

Public Participation in Implementing Save Lake Tondano Program in Minahasa

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ABSTRACT

Lake Tondano is an icon of natural tourism, a source of community business and a source of water for power plants that requires attention from all parties. The Save Lake Tondano Program by the Minahasa Regency Government, North Sulawesi Province is an effort to revitalize water hyacinth. This program has not been successful even though the central government budget is available. Public participation support is important to implement government programs. Public participation is a real role of the community and the private sector in supporting government programs. This study uses a qualitative research method with a phenomenological approach. Data collection through direct observation and interviews with the community around Lake Tondano. Supporting data is obtained from electronic library searches. Data analysis is carried out through reduction, interpretation and conclusion, carrying out focus group discussions and data triangulation. The research findings that public participation in the implementation of the Save Lake Tondano program is more physical, and euphoric, not the realization of the regional government's work agenda. The study of public participation in supporting government programs internally related to individual characteristics, willingness, ability, opportunity, administration and information. Externally, namely the role of stakeholders and the existence of opportunities. Public components are the general public, interest groups, represented communities, the private sector and the government. Public participation is in the form of physical and non-physical in the planning, implementation, evaluation and maintenance of government programs.

KEYWORDS: Public Participation, Program Implementation, Physical, Non-Physical.

INTRODUCTION

Lake Tondano, located in Minahasa Regency, North Sulawesi Province, is one of the icons as well as a regional asset in the tourism sector, especially nature tourism (Kairupan & Mandagi, 2021). The tourism potential of Lake Tondano, apart from being a lake tourist attraction in the highlands that has an interesting legend, is also located in an urban planning area that is categorized as a new colonial city pattern (Marzuki, 2019). However, Lake Tondano is surrounded by rice fields, fish ponds and the Kalawiran Air Base, a legacy of the Dutch belonging to the Indonesian Air Force. Lake Tondano is also a source of water for power plants for the needs of most of the people of North Sulawesi.

To support the tourism development program in North Sulawesi Province, through North Sulawesi Regional Regulation Number 1 of 2014, Lake Tondano was designated as a natural tourism area followed by Minahasa Regency Regional Regulation Number 6 of 2013 concerning Tourism. This policy also makes Lake Tondano a part of supporting local revenue and accommodates all the interests of the community who are active around the area while maintaining environmental sustainability for its sustainability (Kairupan & Mandagi, 2021). However, in its development, it has not been able to support the tourism program. This natural tourism potential, if managed properly, has a major impact on development (Lengkong, et al., 2021) increasing community income and opening up employment opportunities for local communities (Marjulita, et al. 2019; Kristian, 2017). Around the lake, there are natural hot springs and the cultural site of Benteng Moraya which can support the development of tourism programs.

Lake Tondano is located in the Tondano District, Kakas District, Romboken District and Eris District. The current natural condition of Lake Tondano, which is starting to be covered by water hyacinth, can disappear over time and become just a memory (Lengkong, et al., 2021). Lake Tondano as a natural lake has an important role in supporting the lives of the residents of Tondano City and its surroundings. However, currently, the area around the lake is starting to change its function as a settlement, a household waste channel. As a result, it damages its function and does not support it as a tourist attraction. These activities are running and developing rapidly, causing problems, including the decline in the quality of the lake's waters which causes the potential for eutrophication, causing the growth of water hyacinth (*Eichhornia crassipes*) which reaches around 20% of the lake area (Sittadewi, 2008; Ngittu, et al., 2014). Water hyacinth is a type of floating aquatic plant that has a high growth rate and is considered a weed that damages the aquatic environment (Ngittu, et al., 2014).

Lake Tondano, which is also a National Strategic Area in the tourism sector based on Government Regulation Number 50 of 2021, is faced with the problem of decreasing lake area due to water hyacinth. Based on data from the Minahasa Regency Government, in 1939 the area was still 5600 ha and currently only 3925 ha has continued to experience a decrease in area in the last 25 years. North Sulawesi Province also has Lake Tondano as a potential natural tourist attraction. However, the existence of Lake Tondano is currently faced with the problem of shallowing. The Minahasa Regency Government to overcome the shrinking area of the lake has established the "Save Lake Tondano" program. The central government through the

Ministry of Public Works and Public Housing and the regions have implemented the Lake Tondano revitalization program since 2016 with a very large budget until now. Various public organizations have jointly participated in supporting the Minahasa Regency Government to overcome the shallowing and narrowing of land due to water hyacinth.

