

# Implementation of Participatory Planning and Development in the Revitalization of Cadika Park, Medan City

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## Abstract

This study aims to analyze the implementation of participatory planning and development in the revitalization of Cadika Park in Medan City using the Implementation Theory approach according to George C Edwards III. This study uses a qualitative approach with data collection techniques in the form of interviews, observations, and documentation. Data analysis follows the interactive model of Miles and Huberman through the stages of data collection, reduction, presentation, and drawing conclusions. The results of the study indicate that the implementation of participatory planning and development in the revitalization of Cadika Park in Medan City is not optimal. Based on the Theory of George C. Edwards III, it was found that (1) communication between agencies is less effective, and community participation is minimal, hampering the effectiveness of implementation. (2) Human resources and budget are adequate thanks to CSR support from the City Government. (3) DISPORA's disposition shows a positive commitment, but post-project supervision is weak, reducing the sustainability of maintenance. (4) A flexible bureaucratic structure supports implementation, but post-project supervision still needs to be improved. More effective communication, wider community participation, and ongoing supervision are needed for optimal results.

**Keywords:** Implementation; Planning; Participatory Development; Revitalization

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## INTRODUCTION

Increasing decentralization and regional autonomy in Indonesia is one of the main benchmarks in efforts to improve community welfare. Decentralization gives greater authority to regional governments to regulate and manage affairs in their own regions (Assidiqi & Kushandajani, 2022; Elu et al., 2021). It is hoped that this step will not only be able to encourage regional economic growth, but also increase community participation in development planning. Community participation in the development process is an important key to ensuring that every development program that is implemented is truly in accordance with the needs and aspirations of the community at the local level (Simangunsong, 2015; Tiffani, 2017; Yudartha & Winaya, 2018).

Medan City, the capital of North Sumatra Province, is the fourth largest city in Indonesia after Jakarta, Surabaya, and Bandung. This city has an area of around 265.1 km<sup>2</sup> and consists of 21 sub-districts. Along with rapid urbanization, the population of Medan City has increased significantly, giving rise to various challenges in regional management and the need for public space. Based on Medan City Regional Regulation Number 1 of 2022 concerning the Medan City Spatial Planning Plan for 2022-2024, it is regulated that in order to achieve a balance between development and community welfare, fair development planning is needed and in accordance with regional potential (Nasution & others, 2020; Panjaitan, 2022). The planning must involve all stakeholders, including the community so that development is not only oriented towards physical aspects but also pays attention to social and environmental needs.

Planning is an ongoing process that involves making decisions about various alternative uses of resources to achieve certain goals in the future (Imro'atin & Laily, 2015; Manghayu, 2018; Uceng et al., 2019). Meanwhile, Development is a series of efforts carried out in a planned and conscious manner to realize growth and change toward modernity in the context of nation-building (Christiady & -, 2014). In this context, participatory development planning becomes a very relevant approach because it not only involves the government as a decision-maker but also provides space for the community to be actively involved in the planning and implementation process of development.

One form of implementation of participatory planning and development in Medan City is through the revitalization of Taman Cadika. Revitalization is an effort to revive areas that have experienced a decline in function, both in terms of physical, social, and economic aspects. The revitalization approach must recognize and utilize the potential that exists in the surrounding environment, including historical value, meaning, uniqueness, and location image. (Adolph, 2016). Revitalization not only focuses on physical improvements but also aims to restore the social function of the area, strengthen local cultural identity, and improve the quality of life of the community (Magdina et al., 2018; Marsudi & Sunarso, 2019).

Cadika Park is one of the Green Open Spaces (RTH) in Medan City and is managed by the Medan City Government. As a public space, Cadika Park functions as a place of recreation, social interaction space, and sports facilities for the community. Based on Medan City Regional Regulation Number 13 of 2011 concerning the Medan City Spatial Planning Plan for 2011-2031 (Trishani, 2021), it is stated that Medan City needs a minimum of 30.58% of its total area of green open space. However, until now, the availability of green open space in Medan City is still far from that number. (Simamora, 2014) noted that the area of green open space in Medan City has not reached the established standard of needs, which is 8,106.76 hectares. This condition shows that the existence of green open space in Medan City is very limited, so revitalization efforts are needed to improve the quality and function of the open space.

