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Analysis of the Effectiveness of Surabaya Regional Regulation No. 7 of 2002 on Green Open Space Management Toward Visitor Satisfaction at Kebun Bibit Wonorejo

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ABSTRACT

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This study aims to analyze the effectiveness of Surabaya City Regulation No. 7 of 2002 concerning Green Open Space (GOS) Management in relation to visitor satisfaction at the Wonorejo Seed Garden. Using a qualitative approach, data were collected through in-depth interviews, field observations, and documentation involving visitors, managers, and the Surabaya Environmental Agency. The results indicate that the regulation is relatively effective in enhancing the social, ecological, and educational functions of green open spaces. However, several challenges remain, including damaged facilities, limited maintenance, and low visitor awareness of park cleanliness. This study recommends periodic evaluations and improved coordination between local authorities and park managers to improve public satisfaction and green space governance.

Keyword: Policy Effectiveness; Green Open Space; Local Regulation; Surabaya

ABSTRAKSI

Penelitian ini bertujuan untuk menganalisis efektivitas implementasi Peraturan Daerah No. 7 Tahun 2002 Kota Surabaya tentang Pengelolaan Ruang Terbuka Hijau (RTH) terhadap kepuasan pengunjung Kebun Bibit Wonorejo. Dengan pendekatan kualitatif, data dikumpulkan melalui wawancara mendalam, observasi lapangan, dan dokumentasi terhadap informan yang terdiri dari pengunjung, pengelola, dan pihak Dinas Lingkungan Hidup Kota Surabaya. Hasil penelitian menunjukkan bahwa kebijakan ini cukup efektif dalam meningkatkan fungsi sosial, ekologis, dan edukatif dari ruang terbuka hijau. Namun, masih ditemukan kendala seperti fasilitas yang rusak, keterbatasan perawatan, dan rendahnya kesadaran pengunjung terhadap kebersihan taman. Penelitian ini merekomendasikan evaluasi berkala serta peningkatan koordinasi antara pemerintah dan pengelola taman untuk meningkatkan kualitas pengelolaan dan kepuasan publik.

Kata Kunci: Efektivitas Kebijakan; Ruang Terbuka Hijau; Kebijakan Daerah; Surabaya

INTRODUCTION

The increasing pace of urbanization across Indonesia's major cities has led to a dramatic transformation of land use patterns, environmental conditions, and urban living standards. Surabaya, as the second-largest metropolitan city in Indonesia, exemplifies the dual nature of urban development. On one hand, it reflects economic growth, infrastructural expansion, and modernization; on the other, it faces serious environmental challenges such as rising air pollution, declining green coverage, increasing ambient temperatures, and the conversion of ecological land into residential and commercial zones. The consequences of these transformations are far-reaching and affect not only the ecological balance of the city but also the overall well-being and quality of life of its inhabitants.

In response to these environmental pressures, the Surabaya City Government introduced several legal and regulatory measures, one of the most prominent being Regional Regulation No. 7 of 2002 on the Management of Green Open Spaces (GOS). This policy was designed to provide a comprehensive framework for the protection, development, and utilization of urban green areas. It emphasizes the importance of green spaces in mitigating the adverse effects of urbanization and ensuring ecological sustainability. Through this regulation, the local government aims to maintain a healthy urban ecosystem, enhance air quality, promote biodiversity, and provide accessible recreational areas for the public. In accordance with national spatial planning policies—such as Law No. 26 of 2007, which mandates that a minimum of 30% of a city's land area be allocated to GOS—the regulation reflects a localized strategy to implement broader sustainability goals.

Green open spaces are widely recognized not only for their ecological functions—such as air purification, temperature regulation, and carbon sequestration—but also for their social and psychological benefits. They serve as inclusive public domains where citizens can interact, relax, and engage in recreational or educational activities. Numerous studies have shown that well-maintained urban green spaces are associated with improved mental health, reduced stress levels, and increased social cohesion among urban dwellers. In this context, effective policy implementation becomes a crucial factor in ensuring that green spaces function optimally and fulfill the diverse needs of city residents.

One prominent example of the implementation of Regional Regulation No. 7 of 2002 is the development of Kebun Bibit Wonorejo (Wonorejo Seed Garden). Initially established as a

plant nursery, this green space has since evolved into a multifunctional urban park that combines environmental conservation with public service. Spanning approximately 5.9 hectares, the park features a range of facilities, including a jogging track, flower gardens, a deer enclosure, a rock therapy area, a wall-climbing zone, a greenhouse, and a reading pavilion. Its role has extended beyond ecological stewardship to include recreation, environmental education, and social interaction. The park's accessibility and affordability have made it a popular destination for families, students, tourists, and local residents.