The form of public participation activities carried out, starting from community service to lift water hyacinths to planting trees around the lake area, has not had a significant impact on achieving the goal of saving Lake Tondano. This is indicated because the public participation that has been carried out so far is not organized and does not comply with the actual plan and objectives. Public parties such as restaurant managers and residents around the lake are not directly involved by relevant government agencies in tourism promotion activities and saving Lake Tondano from water hyacinth (Rawung, et al. 2021). Efforts to invite the surrounding community and raise awareness of the surrounding community in maintaining the sustainability of Lake Tondano are still homework that must be done by the government (Manopo, 2013). So that the form of direct community involvement as part of public participation must be properly regulated and systematically carried out based on the targets determined to achieve targets or objectives.

LITERATURE REVIEW

In the development approach, the demand for participation changes the paradigm regarding the position of society in the development process. Society is no longer placed as an object but is involved from planning, implementation, and supervision to accountability. So the government and society need to collaborate in implementing a program (Oktaviani, et al. 2020). This approach recognizes how important the capacity of society is to increase its independence and internal capabilities over all the resources it has. This kind of model emphasizes the importance of empowerment and people's initiatives as the core of development resources that are manifested in public participation (Prasojo, 2004).

Public participation in a development program is influenced by internal and external factors originating from within the community itself including individual characteristics, willingness and ability. External factors are external factors that can encourage or inhibit participation, including the role of stakeholders and the existence of opportunities (Nurbaiti and Bambang, 2017). In the implementation of a program or activity, the model of community participation in the implementation of a policy is put forward by Arumingtyas (2014), namely, the model of community awareness that emphasizes the problems faced, and the model of observation, submission of input, and complaints to the government that make the community get a special space to participate to realize the program's goals. Meanwhile, Pamuji, et al. (2018) put forward a model of the mechanism for implementing community participation through involvement in determining priorities, programs, activities, and development needs and community participation in the form of direct interaction with government programs or through elements of representation.

Public participation is part of an effort to realize good governance through direct community involvement in development (Tusiono, 2017). Public participation is participation from the central government, district government, village government and the community who must support development (Yudha and Subanda, 2021). Public participation is understood where the community participates in real terms through labour and property and intangibly through ideas/concepts (Ulum & Dewi, 2021). Because public participation plays an important role in implementing programs such as tourism development (Yudha and Subanda, 2021). The development of this tourism also requires optimization of the participation of the surrounding community who support tourism development. The success of the implementation of the tourism development program is due to the active role of the community in participating. Even though sometimes there are administrative obstacles in public participation caused by the existence of a centralized administration system, information and stages in achieving goals through activities are not known to the public (Tusiono, 2017). Poor information delivery has resulted in the involvement of the community around Lake Tondano in the water hyacinth control process not going well (Kojongian, et al. 2019). Public participation in the implementation of the program to save Lake Tondano is very important in the implementation of development and is manifested in public patterns and actions (individuals, groups and institutions) that are orderly and well-organized.

RESEARCH METHODS

This study uses a qualitative design with a phenomenological approach (Sugiono, 2021) in revealing the symptoms that exist in the research object, namely related to public participation that is currently occurring in the implementation of the Save Lake Tondano program in Minahasa Regency, North Sulawesi Province. Data collection was carried out by conducting interviews with the village government and the community around the lake, and community organizations that have been involved in the implementation of the program to save Lake Tondano. Direct observation of the research location, namely in the Lake Tondano area. Collection of secondary data both directly and through electronic internet media such as Google Scholar and ResearchGate related to public participation, implementation of government programs, publications related to Lake Tondano and other relevant supporting data. Data obtained in the field were analyzed inductively. The data analysis technique used the analysis model proposed by Miles and Huberman (Sugiono, 2021), namely data reduction, data display and conclusion drawing/verification. In addition, for the validity of the data analysis discussion, a focus group discussion was also carried out.

RESULTS AND DISCUSSIONS

Lake Tondano is a natural and largest lake in North Sulawesi and is a sub-DAS Tondano. Lake Tondano is the upstream part of the Tondano River located in Minahasa Regency. Lake Tondano is part of the Inland Public Waters Fisheries Management Area 421 (KPP-PUD 421) which functions as a source of water for agriculture, fisheries, PDAM and PLTA. Lake Tondano is also used for fish farming

using floating cages and nets totalling approximately 459 units with an area of 67,293 m² and fish production of 9115.1 tons per year (source, North Sulawesi Provincial Marine and Fisheries Service), Agriculture/Irrigation there are around 3000 Ha of rice fields which are suppliers of rice for Minahasa Regency, Poultry farming (ducks around Lake Tondano), lakeside restaurants, class C mining, and tourism.

