

Optimization of child-friendly green open space for Brebes' positioning as a child-friendly regency

Optimalisasi ruang terbuka hijau ramah anak dalam positioning Brebes sebagai kabupaten layak anak

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Abstract

The Provision of Green Open Spaces (GOS) as a playground for children as well as introducing environmental awareness is a concern in various regions. GOS is a facility from the local government to fulfil children's rights in terms of growing and developing in a healthy and safe environment, especially for Brebes, which has declared themselves to be a Child-Friendly Region. Nevertheless, currently, Brebes only has 12 GOSs, which is around 15 per cent of its total area. It hampered by the contradictions between the standard requirements for GOS development and the alteration of land functions due to urbanisation in addition to the lack of community involvement in spatial planning between 2012 and 2017. The purpose of this study is to examine the optimisation of GOS in Brebes Regency from the perspective of environmental communication towards the positioning of Brebes as a child-friendly city; this research is a qualitative descriptive study using ethnographic methods and an environmental communication approach. The qualitative data obtained through in-depth interviews, observations and the documentation of eight informants. The findings show that GOS Brebes currently functions as a media for child development. There are some obstacles in terms of optimising the spaces in Brebes because there are some behaviours that are not child-friendly and/or environmentally friendly. Furthermore, the GOS conditions in Brebes generally fulfil the principles of Child-Friendly Spaces (CFS) as the indicators of the optimal performance of GOS. In addition, communication, resources, disposition and bureaucratic structure are important factors in terms of optimising child-friendly GOS in Brebes. Finally, cooperation between the government and the community members to create an ideal child-friendly GOS should be supported by clear regulations and policies, as well as communicated through the media appropriately and sustainably.

Keywords: green open space; play space; child-friendly city; environmental communication

Abstrak

Penyediaan Ruang Terbuka Hijau (RTH) sebagai tempat bermain anak-anak sekaligus menanamkan kepedulian terhadap lingkungan (khususnya lingkungan hidup) menjadi perhatian di berbagai daerah. Keberadaan RTH ini merupakan fasilitas dari Pemerintah Daerah (Pemda) untuk memenuhi hak anak dalam mendapatkan akses untuk tumbuh dan berkembang dalam lingkungan hidup yang sehat dan aman, terutama bagi daerah yang sudah mencanangkan diri sebagai Kota/Kabupaten Layak Anak, salah satunya Kabupaten Brebes. Namun, saat ini Brebes baru memiliki 12 RTH atau sekitar 15 persen dari total luas wilayah yang ada karena terganjal syarat standarisasi pembangunan RTH dan beralih fungsinya lahan akibat dampak urbanisasi serta minimnya pelibatan peran masyarakat dalam penyelenggaraan penataan ruang pada tahun 2012-2017. Tujuan dari penelitian ini adalah mengkaji optimalisasi ruang terbuka hijau yang tersedia di Kabupaten Brebes dari perspektif Komunikasi Lingkungan terhadap positioning Brebes sebagai Kabupaten Layak Anak. Penelitian ini merupakan studi deskriptif kualitatif menggunakan metode etnografi dengan pendekatan komunikasi lingkungan. Sumber data kualitatif berasal dari wawancara mendalam, observasi, dan dokumentasi dari delapan informan. Hasil penelitian menunjukkan bahwa Ruang Terbuka Hijau di Kabupaten Brebes saat ini sudah berfungsi sebagai Media Tumbuh Kembang Anak walaupun masih terdapat kendala optimalisasi RTH Ramah Anak di Kabupaten Brebes karena masih dijumpai perilaku yang tidak ramah anak

dan tidak ramah lingkungan. Kondisi GOS secara umum sudah memenuhi penerapan prinsip-prinsip *Child-Friendly Spaces (RTH)* yang merupakan indikator optimalisasi RTH yang ada di Kabupaten Brebes, selain itu komunikasi, sumberdaya, disposisi, dan struktur birokrasi menjadi faktor yang berperan penting dalam optimalisasi Ruang Terbuka Hijau Ramah Anak di Kabupaten Brebes. Kerjasama antara pemerintah dan masyarakat untuk menciptakan ruang terbuka hijau ramah anak yang ideal yang didukung oleh peraturan dan kebijakan yang jelas dan dikomunikasikan melalui media secara tepat dan berkelanjutan sangat penting dilakukan.

Kata kunci: ruang terbuka hijau; tempat bermain; kota layak anak; komunikasi lingkungan

Introduction

Child-friendly City/District Program (*Program Kota/Kabupaten Layak Anak* hereafter, CfCP) is a part of Indonesia's real action plans in realizing Sustainable Development Goals (SDGs) and in fulfilling the Convention on the Rights of the Child (UNCRC). The convention emphasized that an integrated and holistic child development becomes an essential principle and must be used as a reference in considering and orienting every policy and program of any government. This convention has ratified by almost all countries in the world, including Indonesia (RAN-PA 2015-2019). Therefore, Child-friendly City Policy has been formulated under the supervision of the Ministry of Women's Empowerment and Child Protection and its development to fulfil children rights is handed over to each regional government (municipal or regency). CfCP encompasses municipal/provincial development system which integrates government's, corporations', and society's commitments and resources in order to holistically and sustainably fulfil children rights by mainstreaming them (Yohana 2018:171).

