for developing and managing UGS sites in Banda Aceh to ask for the available plot of land in which they could implement this initiative. DLHK3 then supported this initiative and proposed the NGO with three alternative locations for Bustanussalatin Nursery Park development. Hence, it can be understood that the NGO played a **self-organized role** in the case of Bustanussalatin Nursery Park by initiating the development of this park.

RQ 3: How is the renewal of policy arrangements in the policy making stage explained in term of rules, discourses, actor coalitions, and resources?

This research finds that the decentralization has renewed the policy arrangements in the policy making stage of the selected cases in Banda Aceh City to the **neo-corporatist arrangement**, where the policy is determined by the government and the limited set of actors appointed by the government which in this research refers to the NGO.

Although the involvement of both the governmental, civil society, and businesses actors is enabled by the **rules**, the policy is determined by the government and the limited set of actors appointed by the government, which in this research refers to the NGO. Hence, the final policy document was filled with the **discourses** of the governmental actors and the limited set of actors appointed by them. Furthermore, the **coalition of actors** were formed between the governmental actors, consisting of BRR and DLHK3, with the civil society actor, or the NGO, which made all actors mobilize their **resources** such as knowledge, expertise, land and network resources during the policy making stage.

Hence, the policy arrangements in the selected cases is considered as **neo-corporatist arrangement**, where policy arrangements is determined by the government and the limited of the actor, appointed by the government.

Analyzing the renewal of policy arrangements can be seen from two aspects: organization and substance (Arts and Van Tatenhove, 2005). The organization is explained by actor coalition, resources, and rules dimension. The substance aspect can be explained from the perspective of discourses dimension. Furthermore, I also use the typology of policy arrangements renewal mentioned by Arts and Van Tatenhove (2005), to explain how the decentralization trend renew the policy arrangements in UGS governance practices involving NGO in the selected case studies in Banda Aceh City. Based on the presentation of results in the results chapter, it can be seen that this approach is relevant to be used in this research, since it can explain how each actor, including the NGO, was encouraged or involved in the term of actor coalition, resources, and rules dimension.

In this research, I found that the implementation of the *Spatial Planning Policy 2007* and the *Green Space Policy 2008* have provided the opportunity for civil society to contribute to UGS governance practice, both by initiating the bottom-up initiative by providing support to top-down initiative. Furthermore, I found also that In UGS governance practice in the selected cases of Banda Aceh City, the policy arrangements did not rely only on the **rules** dimension, but also on the daily practice which can be explained by the resources, discourses, and actor coalition dimension. For example, the government controlled the land **resource**, which was not possessed by other actors, which make the NGO reliance on the government to achieve their objective in initiating the bottom-up initiative, as reflected in the case of Bustanussalatin Nursery Park. However, in the cases where the government

initiated the top-down initiative, such as in the case of Blang Padang Park, BNI Tibang Urban Forest, and BNI Trembesi City Park, the government tend to appoint the highly capacitated actor, who possessed the expertise, network, and knowledge research, which in the selected cases in Banda Aceh City refers to the NGO, to establish UGS sites.

Furthermore, the government had transferred the responsibility for determining plan making to the NGO, which makes they shared **discourse** in the final policy document. Hence, it can be concluded that the decentralization has renewed the policy arrangements in the policy making stage of the UGS governance practices in Banda Aceh city to be categorized as the **neo-corporatist arrangement**, where the policy is determined by the **coalition of actors** consist of the government and the limited of the actor, appointed by the government. This is in line with what mentioned by Carmin (2010) that the government tend to cooperate with the high capacitated actor, such as the NGOs, rather than individual or low capacitated organization to support them in realizing their goal, since the former can help the government to achieve their objective compared to the later. Furthermore, ,it can be reflected also that the decentralization has led to more participative approach in UGS governance in the cases of Banda Aceh City, where the policy arrangements was considered as the neo-corporatist arrangements, with the involvement of the NGO as part of the civil society actors, in determining the policy outcome.

RQ 4: What does the changing role of NGOs in the selected case studies in Banda Aceh City in the policy implementation stage mean in terms of active citizenship?

This research finds that the changing role of NGOs in UGS governance practices is prevalent in the policy implementation stage in two ways of **self-organized** and **complementary role**.

Looking at the changing role in the policy implementation stage, I found that the NGO contributed several activities, such as in **searching for funding** for the project in the case of BNI Tibang Urban Forest and BNI Trembesi City Park. Furthermore, they contributed also in the **development activity** of all UGS sites, by doing a physical activity such as site clearance, tree planting, and creating fences. Lastly, the NGO contributed also in **mediating conflict** between actors, in the case of Blang Padang Park between the local government with the Indonesian National Army (TNI), and in the case of BNI Tibang Urban Forest which faced resistance from the local people.

