The Use and Production of Space in the Provincial Office Area in Padang City

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Abstract. The use and production of space in the provincial government office area on Khatib Sulaiman Road Padang is are carried out by interested parties. The provincial government office area also shows non-conformity between spatial functions and zoning ordinance in Padang City. The method used in this study was a case study analysis with qualitative analysis technique by reducing data and triangulation technique. Data sources in this study were primary data and secondary data. The primary data were obtained from the results of direct interviews and interviews that were published in print media. Meanwhile, the secondary data in this study were obtained from statutory regulations, local regulations, minutes of meetings, and academic scripts. The results of this study indicated that the use of space in the provincial government office area on Khatib Sulaiman Road conducted by the Padang City Government was by granting permissions for the construction of modern and largest shopping center of Transmart, for investors in land tenure and economic benefits, as well as for surrounding communities to use public space for their economic activities. The use of space was not in accordance with the zoning ordinance in Padang City. This condition also had an impact on the socio-economy aspect in the surrounding areas.

1. Introduction
Space becomes very important in accommodating various human activities. This condition is due to very dynamic and complex human activities. This factor makes the use and production of space, performed by humans, very strategic. The need for control and ownership of space makes the interested parties to conduct the use and production of space in an area. This condition leads the space to become a political product and an instrument for socio-economic changes in the use of space [1].

Each area has been classified as an area that is conformed to the predetermined use of space. Law Number 24 Year 2004 concerning Spatial Planning explains that the function of urban areas includes the main activities for urban settlements, centralization, and distribution of government services, social services, and economic activities. The use of space is regulated in more detail through the local regulation of each region in Indonesia. One example is Padang City which regulates the use of space through the Local Regulation No. 4 Year 2012 concerning Spatial Planning of Padang City in 2010-2030.

However, in reality, the use of space in Padang City is not in accordance with the functions that have been determined through the local regulations. One example is on Khatib Sulaiman Road which is not only used for the provincial government office area, but it is also used as a trade and service area. This reality is proven by the existence of the modern and largest shopping center of Transmart. The use of the space also gave rise to the use and production of space around the modern and largest shopping center of Transmart by using public spaces namely pedestrian walkway and pedestrian parks for their economic activities as illegal parking lots and street vendors (PKL). Based
on the explanation of the facts above, the author is interested in conducting a study entitled “the Use and Production of Space in the Provincial Government Office Area in Padang City”

2. LITERATURE REVIEW

Ahmad [2] explains that social space can be defined as a public space where every citizen interacts and meets with equality without discrimination and has access to use it. According to Huat [3], public space is divided into two spaces namely outdoor public space and indoor public space. Public spaces that are included in outdoor public space are fields, roads, plazas, open parks, and pedestrian walkways.

Henry Lefebvre in Buser [4] makes a comprehensive theory of the production of space that is very suitable for understanding the relationship between space and social change. Lefebvre puts forward three conceptual strategies that formulate interactions between spatial practices, representation of space, and space of representation to identify the production of space.

According to Lynch [5], providing perspective on a city can be seen from the five elements that form the image of the city. In explaining the case studies, this study used four elements of the five elements that form the image of the city. The five elements include path, edge, district, node, and landmark. These elements were intended to analyze the case study in this study, which is namely the provincial government office area on Jalan Khatib Sulaimain.

Madanipour [6] explains that space can be defined differently for each person because of the different roles, activities, positions, and perceptions. The difference in perception also arises not only in a building but also in a city or region. This condition can also occur in provincial government office areas that make different perceptions in the use and production of space for interested parties.

3. METHODOLOGY

This study used a case study approach in a qualitative method. This was intended so that this study could observe the attitudes or behaviors of the interested parties in the use and production of space in the provincial government office areas in Padang City. Anderson [7] explains that qualitative study using case study can begin with questions such as ‘what’, ‘why’, and ‘how’ things can happen. This case study investigates what should be planned and what actually happens.

Data analysis in this study used qualitative analysis with data reduction and triangulation techniques. Those two data analysis techniques can be taken to analyze the use and production of space that occurs in the provincial government office areas on Khatib Sulaimain Road, especially around the modern and the largest shopping center of Transmart.

4. DESCRIPTION OF THE USE AND PRODUCTION OF SPACE

Chronology of Problems in the Provincial Government Office Areas on Khatib Sulaimain Road

Construction and development in Padang City occurred after the earthquake in 2009 with the rebuilding of government offices and public facilities. Development also took place in the economic sector, which supported economic growth and the fulfillment of jobs for people who were lost in the aftermath of the earthquake. These conditions have created the need for investors in investing their capital for development in Padang City. One way of investment was by giving permission to investors for the construction of the modern and largest shopping center of Transmart. The construction was carried out in the provincial government office area. Whereas the area located on Khatib Sulaimain Road has also been regulated in Local Regulation No. 4 Year 2012 concerning Spatial Planning of Padang City in 2010-2030 that the area is functioned as a provincial government office area. This condition led the use and production of space by the interested parties.
5. RESULTS AND DISCUSSIONS