Meanwhile, Brebes is one of the regencies in Central Java, which is committed to realizing child-friendly policy. The commitment of Brebes government marked by their winning in the Junior Level of District Award for Child-friendly Regency in 2017 which was held to commemorate National Children Day in Pekanbaru, Riau (<http://www.kabardaerahku.com/2017/07/brebes-raih-kabupaten-layak-anak.html>, accessed on September 14 2017). In line with the National Action Plan for Child Protection 2015-2019 by the Ministry of National Development Planning, the provision of Green Open Space (*Ruang Terbuka Hijau - RTH* hereafter, GOS) as children's playgrounds and instilling environmental awareness have been the concerns of regional governments. Green Open Space itself is a part of the facilities from regional government (*Pemerintah Daerah - PEMDA*) to fulfil children rights in obtaining some accesses to grow and develop under a safe and secure environment, particularly in the regions which declared themselves as child-friendly. One of CfCP's programs requires the opening of some green spaces to provide facilities and infrastructures which support children's talent and interest, to fill child's spare times, and to become a medium for expression outside of their schools (Permeneq PP & PA No. 12 the Year 2011).

Definition of Green Open Space (GOS) includes all open spaces within a region which are filled by plants and vegetation (endemic, introduction) to support both direct and indirect benefits of GOS, namely security, comfort, welfare, and aesthetics. Based on its type, GOS typology divided into two categories, namely areal GOS and elongated GOS (Krisnawati 2017:24). Activities to develop GOS are inseparable from each region's policies and spatial planning. With an area of 166,297 Ha, there are twelve GOS in Brebes, which merely stretches over 15 per cent of its total land areas.

An institution can submit for GOS if the available areas are following the standard and it is not allowed to convert GOS from productive lands, i.e. agriculture and plantation. These requirements become the main obstacles for Brebes to develop GOS with the minimum requirement of 30 per cent of the total urban area following Law no. 26 The year 2007 about Spatial Planning. Another obstacle is related to the increase of population with an average population growth rate of 0.42 per cent every year so that some lands converted into residential spaces, industrial areas, and office buildings as the impacts of urbanization in Brebes Regency (Prihandono 2010).

Higher annual population growth along with fast physical development of the city intensifies the necessity of GOS's planning to create a balance in the environment. The high number of urban

population and its potential high growth will heighten the pressure on the use of urban space, so that urban spatial planning needs particular attention, particularly about residential areas, public and social facilities, and urban spaces to overcome urban environmental conditions (Syamdermawan et al. 2012). To realize the sustainability of GOS, which can benefit the entire residents. It is management shall be carried out correctly. Planning is one of the essential aspects of environmental management, including residential’s green spaces. A mature GOS planning shall be able to maintain a balance and harmony between the natural areas and open areas within a residential area (Prihatiningsih 2013:1).

Table 1.
Green Open Space (GOS) in Brebes Regency

| Locations | Land Area (m ²) |
|---|-----------------------------|
| Education Park in Gandasuli Sub-district | 5,000 |
| GOS at Brebes Street – Jatibarang | 2,200 |
| P2KH Park of City Monument of Struggle, Brebes New City | 10,000 |
| Brebes Square | 6,586 |
| GOS in Limbangan Wetan Sub-district | 700 |
| Sigeleng City Park, Limbangan Kulon Sub-district | 750 |
| GOS at the RA Kartini Street, Brebes Sub-district | 370 |
| GOS Limbangan Kulon | 330 |
| GOS Saditan Baru, Brebes Sub-district | 1,004.79 |
| Asri Court, Bumiayu District | 9,348.22 |
| GOS Terlangu | 2,350 |
| GOS Kaligangsa | 1,930 |
| Total areas of GOS | 40,569.01 |

Source: DPU and Spatial Planning of Brebes District in 2017

Similar problems with other CfCPs, in addition to the availability of GOS in Brebes Regency which has just reached 15 per cent of the required areas, the Final Report of Green Open Space Arrangement Plan (2018) explained that community had played minimum roles in the organization of GOS between 2002 and 2017. Community minimum roles are apparent in the provision of GOS programs which are formulated by the government. Community participation in terms of spatial use and its control can provide a way for them to participate in more comprehensive spatial planning. Lack of harmony between human and their environment results in an economic-advanced region, yet ecologically backward. (Rijal 2008).

Optimization of GOS becomes significant because it has various functions (as a recreation area and socio-cultural space), some social values (aesthetics and ecological values), and arguably high economic value for human and urban planning institutions. This space aims to securely and comfortably develop children’s cognitive behaviours, social capability, physical stability, and emotional states in Brebes Regency. Therefore, the authors interested in examining the optimization of child-friendly GOS from the perspective of environmental communication in terms of Brebes’ positioning as a child-friendly region.