Similar with the first research question, I use the concept of active citizenship by Meijer and Van der Krabben (2018) to explain the changing role of the NGOs in the policy implementation stage.

According to the presentation of results, I found that both types of active citizenship mentioned by Meijer and Van der Krabben (2018), which consist of the self-organized and complementary role existed in the policy implementation stage of the selected cases in Banda Aceh. In Bustanussalatin Nursery Park, the NGO played a **self-organized role** by searching for funding to finance their initiative. Hence, they proposed the idea of establishing the Bustanussalatin Nursery Park in the meeting with BRR, which was then agreed to provide financial support for the implementation of the initiative. Furthermore, they implemented the initiative by doing development activities such as site clearance, planting the trees, and creating fences.

In the other cases, the NGO played a **complementary role** to the government through several activities, consisting of searching for funding, development activity, and mediating conflict. This research found the more specific activities in which the NGO might contribute when supporting the top-down initiative, through those activities, compared with the complementary role mentioned by Meijen and Van der Krabben (2018) that did not mention the specific activities in which they might contribute.

RQ 5: How is the renewal of policy arrangements in the policy implementation stage explained in term of rules, discourses, actor coalitions, and resources?

This research finds that the decentralization in Indonesia has renewed the policy arrangements in the policy implementation stage into two different ways, which consisting of the **neo-corporatist arrangements** in the case of Bustanussalatin Nursery Park and Blang Padang Park, and the **new arrangements** in the case of BNI Tibang Urban Forest and BNI Trembesi City Park.

The new **rules**, which consist of the Spatial Planning Policy 2007 and the Green Space Policy 2008 have legitimated both the government, businesses, and civil society actors to contribute in UGS policy implementation, either by implementing the top-down or bottom up initiative.

In the case of Bustanussalatin Nursery Park and Blang Padang Park, the actors involved during the policy making stage remained the same with the **actors** involved in the previous stage of policy making stage, consisting of the NGO, DLHK3 and BRR. To implement these projects, BRR provided the financial support for the projects, while DLHK3 provide the land **resource** for the development of these UGS sites. The NGO and DLHK3 mobilized their social capital resource to support the implementation of this project. Furthermore, since there was no new actors introduced during the policy implementation, the policy implementation practice was performed in according to the plan which was set in the policy making stage, covering the “environmental sustainability”, “heritage conservation”, and “sign of thanks” **discourses**. Hence, similar with the policy arrangements in the policy making stage, in the case of Blang Padang Park and Bustanussalatin Nursery Park during the policy implementation stage was considered also as the **neo-corporatist arrangement**, where the policy is determined by the government and the limited set of actors appointed by the government, which in this research refers to the NGO.

In the case of BNI Tibang Urban Forest and BNI Trembesi City Park, there were two new **actors** introduced during the policy implementations stage. The first actor was BNI, who provide finance **resource** for the development of both these UGS sites. The involvement of BNI in the policy implementation has brought a new **discourse** of “economic sustainability” next to the discourses which was agreed during the policy making stage, consisting of the “environmental sustainability”, “heritage conservation”, and “sign of thanks” discourses. The introduction of this new discourse then led to the adjustment of the plan, to accommodate this discourse. The second actors was the Tibang local people, who contributed in the development activity of BNI Tibang Urban Forest. Hence, it can be reflected that the implementation stage of the BNI Tibang Urban Forest and BNI Trembesi City Park was considered as the **new arrangements**, where the policy is determined by the combination of governmental, businesses, and civil society actors. The government in these cases refers to DLHK3. The businesses actor refers to BNI, while civil society actors refer to the NGO and Tibang local people.

Similar with the second research questions, I used the Policy Arrangement Approach (PAA) and the typology of policy arrangements renewal by Arts and Van Tatenhove (2005) to explain the renewal of policy arrangements in the policy implementation stage in the selected case studies in Banda Aceh City. I found that the four dimensions of PAA have been useful to explain how the policy implementation of the selected case studies in Banda Aceh was determined.