The situation of Cadika Park before revitalization showed a decline in function from various aspects. The available facilities were inadequate, the physical condition of the park was not maintained, and there were minimal social activities taking place in it. Realizing the importance of the function of Cadika Park as a public space, the Medan City Government planned a revitalization program that began in 2023 and is planned to be completed in 2024. This program aims to restore the function of the park as a safe, comfortable, and environmentally friendly public space. However, the success of revitalization is not only determined by technical aspects but also by the extent to which the planning and implementation process involves community participation.



Community involvement is an important key to ensuring that the results of revitalization are in accordance with the needs and expectations of park users.

The implementation of participatory planning and development in the revitalization of Taman Cadika is the main focus of this study. Community participation is expected to occur not only at the implementation stage but also at the planning stage so that community aspirations can be optimally accommodated. To analyze this process, this study uses the policy implementation theory approach, according to George C. Edwards III (Ismawati et al., 2023; Noviyanti et al., 2021). This theory emphasizes that the success of policy implementation is influenced by four main variables, namely communication, resources, disposition or attitude of implementers, and bureaucratic structure. These four variables interact with each other and determine the extent to which policies can be implemented effectively (Sari, 2023; Simanungkalit, 2023).

Effective communication between policymakers, implementers, and the public is essential to ensure that policy messages are clearly understood. Adequate resources, both in terms of human, financial, and infrastructure, are also determining factors for successful implementation. In addition, the attitude and commitment of policy implementers play an important role in determining the extent to which they carry out their duties responsibly. An efficient and responsive bureaucratic structure will support the smooth implementation process, while a rigid and convoluted bureaucracy can actually hinder program implementation.

Based on this background, this study aims to analyze the implementation of participatory planning and development in the revitalization of Taman Cadika in Medan City. This study seeks to understand how the planning and implementation process of revitalization is carried out, to what extent community participation is accommodated, and what factors influence the success or obstacles in program implementation. This study is expected to contribute to the development of public administration science, especially in the study of public policy implementation and participatory planning.

## RESEARCH METHODS

The research used in this study uses a qualitative method to describe the implementation of participatory planning and development in the revitalization of Cadika Park in Medan City. This research was conducted based on data taken directly from the field. This method aims to explore real conditions and explain the phenomena that actually occur. This research was conducted at the Cadika City Forest Park and the Medan City Youth and Sports Office.

The subject of the study involved key informants, namely informants who have an important role so that they can be trusted to provide information about the object of research; these informants know the most about all aspects that researchers want to study; the key informant is the Head of the Medan City Youth and Sports Service. Additional informants are the surrounding community and school children who often visit the Medan City Cadika Park and can provide additional information related to research that is not obtained by other informants.

Data collection techniques are the methods researchers use to collect data from research sources. Data collection techniques in this study are observation, interviews, documentation, and triangulation. Observation is a data collection technique carried out in the field by observing using the five senses. Interviews are data collection techniques carried out with direct question-and-answer sessions with informants, which are generally in the form of questions asked to related parties. Documentation is a data collection technique that involves recording data obtained from informants in the form of documents, images, etc. Triangulation is a data collection technique that involves conducting repeated checks to ensure the validity of the data.

Data analysis techniques are techniques used to process data into information to make it easier to analyze data so that it can be understood. Data analysis techniques consist of data collection, data reduction, data presentation, and conclusions. Data collection is a systematic process to collect information relevant to a problem to answer questions, test hypotheses, and evaluate results. Data reduction is a stage used to summarize or select the main points, focus on important things, and simplify the data. Data presentation is the grouping of data into certain

groups and presenting them in the form of descriptions, charts, and the like. Conclusions are the stages of drawing conclusions so that the core of the research can be understood.