Spatial Use Patterns

The description of each of these elements can be explained including the path element in the discussion of this study namely Khatib Sulaiman Road. On Khatib Sulaiman Road lane, there is a district (area) that has been designated as a provincial government office area. One of the landmarks (identical building points or symbols) in the provincial government office area is the modern and the largest shopping center of Transmart. One of the uses and productions of space is located on the edge element, which borders between the modern and the largest shopping center of Transmart with Khatib Sulaiman Road. This element is in the form of pedestrian walkway and pedestrian parks in the government office area. An illustration of the five elements that form the image of the city in the provincial government office area can be seen below:

![Image of five elements forming the image of the city in the provincial government office area](image)

**Figure 1.** Identification of the Five Elements of Space According to Kevin Lynch in the Provincial Government Office Area on Khatib Sulaiman Road, Padang City
Source: Personal Processed Products, 2019

Parties Involved in the Use of Space

Interested parties in the use of space in the area included the Padang City Government, which granted the permission to build a modern and the largest shopping center of Transmart in the provincial government office area, investors in building trade and service facilities and infrastructure, one of which was a modern and the largest shopping center of Transmart. Other parties involved were the surrounding community which became an illegal parking space, and the street vendors (PKL) in utilizing public spaces, namely pedestrian walkways and pedestrian parks to get their daily economic benefits.

The Effectiveness of the Role of the Padang City Government on the Use of Space in the Provincial Government Office Area on Khatib Sulaiman Road

The use of space that occurred on Khatib Sulaiman Road became a problem since there was non-conformity with existing regulation. The regulation in question is the Local Regulation, which governs the related predetermined spatial and regional plans. Even though the regulation explains that Khatib Sulaiman Road is a provincial government office area, however, in reality, the modern and the largest shopping center of Transmart was also built in the area, which made the area a trade and service area. The use of space that occurred on Khatib Sulaiman Road had an impact on the ineffective role of Padang City Government. This was due to the policy of the city government that did not assign
the area to its proper function. This condition had an impact on the optimization of existing space functions.

If the use of space is not optimal in an area, it will cause overlaps that cause problems in the field. Overlapping of the use of space causes ineffective use of existing space. This condition is depicted in Padang City, especially in the provincial government office area on Khatib Sulaiman Road, wherein the existing function as a provincial government office area was added the utilization function as a trade and service area, with the emergence of the modern and largest shopping center of Transmart in Padang City.

Basically, composing a general spatial plan must be based on the principles of spatial planning that have been regulated in Law Number 26 Year 2007 concerning Spatial Planning. However, in reality, it did not fulfill the established principles. This led to the obstacles in its preparation, namely: first, the arranged plans did not consider harmony, balance, and environmental sustainability. Second, law enforcement was not optimal for parties who violated the provisions in the use of space. Third, spatial planning was combined with development plans. Fourth, the provisions in spatial planning was mostly dominated by political decisions. Fifth, the existence of regional autonomy caused each region to fight for an increase in local own-source revenue.

Production Through Henry Lefevbre's Social Space Triade
The case study in this study is elaborated through each of the concepts described by Henry Lefebvre as follows:

a) Spatial Practice

The use of space in the provincial government office area for a production activity also includes facilities and infrastructures to support community activities. The supporting facilities and infrastructures are pedestrian walkways and pedestrian parks. The Padang City Government also defines the supporting facilities and infrastructures in Local Regulation No. 4 Year 2012 concerning Spatial Planning for Padang City in 2010-2030. Pedestrian walkways and pedestrian parks are interpreted as spaces for the people of Padang City to use these facilities and infrastructures as their access and mobility in the provincial government office area on Khatib Sulaiman Road. Since a long time ago, this area has also been interpreted as a provincial government office area.

b) Representation of Space

The use of space in all areas in Padang City must refer to local regulations that have been made by the city government. Representation of space can be translated through verbal and written translations. One example is the establishment of provincial government office area that has been determined through written regulation. Planning in the use of space can be represented through the form of maps and drawings (Lefebvre, 1991: 38). The representation of space in the form of maps and drawings is done in order to facilitate the Padang City Government as the holder of power to create discourse in the use and production of space. This aims to facilitate control, restrict and describe the use of space [8]. The map image that is used as a reference for the Padang City Government in facilitating the control and use of space is represented through the Map of Padang City Spatial Structure Plan and the Map of Padang City Spatial Pattern Plan as depicted below:
c) Space of Representation

Abstract space arose due to symbolic meaning by the dominant group. The abstract space occurred in the provincial government office area by interested parties. Abstract representation of space also raised the process of a pull and a push of interests of various forces to utilize material physical space in urban areas. These parties included the Government of Padang City, which granted permission for the construction of a modern and the largest shopping center of Transmart. On the other hand, the Government of West Sumatra Province believed that the use of space on Khatib Sulaiman Road was in accordance with the existing functions. The interested parties in the use of space in the provincial government office area were investors who built the modern and largest shopping center of Transmart. The surrounding community also dominated the control of space in the provincial government office area by utilizing public spaces (pedestrian walkway and pedestrian parks) for illegal parking and street vendors (PKL).