Firstly, I found that that the implementation of the new **rules**, consisting of the *Spatial Planning Policy 2007* and the *Green Space Policy 2008* had legitimated both the governmental, businesses, and civil society actors to contribute in UGS policy implementation, by encouraging the top-down initiative, or governmental based initiative, but also the bottom-up initiative, or the civil society and business based initiative, by targeting the 10% of UGS area to be provided by the civil society and business actor, and the other 20% of UGS area to be provided by the government. The combination of the top-down and bottom-up initiative is expected to support the reaching of the minimum percentage of 30% UGS area from the total city area in every Indonesian city as mandated by the *Spatial Planning Policy 2007* and the *Green Space Policy 2008*.

Furthermore, in this research, I find the two different types of policy arrangement which existed in the selected case studies in Banda Aceh. Firstly, In the case of Bustanussalatin Nursery Park and Blang Padang Park, there were no new **actors** introduced during the policy implementation stage. Hence, the implementation of policy was performed in accordance to the policy which was agreed in the policy making stage, consisting of the “environmental sustainability”, “heritage conservation”, and “sign of thanks” **discourses**. Furthermore, the actors that mobilized their **resource** remained the same with the actors involved during the policy implementation stage, consisting of the government (DLHK3

and BRR), and civil society (NGO) actors. The NGO used its social capital and resource network to support the implementation of these two parks. BRR provided financial support for this project, while DLHK3 used its social capital resource. The evidence derived from the case of Bustanussalatin Nursery Park and Blang Padang Park showed that the policy implementation was performed by government and the NGO, as the actors appointed by the government. Hence, the policy arrangement in the policy implementation stage of Bustanussalatin Nursery Park and Blang Padang was considered as the **neo-corporatist arrangement**, where policy arrangements was determined by the government and the limited of the actor, appointed by the government, with the high capacity, in this case, represented by the NGO.

Secondly, in the case of BNI Tibang Urban Forest and BNI Trembesi City Park, the above presentation of results shows that there were more **actors** involved during the policy implementation stage. These new actors consist of BNI and Tibang local people. The local people contributed in the development activities of the BNI Tibang Urban Forest, while BNI provided finance **resource** for BNI Tibang Urban Forest and BNI Trembesi City Park. The involvement of local people did not bring new idea since they only interested to be involved in development of this park, rather than presenting new idea or challenging the ideas agreed in the policy making stage. BNI, however, brought new **discourse** which was “economic sustainability” discourse, which led to the adjustment of the plan to their idea. In term of resources mobilization, BNI as the businesses actor support the development of these UGS sites by providing financial support. The NGO used their network and social capital resource to help the implementation of the establishment of these UGS sites. Hence, the policy arrangements of the BNI Tibang Urban Forest and BNI Trembesi City Park in the policy implementation stage was considered as the **new arrangements**, which refers to the arrangement of policy by both the government, businesses, and civil society actors that use their resources to reach their objective, and the policy practices represent the combination of idea among these actors.

The discussion of the renewal of policy arrangements in the policy implementation stage which is presented above shows the dynamics of policy arrangements that keep changing over the time, as the result of institutional change and the interaction between actors in the daily policy practice (Arts and van Tatenhove, 2000:54). Furthermore, the definition of policy arrangements that “refers to the temporary stabilization of organization and substance of policy” (Arts and van Tatenhove, 2000:54) is supported with the evidence derived from this research, where the different types of policy arrangements existed in the selected cases of Banda Aceh city. The policy arrangements of first two cases, consisting of the Bustanussalatin Nursery Park and Blang Padang Park were considered as the neo-corporatist arrangements, while for latest two cases, consisting of BNI Tibang Urban Forest and

BNI Trembesi City Park, it was considered as the new arrangements. Although the typology of policy arrangements differed in the first with the latest two cases, it can be concluded that there were the renewal of policy arrangements in both cases, in compared with the traditional policy arrangements, where the policy was considered to be determined only by the government. In the first two cases, the NGO, an actor outside of the governmental actors, was involved in determining the UGS policy. In the latest two cases, more actors were involved, consisting of the NGO, local people, and BNI. Hence, it can be concluded that there were the renewal of policy arrangements in all case studies in Banda Aceh, despite it did not led to the single model of policy arrangement. It is in line also with argument of Arts & Van Tatenhove (2005) who argued that there is no clear path of the renewal of policy arrangements from the traditional to the alternative types policy arrangements in the practice.

Main RQ: How does decentralization change the role of NGOs and renew the policy arrangements in both the policy making and policy implementation stage in urban green space governance in the selected case studies in Banda Aceh City?

