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# CONFLICTS INTERESTS OF ECONOMIC, POLITICAL AND CULTURE: ELIMINATION PRACTICES OF GREEN OPEN SPACE IN BALI

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# ARTICLE INFO ABSTRACT

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Green open space, conflict of economic interest, politics, culture, tourism, spatial development.

Conflict of interest always coloring every government decision including public policy in field of spatial planning, especially related to green open space. In Bali, this condition is more complicated and complex because of the involvement of the tourism industry in it. This statement emerged in parallel with the recognition of the mutual contribution of tourism to the acceleration of regional development, with a benchmark on the ability of such a large tourism sector to contribute to local finance. This is becoming increasingly evident when various conflicts of interest take shelter under the sparkling tourism industry, which helps to regulate in the absence of rules in every green open space policy in Bali. The situation became the subject of the study, where this article will discuss the conflict of interest which will have consequences for the existence of green open space in Bali. Given the wide range of interests involved, the review in this article will be limited to reviews of economic, political and cultural conflict of interest. The argument put forward in this limitation is because the development of the tourism industry in Bali is closely related to economic sectors, government political policies, and cultural considerations. This article is structured into three main sections. The first section discusses the complexity of green open spaces. The second part describes the conflict of interest in the policy of green open space development in Bali. The final part is to examine the consequences of the conflict of interest on the existence of green open spaces and the sustainability of spatial development in Bali.

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# **INTRODUCTION**

The green open space is one of the eight elements of urban design that have an ecologically and economically important role, and is a venue for urban people to meet their social, cultural and psychological needs (Shirvani, 1985). The ecological role of green open space is to support the sustainability of ecological processes of urban ecosystems, so that environmental balance can be maintained. Meanwhile, economically green open space serves to serve and accommodate urban economic activities.

The existence of green open space is also very important in order to create a pleasant and liveable city (comfortable city). In more detail, Yunus (2005: 102-103) mentions several functions of green open spaces in urban areas are as follows: 1) as urban lungs; 2) as a giver of beauty and hygiene (estetics and sanitary); 3) as social facilities such as sports, recreation, art performances, or public cemeteries; 4) as a safety lane on the riverbank area, the area under a high-voltage power grid and a buffer zone (security function); 5) as a source of city income if managed well (income generated functions); 6) as an

\**Corresponding author:* Ngakan Ketut Acwin Dwijendra Department of Architecture, University of Udayana, Bali, Indonesia attractive image (beauty function); 7) as land reserves (land bank) for the development of certain functions in the future (land bank function); and 8) as a guardian of the city's environmental balance, among others, as air conditioning, pollution reduction, enlarge water absorption capacity, environmental quality function.

To obtain a functional and aesthetic green open space the minimum area, pattern, structure, shape, and distribution must be considered in developing it. Ecological character, condition and desire of the citizens of the city, the direction and purpose of development, and the development of the city is a major factor in determining the magnitude of this functional green open space (Lab. PerencanaanLanskapFakultasPertanian - IPB, 2005: 2-3).

Until the order of definition and benefits above, it seems so important the presence of green open space in urban areas. The discourse on green open spaces then became an important issue for almost a decade. This discourse comes along with the fear of mankind against the impact of global warming that hit almost all countries on planet earth. Greenhouse effect is often blamed as the main cause, whereas government policy related to the lack of green open space also become one of the triggers of global warming. This situation occurs can not be separated from the influence of high conversion of agricultural land into non-agricultural and the rampant transfer of land function is not built into a wake land that causes limited green open space in urban areas.

According to data from the Ministry of Agriculture of the Republic of Indonesia (2013), the phenomenon in the field shows that the transfer of irrigated land in Indonesia continues to increase from year to year. In 2008, the area of irrigated wetland was 4,828,476.00 ha and in 2012 it was 4,417,581.92 ha, which means that in the period of 2008-2012 irrigated rice fields decreased by 410,894.18 ha or 102,723.45 ha per year (Sriartha, *et al.*, 2015: 329).

The decline in irrigated wetland area is common in Java and Bali. The Bali Provincial BPS data (2013) notes that during the period of 2002-2012, the conversion of rice fields in Bali reached 4,151 ha, which means that the rate of transfer of irrigated land to 415.10 ha per year (Rusna, dkk, 2011, Sunarta, *et al.*, 2011; Sriartha, *et al.*, 2015: 329).

