

A Model of Policy Implementation for Regional Spatial Planning in Realising Sustainable Urban Development in Banjar City

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The main problems in this study are directed at the model of the implementation of the Regional Spatial Planning Policy (RTRW), which in practice has not run effectively in terms of realising sustainable urban development in Banjar City. Descriptive analysis and a qualitative approach have been used. Descriptive analysis aims to describe complex social reality by applying concepts that have been developed in social science/public administration; the qualitative approach was chosen because it is expected to obtain true data and to be able to examine research problems in depth. The results of the study reveal that several factors lead to the effective implementation of the RTRW for realising sustainable city development in Banjar City, namely policy standards and objectives, resources and incentives. The quality of the inter-organisational relationship, the characteristics of implementation agencies, the economic, social and political environment and the 'disposition' or response of the implementers. However, some factors have not been entirely effective, including the policy standards and objectives and the 'disposition' or response of the implementers. Therefore, problems still exist with regard to the RTRW. The results also suggest the use of synthesis/hybrid models for implementing the RTRW by elaborating the interests of the Central Government, Provincial and Community Participation. This means the RTRW would involve the Central Government, West Java Province and the participation of the Banjar City community in both planning and implementation. Although the policy is decentralised, the central and provincial governments still have a stake in controlling and overseeing the policies of the regional layout plan to realise sustainable urban development in Banjar City.

Key words: *Spatial planning policy, sustainable cities, Banjar City,*

Research Background

National development is essentially the development of all Indonesian people, which emphasises outward balance and inner satisfaction. In an effort to realize the obligatory spatial planning based on a strategic environmental study, the city government must be sensitive to various social problems. Humans have managed their own habits to some extent and now need to work towards the normal process of regulation of nature and the environment so they remain in balance, especially regarding land, water and air.

Development in the regions during the reform period experienced a shift in its authority. Law No. 23 of 2014, concerning regional government compulsory affairs, become the authority of regional government for regencies and cities regarding planning, utilisation and supervision of spatial planning. Regional governments have their own authority in matters of regional autonomy, specifically in planning, utilization and spatial control. Local governments can exercise authority in making these policies. According to Pasolong (2010: 38), ‘conceptually public policy is a strategic use of existing resources and to solve public or government problems’.

Normatively, the regional spatial planning policy is listed in Law No. 26 of 2007. Spatial planning policy is often a result of the government experiencing several obstacles. However, in implementing these policies, the hope of both government and society is the realisation of sustainable development. Regional spatial planning is a fundamental problem in today’s urban development, given that the development of the city and its population is quite rapid, so the problem of environmental sustainability for future generations has become very urgent. Every province and city/regency must have guidelines for spatial planning that will become a reference in the implementation of development.

Minister of Domestic Affairs Regulation Number 54 of 2010 concerning Implementation of Government Regulation No. 8 of 2008 concerning Stages, Procedures for Preparation, Control and Evaluation of the implementation of regional development plans, including Regional Regulation No. 9 of 2014 concerning Regional Spatial Planning (RTRW) of Banjar City is based on integration, sustainability; harmony, harmony, sustainability, usefulness and effectiveness, openness, togetherness and partnership, protectors of the public interest, legal certainty and justice, and accountability. The National Spatial Planning Policy, which is spelled out in the Provincial Spatial Planning, and the Regional Spatial Planning (RTRW), also needs to be spelled out in the City Spatial Planning (RTRWK). According to Rustiadi (2004: 44), ‘spatial planning has three urgencies ... first, optimization of resource use (principles of productivity and efficiency); second, tools and forms of resource distribution (the principle of equity, balance and fairness); and third, sustainability (sustainability principle).