(1) This research finds that UGS governance system in Indonesia has undergone the political modernization which changes the relationship between the governmental, businesses, and civil society actors in determining the policy. Before the decentralization, the government controlled the determination of UGS policy, which reflects the early modernization. The decentralization has brought change toward the day-to-day UGS policy practice to be determined by the governmental, businesses, and civil society actors, which reflects the late modernization. This decentralization has changed also the role of NGOs in UGS governance practices, from **opposing the government** by criticizing their policy **in the centralized system**, to be the **partner of the government in the decentralized system**. It is because in the decentralized system, the NGOs are become a legitimate actor that is considered as the actor that can assist the government in performing the top-down initiative, or as the actor that can initiate the bottom-up initiative.

(2) This research finds the that the NGO decentralization has led to the change of role of the NGO **from passive to active role**.

Firstly, the active role of the NGO were identified in the terms of **self-organized role**, which prevalent in the case of Bustanussalatin Nursery Park. The self-organized role of the NGO could be categorized into the two stages of policy process which consist of policy making and policy implementation stage.

In the policy making stage, the NGO was founded in the initiation Bustanussalatin Nursery Park. Furthermore, they also determined the development plan for this park. In the policy implementation stage, the NGO was founded searching for the available source of funding to support the implementation of their initiative. Furthermore, they also implement their initiative by engaged in the development activities such as site clearance, creating fences, and planting trees.

Secondly, the active role of the NGO were identified also in terms of the **complementary role**, where they provide support for the governmental initiative, which prevalent in the case of Blang Padang Park, BNI Tibang Urban Forest, and BNI Trembesi City Park. The complementary role of the NGO could be categorized also into the two stages of policy making and policy implementation stage. In the policy making stage, the NGO was found assisting the government in creating the development plan for the three cases which were initiated by the government. In the policy implementation stage, the NGO was considered contributing in assisting the government to find the alternative source of funding to finance the development of BNI Tibang Urban Forest and BNI Trembesi City Park. Next, the NGO contributed also in the development activities during the establishment of the three cases which were initiated by the government. Lastly, the NGO contributed also in mediating the conflict that emerged between the actors during the policy implementation process.

(2) This research also finds the decentralization has renewed the policy arrangements in the selected case studies, from the **traditional policy arrangements**, where the government control and dominate the determination policy output into two different ways of the **neo-corporatist arrangement** and **new arrangements**.

Firstly, in the policy making stage, the policy arrangements was considered as the **neo-corporatist arrangements**, which means the policy was determined by the government and the limited set of actors appointed by the government, which in all the selected cases in this research refers to the NGO.

Secondly, in the policy implementation stage, the policy arrangements differed in two types. In the case of Bustanussalatin Nursery Park and Blang Padang Park, there were no new actors engaged during the policy implementation, which made the policy practices were performed in accordance with the plan which was set during the policy making stage. Hence, the policy arrangements was considered similar with the policy arrangements in the previous stage of policy making stage, which was the **neo-corporatist arrangement**. However, in the case of BNI Tibang Urban Forest and BNI Trembesi City Park, two new actors were engaged during the implementation stage, consisting of the business actor, which was represented by BNI, and the civil society actor, which was represented by the Tibang local people. Hence, the policy arrangements in these two cases were considered as the **new arrangements**, where the policy is determined by the combination of governmental, businesses, and civil society actors.

I found that the conceptual framework that I develop in this research, which link the changing role of NGOs with the political modernization, active citizenship, policy arrangement approach, and policy process, has been found useful to explain the changing role of NGOs after the decentralization of UGS governance system in Indonesia and the renewal of policy arrangements in the different stage of policy process, which consist of policy making and policy implementation stage, which became the purpose of this research. As the result of the linking of those concepts, I set up five unit of analysis as shown in **Figure 42**. Unit analysis 1 is related with the first research objective, which aims to explain the changing role of NGO after the decentralization of UGS governance in Indonesia. Unit analysis 2, 3, 4 and 5 are related with the second research objective, which was to explain the changing role of NGOs and the renewal of policy arrangements in both the policy making and policy implementation

stage in the selected case studies in Banda Aceh City. Hence, **Figure 42.** below shows also the result of this research, which is aimed to answer the research questions and achieve the research objectives.