This condition is becoming more complicated and complex because the phenomenon of the conversion of irrigated rice fields in Bali is not only triggered by population growth which is characterized by the dynamics of development of urban development, but also driven by the rapid development of the tourism sector. Even in the midst of unpredictable national economic conditions, the tendency of the rate of change of rice field function in the area of Bali actually more massive and acceleration in line with the development of tourism.

Like a double-edged knife, on the one hand tourism should be recognized has managed to lift the economic sector of the people of Bali, while on the other hand tourism is actually triggering the destruction of nature. Land use is out of control, from upstream to downstream Bali encroached on the building. Mountains, hills, ravines, lakeside, riverside, and beachside raided tourist facilities. Forests, gardens, fields, and fields were transformed to support the development of the tourism industry (Mudra, 2012).

Tourism has contributed to the acceleration of regional development, with a benchmark on the ability of such a large tourism sector to contribute to local finance. This is becoming increasingly evident when various conflicts of interest take shelter under the glitz of the tourism industry, governing but without regulation any government policy related to green open space in Bali. This situation is the context of the study in writing this article, by illustrating it in the emergence of practices of green open space elimination in Bali. This paper will be limited to a review of the conflict of economic, political and cultural interests. The argument put forward in this limitation is that the development of the tourism industry in Bali is closely linked to the economic sector, the government's political policy, and cultural considerations, and the possibility of a major influence on the existence of green open spaces and the sustainability of spatial development in Bali.

## LITERATURE REVIEW

## Complexity Green Open Spae

The discussion of green open space can not be separated from the understanding of the public space. Both have a close relationship, because according to Carr (1992) as one of the typology of public space can be a public park and central square. However, this public space typology has many variations that sometimes have slight differences that seem to give overlapping insights.

Not only is it a part of the public space typology, the functions of both (public spaces and green open spaces) can also create the character of the city, and generally have a social interaction function for the people, the economic activities of the people, and the place of cultural appreciation. The increasingly urban economic development of many investors targeting the city's public spaces including green open space as a place of business. Because it is directly assessed by some parties that the utilization of the public spaces of the city does not contribute much, so many are insisting on changing the more favorable economic function. Therefore, according to Darmawan (2005) in the future on any program that will change the function of public space with other functions must go through a process that involves the opinions or aspirations of the city. So as not to cause social vulnerability that impact on the atmosphere of the city From the ecological aspect, green open space is a land area or area dominated by plants grown for certain habitat protection functions, and/or environmental/municipal facilities, and or securing infrastructure networks, and/or agricultural cultivation. In addition to improving the quality of the atmosphere, supporting the conservation of water and soil, green open space in the midst of urban ecosystems also serves to improve the quality of urban landscape (Judge, 2000).

By formal juridical, the definition and arrangement of green open spaces nationally determined through the Law and Ministerial Regulation, namely:

- 1. Law Number 26 Year 2007, on Spatial Planning states that the definition of green open space is an elongated / lane and / or grouped area, whose use is more open, where the plant grows, whether grown naturally or intentionally planted. green open space consists of open green public space and green open space private. The proportion of green open spaces in urban areas shall be at least 30 (thirty) percent of the city area and the proportion of public green open space on municipal areas of at least 20 (twenty) percent of the total city area. The distribution of open green public space in urban areas is adapted to population distribution and service hierarchy with due regard to spatial structure and spatial plan.
- 2. Regulation of the Minister of Home Affairs Number 1 Year 2007, on the Setup of Green Open Space in Urban Regions states that the open space is the spaces within the city or the wider area either in the form of area / area or in the form of longitudinal areas in which the use is more open which is basically without a building. The green open space of the urban area is part of an open space of an urban area filled with plants and plants to support ecological, social, cultural, economic and aesthetic benefits. Ideal area of green open space urban area at least 20% of urban area.
- 3. The Regulation of the Minister of Public Works No. 05/PRT/M/2008 concerning Guidelines for the Provision and Utilization of Green Open Space in Urban Areas confirms that green open space is an elongated and / or grouped area, whose use is more open, both naturally grown and intentionally planted. The provision of green open space based on urban area is as follows: (i) green open space in urban area consists

of green open space and private green open space; (ii) the proportion of green open space in urban areas shall be at least 30% consisting of 20% public green open spaces and 10% comprising private green open spaces; (iii) if the area of open green space both public and private in the city concerned has a total area greater than the prevailing laws or regulations, then the proportion must be maintained its existence. The proportion of 30% is a minimal measure to ensure the balance of the ecosystem of the city, both the balance of the hydrological system and the balance of microclimates, as well as other ecological systems that can increase the availability of clean air that is needed by the community, as well as to increase the aesthetic value of the city.