Based on the observations of researchers examining spatial planning problems in Banjar City, in addition to frequent land use changes from productive land (irrigated agriculture) to built-up land, there are also many buildings that are still not neatly arranged, because they do not follow the existing spatial rules, thus affecting the coastal zone. Due to an increasing population, urban spatial planning also needs to address the need for shelter and a decrease in space, so the land is not dominated by the construction of settlements, but rather by the greening of urban areas. Another issue with this policy is that it has not been able to provide the best way to regulate spatial planning in the regional environment – that is, how the local regulation can be utilised as effectively as possible. It is important to consider the level of land use needs in the city, especially in the development sector.

Literature Review

The policy was designed to overcome the various problems in this area, so improved conditions can be realised. Such an approach must be supported by an implementation process that can be relied upon, and that is carried out via an orderly mechanism of implementation.

It is important to realise that no matter how good a policy may be, it requires effective implementation. Various models can be used for implementation, including efforts to change decisions about operational actions within a certain period of time and continuing efforts to achieve major and minor changes determined by policy decisions.

According to Van Meter and Van Horn (2008: 46), implementation of public policy has six dimensions:

- 1 Policy standards and objectives can be interpreted as goals and standards for achieving the objectives of public policy implementation.
- 2 The resources and incentives can be interpreted as resources and incentives for the implementation of public policies.
- 3 The quality of inter-organisational relationship can be interpreted as the quality of relations between agencies involved in the process of implementing public policies.
- 4 The characteristics of the implementation agencies can be interpreted as the position, authority and function of each agency involved in the process of implementing public policies.
- 5 The economic, social and political environment can be interpreted as the socio-economic living conditions of the community in the area of public policy implementation.
- 6 The ‘disposition’ or response of the implementers, involves three elements: their cognition of the policy, the direction of their response to it and the intensity of that response. These can be interpreted as the responsibility for implementing the

policy, which includes awareness, direction and the intensity of responsibility for implementing public policies.

Research Methods

The qualitative research method used is descriptive analysis. According to Moleong (2009: 3), 'qualitative research is a research procedure that produces descriptive data in the form of words written or spoken from people and observable behavior'. The qualitative approach was chosen because it is expected to obtain true data and to enable an in-depth examination of the research problem.

The use of the qualitative research approach is felt to be very appropriate in the study of social science/public administration – especially research that tries to study and understand a society. Researchers try to develop concepts and gather facts carefully without hypothesising. Descriptive analysis aims to describe complex social realities by applying concepts that have been developed in social science/public administration.

Discussion of Research Results

In accordance with the characteristics of a city, sustainable city development can be interpreted as a continuous effort to improve the quality of life of city residents through increased productivity in the secondary and tertiary sectors and the provision of appropriate urban infrastructure and facilities by considering the impact of innovation and intensification of the built area on the city's environment. A high level of involvement from city residents is required to reduce consumption of natural resources and control environmental degradation.

The model of regional spatial planning policy implementation used to realize sustainable city development in Banjar City through the Banjar City Regulation No. 9 in 2014 can be seen through six stages, according to Van Meter and Van Horn (2008).

Policy Standards and Objectives

The implementation of public policies on spatial planning has good aims and intentions, but in reality it is based on observations made with the community that problems with the spatial plan often occur and that problems are frequently encountered due to a lack of knowledge of the contents of the policy. The problems with spatial planning policy also include conflicts about spatial use. In addition, land use conversion is also often found. Inside the settlements, patches of gardens and residents' housing were found. In addition, forest areas that often function as a 'protected' area have other uses of cultivation, such as plantations or smallholder agriculture. Housing has now mushroomed in hilly areas, which represents a new problem because hilly areas are designated as water buffer zones to prevent landslides and

floods, or disasters caused by human actions that are careless and not environmentally friendly, because stages are required to manage them so they synergise with medium and long-term development programs.

Regional Regulation No. 9 of 2014 concerning the Spatial Planning (RTRW) of Banjar City in 2013–2033, lists spatial planning policy regarding the Spatial Structure and Pattern Plan of Banjar City. The substance of the spatial structure plan policy contains the city service centre system, which states that the Langensari Censure is used as a sub-service centre area, city strategic area and strategic area of West Java Province. The purpose of the Banjar City spatial plan, as stated in the Regional Regulation is to realise the Banjar City space as an agribusiness service centre in East Priangan that is environmentally friendly and sustainable. This agribusiness centre involves providing marketing locations and supporting facilities. Environmental development is carried out through optimising the use of natural resources and human resources by harmonising human activities with the ability of natural resources to support them.