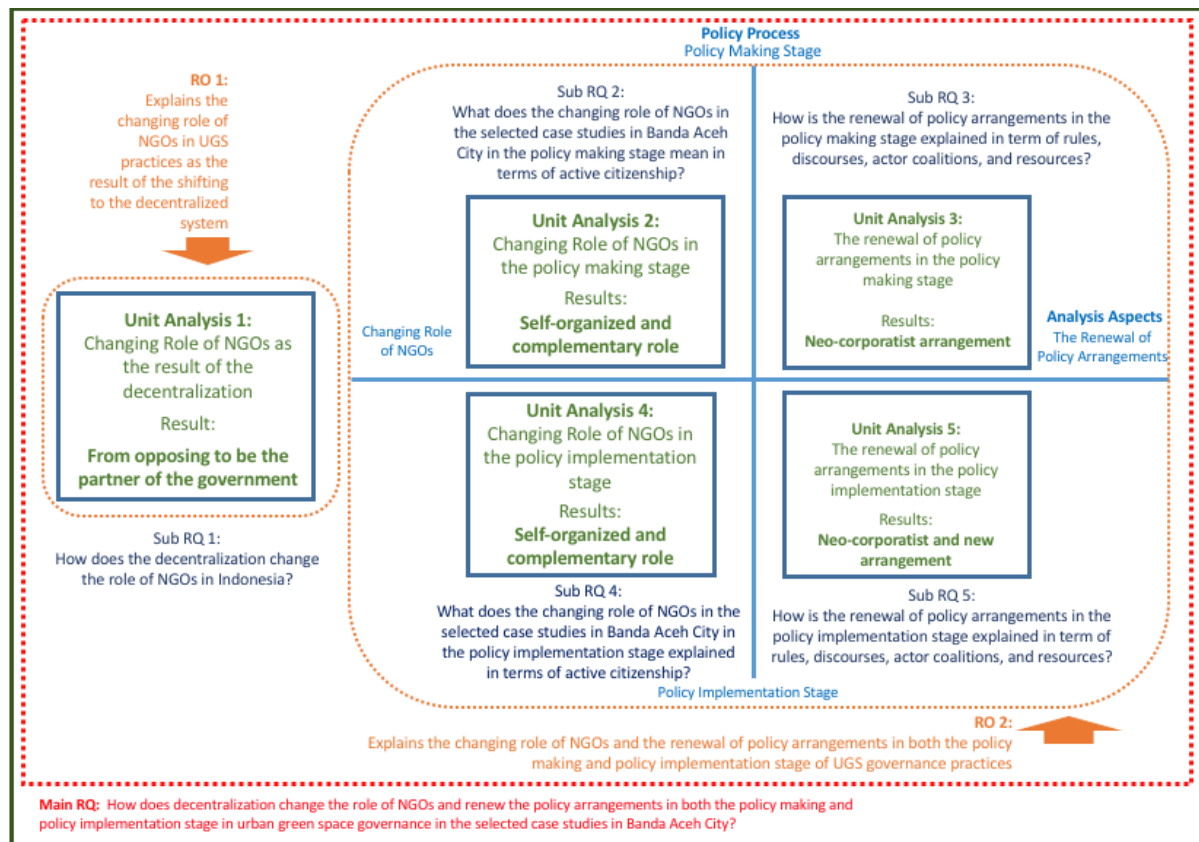


Figure 42. The Result of Analysis, based on Five Unit Analysis Developed in the Conceptual Framework

Conclusion

Urban green space governance system in Indonesia has undergone the political modernization, which provides opportunity for both the government, business, and civil society actors to initiate and develop UGS, independently, or by cooperating with other actors. It is because, the *Spatial Planning Policy 2007* and *Green Space Policy 2008* has mandated that the government must provide at least 20% of UGS area of the total 30% that is legally required, whilst businesses and civil society are expected to provide the other 10% of the area. As the result, this research identifies the changing role of NGO in the selected case studies in Banda Aceh City to play an active role in two different ways. Firstly, active in term of supporting the top-down or governmental based initiative, in the case of Blang Padang Park, BNI Tibang Urban Forest, and BNI Trembesi City Park. Secondly, active in terms of initiating their own initiative, in the case of Bustanussalatin Nursery Park.

This research finds also that decentralization is not the only factor influencing UGS governance practice in the selected cases in Banda Aceh city, but also the interaction between actors. In the policy making stage, for example, the government provided an opportunity for NGO, as the high capacitated actor in term of knowledge, expertise, experience, and network, to assist them in the plan making. As the result, the final policy document output is filled with the shared discourses between these actors. Hence, the policy arrangements in the policy making stage is considered as the neo-corporatist arrangement, which means determined by the government and the limited actors, appointed by the government. Besides, the renewal of policy arrangements in the policy implementation stage is considered to be influenced also by the interaction between actors. In the case of Bustanussalatin Nursery Park and Blang Padang Park, similar with the previous stage, the policy were determined by the government and the limited set of appointed actors. In the case of BNI Tibang Urban Forest and BNI Trembesi City Park, new actors, which consist of the businesses and civil society actors were engaged in the policy implementation, which resulting on the new arrangements, which refers to the determination of policy by the combination of the government, business, and civil society actors. It was because both the government, businesses and civil society actor has a dependency in term of resources to other actors, which made them unable to implement the initiative without cooperating with other actors. Hence, the policy practices were resulted from the sharing discourses between these actors.