For the regional scale, the Bali Provincial Government regulates the availability of green open spaces of the city in each regency / municipality area through the Bali Provincial Regulation No. 16/2009 on the Provincial Spatial Plan (RTRWP) of Bali Year 2009-2029. This is stated in Chapter IV: Provincial Spatial Structure Plan, Part Two: Urban Development Plan and Criteria, Paragraph 2: Urban Development Plan, Article 17 number (2) letter i which states: the provision of green open spaces of at least 30% (thirty percent) of the urban area, with the proportion increasing for lower urban status.

In the context of the development of tourism and spatial areas, Bali is very concerned about the availability of green open space ideal in a sustainable way. Especially with the policy of Cultural Tourism as the foundation of development, the function and role of this space becomes increasingly significant in accommodating new cultural and cultural heritage born from the creative thoughts of Balinese society. This statement is supported by the fact that religion, customs, and traditions are very influential on Balinese culture which is reflected in the form of the idea (culture system), the form of activity (social system), and the physical form/artifact (physical system). The form of ideas and physical form/artifact gave birth to the work of culture and the form of cultural activity using green open space as one of the containers.

# **RESULTS AND DISCUSSION**

## *Conflicts of Interest in Green Open Space Development Policy*

The city consists of buildings and its residents. As a living organism, the city will continue to live and develop dynamically in line with the changing times and dynamics of the demands of society. Thus, every development that takes place within a city is a fairness even a necessity. The development of the city will certainly go through a very diverse process. It is this process that is very important and decisive, whether a city will develop to a better direction or instead to fall in the direction of worse conditions.

The importance of attention to the process of urban development is expressed by Zahnd (2006: 181) which mentions one of the main characteristics in urban life is the reality of 'change'. All change if given time: ambition level, economic conditions, functions, and way of life. A city is a place where change takes place continuously as an unstoppable phenomenon. The ability to change is a quality that should be regarded as something that determines the meaning of a form within its broad scope.

Also explained by Zahnd (2006: 181), that attention to the city that is considered as a product is not complete if you have not noticed the process that runs in the dynamics of the city. Urban planning that only concentrates formally, that is in the form of a city only, can not be said to be successful because the design of the city also needs to provide a structural concentration, that is on a system that runs in the time space that is dynamic.

One system that should also get attention in the process of urban development is city life that is often equated with the urban ecology. According to Heinz (1998), the term ecology was first introduced by Emst Haeckel, an expert in zoology in 1869 as the science of interaction of all kinds of living things and the environment. The Greek word ecology means "oikos" is the household or way of residence and "logos" is scientific or scientific. Ecology can be defined as the study of the mutual relationship between living beings and their environment.

The urban ecology according to Zahnd (2006: 183) involves three principal dynamics closely related to urban ecology, ie economic, technical (-political), and (socio-) cultural dynamics. The term 'dynamics' has shown that urban economics, urban politics, and urban culture focus on a process, since these three things are not static at all. The third relationship chart of the above principal dynamics is shown in Figure 1.

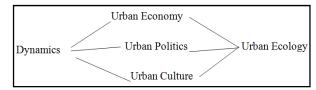


Figure 1 Three dynamics of the city that has a close relationship with the ecology

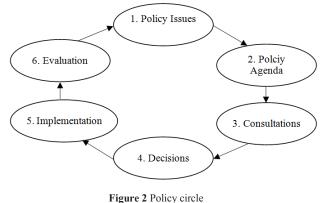
## Source: Zahnd (2006: 183)

But the thing that should not be forgotten is that in the process of urban development there are also many factors that will affect, one of which is the regulation set by the government in the form of policy (policy). As an instrument of government, policy (policy) is not only in the sense of government which only concerns the state apparatus, but also the governance that touches the management of public resources. In essence, policy is the decisions or choices of actions that directly govern the management and distribution of natural, financial, and human resources for the benefit of the public, ie the people, the population, society or citizens (Suharto, 2008: 3).

Public policy in general will be related to the government's decision to take an action that is considered to bring a good impact on the lives of its citizens. Public policy also contains an understanding of 'whatever government choose to do or not to do'. That is, public policy is what the government chooses to do or not do (Brigman and Davis, 2005: 3; Suharto, 2008: 3). It also explains that public policy sometimes refers to terms or concepts to describe certain specific or specific action choices, such as to certain areas of the public utility, transportation, education, health, housing or welfare sectors.