The idea about Child-friendly City (or CfCP) initiated by a study about “Children’s Perception of the Environment” which was conducted by Kevin Lynch (an architect from the Massachusetts Institute of Technology) in 4 cities (Melbourne, Warsaw, Salta, and Mexico City) between 1971-1975. The research concluded that the best urban environment for children is one that has an active physical and social community; a community with some bright and strict rules which offer some opportunities to children; and a city which provide educational facilities for children to learn and investigate their surroundings and the world — the study conducted under a program called Growing Up in Cities (GUIC) sponsored by the UNESCO. One of the objectives of GUIC is to document children’s perception and priority as the foundation of public improvement program about children involvement. UNESCO dan MIT Press published this study in 1977 (Widiyanto 2012:211).

For further development, the United Nations (UN) adopted the Convention on the Rights of the Child in 1989, including one provision about the right of children to express their opinions. It means that a child has a voice and is entitled to the non-discrimination principle, provision of their best interests, and right to live and develop themselves. Eighteen years ago, Indonesia stated its commitment to assure that every child is guaranteed a better future by ratifying the Convention on the Rights of the Child. Since then, some significant progress has been made. As mentioned in a report of Indonesian government about the Implementation of the Convention of the Right of the Child, more children receive formal education than before, more children actively participate in some decisions affecting their lives, and more essential regulations have been put in place to protect children. These conditions laid the essential foundations to accelerate the implementation of CfCP (Constitution of the Republic of Indonesia, Article 28B (2); Law No. 23 the Year 2002 about the Protection of Children; and other child-related regulations).

In Indonesia, the concept of CfCP was initially introduced by the Ministry of Women Empowerment in 2005 through its policy about Child-friendly Cities. However, to accommodate the regional government, the term was altered to Child-friendly Cities/Regency and shortened as CfCP. Within the policy, it is illustrated that CfCP is an effort from the municipal/provincial government to accelerate the adaptation of the Convention on the Rights of the Child from a mere legal framework into a precise definition, strategy, and intervention in development through child-friendly policies, institutions, and programs (Patilima 2012).

According to UNICEF Innocent Research Centre (2001), the child-friendly city shall guarantee the right of each child as a citizen. As a citizen, children rights imply several things: 1) a child's decision influences his/her city; 2) a child can express his/her opinion about what kind of city they want and can play an active role in their family, community, and social lives; 3) a child should receive necessary cares, such as health care and education; 4) a child shall be protected from exploitation, cruelty, and mistreatment, as well as guaranteed safety to walk on the roads; 5) a child shall be freely meet and play with his/her peers; 6) a city shall have green spaces for plants and animals; 7) a child shall live in a pollution-free environment and participate in cultural and social activities; and 8) each child can equally access each city services, regardless of ethnicity, religion, wealth, gender, and disability.

Meanwhile, a green open space (or GOS) refers to elongated and/or clustered areas/pathways which are open for plantations, both those naturally grown plants or intentionally planted vegetation. Vegetation is highly useful to solve environmental problems in urban areas. They also have more additional functions, namely aesthetic value, erosion and groundwater control, air pollution and noise reduction, wastewater control, blinding light and traffic control, light reflection reduction, and odour reduction (Dewiyanti 2011:14).

According to Grey (1996), GOS classified into city parks, public squares, the ground of city buildings, cemeteries and monuments, street sides and median roads, riparian areas, and particular areas. Provision of green spaces and open spaces for children playground also mentioned in the Convention on the Rights of the Child (Save the Children 1996:13-15). Moreover, GOS shall be child-friendly, especially for those in their early childhood and with disabilities.

According to Hendricks (2002:14), planning for a child-friendly playground shall consider consultation results with the children, such as how the children plan to use the space and what they want to do; so that the playgrounds will not curb children's development process. The consultation process with children must be carried out similarly to consultation with adults. Some countries, like Britain, Belgium, and the Netherlands, there have been numerous examples of consultations with children about their playground. One of the essential aspects which shall be heeded by planners and designers is children safety (Hendricks 2002:14).

In a Practical Guide to Developing Child-Friendly Spaces (2009), there are six principles of Child-friendly Spaces (hereafter, CFS) to plan, develop, and operate areas for children: 1) CFS shall be a secure and safe environment for children; 2) CFS provides a stimulating and supportive environment

for children; 3) CFS built on some existing structures and capacities within a community; 4) CFS employs a fully participatory approach for design and implementation; 5) CFS provides or support integrated services and programmes; and 6) CFS shall be inclusive and non-discriminatory.

Environmental communication was initially introduced in the 1960s and popularized at the 1992 Earth Summit in Rio de Janeiro, Brazil, linking the concept of sustainable development to communication (Herutomo 2013:37). Discussion about GOS cannot be separated from community participation in its management. Community participation can be fostered through environmental communication whose elements, media, and processes aim to enhance community participation in managing GOS. In this study, there are five categories of informants who represent each element. Each category also has its power, urgency, and legitimacy.