Finally, it can be concluded that UGS practice cannot be developed by a single agent since all the actors are dependent on another actor. The government, has a dependency in term of finance and social capital resource, the business has a dependency in term of land, expertise, knowledge, and social capital resource, while the civil society also dependent with other actors in term of finance and land resource. As the consequence, it has led to the renewal of policy arrangements to the neo-corporatist and new arrangement in the policy making and policy implementation stage.

Reflection on Data Collection

The data was collected during the six weeks of fieldwork in Banda Aceh, Indonesia. However, due to interviewing the governmental representative requires the formal research permit, I use the first of three weeks applying to research permit to make me allowed to interview the interviewee from the side of government, which consist of the DLHK3 staff. Because of that, I use the beginning phase of my fieldwork by contacting the interviewees from the side of the NGOs, collecting the related documents that are available online. However, in the beginning, I faced the difficulties in contacting the interviewee of the NGO. Then, I got their representative contact through their website. I got the reply for the first interview appointment one week after my first contact with this representative. However, after this first contact, I got several potential interviewees, which I contact after that.

During the interview process, in total, I got nine potential interviewees to provide me information regarding UGS governance practices in Indonesia. From the total of nine interviewees, I had interviewed eight of them, as I show in **Annex 3**. Which consist of the interviewee from the side of government, NGO, and park managers. I could not interview the last potential interviewee from the side of the NGO due to his time unavailability. I tried to contact this interviewee after my return to the Netherlands since I was hoping to have a skype interview with the interviewee, but at last, it could not be done due to the technical problem such as the bad internet connection in the place of the potential interviewee. However, I feel that I already have sufficient information from the side of the NGOs, because from my previous interview with the interview with a side of the NGOs had generated the same information.

Another challenge that I faced in the data collection is related with interviewing the interviewee from the side of the business, or the side of National Bank of Indonesia (BNI), because I got no access to interview those actors. Furthermore, I got no access to interview the interviewee from the side of BRR, who provide funding for the case of Bustanussalatin Nursery Park and Blang Padang Park. This is

because this institution no longer existed, since they were established as the main institution that coordinate the reconstruction and rehabilitation program in Aceh for four years after the Tsunami 2004. Hence, I gathered the information which is related to these actors from the related documents such as the planning and development report, or from the information provided by other interviewees.

Limitation of the Research

Although the selected cases provide an insight about UGS governance practices with NGO involvement, actually it was challenging to gather information regarding these projects because it was relatively the old projects which had been done over the long period of time ago. The first and second project was started and finished by 2008, while the third project was established by 2010, and the latest project was established in 2011. Because of that, several interviewees become difficult to be contacted, because many of them have retired, or move to other places. For example, the BRR was no longer exist. Another example is the interviewee from the side of BNI have retired and moved to another place. It makes this research contains more information from the side of the government and the NGO, with limited information from the side of BRR and BNI, who provide a fund for these projects.

Recommendation for Urban Green Space Governance Practice in Indonesia

This research provides evidence regarding the contribution of NGOs in urban green space governance practice in the two different ways, in supporting the top-down initiative and in initiating the bottom-up initiative. In the case of BNI Tibang Urban Forest and BNI Trembesi City Park, the NGO was founded contributing in searching the source of funding for financing the establishment of these top-down initiative. Furthermore, they contributed also in mobilizing their social capital resource in the development activity such as in site clearance, tree planting, and creating fence, in all cases to help the realization of the initiative. From these evidence, it can be reflected that the involvement of NGOs in UGS governance practice can help the realization of the initiative because they can bring the additional resource to the government

Focusing on the bottom-up initiative, in the case of Bustanussalatin Nursery Park, this research provides evidence that the NGO is dependent on other actors in order to realize their initiative, especially in term of finance and land resource. These two resources was provided by the government,

in the case of Bustanussalatin Nursery Park, which shows the dependency of the NGO with the government. Hence, in the further bottom-up initiative, more cooperation between the civil society actors need to be encouraged, especially with the land owner, and with the businesses actors, to make the bottom-up initiative to be more independent from the governmental support.