The sustainable concept in question is that the condition of the quality of the physical environment can be maintained or even improved, including plans to develop the economic orientation of the region after the depletion of non-renewable natural resources. The provision of marketing locations and supporting facilities to realise these objectives has not been physically implemented in an optimal way. This is evidenced by the fact that the agro market has not yet been realised in the City of Banjar. A policy is increasingly being communicated that is in accordance with the norms and wishes of various walks of life.

Resources and Incentives

In this context, the government as the executor in the field of development and society has a very important role to play, especially in terms of implementing policies related to the human resources development program, because the government is expected to be able to foster community participation to support success in the development process through its policies. The Vision of the Banjar City 2005–2025), namely Agropolitan Banjar, can be achieved based on the Long Term Development Plan (RPJP). Banjar City as an agropolitan centre aims to develop religious, healthy and productive human resources by realising an agribusiness-based economy that is competitive, fair, environmentally friendly and sustainable. The goal is to create a productive, efficient, persistent, hard-working, competitive, rational and professional culture (industrial culture), while maintaining and utilising local knowledge and wisdom. This involves improving the performance and quality of the urban environment, and improving professional governance to ensure excellent service to the community.

Utilisation of dry land is a spatial planning strategy in border areas and is vital for the City of Banjar. In addition, by using an integrated and comprehensive city development model, it is

expected that the Banjar City can be more optimal in its development, and provide significant results for the improvement of the overall economy. Likewise, the utilisation of stakeholder support for the development of the City of Bandung is not negotiable.

The Quality of Inter-organizational Relationships

Effective communication channels need to be developed. Communication is very important in policy implementation because it involves information transfer, and clarity and consistency of information. The better the communication channels that are built are, the higher the probability will be that commands will be communicated effectively.

The quality of relations between organisations from the implementation model of Perda Regulation No. 9 of 2014 concerning Spatial Planning and the Banjar City Area shows that the Perda was made by referring to Law No. 92 of 1999, which was replaced by Law No. 26 of 2007 regarding spatial planning, even though the policy has not been implemented consistently because there is no detailed Spatial and Regional section of the Regional Regulation, so there is no detailed elaboration of the regulation. A policy implementation model requires the involvement of policy-makers, both official and unofficial actors. To understand who actually formulated the policy, the nature of all the participants must first be understood, including their role, their authority or power, how they are interconnected and how they supervise each other.

It is therefore necessary to look at the direction of the development of the region of West Java Province in the Provincial RTRW that is regulated in relation to the division of development areas (WP) in the Province of West Java. The WP stipulation is the elaboration of the National Strategic Area and Mainstay Areas in the national system; it is intended to improve the effectiveness of development management. The East Priangan Development Area Pangandaran is an elaboration of the Main Priangan Area of East Pangandaran with the equality of functions and roles of the area in the Pacangsanak KSN (Pangandaran Kalipucang Segara Anakan), which anticipates the development of the border region development, covering Garut Regency, Tasikmalaya Regency, Tasikmalaya City, Ciamis Regency and Banjar City. This infrastructure can serve to control the effective use of space, to avoid the occurrence of negative externalities due to incompatibility with the RTRW.

Characteristics of the Implementation Agencies

The implementing agencies include formal and informal organisations. This is important because the performance of policy implementation will be influenced strongly by the right characteristics and fit with the implementing agencies. This relates to the policy context that will be implemented through strict and disciplined policies. In other contexts, a democratic

and persuasive implementing agent is needed. In addition, the scope or size of the area becomes an important consideration when determining the policy implementing agent.