## RESULTS AND DISCUSSION

The main problem in this study is related to the revitalization process of Cadika Park, which was last carried out in 2017 and was only repeated in 2023. The long gap without maintenance and improvement of facilities has caused various problems, including a decline in the quality of park infrastructure, damage to facilities, and reduced appeal of the park as a comfortable and safe public space. Although this revitalization was carried out through cooperation between several related agencies, various challenges remain in its implementation. One of the most striking problems is the damage to facilities after revitalization, such as the incident of bridge damage due to visitors' non-compliance with the rules of use. This shows that physical revitalization alone is not enough. A more sustainable approach is also needed through consistent maintenance and outreach to the community to increase awareness of maintaining public facilities. Other challenges include budget constraints and coordination with several related parties. This study aims to analyze the Implementation of Participatory Planning and Development in the Revitalization of Cadika Park in Medan City using the theory of George C Edwards III. This analysis will examine the extent to which the revitalization process is able to provide a sustainable positive impact on the park and the community. Thus, this study provides a deeper insight into efforts to improve the quality of city parks as a decent, safe, and comfortable public space for all levels of society. The following is the implementation of the revitalization of Cadika Park using George C Edwards III's theory by looking at the sub-dimensions of communication, resources, disposition, and bureaucratic structure.

### Communication

Communication is a key element in the success of policy implementation, including in the case of the revitalization of Taman Cadika. Effective coordination between government agencies and community involvement are the main foundations in ensuring that policies run according to plan. However, in the implementation of this revitalization, communication between related agencies, such as the Department of Housing, Settlement Areas and Spatial Planning, the Department of SDABMBK, and DISPORA, showed significant weaknesses.

One indicator of weak communication is seen in coordination meetings that are not held routinely and on schedule. This causes a lack of synchronization between agencies so that several parties involved do not have the same understanding regarding roles, responsibilities, and program implementation schedules. This lack of clarity in the flow of information has the potential to cause overlapping tasks, delays in decision-making, and even errors in implementation in the field. Unstructured coordination also makes the monitoring and evaluation process difficult to carry out effectively, so obstacles that arise in the field cannot be immediately overcome.

In addition, the lack of communication with the community is a major challenge in implementing this policy. Community participation, which should be an integral part of the planning process, is not fully accommodated. Although the government has attempted to accommodate community aspirations, such as the construction of volleyball and badminton courts, in reality, the community is not formally involved in the planning stage. This shows that communication is one-way, where the government plays a more decision-making role without involving residents as equal partners. This lack of community involvement risks reducing the sense of ownership of the facilities being built, which can ultimately affect the sustainability of park management.

To improve the effectiveness of policy implementation, improvements are needed in the communication system, both between government agencies and with the community. Scheduled coordination meetings, public discussion forums, and clear feedback mechanisms can be solutions to ensure that all parties have a shared understanding and feel involved in the revitalization process. Strong collaboration will encourage the creation of parks that not only meet infrastructure needs but also reflect the aspirations of the community in real terms.

### Resource

The success of policy implementation is largely determined by the availability of adequate resources, be it human, financial, or material resources. In the context of the revitalization of Taman Cadika, the availability and effective utilization of resources are important factors to ensure that the program runs according to the expected goals.

From the human resources aspect, Diaspora, as the park manager, has competent staff and is in accordance with the needs of public facility management. The available staff have adequate skills and experience in park management, facility maintenance, and public services. In addition, there is flexibility in human resource management, where the Diaspora can conduct routine evaluations of staff performance. If there is a mismatch between staff competency and task requirements, staff rotation or replacement can be carried out. This mechanism shows the existence of a good quality control system to ensure that each personnel contributes optimally to the success of the revitalization program.

In terms of financial resources, the revitalization of Cadika Park is supported by two main sources, namely the Corporate Social Responsibility (CSR) budget from the private sector and the budget from the City Government (Pemko). Funding from CSR shows effective collaboration between the government and the private sector in supporting the development of public facilities. Meanwhile, the budget from Pemko ensures the continuity of the program, from the planning stage to the implementation of revitalization. This stable financial support allows the Diaspora to manage the operational needs of the park sustainably, such as infrastructure maintenance, procurement of new facilities, and environmental education programs for the community.