Environmental communication, according to Robert Cox (2010), refers to a pragmatic and constructive media to provide some understandings to the public about the environment. They strategically construct their message's packaging on the media to foster public awareness and participation in environmental management. The foremost communicators in this kind of communication are government and non-government organization which are committed to environmental management. Empirically, the aspects of environmental communication and policy have a mutually influential relationship, because it does not merely share the information horizontally and vertically, but it shares them through dialogues. Besides, the environmental communication conveys community demand (policy demand) in environmental management, including in terms of child-friendly GOS.

The linkage between media and environmental management can be viewed from the concept of good governance which requires active participation and transparency. Both requirements can be fulfilled by communication through mass media. Within civil society, media plays an essential role in environmental management, as regulated in Law No. 40 the Year 1999 on the Press; and Law No. 23 the Year 1997 on Environmental Management. Both regulations stipulated community's right to environmental information (Article 5 Paragraph 2), which stated that everyone has the right to environmental information which is related to their role in environmental management (Herutomo 2013:42). Environmental communication is only one of the ways to communicate about sustainable development. It has been known since the 1960s and encompassed all efforts, methods, and techniques to convey ideas and skills from development initiators to the general public so that they can understand it, accept it, and participate in it (Herutomo 2013:40).

Research Method

This research was a qualitative descriptive study using ethnographic method and environmental communication approach. Ethnography of communication has been transformed into a new scientific discipline that tries to restructure communication behaviour and the rules within it in actual social life. Hence, the ethnographic tradition of communication required some qualitative research tools or methods to assume that behaviours and meanings adopted by a group of humans can only be understood through an analysis of their natural settings. Environmental communication approach aimed to increase community ability to respond to any appropriate signs of the environment with human well-beingness, human civilization, and natural biological system in mind (Lestari 2016:57).

Environmental communication strongly influenced by a worldview or cultural orientation toward God, life, death, the universe, material (wealth), and other life philosophy, differences in ideology can lead to differences in views or concepts about human relations and perceptions of reality (Mulyana 2007). Therefore, the eight informants in this study selected through a purposive sampling procedure following selected criteria which were relevant to the research problems. There were five categories of informants in this study: 1) was parents with children and have visited GOS in Brebes Regency at a particular frequency; 2) included the Office of Environmental Affairs of Brebes Regency as the manager of GOS; 3) belonged to the Office of General Affairs and Spatial Planning as the developer of GOS; 4) included the Public Relation Department of Brebes Regional Government which played an essential role in the Information Communication and Education (ICE); and 5) encompassed local

media as the partners of regional government in covering and spreading news and information about GOS within a particular frequency, including printed media and electronic/online media.

The primary data of this study obtained from the in-depth interview, participatory observations for three months, and documentation. Also, a variety of literature on child-friendly city studies, child-friendly green open spaces, and environmental communication was used to enrich the results of this study. Furthermore, the process of data analysis in ethnography went hand-in-hand with data collection. When the authors completed field observation notes, the analysis was done. Therefore, for the ethnographic method, the authors only needed to return to the observation place to collect data and complete some lacking analyses. This process continues until analyses and data were considered sufficient. In other words, the process of data collection in ethnographic research cannot be done only once (Kuswarno 2008:67).

Data analysis technique in ethnographic research initially proposed by Creswell (Kuswarno, 2008) and included several stages. The first stage was a description where the ethnographers presented the study findings by describing their research objects in details. The second stage was analysis in which the ethnographers collect accurate data about the research objects and depicted them in tables, graphics, and models. This stage could also compare the research object and other objects, evaluate the objects with universal values, establish a relationship between research objects and broader circumstances. The last stage was the data interpretation. At this stage, the ethnographers, using first-person pronouns, emphasized that whatever they put forward was purely the results of their interpretations (Kuswarno, 2008: 68-69).

Results and Discussion

Social functions of green open space as a media for child development

The stages of child development divided into several stages. These stages are Egocentric Stage (2-4 years old), Specific Participatory Stage (5-8 years old), Reciprocal Stage (9-11 years old), and Familiarity Stage (11-14 years old) (Dewiyanti 2011:19-20). In order to examine how each stage of development implemented in child-friendly GOS, several physical aspects considered: 1) the physical aspect of developing socialization skill; 2) the physical aspect of developing the thinking skill; 3) the gender-based physical aspects; 4) signifies some practice to develop beauty sense; 5) one develops spatial skill. The sixth aspect based on a fantasy concept. The last one accommodates the concept of playing.

Furthermore, there are some social functions of GOS: 1) signifies a place to do ordinary activities and social communication; 2) indicates transition and waiting areas; 3) related to its function as a playground, exercise spot, and recreation area; 4) its connector function from one place to another; 5) limit building spaces; 6) related to research and education functions; and 7) aims to create cleanliness, health, and harmony of spaces (Jatmiko 2016). Based on the seven social functions of GOS, the dominant functions of GOS in Brebes Regency are related to child growth. Those functions include a place to conduct joint activities and social communication; a place to play, exercise, and have some leisure; and a place for research and education.