Furthermore, this research provides evidence also that the non-participatory approach towards the policy making might lead to the conflict during the policy implementation stage, as shown in the case of Blang Padang Park and BNI Tibang Urban Forest. In the first case, the Indonesian National Army (TNI) refuse the implementation of the project, because they claimed that the land was belonging to them, and they felt they were not involved in the plan and decision making for developing this area. In the case of BNI Tibang Urban Forest, the resistance came from the local people of Tibang, who considered they were not involved in the plan and decision making in the area where they live nearby. Hence, in the further UGS initiative projects, the involvement of both the land-owner and the local people need to be considered to prevent the conflict in the policy implementation stage.

Recommendation for Future Research

This research has found that all actors involved in UGS governance practices in Banda Aceh City could not work alone to establish UGS sites. On the one hand, the government has the land resources which is crucial for establishing UGS sites, which was not owned by other actors involved in the UGS governance practices. On the other hand, the government depends also to other actors in term of financial resource, or to the actor who has access to this resource, which is represented by the NGOs, in the case of Banda Aceh City. These two resources, consist of the land and finance resource, were the resources which are owned by the limited actors, in the case of Banda Aceh, instead of other resources such as knowledge and social capital, which are owned by several actors. Hence, more research focusing on the strategies for financing UGS governance practice, or strategies for engaging the different landowner in the establishment of UGS becomes relevant for further research. For example, from this research, it can be seen that corporate social responsibility (CSR) of the business can be considered as an alternative sources of funding to finance UGS projects, but since this research could not provide the perspective from side of the business, due to the research limitation, further research discussing the perspective of the business actors towards UGS related projects become relevant.

Furthermore, this research finds that the NGO could contribute in UGS governance practice in various activities, such as initiating the establishment of UGS, plan making, development activity, searching for funding, and mediating the conflict between the actors. Three of the selected cases, consisting of the Blang Padang Park, BNI Tibang Urban Forest, and BNI Trembesi City Park show the role of NGO in supporting the top-down initiative. This research finds also that the NGOs could initiate the bottom up initiative, as shown in the case of Bustanussalatin Nursery Park. This research has provided evidence also that in this bottom-up initiative, the NGO is still dependent on the support of the government in term of the land and financial support to this initiative. Hence, more research focusing on the case in which the NGOs work more independently to initiate bottom-up initiative is a topic for further discussion, which can reveals how the NGO could be more independent in initiating and implementing the bottom-up initiative.

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Abbreviations

BNI – Bank Nasional Indonesia, or the National Bank of Indonesia.

BRR – Badan Rehabilitasi and Rekonstruksi, Rehabilitation and Reconstruction Agency

Depa – a unit of length in Malaysia, 1 depa equals to 2 yards

DLHK3 – Department of Living Environment, Cleanliness, and Beauty of Banda Aceh city, is a responsible department of Banda Aceh Municipality in the management and the development of urban green space

DK3 – Department of Cleanliness and Beauty of Banda Aceh City, is the former name for DLHK3, a responsible department of Banda Aceh Municipality in the management and the development of urban green space

UGS – Urban Green Space

Kalpataru - an award given by the Ministry of Living Environment to the activists that are considered having great contribution toward the improvement of living environment quality.

NGOs – Non-Governmental Organizations

RANTF – Recovery Aceh-Nias Trust Fund, is institution body formed by the central government of Indonesia to coordinate the recovery programs in Aceh and Nias, also to manage and allocate the fund sourced from state budget and various donors.

TNI – Tentara Nasional Indonesia, or the Indonesian National Army

Annexes

Annex 1. Guidelines for Interview

ITEM LIST FOR INTERVIEWS

Date	
Time	
Location	
Interviewee Details:	
Company	
Email/Phone Number	
Case Study	

Good morning/afternoon/evening, my name is Hafi, I am a student of Urban Environmental Management. Currently, I am conducting research about the “**Development of Urban Green Space After Tsunami 2004**”, in the case of selected parks of Banda Aceh city, consist of Blang Padang Park, Bustanussalatin Nursery Park, BNI Tibang Urban Forest, and BNI Trembesi City Park. This interview will take around 30-45 minutes. I will ask you several questions related to urban green space redevelopment projects in Banda Aceh city after tsunami 2004.

This research will contribute to understand the development process of urban green space. However, this information will be used for educational purpose only, and your identity will not be mentioned in the report and will be presented as anonymous. When this research is finished, the softcopy version of the final report will be sent to the email of the interviewees. Firstly, I want to ask, can I record this interview? The interview record will be used for making the interview transcript, that will help in analyzing the information related to in this research.