The central government with Presidential Regulation (Perpres) Number 60 of 2021 is the main basis for the rules in the implementation up to the regional and village levels for the revitalization of Lake Tondano. The budget allocation for the lake revitalization program is IDR 200 billion from the central government. The procurement of the budget from the central government is still ongoing until now. With this budget, the government is carrying out activities to build lakeside embankments through the project implementer, namely PT. Karya Murni. Another activity carried out is the removal of water hyacinths. The activity of removing water hyacinth is because this plant is the cause of the narrowing of the lake area. This activity involves the North Sulawesi Provincial Government, Minahasa Regency Government, sub-district governments, village governments and the community around the lake. This water hyacinth removal activity is carried out not only to clean the lake but also to reduce shallowing. The efforts made by the government through direct involvement of the community around the lake because they are users and have made Lake Tondano an object of livelihood. The removal of water hyacinth involving the community is divided into two areas. The area around Moraya Fort is coordinated by the North Sulawesi Provincial Government. Meanwhile, the area around Passo Village is coordinated by the Minahasa Regency Government. The Minahasa Regency Government provides funds of around IDR 4 billion for the manual removal of water hyacinth through a labour-intensive program for the community around the lake. The Minahasa Regency Government also procured 4 heavy equipment to remove water hyacinths from the lake. All of this was done with the coordination of the Tondano Lake rescue team consisting of cross-regional work units.

Related to the program on the work carried out by the Minahasa Regency Government, it hurts the community around the lake. Because there is a thought from the Community involved in this program to get compensation in the form of money. The labour-intensive program that was carried out was not communicated well by the government to the community. As a result, the Community demanded to be paid for their services that had worked to lift water hyacinth from the lake. The construction of the embankment carried out through the winning tender contractor also caused problems. It turned out that the workers who made the embankment did not use the Village Community around the lake. Likewise, the materials used were not taken from the surrounding area. And there were also Community members who refused to make the embankment because it had disrupted their business activities. The problems above have a negative meaning in the sustainability of the program implementation.

Other parties involved in the implementation of the Save Lake Tondano program are youth organizations (the National Committee of Indonesian Youth of North Sulawesi). This youth organization together with Manado State University, the North Sulawesi High Prosecutor's Office the Lake Tondano Rescue Committee and the Sulawesi I River Region Center planted trees. Planting trees around the lake is expected to make the area around the lake greener, preventing erosion and deforestation around the lake.

It is visible that the forests around the lake have begun to be bald due to being converted into plantation land and have been widely used as tourist attractions and homestays. Likewise, erosion that occurs during the rainy season makes Lake Tondano increasingly shallow. The shallowing of the lake also occurs due to the high rainfall which causes the rivers that flow into Lake Tondano to flow mud in large quantities. This mud material occurs because many areas around the lake have been managed by the community to support daily activities.

Another community group that also contributed to the Save Lake Tondano program is the Tondano Lake Care Community, whose members are young people in Minahasa and its surroundings, who are also involved in the implementation of the Save Lake Tondano program. The young people in this community voluntarily, without coordination from the government, lift water hyacinths, clean the lake from plastic waste and educate the surrounding community about the importance of the lake for people's lives. The same thing was also done by nature-loving social organizations. Nature-loving organizations from state and private universities in North Sulawesi Province and nature-loving organizations from the general public jointly cleaned the coastal areas of the lake and lifted water hyacinths. The biggest obstacle faced by youth organizations, youth communities and nature-loving groups is the use of tools to lift water hyacinths. These community groups only use simple equipment. So that it is not optimal in its implementation. Another obstacle also faced by this community group is that there is no place provided by the local government to be used as a place to collect the lifted water hyacinths and the collected waste. As a result, there is a buildup of garbage and water hyacinths around the lake.

The Minahasa Regency Government in implementing the "Save Lake Tondano" program has involved the general public in participating both directly and indirectly. Public participation in efforts to save Lake Tondano has been carried out by the community around the lake, the Sulawesi I River Basin Center, the Manado XV National Road Implementation Center, the Tondano River Basin and Protected Forest Management Center, the North Sulawesi Provincial PUPR Service, the North Sulawesi Perkim Service, the Environmental Service, the North Sulawesi National Land Agency Regional Office, PLN and youth organizations such as KNPI, the Tondano Lake Care Community (KPDT) and the Tondano Lake Rescue Committee (KPDT). However, until now all that has been done has not shown the expected results in saving Lake Tondano from water hyacinth and the narrowing of the lake area. Initial indications the rescue of Lake Tondano was through public participation because the form and method of public participation were not properly patterned.