Overall, the combination of competent human resources and solid funding is the main foundation in supporting the successful implementation of the Taman Cadika revitalization policy. However, it is important to continue to evaluate and adjust to ensure the optimization of the use of these resources effectively and efficiently.

### **Disposition**

The disposition or attitude of the implementer is a crucial factor in determining the effectiveness of a policy implementation. Disposition includes the attitude, motivation, commitment, and understanding of the implementers toward the objectives of the policy being implemented. A positive attitude from the implementers will encourage them to implement the policy wholeheartedly, while a negative attitude can hinder the effectiveness of the policy. In the context of managing Cadika Park, Diaspora's attitude as the park manager shows a positive disposition towards the maintenance of park facilities, which is reflected in the various efforts that have been made to maintain the quality of the environment and park infrastructure.

Diaspora actively educates and appeals to the public to participate in maintaining the cleanliness and sustainability of Cadika Park. This is done through a cleanliness campaign, installing warning signs, and disseminating information about the importance of maintaining public facilities. In addition, the Diaspora also establishes guidelines for the use of facilities to ensure that all facilities and infrastructure are used wisely. For example, limiting the number of users of the suspension bridge in the park is done to prevent excessive loads that can damage the bridge structure. This action shows an awareness of the importance of the safety and sustainability aspects of the facility.

However, despite having a positive disposition, the effectiveness of the implementation of maintenance policies is also influenced by community support. Active community participation is essential to create a clean, comfortable, and safe park environment. Therefore, collaboration between the Diaspora and the community is the key to the success of sustainable management of Taman Cadika. Diaspora's responsive attitude to community input and needs is also an important indicator of the strength of this positive disposition.

### **Bureaucratic Structure**

Bureaucratic structures that are too complex or rigid can hinder implementation efficiency. In the context of the revitalization of Taman Cadika, the bureaucracy seems quite flexible because there is supervision in the implementation, but it does not interfere with post-program management. This flexibility can be seen from the absence of routine supervision of the program



after the project is completed, which causes maintenance to depend only on Diaspora without additional monitoring from previously involved agencies. In addition, the uncertainty of time in coordination meetings is one indication of the lack of an organized structure in this project. Unscheduled meetings clearly indicate the lack of a strict bureaucratic mechanism for managing coordination between agencies. In fact, the revitalization of public facilities such as city parks requires consistent coordination so that each party understands its role and can carry it out optimally.

Implementation of Participatory Planning and Development in the Revitalization of Cadika Park in Medan City using Edward III's policy implementation theory provides a clear picture of the obstacles faced in the implementation and management of this policy. The unclear communication between related agencies and the minimal involvement of the community in planning indicates the importance of a more effective communication structure to achieve successful revitalization that meets public needs. However, the availability of human resources and budget is already adequate and in accordance with its competence. In addition, the commitment of the Diaspora shows a good attitude in trying various ways so that the maintenance of Cadika Park lasts well for a long time. A flexible bureaucratic structure during implementation is indeed beneficial, but weak supervision after the project is completed is a challenge in itself in maintaining the sustainability of park facilities.

## CONCLUSION

The implementation of participatory planning and development in the Revitalization of Cadika Park in Medan City can be said to be less than optimal, according to the four dimensions that the author uses from George C Edwards III Theory, namely: (1). Ineffective communication between related agencies such as the Housing and Settlement Service, SDABMBK Service, DISPORA, and field implementers appears less structured. This can be seen from coordination meetings that are not held routinely and on schedule. (2). Resources, especially human resources, are adequate because the available staff are considered to have the appropriate competencies. In addition, there is flexibility in replacing staff if the evaluation shows a mismatch, which indicates quality control in the use of human resources. (3). The disposition or attitude of the implementer has a positive attitude towards facility maintenance. Park maintenance efforts are carried out through various appeals and requests to the community to maintain cleanliness, as well as guidelines for the use of facilities so that they remain in good condition. (4). The bureaucratic structure seems quite flexible because there is supervision in the implementation, but it does not interfere with post-program management. This flexibility is evident from the lack of routine monitoring of the program after the project is completed, which causes maintenance to depend solely on Diaspora without any additional monitoring from the agencies previously involved.

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