This shows that the policy implementing agents have not yet fully delegated authority to the implementers of the policies, resulting in a lack of space for the sub-district to act and provide guidance to the village head due to the enactment of village autonomy, where the village feels that it does not need a sub-district because the village has a direct superior from the mayor. There is also a lack of socialisation in other sub-district functions, namely as a village and village guidance and advisor. When applying the concept of sustainable urban development in the implementation of the Banjar City Spatial Planning Policy, the issue is therefore how the economy in urban development can be improved in a conducive and sustainable way.

The characteristic aspects of the implementing agency include the structure of the bureaucracy and the mechanism of work in implementing policies in all aspects of public service. The results of the study prove that policies with characteristics and implementation agents have improved the smooth harmonisation of other agencies. The maximum processing, especially regarding community rights, can run consistently and is directly proportional between the results and the benefits that can be felt by the community, both the sub-district and the village government.

The Economic Social and Political Environment

Meanwhile, the background of the RTRW plan, namely the existence of Law No. 26 of 2007 concerning Spatial Planning in Lieu of Law No. 24 of 1992, needs to be examined. New provisions were introduced in Law No. 26/2007, including time period, substance of City RTRW, duties and responsibilities and division of authority between the central, provincial and district/city governments. Meanwhile, there is an obligation to revise the regency/city RTRW as a derivative of the RTRWN (National Spatial Plan) and RTRWP (Provincial Spatial Plan). This means that the Banjar City RTRW must be revised. The aim is for the Banjar City spatial plan to realise the Banjar City spatial layout as an agribusiness service centre in East Priangan that is environmentally friendly and sustainable. It would include plantations, capture fisheries, tourism, processing industries, handicraft industries and a mineral mining industry. Banjar City is also part of the Provincial Strategy Area (KSP) bordering West Java and Central Java.

The focus of the Banjar City development is directed as PKWP with integrated urban facilities and infrastructure, trade activities and services; it is also a gateway to the border area with Central Java Province. The regional infrastructure development plan in WP Priangan Timur-Pangandaran, specifically Banjar City, consists of revitalising the Banjar–Cijulang railroad. The settlement infrastructure development consists of improving the

wastewater management system in Pangandaran, Tasikmalaya City and Banjar City. Ciayumaja kuning Development Area – KK Metropolitan Bandung Raya-Priangan Timur Development Area – Pangandaran, covering, the construction of the Cileunyi–Nagreg-Ciamis–Banjar Toll Road. The spatial planning policy in the City of Banjar covers the policy of spatial structure development, including the development and construction of a hierarchical service centre, as well as improving the quality and reach of integrated and equitable city facilities and infrastructure services.



Figure 1: Technical irrigation rice field turns into settlement in Muktisari

The Disposition or Response of the Implementers

The attitude of acceptance or rejection of policy implementing agencies greatly affects the success or failure of public policy implementation. This is because the policies implemented are not the result of the formulation of local residents, who are familiar with the problems. Three types of response elements can affect the ability and willingness to carry out a policy, including knowledge (cognition), comprehension of the policy; the direction of the decision whether to accept or reject; and the intensity of the policy.

Based on the results of observations and interview results, the researcher suggests several factors that make the implementation of Perda No. 9 of 2014 less than optimal:

- 1 In the RTRW concerning environmental studies, there is no regional spatial reference. The Environmental Agency guards it so development can continue.
- 2 Perda RTRW has no Perwalnya, so technically the operational implementation in the field has not been running optimally. Without being constrained and continuing to explore the potential that exists in the Banjar City area, that