For children, they are playing in their world. Whatever activities they do, they tend to try and put an effort to translate their fantasies to the reality and physical world through games and art. Playing becomes a learning media for children to develop along with the process of self-maturity (Currie & Fosler 1975:8). It is where the role of the physical environment affects their behavioural patterns. A pleasant environment means a physical environment which retains its natural elements and potentials, such as vegetation, topography, rivers, mountains, and seas. There are some classifications of the educational environment for children. The first one is the natural environment which is rich in natural elements, such as trees, animals, rivers, flowers, etc. The second one is the open spaces. The third one is the Road. The fourth space is anarchy space which is not planned and appears according to

children's imagination. It usually appears in the forms of 'physical games,' such as chasing, fighting, and so on. The fifth one is secret hideout spaces which are only known to specific groups of children. The last one is the designated and planned playgrounds (Senda 1998).



Figure 1.
Gandasuli Education Park

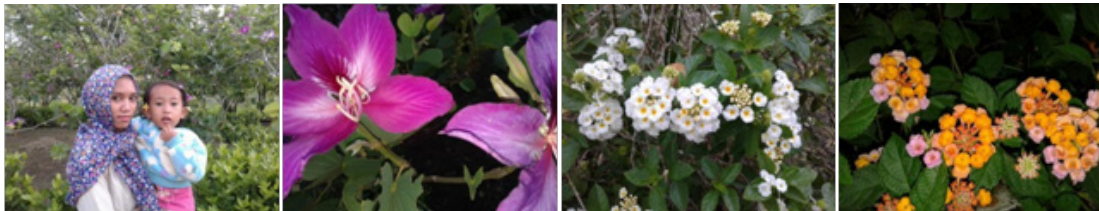


Figure 2.
Photos of visitors and natural vegetation at one of GOS in Brebes

Out of 12 GOS in Brebes, not all of them were fully used by Brebes people and their children. The most visited GOS is one near to one's neighbourhood and at the city centre, such as Brebes Square, Gandasuli Education Park, Sigeleng City Park in Limbangan Kulon, and a beautiful field in Bumiayu sub-district while GOS at Brebes Street, GOS Terlangu, and GOS Kaligangsa are the most rarely visited. According to Mr Siswanto (50 years old) as one of the visitors, parents with young children direly need GOS.

"At least once in a month, the whole family (wife and children) always take time to come to Brebes Square or a small park near our neighbourhood. Yes, it is for refreshing and also to let children play. Instead of going to a mall, [this place] is better. Our child can play while we can sit and enjoy the fresh air. There are lots of trees and vegetations. It feels refreshing to see."

A similar opinion was conveyed by Mrs Dewi (45 years old) who has a third-grade primary school child. According to her, having a GOS near her house is very beneficial.

"Coincidentally, my house is [located at] Limbangan Kulon, which has a park. So I don't bother to think where I should bring my child to play. Usually, I made an appointment with neighbourhood mothers to go to the park. So, there are many people. My child also never refuses my suggestion to go to the park. He likes seeing plants, especially flowers. Understandably, we cannot really plant anything at home. The land is too limited. At the park, my child usually plays chasing with other children. If the kid is tired, we can rest, and I ask the kids about the vegetation's name. The point is...we are greatly benefited from the existence of the park in Limbangan Kulon."

The environment in which children live, interact with each other, and adapt, has a significant influence on all aspects of their lives. Hence, children do need not only ordinary GOS but also a child-friendly one. It intends to build a special relationship between children and the natural environment in order

to develop their potential into useful skills in the future. In other words, child-friendly GOS is not only a playground but also a fun source of learning. By providing a natural space for children, they will hone their abilities to think and react even more. Child-friendly GOS does not merely focus on providing spaces but also influence child development stages when they interact with individual facilities and objects in GOS.

Positioning Brebes Regency as a child-friendly regency and formulating behavior in GOS

One of the achievements of Brebes Regency has been to achieve a Child-Friendly Regency Award consecutively since 2011. Since then, various news reports have always mentioned its positioning as Child-friendly Regency (CfCP). In order to strengthen its positioning, Brebes collaborates with Integrated Service Center (PPT) Tiara for the Protection of Women and Children, Brebes Children's Forum (Fanbes), and Child Assistance Forum (FPA) in order to formulate various policies, programs, and activities which are related to child protection, such as Child Protection Bill and Child Protection Regional Action Plan.