The process of public policy formulation can be done through various stages, but by Suharto (2008: 26) is divided into six steps: starting from identifying issues, formulating policy agenda, consulting, deciding, setting policy, and evaluating

policy. These six steps can be viewed briefly in the policy circle presented in Figure 2.



Source: Suharto (2008: 26)

The thing that needs to be observed from the process of public policy formulation above is that any policy that is decided is the result of the existence of synergy, compromise or even competition between various ideas, theories, ideology, and interests. The occurrence of a vast conflict of interests, by Yunus (2006: 381-408) is called the term megapolitanisasi process consists of: (a) temporal conflicts; (b) spatial conflicts; (c) regional conflicts; (d) personal conflicts; (e) institutional conflicts); (f) personal vs. institutional conflicts; (g) personal vs. societal conflicts; (h) societal conflicts; (i) economic conflicts; (j) political conflicts; (k) cultural conflicts; (l) religious conflicts; and (m) land use conflicts. Each type of conflict can display a composite form, so the problems that arise become more complicated.

The existence of diverse interests in the megapolitanisation process as the impact of urbanization on a very large scale, indicating if similar conflicts of interest are possible also occur on a more micro scale related to spatial planning and development. In the context of green open space in Bali, this conflict of interest will be increasingly complex because in it there is also a tourism sector that participate 'play' and become decisive. The consequence is the discussion of the conflict of interests in the policy of green open space development in Bali will be limited to three interests that are closely related to tourism namely economic, political, and cultural interests.

First, the economic conflict is a form of collision in the economic aspects that affect each other harmful or harm one side of the sectors of activity. This happens because economic considerations are often the main reasons for determining the policy direction. This consideration is actually not wrong, because in the dynamics of urban development of life motivation that is physical or economic is what must be answered since the beginning before stepping into the dynamics of politics and culture of the city. The situation will be complicated because in the process of policy determination, the urge of various interests and economic desires to contribute even sometimes become decisive without considering the needs of the spatial area widely. This economic conflict will continue and be justified in the event of irregularities or violations of established green open spaces.

Second, political conflict is generally more emphasized and related to governance, because the process of urban development not only in the spatial, social, economic, and cultural phenomena but also followed by policies in governance. The political system will effectively enable urban development by positively linking the urban economic system and the urban social and cultural system. By positioning the planning politics as a process in formulating all government policies on green open space planning in Bali, it will enable the emergence of conflicts of interest within the government, both within the legislature (due to political party differences) and between the legislative and the executive. Political conflicts are also very likely when the green open space policy is in direct contact with different districts/municipalities.

Third, cultural conflict is a form of clash between different cultures, and in this paper refers to Balinese culture which is the foundation for the development of tourism and spatial development of the region. This is important because to live a technical or political life management, a traditional or cultural 'way of life' is needed. The planning of green open space in Bali should start from this dynamic, arguing that culture is the broadest theme, and its relationship is very close to the natural environment and social life of the community. Conflict of interest will occur when the green open space policy is defeated by the need for land for economic activity for the progress of the tourism industry. Because each particular culture is the expression of a particular way of life based on certain criteria and sources, then the cultural activities of Bali will be of great interest to the expression of green open space that is in line with the values of Hinduism, customs, and traditions.

## Consequences to the Existence of the Green Open Space

In the process of urban development, a conflict of interest is a necessity because it encompasses a wide spatial region with a diverse population and character of the inhabitants. Each of these interests will bring out different types of conflicts and the discussion becomes more complicated when displaying a composite form. However, this needs to be understood so that conflict management can lead to conflict solution.

Placing tourism as a leading sector of development in Bali brings consequences of other sectors must be willing to budge and must support the development of the tourism industry. Yet this sector is very fragile considering the cultural strength, Bali also has a threat to the tourism sector, namely political and social issues such as security disturbances, bomb threats or terrorism, the threat of viruses such as SARS, bird flu, and swine flu and the issue of natural disaster threats. This is confirmed by Suartika (2011) which states that the instability of the existence of tourism as a service industry, making it can not be positioned as the foundation of regional economic growth. The number and frequency of tourist visits is very susceptible influenced by various circumstances, both related to natural conditions, social and political.