- development – which is also directed at the border – can be a magnet centre, which attracts people to move into the area.
- 3 The attitude of the people who do not care about the Regional Regulation RTRW itself represents another obstacle. Furthermore, the Regional Regulation has not gone down well, because it has not yet been supported by rules at the level of mayor (Perwal) as a rule at the level of practice at each SKPD. If this were to be implemented, then program optimisation would be possible. A lack of socialisation of local regulations to the public also reduces support from the public, because members of the public do not fully understand the importance of these regulations; this means the socialisation of support for community appreciation is essential.
 - 4 The inhibiting factors for the implementation of regional regulations on RTRW are the division of authority between the relevant DPOs and the socialization of the Perda itself to the community. The narrow authority between DPOs is also a problem with regard to the implementation of policies and the RTRW Perda so that it can impact regional development programs. If it is not immediately renewed with the support of the Board of Trustees, it is feared that it will have a wider impact, with wider public services being disrupted.
 - 5 Development of the economic sector, or economic potential such as tourism, is necessary without colliding with the spatial plan.
 - 6 Given that the dynamics of Banjar City are fast-moving, as soon as the Regional Spatial Plan is revised, there is an expectation that it will be revised so that support will continue so there is no ongoing program stagnation.
 - 7 The City of Banjar has consistently implemented its RTRW policies in accordance with its designation. So far, there has been inconsistent external implementation, so a number of development programs have violated rules.

Model of Regional Spatial Policy Implementation in Realising Sustainable Cities in Banjar City.

The model that is expected to be the Implementation of Regional Spatial Planning Policies in Realizing Sustainable Cities in Banjar City includes the following elements:

- 1 In realising sustainable cities in Banjar City, the draft RTRW takes into account national interests, provincial interests and urban needs. Everything must be accommodated and there must be synergy (using the top-down model with a bottom-up/combination or synthesis model). This model, built with the concept of a top-down approach, is development planning in which all important decisions and types of activities have been determined by the government. In this case, the community is passive, accepting everything from the centre. The active role of the community in the area is not felt and stakeholders are considered to already

- know about all the problems and solutions in the area concerned. The bottom-up approach, on the other hand, is development planning, where the community has more of a role in providing ideas from the beginning to the evaluation. In this case, the government only acts as a development facilitator.
- 2 In realising a sustainable city in Banjar City, RTRW accommodates the role from top to bottom and bottom to top; it is not biased and must also look at the potential of the region, working hand in hand with the centre – although perhaps the portion of the centre must adjust the region (using the top-down model with a bottom-up/combination or synthesis model). The government's RTRW policy must clearly reflect community participation for development success. The principle of a simultaneous top-down and bottom-up balance between government policies and community initiatives/participation in the city development process has occurred through interaction between the government and the community.
 - 3 There is a synergy of rules regarding the RTRW in realising sustainable cities in Banjar City because regional planning is inseparable from central planning, and the centre has an interest in the region. Despite local wisdom, legally it should not conflict with central policy (using the top-down model with a bottom-up/combination or synthesis model). In Law Number 25 of 2004 concerning the National Development Planning System, Article 1 states that planning is a process to determine the appropriate future actions, through a sequence of choices, taking into account available resources. Planning is putting goals in a time schedule or work program to get optimal results. Therefore, planning is a necessity. The planning serves as a guide, minimising uncertainty and resource infusion, setting standards and controlling quality. The planning process is a procedure, carried out on the basis of the principle of top-down planning, starting with the highest leader of an organisation through to planning at lower levels.
 - 4 In realising a sustainable city in Banjar City, RTRW is tiered and synergistic, starting from the National RTRW, Provincial RTRW and Regency RTRW. When preparing the City of Banjar RTRW, it is necessary to look at provincial and national and district RTRWs, starting from the discussion of city/regency, then provincial and national levels that must be accommodated in its RTRW (tiered and synergistic model). This means that in the top-down versus bottom-up process, it reflects the planning process within the government, from institutions/departments and regions to the central government. Institutions/departments/regions compile development plans in accordance with their authority and functions. This top-down and bottom-up process is carried out with the aim of harmonising programs to ensure the synergy/convergence of all government and community activities.
 - 5 The model of policy implementation becomes a reference to the inter-spatial area still being adopted nationally by accommodating the suggestions and desires of

the community (a combination) – for example, the construction of railroad and toll roads (using the top-down model with a bottom-up/combination or synthesis model). In regional development, the approach is grouped into three main concepts: development from above; development from below; and community-based development).