However, despite its many advantages, the management of Kebun Bibit Wonorejo faces several critical issues. Reports from both the media and academic studies have highlighted persistent challenges such as poor maintenance of infrastructure, limited repair budgets, broken or outdated facilities, inadequate sanitation, and low visitor awareness regarding environmental stewardship. Complaints about littering, unpleasant odors from animal enclosures and composting areas, and overcrowded pedestrian zones suggest that the goals set forth in the regional regulation may not be fully realized in practice. These deficiencies are particularly concerning when considering that **visitor satisfaction** is a key indicator of the success of public service delivery and green space governance.

Visitor satisfaction is not merely a subjective perception; it is a measurable outcome that reflects the alignment between public expectations and actual service performance. In the context of green open spaces, satisfaction encompasses various dimensions, including the cleanliness and functionality of park facilities, the availability of amenities, safety, aesthetic appeal, and the general atmosphere of the space. When visitors experience dissatisfaction, it may indicate systemic issues in policy implementation, insufficient coordination between government agencies and park managers, or a lack of community involvement in maintaining the area. Therefore, assessing visitor satisfaction offers valuable insights into the effectiveness of public policy and serves as a feedback mechanism for future improvements.

This research seeks to analyze the effectiveness of Surabaya's Regional Regulation No. 7 of 2002 through the lens of public satisfaction with Kebun Bibit Wonorejo. Specifically, the study explores how the regulation has been implemented on the ground, identifies the successes and shortcomings of green space governance, and evaluates the park's capacity to meet its ecological, recreational, and social objectives. The study employs a qualitative methodology, involving in-

depth interviews with visitors, local residents, park staff, and officials from the Surabaya Environmental Agency (Dinas Lingkungan Hidup or DLH). Additionally, non-participant observations and document analysis are used to triangulate findings and ensure a comprehensive understanding of the situation.

Through this investigation, the study aims to uncover the factors that influence the effectiveness of policy implementation, including institutional support, stakeholder coordination, public awareness, and infrastructural management. Furthermore, the research will contribute to the academic discourse on urban sustainability and public administration by providing empirical evidence on the interplay between regulation and citizen satisfaction in the management of green open spaces. The findings are expected to inform policymakers, urban planners, and local governments about the strengths and weaknesses of current practices and suggest actionable strategies for improvement.

Ultimately, this study underscores the importance of not only enacting environmental regulations but also ensuring their effective execution, continuous evaluation, and community engagement. As cities like Surabaya continue to grow, the need for inclusive, accessible, and sustainable green spaces becomes increasingly urgent. By examining the real-world outcomes of policy implementation at Kebun Bibit Wonorejo, this research seeks to promote more responsive and participatory approaches to urban environmental governance.

RESEARCH METHODS

This study employs a qualitative research methodology to explore and analyze the effectiveness of Surabaya City's Regional Regulation No. 7 of 2002 concerning the management of Green Open Spaces (GOS) in relation to visitor satisfaction at Kebun Bibit Wonorejo, a public park that serves both ecological and recreational functions. The qualitative approach was selected to enable the researchers to deeply investigate the perspectives, experiences, and perceptions of various stakeholders involved in the management, use, and governance of the green space.

Qualitative research is particularly suitable for this study because it emphasizes the meaning-making processes and subjective experiences of individuals in a real-life context (Creswell, 2014). The method allows for the collection of rich, descriptive data that captures the nuances of policy implementation, public service delivery, and environmental governance in practice. As the

research seeks to assess not just the formal compliance with the regulation but also its practical impact on public satisfaction and ecological function, an in-depth, interpretive approach was necessary.

The study follows a descriptive-analytical case study design, focusing on Kebun Bibit Wonorejo as a representative case of green open space management under local government policy. The case study approach facilitates a holistic examination of the processes, actors, and contextual factors shaping the implementation of the regional regulation. The analysis centers on identifying the strengths and weaknesses of existing practices, stakeholder involvement, and visitor responses. To explore the effectiveness of Surabaya's Regional Regulation No. 7 of 2002 in managing green open spaces—particularly as reflected through public satisfaction with Kebun Bibit Wonorejo—this study relied on a combination of primary and secondary data sources, each offering unique insights into the policy's implementation and impact.

RESULTS AND DISCUSSION

1. Utilization of Green Open Space at Kebun Bibit Wonorejo

The transformation of Kebun Bibit Wonorejo reflects the Surabaya City Government's commitment to implementing Regional Regulation No. 7 of 2002 concerning the management of Green Open Spaces (RTH). Once solely a plant nursery, Kebun Bibit has now developed into a multifunctional urban park that accommodates ecological conservation, recreation, education, and social activities. This evolution exemplifies an adaptive reuse of urban space to serve the changing needs of Surabaya's population while retaining the core purpose of environmental protection.