Tourism is also at the forefront of government decision making regarding spatial planning and development of the region. But unfortunately in every spatial policy of the region including green open spaces, the insistence of economic and political interests is always present and shelter behind the pretext for the advancement of tourism. However, political interest interventions rarely appear to the surface as they occur within the internal scope of government, both between political interests in the legislature (DPRD) and between the legislative and the executive. The indication can be seen from the difficulty of any discussion of spatial arrangements until the emergence of different views -to not mention disagreements-between the provincial government and the regencies / cities in Bali.

In contrast to the conflict of political interests, the intervention of economic interests in the implementation of green open space policy is very easy to see and observe, even almost happening in all regions of the district / city in Bali with different intensities. According to Suparta (Antara Bali, 2012) the violation of the green line in Bali is getting higher, it proves the government is not firmly enforcing the local regulations as a legal umbrella to protect the area from the development and transfer of land functions. In the island of Gods, the phenomenon of land conversion for residential areas and tourism support facilities, such as for housing, hotels and villas that stand in the middle of rice fields or green lines most quickly occurred in Denpasar, Badung, Gianyar, and Tabanan (Sarbagita Metropolitan).

Each of the areas covered in the Sarbagita area above, at a glance has the characteristics of different land conversion that is: (1) in the dominant city of Denpasar for housing development; (2) in the regencies of Badung and Tabanan more for housing development and development of tourism supporting facilities; and (3) in Gianyar regency generally developed for tourism supporting facilities. Reflecting on how important the meaning of green open space in the development of tourism and spatial development of the region in a sustainable manner, there has been a contradiction between hope and reality. This means that the existence of green open space in Bali from the legal and factual aspects of the field is indeed desirable and necessary, but at the same time this space is also treated badly which tends to undermine its position through practices of abuses and disappearances.

In the same context, Suartika (2010a: 315) mentions the general reality in the field, vulnerable lands are eliminated as strategic landscapes that have the buffer function of the environmental order and patterns of cultural interaction. This is consistent with the theoretical studies undertaken by Keiser, Godschalk, and Chapin (1995) who emphasize that trends in land use show a tendency for the social interest sector (in this category to encompass green open space as a container of cultural activity) and environmental protection marginalized by the need for land for economic activity. The land for these two interests tends to be converted and then eliminated to accommodate the needs of the land raised by other sectors (in this paper is brought up by the tourism sector).

The expansion of the tourism industry with ridden economic and political interests that penetrated into all sectors of life, is believed to be the trigger of illegal and uncontrollable legality of illegal green space practices. Because one of the functions of green open space is to accommodate the cultural activities of the community, then this will create conflict and become a threat to the continuity of basic order including culture, which is the main pillar of Bali tourism development. The strength of Balinese culture according to Suartika (2010a: 316) rests on the adat system which is widely practiced in the life of society. This system is deeply rooted in society and based on a life very close to the natural environment and complex ritual practices related to Hinduism-Bali. Krama Adat-community members who uphold the customary system- strongly believe in the concept of balance and harmony of the cosmos. Balance is believed to be a source of happiness reflected through the harmonious relationship between man and God; man with man; and humans with the surrounding natural environment. The concept of harmony that puts man in this central position is known as *Tri Hita Karana*.

## CONCLUSION

The discussion with the above three sub-topics has outlined that tourism is a leading and decisive sector in development in Bali, with consequences of other sectors must be willing to succumb and must support the progress of the tourism industry. In its development, the tourism industry shows a contradictory dual role. The significant role of tourism is its contribution to the improvement of the Balinese economy, but the intervention of economic and political interests has triggered a conflict of cultural interests that utilize green open space as one of its activities. Through this third approach to conflict of interest, this paper concludes that there have been illegal and uncontrolled practices of conversion and elimination of open green rice fields. This has a negative impact on spatial development and tourism development, which places culture as the main pillar of tourism development itself.

If the view of green open space development policy in Bali should start from cultural dynamics, with the argument that culture is the broadest theme, and its relationship very closely with the natural environment and social life of society, then the government has three basic obligations, namely: (i) regulations governing and controlling conversion of green open spaces into wakeful areas; (ii) maintaining the existence of green open space in order to be able to perform ecological, social, economic and cultural functions well and still be able to meet the broad requirements required by law; and (iii) create a green open space that is able to encourage and provide more space for cultural appreciation activities and the birth of a potential creative culture to be sold to tourists.

Recognizing the importance of the issues discussed in this paper, the authors ultimately emphasize the need for more specific and in-depth studies to address the green open space and the accompanying conflicts of interest. The results of the study are expected to be an input for the government as policy makers, how this issue can ideally be incorporated into the policy of tourism development and spatial development of the region and nationally in a sustainable manner.

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