The provision of GOS is one of the efforts from Brebes regional government in fulfilling Child-friendly indicators. The indicators require open spaces that provide facilities and infrastructure to develop children's talent and interests, to spend their free time, and to become their media to express themselves outside school. Besides, GOS in Brebes is an implementation of the Green City Development Program (*Program Pengembangan Kota Hijau - P2KH/GCDP*) and Urban Slum Management Program (*Program Penanganan Kawasan Kumuh Perkotaan - P2KKP/USMP*). Green City Development Program (GCDP/P2KH) initiated by the Ministry of General Affairs and the Directorate General of Spatial Planning. It aimed to be one of the concrete steps of the central government and regional/municipal government to implement Spatial Planning LAW. It mainly related to the fulfilment of required areas for GOS in the cities, as well as to answer the challenges of climate change in Indonesia. The GCDP program embodies an innovative community-based program in urban areas (Ekaputra & Sudarwani 2013:28).

In Brebes, in order to implement one of the attributes of green city, the government allocates 30 per cent of public areas as GOS, as stipulated in the Brebes Regency Regulation No. 2 the Year 2011 concerning the Spatial Planning for Brebes Regency 2010-2030. Thirty per cent of the city must be allocated as green open space with the composition of 20 per cent of public space and 10 per cent of private space, as also stipulated under the Law No. 26 the Year 2007. One of the GOS in Brebes which built under the program was P2KH Park and the Monument of Struggle in Brebes New City.

Meanwhile, the rests of the GOS built as the implementation of Urban Slum Management Program (USMP/P2KKP). This program launched by the Ministry of General Affairs and Public Housing in the self-managed method. The implementers are at the Community of Self-Reliance Agency (*Badan/Lembaga Keswadayaan Masyarakat - BKM/LKM*) It was previously under the auspices of the Urban PNPM Independent Program, yet now it is under USMP scheme. GOS which built under this program is those in Limbangan Kulon and Limbangan Wetan. Unfortunately, the positive response of Brebes public to the development of GOS has not been in line with the behaviour they exhibit in GOS. Some people exhibit some behaviours that are not child-friendly and environmentally-friendly, as summarized in Table 2.

Implementation of child-friendly spaces within GOS in Brebes Regency

The concept of Child-friendly City (CfCP) introduced by UNICEF and aimed to create certain conditions which accommodate children rights through some goals, policies, and programs. Child-friendly Spaces (CFS) protect children by providing a safe and comfortable space. It is needed everywhere for children to do numerous activities, such as playing, learning, resting, socializing, and many others. Table 3 illustrates the typology analysis for 12 GOS in Brebes Regency.

Child-Friendly Spaces (CFS) is an integrated program which contains some indicators to address the overall needs of child development, including under inadequate conditions. The analysis of

the implementation of CFS main principles among GOS in Brebes shall lead toward the extent of CFS implementation in 12 GOS located the whole regency. Twelve GOS scattered around Brebes Regency are the implementation of Brebes' positioning as a Child-Friendly Regency. Following CFS' principle to provide a supportive environment for child development, GOS is built to meet the users' needs to gather, socialize, and have some vacation. Hence, it can conclude that GOS in Brebes Regency allows children to play, gather, and learn to develop their social intelligence and physical strength. Besides, there are also several criteria to turn GOS into an integrated and child-friendly public space. Those criteria are image and identity, attractions and destinations, amenities, flexible design, seasonal strategy, and access. All criteria rely on environment development and sustainability.

Table 2.
Behaviours which are not child- and environmentally-friendly in Brebes' GOS

| Category | Behaviour | Actors |
|--|---|---|
| Not child-friendly behaviors | Smoking in public | Grown men, teenagers, university students |
| | Uttering inappropriate words | Teenagers, university students |
| | Public display affection | Teenagers, university students |
| | Holding a public concert (particularly dangdut) | General public |
| | Letting kids to play without adult supervision | Parents |
| Not environmentally-friendly behaviors | Throwing cigarettes butts everywhere | Grown men, teenagers, university students |
| | Plucking plants off (especially flowers) | Teenagers, children |
| | Not throwing trash in its place | Parents, teenagers, university students, children |
| | Vandalism | Teenagers |
| | Indiscriminate defecation | Teenagers, grown men |
| | Stepping on grass (forbidden ones) | Teenagers |

The driving and inhibiting factors in optimization of child-friendly GOS in Brebes Regency

In order to examine the driving and inhibiting factors in the optimization of child-friendly GOS in Brebes area, we employed George C. Edwards III's theory. The theory posited that the policy implementation of the policy influenced by communication, resources, disposition, and bureaucratic structure (Miranti, Sundarso, & Purnaweni 2015:399).

Successful implementation of this policy can be achieved efficiently and effectively if the information is conveyed clearly and easily understood. The effectiveness of communication can be examined from several dimensions in communication factors. Those dimensions include clarity, consistency, and the flow of information delivery. First, Information Communication and Education (ICE) about GOS provides some accurate information to the public and media about the significance of GOS to achieve the goal of Brebes as CfCP. Second, several informants conveyed that in order to optimize GOS, they always try to convey the information and regulations consistently; however, they sometimes encounter some obstacles in the implementations due to conflicts of interest. Third, in terms of the flow of information delivery to the public, the public relation staffs of Brebes Regional Government conducted ICE with some media. They utilized paid media, owned media, and earned media to communicate with the community while increasing their participation.