- 6 When brought to the region, planning from the centre must adjust and adapt to the region through *musrenbang* (using the top-down model with a bottom-up/combination or synthesis model). *Musrenbang* should be able to translate the concept of development (vision and mission) into various operational policies that enable the participation and concern of the community to be taken into account from the formulation stage to the utilisation of the results of community development programs, including mastery of capacity, capabilities, quantity and quality, and leadership patterns.
- 7 In realising a sustainable city in Banjar City, the model of RTRW policy implementation can capture opportunities in accordance with the conditions of the community by identifying conditions that exist in the field, both in villages and urban areas (bottom-up model). In other words, urban spatial planning binds all parties (government, community and business) in allocating appropriate and efficient space. In line with increasing spatial issues, Law No. 26 of 2007 concerning spatial planning has been prepared in lieu of Law No. 24 of 1992. The existence of this Act has given authority as well as obligations for governments at various levels to make spatial planning a priority. In the current era of government, with the enactment of wider autonomy, the depth and detail of various levels of spatial planning mandated by Law Number 26 of 2007 are increasingly clear. The National Spatial Planning (RTRWN) only outlines the designation of protected areas and cultivation areas, as well as the national infrastructure network, while the RTRWP (Provincial Spatial Plan) contains more detailed plans for protected and cultivated areas at the provincial level.

Based on the results of the analysis and discussion as explained above, the researcher can criticise the theory put forward by Van Meter and Van Horn (2008: 46), which consists of policy standards and objectives. The resources and incentives, quality of inter-organisational relationships, characteristics of the implementation agencies, economic, social and political environment, and ‘dispositions’ or responses of the implementers are still quite relevant. Some factors that have not been effectively implemented in realising sustainable city development in the City of Banjar include policy standards and objectives. This means that the Regional Government of the City of Banjar, through the Department of Public Works, Spatial Planning, Housing and Settlement Areas of the City of Banjar and other related institutions, still encounters obstacles in the distribution of authority. The Regional Regulation on Regional Spatial Planning is carried out by passing the division of authority between the relevant Regional Apparatus Organizations (OPD) and the socialization of the

Regional Regulation itself to the community. The next issue is the limited authority among DPOs with regard to implementing the RTRW policy so it can impact regional development programs. If it is not immediately renewed with the support of the Board of Trustees, it is feared that it will have a wider impact on public services. Because of the current problem that the Regional Regulation on Regional Spatial Planning is not yet available, technically the operational implementation in the field is not running optimally.

Another factor that has not been effective is the ‘disposition’ or response of the implementers in implementing the RTRW policy to realise a sustainable city plan in the City of Banjar. This can be seen from the attitude of the people, who do not care about the regional spatial planning. Another obstacle is that the Regional Regulation has not been going well because it has not generally been supported at the level of the mayor (Perwal) in each SKPD.

This means the Regional Spatial Planning (RTRW) policy has been unable to provide the best way to regulate spatial planning in the Banjar City area. There is doubt about the effective utilisation of the RTRW Perda, and whether it considers the level of need of land in the city, especially in the development sector. However, researchers found a novel model of implementation of local government policy in realising sustainable city development in Banjar City: a hybrid/synthesis model that elaborates the interests of the Central, Provincial and Community Participation Governments. This means that the RTRW policy, both in planning and implementation, involves the central government, West Java Province and the participation of the people of Banjar City. Even though the policy is decentralised, the central and provincial governments still have a stake in controlling and overseeing the implementation of regional spatial planning policies and realising sustainable urban development in the City of Banjar.

Figure 2 shows that the model of the implementation of the Regional Spatial Planning (RTRW) policy for realising sustainable city development in the City of Banjar implements a hybrid/synthesis model (a top-down, bottom-up mix), with the implementation of the RTRW policy in the City of Banjar elaborating interventions from the central government and the Province of West Java with the City of Banjar and the existence of community participation through the existing *Musrembang* of the City of Banjar.