The research findings, derived from field observations and in-depth interviews, confirm that the park is widely used for various activities. Families visit the park for leisure; children play in designated playgrounds; students read or study in open spaces, and individuals exercise using the jogging track and outdoor fitness equipment. New facilities such as gazebos, a children's library, deer enclosures, rock therapy paths, and free water stations further enhance the attractiveness of the space. DLH officials confirmed that these additions were aligned with the broader objectives of the regulation to promote environmental stewardship and social engagement.

Despite its success in becoming a community hub, several visitors highlighted challenges that may affect long-term satisfaction and sustainability. For instance, while the deer enclosure is a unique feature, it also contributes to foul odors—particularly during

the rainy season—due to the delayed compost processing in the nearby area. One visitor expressed concern: *“The deer area smells really bad sometimes, especially when it rains. It’s not cleaned properly.”*

This feedback illustrates that the ecological benefits of green space must be supported by adequate operational and maintenance systems to ensure visitor comfort. Without consistent management, key features intended to educate and inspire the public may become sources of dissatisfaction.

2. Infrastructure and Maintenance: Effectiveness in Practice

The study also revealed several infrastructural deficiencies that hinder the full realization of the park’s potential. While visitors appreciated the range of facilities, they also pointed out that some of these were damaged or in poor condition, particularly children’s playgrounds and fitness equipment. Observations confirmed that multiple equipment pieces were broken, rusty, or missing parts, posing both a safety hazard and a deterrent to public use.

One of the field managers explained that while DLH is responsible for maintaining all city parks, there is a rotational system in place for repairs, which often delays responses to reported damage. He noted:

“We have to wait for our turn in the city’s repair schedule. We can’t fix everything ourselves here.”

This bureaucratic bottleneck undermines the responsiveness of local park management and directly impacts visitor experience. It also reflects a gap between policy formulation and field-level execution—a recurring issue in decentralized urban governance structures. Regional Regulation No. 7 of 2002 emphasizes the need for sustainable and participatory green space management, but in practice, the lack of decentralized maintenance authority leads to inefficiencies.

3. Social Functions and Visitor Engagement

Beyond the ecological and infrastructural dimensions, the study explored the social and educational roles of Kebun Bibit Wonorejo. Findings indicate that the park has become a meaningful space for social interaction, environmental education, and mental well-being. Interviews with visitors suggest that the park offers psychological relief from the urban density of Surabaya. One respondent, a university student, shared: *“I come here when I’m stressed. It feels refreshing to*

be among trees, animals, and people just relaxing or reading.”

Several community-based initiatives—such as weekend reading corners, school visits, and group fitness activities—were also observed. These programs align with the regulation’s goal of creating public spaces that support lifelong learning and inclusive urban life. Moreover, the presence of free water stations and accessibility features for persons with disabilities, such as tactile paving near restrooms, demonstrates an effort toward inclusive design.

Nevertheless, public awareness and behavioral issues remain problematic. Visitors and staff both noted that littering and misuse of facilities—such as adults occupying playground equipment—are ongoing challenges. This is compounded by limited signage and the absence of regular on-site supervision. One DLH officer mentioned that while public education campaigns have been held sporadically, they are insufficient in changing long-term behavior. *“People still treat this park like any open space—they litter, break things, and sometimes ignore rules.”*

To address this, the study recommends incorporating environmental education into school curriculums, involving volunteers in peer-led park management, and increasing signage with clear behavioral guidelines. A more participatory approach—such as “Adopt-a-Park” programs—could empower local communities and create a sense of shared ownership.

4. Public Satisfaction As A Metric of Policy Effectiveness

Public satisfaction emerged as a critical indicator for assessing the practical success of Regional Regulation No. 7 of 2002. In general, visitors expressed moderate to high levels of satisfaction with the ambience, green coverage, and diversity of activities available at Kebun Bibit Wonorejo. These sentiments suggest that the regulation has been effective in enabling spatial transformation and promoting greener urban environments.

However, satisfaction levels were notably lower in relation to facility quality, sanitation, and accessibility during peak hours. Complaints about distant parking lots, unclean restrooms, insufficient toilets, and untidy animal enclosures surfaced consistently across interviewees. As one mother noted: *“I enjoy the park, but it’s frustrating when toilets are too far, or the play equipment is broken. It needs more frequent checks.”*

This disconnect highlights that spatial availability alone does not guarantee success. The quality and consistency of services play a substantial role in shaping public perception and willingness to revisit or recommend green spaces. Moreover, if such concerns go unaddressed, they could weaken public trust in local government and reduce support for environmental initiatives.

The research found that when visitors' expectations are met, they are more likely to re-engage with the space, take care of the facilities, and even advocate for its protection—contributing to a positive feedback loop. Conversely, dissatisfaction can trigger neglect, misuse, or abandonment of public space, undermining the goals of environmental and social sustainability.