In terms of resources, there are two dimensions, namely human resources and financial resources. Human resources are those who work and come into direct contact with GOS in Brebes. It includes the Office of Environment in Brebes as the manager of GOS, the Office of General Affairs and Spatial

Planning as the handler of GOS and the Public Relation Department of Brebes Regional Government as the main actor in ICE process. Their roles are crucial to optimize child-friendly GOS and to provide the necessary facilities and infrastructure to manage, provide, and arrange the GOS. The fund for GOS in Brebes obtained from the central/provincial government and regional working unit (SKPD).

Table 3.
The analysis results of GOS' Typology in Brebes Regency

| Based on location | Based on its functions and benefits |
|---|--|
| <p>GOS in residential areas:</p> <ul style="list-style-type: none"> • A separated area. • A yard/garden. • Environmental garden. • Cemetery. • Green line along the residential area street. | <p>GOS City Park:</p> <ul style="list-style-type: none"> • Its structure is mostly natural and only few was constructed. • The elements include shady trees, bushes, and neatly arranged plants, benches, trails, ponds, fountains, children playground. |
| <p>For example: Asri Court in Bumiayu Sub-district; GOS Saditan Baru at Brebes' Sub-district; GOS Limbangan Kulon; GOS at Limbangan Wetan Sub-district; P2KH Park and the Monument of Struggle at Brebes New City; Sigeleng City Park at Limbangan Kulon Sub-district.</p> | <p>For example: Brebes Central Plaza, Sigeleng City Park at Limbangan Kulon Sub-district, GOS at Limbangan Wetan Sub-district, GOS Saditan Baru at Brebes Sub-district, and GOS Limbangan Kulon.</p> |
| <p>GOS along the road, rivers, coastal area and safety utility:</p> <ul style="list-style-type: none"> • Takes form in green lane (elongated ara) and generally becomes a buffer. • Green lane for safety utility includes GOS around high voltage area, left-and-right of railroads, and around garbage disposal spots as a buffer of odour pollution. | <p>GOS as recreational and exercise spot:</p> <ul style="list-style-type: none"> • recreational activities (active and passive activities), such as courts and playground. • camping ground to provide a space for general public for camping. <p>For example: Gandasuli Education Park, Asri Court at Bumiayu Sub-district.</p> |
| <p>For example: GOS at Brebes Street - Jatibarang; GOS at RA Kartini Street at Brebes Sub-district; GOS Kaligangsa; and GOS Terlangu.</p> | <p>GOS in cemeteries:</p> <ul style="list-style-type: none"> • The constructed area is not spacious and the remaining areas are covered by trees for historical, educational, and aesthetic reasons. |
| <p>GOS around office and trade area:</p> <ul style="list-style-type: none"> • Parks (or yards). • Neatly organized trees, colourful leaves, fragrant flowers, and unique fruits (Philips, 1993). • Vegetation coverage in this area is around 5-20 percent (as per the Instruction of the Minister of Home Affairs No. 14/1988) | <p>For example: P2KH Park and the Monument of Struggle at Brebes New City</p> |
| <p>For example: Brebes Square</p> <p>GOS around school or universities:</p> <ul style="list-style-type: none"> • Vegetation areas which also function as study or exercise areas. • Elongated GOS along sidewalks | <p>GOS Green Lanes and Roads:</p> <ul style="list-style-type: none"> • Green lanes along the streets. • Green lanes along the road median. • Dominated by tall, big trees as shields, not only for aesthetic purpose. |
| <p>For example: Gandasuli Education Park</p> | <p>For example: GOS at Brebes Street-Jatibarang; GOS RA Kartini Street; GOS Terlangu; GOS Kaligangsa</p> |

Furthermore, the disposition is one of the critical success factors in optimizing child-friendly GOS in Brebes Regency. Through disposition, the stakeholders shall always be committed to achieving the objective of Brebes to become a child-friendly regency through GOS. First, their commitments based on a mandate that requires the availability of 30 per cent GOS. This commitment evidenced through the participation of Brebes Regency in GCDP and USMP. Moreover, when the commitment of the

regional government confronted with public opinion about the management of GOS, many people think the government is good at providing, managing, and taking care of GOS. Even though some are dissatisfied with regional government performance, particularly the Office of General Affairs and Spatial Planning, those people believe that some GOS is not 'green' enough and uncomfortable. Second, democracy is needed to guarantee the sharing and control of GOS in Brebes Regency. Those processes have managed by Office of Environmental Affairs and Office of Spatial Planning who cooperated with other related offices in order to enhance the role and function of GOS for the public. However, public participation in this program remains low, as they have not been in direct contact with those two offices.

Table 4.