The form of public participation activities carried out starts from physical and non-physical involvement. Public participation that has been carried out so far is not organized and does not comply with the actual plan and objectives. Initiatives are needed to invite the community to participate (Manopo, 2013). Public participation is part of an effort to realize good governance through direct community involvement in development (Tusiono, 2017). Public participation is participation from the central government, district government, village government and the community who must support development (Yudha and Subanda, 2021). Public participation is understood where the community participates in real terms through labour and property and intangibly through ideas/concepts (Ulum & Dewi, 2021). Public participation plays an

important role in implementing programs such as tourism development (Yudha and Subanda, 2021). The success of the implementation of development programs is due to the active role of the community in participating. Even though there are sometimes administrative obstacles in public participation caused by the existence of a centralized administration system, the information and stages in achieving goals through activities are not known to the public (Tusiono, 2017).

Public participation in a development program is influenced by internal and external factors originating from within the community itself, including individual characteristics, willingness and ability. External factors are external factors that can encourage or inhibit participation, including the role of stakeholders and the existence of opportunities (Nurbaiti and Bambang, 2017). The model of public participation in implementing a policy (Arumingtyas, 2014) is a model of public awareness that emphasizes the problems faced, and a model of observation, submission of input, and complaints to the government that gives the community a special space to participate to realize the program's goals. The model of the mechanism for implementing public participation through involvement in determining priorities, programs, activities, and development needs and public participation in the form of direct interaction with government programs or through elements of representation (Pamuji, et al. 2018).

To overcome previously existing problems, especially those related to the implementation of government programs that greatly require public participation, where a model of public participation in implementing government programs consists of (1) factors related to public participation, (2) public components (3) forms of public participation. Public participation models in the implementation of government programs are related to efforts to realize success in planning, implementation, evaluation and maintenance through public participation. Public participation models consist of:

1. Factors related to public participation consisting of internal and external factors. Internal factors consist of individual characteristics, willingness, ability, opportunity, administration and information. Externally, namely the role of stakeholders and the existence of opportunities
2. Public components consisting of the general public, interest groups, represented communities, the private sector and the government who have the awareness and initiative to participate.
3. Forms of public participation that can be physical or non-physical in the planning, implementation, evaluation and maintenance processes.

The public participation model above can be used in the implementation of the Tondano Lake Save Program. The public participation model in the implementation of this program and development is also a development of the concept of public participation from Manopo (2013); Tusiono, (2017); Nurbaiti and Bambang, (2017); Pamuji, et al. (2018); Yudha and Subanda (2021); Ulum & Dewi (2021). The public participation model in the implementation of development programs is intended to overcome problems related to the planning, implementation, evaluation and maintenance processes. Because in the implementation of good governance, the role of the public through the participation process is very much needed. The public in

general in the process of implementing government programs and development is positioned as the subject of development, not the object of development. Placing the public as the subject of development makes the public a part of all processes and the owner of development.

CONCLUSIONS

Based on the results of the research and discussion, it was found that public participation in the implementation of the Save Lake Tondano program in Minahasa Regency, North Sulawesi Province is in physical form. The form of physical participation is carried out by government organizations (Central Government, Provincial Government and Regional Government together with the TNI and Polri). The work program carried out by government organizations is to provide funds for the construction of lake embankments, lifting water hyacinths periodically or together. The form of participation is also carried out by public organizations that plant trees around the forest in the buffer zone of Lake Tondano and physical public participation by the community in Minahasa Regency through community service to lift water hyacinths. This form of public participation is carried out individually by each public organization or carried out together. However, the form of participation that occurs is more euphoric which is driven by the spirit of realizing the vision and mission of the Minahasa Regency Government. The Save Lake Tondano program is not used as a structured work agenda in the Minahasa Regency Government or the Village Government around the Lake Tondano area. To make public participation appropriate for use in the implementation of the Save Lake Tondano program in Minahasa Regency, North Sulawesi Province, it is recommended that Save Lake Tondano be determined as a priority program of the Minahasa Regency Government and the annual main program of the Village Government around Lake Tondano. Coordination is needed between public organizations in their involvement in the Save Lake Tondano program. Ability, individual characteristics, willingness, information, opportunities and administrative processes need to be considered in the implementation of the Save Lake Tondano program. It is necessary to apply the public participation model from the findings of this study to be implemented in the implementation of the Save Lake Tondano program.

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