Conformity of the Use of Space with Regulation and Space Conflict in the Provincial Government Office Area on Khatib Sulaiman Road

The role of the city government as a regulator of spatial use is explained in Local Regulation No. 4 Year 2012 concerning Spatial Planning for Padang City in 2010-2030 in article 70 paragraph 3 that the provincial government office area is developed in an existing location at the moment, namely on the Road corridor of Jenderal Sudirman and Khatib Sulaiman Roads. But this was not in accordance with the reality in the field because the area was more used for the functions of trade and service activities. The activities were implemented in the presence of a modern and the largest shopping center of Transmart in the corridor of Khatib Sulaiman Road.

The Use of Provincial Government Office Area Space

The city government has determined the use of space in accordance with predetermined zones. The stipulations on the determination of the use of space are regulated in the Padang City Regulation Number 4 Year 2012 concerning Spatial Planning for Padang City in 2010-2030 that the Khatib Sulaiman Road is an area that functions as a provincial government office. However, since the emergence of the construction of one of public facilities in the field of trade and services, namely modern and the largest shopping center of Transmart, many other trade and service sector buildings have been emerged around the area. The buildings include Hermina Hospital, Pizza Hut Fast Food Restaurant, and Whiz Prime Hotel. This indirectly made the provincial government office area to add the function of its utilization as a trade and services area.
The addition of functions to trade and service area, one of which is marked by the presence of a modern and the largest shopping center of Transmart, resulted in irregularities in functions, aesthetics, circulation, and the movement of transportation that was not smooth. It will be explained in the next sub-chapter, namely the narrowing of the green line, to reduce congestion in the area. Irregularities in function and circulation of community mobility also occurred in the surrounding area due to community concentration. This can be dangerous if a tsunami disaster occurs, because the area has been designated as a red zone. These conditions can be seen in the following tsunami evacuation map of Padang City:

![Figure 4. Map of Tsunami Evacuation in Sector IV of Padang City](source: Padang City Government, July 2010)

**Narrowing of the Green Line in the Provincial Government Office Area on Khatib Sulaiman Road**

The use of space that occurred in the provincial government office area on Khatib Sulaiman Road also became a polemic for some people, namely the narrowing of the green line to anticipate traffic jams.

![Figure 5. Before the narrowing of the Green Line on Khatib Sulaiman Road](source: https://www.flickr.com/photos/69613052@N05/24141432555)

**Figure 5. Before the narrowing of the Green Line on Khatib Sulaiman Road**

(Source: https://www.flickr.com/photos/69613052@N05/24141432555)

![Figure 6. The Process of Narrowing the Green Line on Khatib Sulaiman Road Carried Out by the Padang City Government](source: https://www.flickr.com/photos/69613052@N05/24141432555)

**Figure 6. The Process of Narrowing the Green Line on Khatib Sulaiman Road Carried Out by the Padang City Government**

(Source: https://www.flickr.com/photos/69613052@N05/24141432555)
In carrying out the policy of narrowing the green line, Padang City Government referred to the purpose of reducing congestion that often occurs in provincial government office areas. Meanwhile, academics and environmentalists considered that the policy did not pay attention to the aesthetic values, functions, and existing use of space. This condition caused irregularities in the function of the provincial government office area.

Solution to the Problem of Spatial Use in Provincial Government Office Area on Khatib Sulaiman Road

The balance and harmony of the environment aims to refer to spatial planning. This is a form of regular use of space and orients to long term goals of an area within the city. One example is in the provincial government office area on Khatib Sulaiman Road. Padang City Government can enforce law for those who violate the provisions on spatial planning. The Padang City Government should prioritize the sustainability of the supporting capacity and the carrying capacity of the environment in order to create a balance of spatial functions. Padang City Government must implement the solution for the use of space to fit the spatial planning so that it can also be performed by conducting a study in all aspects and carrying out the licensing process in accordance with applicable regulations. Licensing is the first form of instrument in the context of controlling the use of space.

Development of trade and service areas such as the construction of shopping centers, hotels, restaurants, and other entertainment facilities and infrastructures should be conducted in areas that have not been used optimally. The aim is that the use of space becomes more organized and well-regulated by conforming to what has been planned in the regulation. Regulations related to spatial planning is Local Regulation No. 4 Year 2012 concerning Spatial Planning of Padang City in 2010-2030.

6. CONCLUSIONS

Padang City government should have some considerations in several aspects regarding the Use of space in the provincial government office areas. The considerations include the environmental and ecological sustainability of the region, even though the area has been determined through a written regulation in the form of Local Regulation No. 4 Year 2012 concerning Spatial Planning of Padang City in 2010-2030. In the Local Regulation, the function of spatial use on Khatib Sulaiman Road to be designated as a provincial government office area.

Therefore, to create more optimal use of existing space in urban areas, especially in Padang City, it can utilize a more representative space. This is due to the provincial government office area on Khatib Sulaiman Road which is already centered on the provincial government office activities. The provincial government office area on Jalan Khatib Sulaiman also has a location that has a high tsunami disaster. The development of the area should be directed to areas that are relatively safe from the disasters that may afflict residents of Padang City. In addition, Government should minimize the loss of buildings that are affected by the disaster hazard.

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