5. Governance and Stakeholder Collaboration

Another key theme emerging from the study is the importance of institutional coordination and stakeholder collaboration. The park's current success is partly attributed to cross-sectoral partnerships, such as the collaboration with PDAM Surabaya to provide clean drinking water. This initiative shows how public-private partnerships (PPPs) can be leveraged to improve facility quality without overburdening public budgets.

However, such partnerships remain limited and largely ad hoc. The study recommends that Surabaya's city government and DLH consider formalizing PPP frameworks to attract investment in green infrastructure. These could include incentives for companies to sponsor park furniture, fitness stations, or environmental education campaigns in exchange for branding opportunities.

Furthermore, the park could benefit from establishing community advisory boards composed of local residents, frequent users, and NGOs, to participate in planning, monitoring, and evaluation. Such collaborative governance would align with the regulation's principles and increase the legitimacy and resilience of green space management.

Overall, the implementation of Regional Regulation No. 7 of 2002 at Kebun Bibit Wonorejo has had a transformative impact on the urban green space landscape in Surabaya. The park has emerged as a vibrant, multifunctional space that enhances environmental quality, promotes social interaction, and offers educational opportunities. However, its long-term success hinges on improved infrastructure maintenance, stronger community engagement, and institutional coordination. Public satisfaction data reveal a mixed picture—demonstrating that while access has improved, the consistency and quality of services still require substantial enhancement.

CONCLUSION

The implementation of Surabaya City Regional Regulation No. 7 of 2002 concerning the Management of Green Open Spaces (Ruang Terbuka Hijau/RTH) has demonstrated meaningful progress in supporting the development and multifunctionality of urban parks, particularly at Kebun Bibit Wonorejo. The regulation provides a critical legal and policy framework for managing green spaces, reflecting Surabaya's commitment to sustainable urban development, environmental governance, and public well-being.

The transformation of Kebun Bibit Wonorejo from a tree nursery into a vibrant and multifunctional public park has significantly enhanced its role in the urban ecosystem. The park has become a vital green lung for the city, providing ecological services such as air purification, temperature regulation, and biodiversity conservation. Simultaneously, it serves important social and cultural functions. Visitors routinely use the park for recreation, exercise, education, and relaxation—demonstrating the increasing relevance of green open spaces in the daily lives of urban residents.

The findings from this study suggest that the regulation has been partially effective in achieving its intended goals. On one hand, it has succeeded in enabling the development and maintenance of green open space infrastructure, improving public access to green areas, and stimulating environmental awareness among citizens. Visitors expressed appreciation for the clean air, shaded paths, flora and fauna, and the general ambiance of the park. DLH, the city's Environmental Agency, has made commendable efforts in adding and maintaining facilities, offering basic services such as restrooms and drinking water stations, and enabling inclusive access through tactile paths and clear signage.

On the other hand, the effectiveness of the regulation is constrained by operational challenges that hinder consistent and high-quality service delivery. These include: Damaged or aging infrastructure (e.g., playgrounds, benches, and fitness equipment), Inadequate sanitation management (notably around animal enclosures and composting zones), Limited supervision and maintenance capacity due to a centralized and rotational maintenance schedule, Insufficient community participation and environmental education, leading to littering and misuse of facilities.

These challenges highlight a gap between policy design and implementation. While the

regulation clearly outlines objectives for environmental quality and community engagement, the practical execution at the field level often lacks the agility and responsiveness needed to meet evolving visitor expectations. Furthermore, without systematic feedback mechanisms or regular monitoring and evaluation, it becomes difficult for stakeholders to identify areas in need of improvement.

From a governance perspective, the findings underline the importance of multi-actor collaboration, not only within government agencies but also across sectors and with civil society. The limited but impactful partnership with PDAM for the provision of clean water within the park demonstrates the potential of public-private partnerships (PPPs) in enhancing service delivery. However, such initiatives remain sporadic and are not yet institutionalized within the broader green space governance model in Surabaya.

Moreover, the study reaffirms that visitor satisfaction is a crucial metric for assessing the real-world success of public policies. While most visitors are pleased with the availability and accessibility of Kebun Bibit Wonorejo, satisfaction declines when facility maintenance, sanitation, and safety standards fall below expectations. This suggests that in order for green space policies to be truly effective, they must go beyond mere spatial planning and address the quality, sustainability, and inclusiveness of the services offered within those spaces.

In summary, Regional Regulation No. 7 of 2002 has laid a solid legal foundation for urban green space management in Surabaya. However, for it to fully achieve its potential, the city must invest in strengthening implementation mechanisms, improving coordination between agencies, engaging communities, and institutionalizing adaptive governance models. The case of Kebun Bibit Wonorejo offers valuable lessons not only for Surabaya but for other rapidly urbanizing cities in Indonesia facing similar pressures.

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