Implementation of CFS main principles on 12 GOS in Brebes Regency

| Main Principles of GOS | Conditions of GOS |
|--|--|
| CFS shall be a secure and safe environment for children. | Some GOS have no CCTV installed and at night, the lights are still dim. This condition creates some opportunities for teenagers to conduct inappropriate public display affection which is considered not good for children development if they happen to be around GOS. |
| CFS provides a stimulating and supportive environment for children. | GOS in Brebes provides some facilities for children, namely slides, sandbox, swings, seesaws, and prototypes about safe traffic. There are also some long benches and gazebo which can be used to gather, rest, study, and have some conversation with family and friends. |
| CFS are built on some existing structures and capacities within a community. | GOS in Brebes Regency shares direct borders with residential areas and it eases community's surveillance on children activities, including in slum areas like Limbangan Kulon. |
| CFS employs a fully participatory approach for the design and implementation | Children are less involved in designing GOS; however, the Institution of General Affairs and TARU stated that a grand design of 12 GOS have involved various stakeholders and gone through a long process, such as FGD and worthiness studies. |
| CFS provides or support integrated services and programmes. | Not all GOS in Brebes Regency have integrated and sustainable programs which support child development in terms of cognitive, physical, mental, and spiritual. There are also GOS whose functions altered to concert areas for dangdut or other celebrities. Such entertainment is usually not for children. . |
| CFS shall be inclusive and non-discriminatory. | GOS in Brebes is public area, accessible for everyone regardless of their social and economy status. Anyone can use GOS to play, rest, or shelter themselves from the rain or the sun. |

Bureaucratic structure has two dimensions, namely the Clarity of Main Duties and Function (MDF) and the Clarity of Standard Operational Procedure (SOP) of the Regional Working Unit in Brebes (Office of Environmental Affairs, Office of General Affairs and Spatial Planning, and Public Relations Department of Brebes Regional Government under the Directorate of Information Communication and Statistics). The role of MDF combined with the issues of GOS optimization; however, until now, there has been no detailed SOP on the implications, sanctions, and fine for the GOS users who violate the rules. As a result, some society members do not conform to child-friendly and environmentally-friendly behaviours.

Conclusion

The function of GOS as the media of child growth can be examined from the fulfilment of three social functions of child-friendly GOS. Those three social functions encompass GOS' roles as a place for joint activities and social communication; a place to play, exercise, and have some leisure; and a place for research and education. Physical environment significantly influences children behavioural pattern. The right environment usually refers to physical environment with its natural elements and natural potentials. Currently, children in Brebes have benefited from most GOS in the regency, particularly GOS near their neighbourhood and GOS at the city centre. Child-friendly GOS does not only focus on providing spaces, but also influence child development stages when they interact with GOS' facilities and objects.

The provision of GOS is one of the commitments of Brebes Regional Government to fulfil the indicators of CfCP, which requires open spaces for children. The open spaces provide facilities and infrastructure to develop children interest and potential, to fill their spare time, and to become a media to express themselves outside school. Besides, GOS in Brebes Regency implements two programs named GCDP and USMP. Unfortunately, the positive response of Brebes residents with the establishment of GOS has not been in line with their behaviours in GOS. Teenagers, children, and adults conducted some misbehaviours. It hinders the optimization of child-friendly GOS in Brebes Regency. Based on its location, the typology of 12 GOS in Brebes Regency categorized into GOS in residential areas; GOS in railroads; GOS along the rivers, coastal areas, beaches, and safety utility; GOS in office and trading area; and GOS within school areas. While based on functions and benefits, GOS in Brebes categorized into GOS in Central Parks; GOS for Recreation and Exercise; GOS in cemeteries; and GOS along the green lanes and median roads.

The application of CFS principles is the optimization indicators of GOS in Brebes. Currently, GOS in the region generally has fulfilled the criteria, such as the provision of children playground rides, prototypes of traffic safety, long benches, and gazebos. All fulfilled the principle that GOS should provide a supportive and stimulating environment for child growth. Moreover, some GOS is located within the borders of residential areas, making it easier for the public to supervise children activities in GOS. It fulfilled another principle of CFS that CFS shall be established within an existing structure in society. Besides, CFS principle to provide an inclusive and non-discriminatory space is also fulfilled by Brebes Regency by providing a public space accessible to everyone regardless of their social and economic status. Everyone can use GOS to play, rest, and shelter themselves from the sun and the rain. Even so, there are some things to be improved, and it needs cooperation between the government and the community members to create an ideal child-friendly GOS. It also needs to be supported by clear rules and policies, as well as by communicating through media appropriately and sustainably.

There are also some supporting and inhibiting factors in optimizing child-friendly GOS in Brebes Regency. Those factors influenced by communication, resources, disposition, and bureaucratic structure. Through disposition, the stakeholders need to be fully committed to achieving the goal of Brebes Regency to be a child-friendly regency by optimizing the existing GOS. The stakeholders do include not only the regional government and its related offices but also participatory and collaborative roles from the society members and media. The last factors involve bureaucratic structures and its two dimensions: clarity of MDF and SOP of the Regional Working Unit. The Regional Working Unit encompasses the Office of Environmental Affairs, the Office of General Affairs and Spatial Planning, and the Public Relation Department of Brebes Regional Government under the Directorate of Information Communication and Statistics.

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