Ice-Breaker Questions

1. Which of the following green space development practice you are most familiar with? (Blang Padang Park, Bustanussalatin Nursery Park, BNI Tibang Urban Forest, and BNI Trembesi City Park)

Actors and Coalition

1. Who is the initiator of this park redevelopment?
2. Who are the other stakeholders involved in the redevelopment of this park?
3. Is there any collaboration within the stakeholders?
4. Why do they collaborate?
5. Is there only one type of collaboration, or are there also other type of collaboration between the stakeholders? (*For example: coalition or opposition group*)

Contribution and Resources

1. To what extent do each stakeholder are involved in the redevelopment process of this park?
2. Do this stakeholder is involved in one or more activities?
3. To what extent are other actors involved in the redevelopment process?

Rules

1. Is there any policy that determine the division of responsibility of actors involved in the process?
Follow up questions: Which policy or culture, and How?
2. Is there any existing policy or culture that restrains the project?
Follow up questions: Which policy or culture and How?
3. Is there any existing policy or culture that enable the project?
Follow up questions: Which policy or culture and How?

Discourses

1. What is the reason behind your involvement in the project?
2. What is your vision regarding to the purpose of green space?
3. Is there any different vision regarding to the purpose of the park from other stakeholders?

Closing Questions

1. Who should I visit to learn more about these questions?
2. Do you have some documents related to these projects?
3. Any questions regarding to this research?

Annex 2. Guidelines for Document Analysis

GUIDELINES FOR DOCUMENT ANALYSIS

A. Document Details

Title	
Year of Publication	
Author(s)	
Place of Publication	
Publisher	
Legal Status	
Source	

B. Required Information

Case Study: Bustanussalatin Nursery Park/BNI Trembesi City Park/BNI Tibang Urban Forest/Blang Padang Park
(*choose one)

Concept	Questions	Explanation
Actors	Who is the initiator of the park?	
	Which NGOs are involved in the redevelopment of this park?	
	Who are the other actors are involved in the project?	
	What is the coalition that are formed between the actors formed with the NGOs?	
Discourses	What is the goal of the establishment of the park in general?	
	What are the ideas or the desired outcomes of each actor regarding the establishment of this park?	
Resources	Where is the funding for the project come from?	
	Who is the facilitator of a citizen movement?	
	Which expertise/skills are being used in the establishment of the park?	
	Who provides the land for the urban green space?	
	Who is the actor that has access to the network of actors that is useful for the establishment of the project?	
Rules	What are the rules that enable or limit the establishment of this park?	
Contribution	Who are involved in the early stage of this park development?	
	What is the contribution of NGOs in the early stage of this park?	
	Who are involved in the implementation stage of this park redevelopment?	
	What is the contribution of the NGOs in the implementation stage of this park redevelopment?	

Annex 3. Interviewee List

Interviewee 1 – Representative of NGO

Interviewee 2 – Representative of NGO

Interviewee 3 – Representative of Government

Interviewee 4 – Representative of Government

Interviewee 5 – Representative of Government and NGO*

Interviewee 6 – Representative of Government and NGO*

Interviewee 7 – Representative of Park Manager

Interviewee 8 – Representative of Park Manager

Notes:

* Interviewee 5 work for the government before joining the NGO after his retirement

* Interviewee 6 work for the NGO before working for the government

Annex 4. Document List

Document 1 – Arnita, Aidina & Jalaluddin (2014) *Profile of Parks Banda Aceh City 2014*

Document 2 - Arif, K (2008) *The Image of Banda Aceh City*

Document 3 - Bustanussalatin Foundation (2010) *Final Report of BNI Urban Forest Development Part 1*

Document 4 – Sahabat Hijau (2015) *First Report of BNI Forest Park Maintenance Project*

Document 5 – RANTF (2007) *Let's cherish the trust we have with shared benefit, integrity and accountability*

Document 6 – BNI (2011) *Sustainability Report 2011*

Document 7 – BNI (2012) *Sustainability Report 2012*

Document 8 – Indonesian Government (2007) *Spatial Planning Policy*

Document 9 – Ministry of Public Works (2008) *Green Space Policy*

Document 10 – Bustanussalatin Foundation (2008) *The Diversity of Flower and Fruit Plants in the Bustanussalatin*

Document 11 - Sahabat Hijau (2016) *Second Report of BNI Forest Park Maintenance Project*