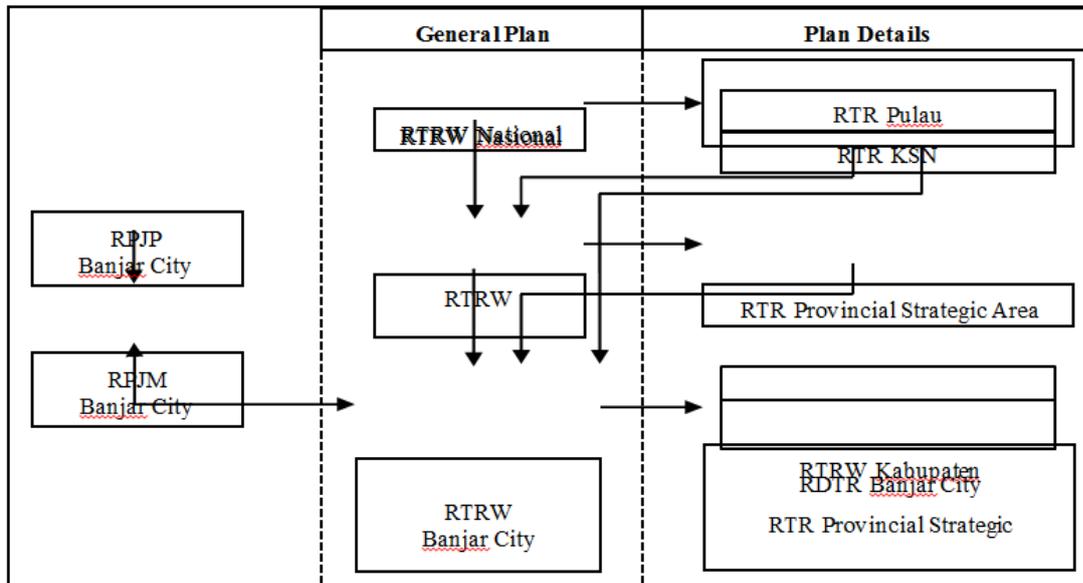


Figure 2: Spatial planning for Banjar City Region, bottom up and top down

In order to realise the development of effective and efficient KSN, whose spatial planning (RTR) is mandated by Government Regulation No. 26/2008 concerning National Spatial Planning (PP 26/2008), an effective planning process is needed for each KSN together with the implementation of the KSN RTR agreed by all stakeholders, at both the central and regional levels. Ministerial Regulation No. 15 of 2012 is a guideline intended as a reference in the preparation of the KSN RTR by the government and other stakeholders. KSN RTR is a translation of the RTRWN that has been prepared in accordance with the objectives of each KSN. The contents of the KSN RTR are determined by strategic values in the national interest and contain rules related to the directions related to the strategic area.

Conclusion

Based on the results of research and discussion, the researcher concludes the following:

- 1 There are factors that lead to the implementation of the Regional Spatial Planning (RTRW) policy in realising sustainable city development in Banjar City that can operate effectively, namely policy standards and objectives, resources and incentives, quality of inter-organisational relationships, characteristics of the implementation agencies, economic, social and political environment, and 'dispositions' or responses of the implementers. However, based on the results of the study, these factors have not yet been fully effective. Factors that have not worked effectively include policy standards and objectives and the 'disposition' or response of the implementers. Problems still exist in relation to the Regional Spatial Planning (RTRW) policy, so it has not been able to provide the best way



to regulate, or to make the best use of spatial planning in the region by considering the level of needs – especially in the urban development sector.

- 2 The model used to implement the regional spatial planning policy to realise sustainable city development in Banjar City is the synthesis/hybrid model. It operates by elaborating the interests of the Central Government, provinces and the community . This means that, both in planning and implementation, the RTRW policy involves the central government, West Java Province and the participation of the people of Banjar City. Even though the policy is decentralised, the central and provincial governments still have a stake in controlling and overseeing the implementation of regional spatial planning policies to realise sustainable urban development in the City of Banjar.



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