

THE IMPLEMENTATION OF REGIONAL SPATIAL PLANNING POLICY IN MANOKWARI REGENCY

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ABSTRACT

The preparation of this spatial plan is an important matter in anticipating physical development and future population and the optimal use of natural resource products. Regional spatial planning has become one of the problems because the rapid development of the Regency with rapid population growth has made the settlement area have a problem that is quite urgent in terms of discussing the sustainability of residential areas. The purpose of the Manokwari regional spatial planning is to realize the district area that meets development needs by always being environmentally sound, efficient in investment allocation, synergizing and can be used as a reference in the development program development to achieve community welfare. Implementation of regional spatial planning policies Manokwari District residential areas encounter problems, namely communication between policy makers towards implementors not knowing the right actions. Spatial planning cannot be done partially but must be done in a planned and sustainable manner. Based on this, three documents are compiled, namely the territorial space so that spatial planning can be carried out systematically. The three documents are the detail plan for the capital city regulations, zoning plans for coastal areas, agricultural and plantation areas, and zoning plans for industrial zones.

Keywords: Policy, Implementation, Spatial Planning, Settlement Area.

INTRODUCTION

Regional development planned in the future is a continuation of development activities that have been carried out previously. The development of sectors that have been carried out has a special impact, such as changes in spatial structure and changes in the form of planned and unplanned use of space (Albrechts, 1999). Implementation of development is always faced with the need for natural and human resources, as well as space. Resource and space or land needs will increase in line with increasing population and increasing population activities (Galor & Weil, 2000). The changes that occur in addition to having a positive impact on the progress of the region will also bring negative impacts in the form of a decrease in environmental quality, regional disparities and socio-economic disparities (Heynen, et.al, 2006).

Development in the regions tends to use a sectoral approach rather than a spatial approach, this situation often results in conflicts of interest or assistance in the use of different spaces and natural resources in the region (Douve, 2008). To avoid this, a planning approach needs to be done with more attention to spatial aspects. So that the creation of harmony and balance in the pattern of space utilization for various activities and avoiding gaps between regions.

Law No. 26 of 2007 concerning spatial planning provides direction and opportunities for local governments to develop Regional Spatial Plans (RTRW) for their regions. This activity

is to formulate and establish policies and directives concerning the pattern of space utilization for both aquaculture and non-cultivation activities. Population activities that use space are expected to be planned and regulated according to the allocation of land and environmental carrying capacity. This condition certainly requires better handling through policy direction that supports more optimal regional development.

The regional spatial planning that is accommodative, comprehensive and sustainable is needed by the Manokwari Regency government, especially in the implementation of the era of regional autonomy, namely the enactment of Law No. 23 of 2014 concerning Regional Government and Law No. 33 of 2004 concerning Financial Balance between Central and Regional. Thus, the preparation of this spatial plan is an important matter in anticipating future physical and population development and the optimal utilization of natural resource products so that these developments can be directed, taking into account physical and environmental constraints and being on target.

Along with this globalization another trend faced was the spirit of regional autonomy as a consequence of the change in the government paradigm from centralization to decentralization. In the era of decentralization today, of course, more local governments are required to respond to every problem. The policy that appears must be in accordance with the social context of the region. The emergence of Law No. 23 of 2014 concerning Regional Government, the various authorities and financing are now carried out by the Regional Government more clearly. Such trends provide opportunities for the development of the potential of each region, interconnection between regions as well as creating inter-regional competition.

Regional autonomy is a prelude to improving the quality of people's lives and is aimed at increasing the prosperity and welfare of the people. Regional autonomy according to Law No. 23 of 2014 is the authority of an autonomous region to regulate and manage the interests of its people according to the initiative based on the aspirations of the community in accordance with the legislation so that the local government must be able to carry out various authorities that have been carried out by the central government.

Review of policy implementation

Policy implementation is one of the stages of the policy process. In principle, every public policy is always followed up with policy implementation (Hill & Hupe, 2014). It can be said that implementation is a very decisive stage in the policy process (Ripley & Franklin, 1986). This is consistent with the statement Edwards III (1984), that without effective implementation the decision-making decision will not be successfully implemented. Policy implementation is an activity that is seen after a legitimate direction is issued from a policy that includes efforts to manage inputs to produce outputs or outcomes for the community (Bellamy et.al, 1999).

The policy implementation stage can be characterized and distinguished by the policy making stage. Policy making on the one hand is a process that has bottom-up logic, in the sense that the policy process begins with the delivery of aspirations, requests or support from the community. While policy implementation on the other hand has a top-down logic, in the sense of reducing abstract or macro policy alternatives to concrete or micro actions (Wibawa, 1994).

Grindle (1980), states that implementation is a general process of administrative action that can be examined at a particular program level. Policy implementation is an action taken by the government and the private sector both individually and in groups that are intended to achieve goals (Van Meter & Van Horn, 1975).

Grindle (1980), added that the new implementation process will begin if the goals and objectives have been set, the activity program has been arranged and the funds are ready and have been distributed to achieve the target. Policy implementation links policy objectives and their realization with the results of government activities. This is in accordance with the views of Van Meter and Van Horn. Grindle (1980) argues that the task of implementation is to build a network that allows public policy objectives to be realized through the activities of government agencies that involve various interested parties.

Policy making process in the context of Papua

The policy making process in the context of Papua which was given a special autonomy policy was the 32nd province of the country of Indonesia with a diversity of languages and languages which numbered more than 250 tribes and languages and also inhabited by other tribes from Indonesia. Various policies in the administration of centralistic governance and development in the New Order era did not fully fulfill the expectations and sense of justice, not yet fully achieved the welfare of the people, law enforcement has not been fully realized and has not fully revealed respect for human rights in the Land of Papua. These conditions lead to inequality in almost all sectors of life such as politics, government, education, health, economy, infrastructure, information and telecommunications, culture, socio-politics, forestry, problems of human rights violations, ignorance of the basic rights of indigenous people, and other fields.

The momentum of reform in Indonesia provides an opportunity for new thoughts and awareness to resolve the major problems of the Indonesian nation in managing a better nation and state life. In connection therewith, the People's Consultative Assembly of the Republic of Indonesia stipulates the need for granting the Special Autonomy status to the Province of Irian Jaya as mandated in the Decree of the People's Consultative Assembly of the Republic of Indonesia Number IV/MPR/1999 concerning Outlines of the State Policy 1999-2004 Chapter IV letter (g) number 2. In the Decree of the People's Consultative Assembly of the Republic of Indonesia Number IV/ MPR/2000 concerning Policy Recommendations in the Implementation of Regional Autonomy, which among other things emphasized the importance of immediately realizing Special Autonomy through the establishment of a special autonomy law for the Province of Irian Jaya by considering aspirations the community.

This is a positive first step in order to build the people's trust in the Government, as well as a strategic step to lay a solid basic framework for the various efforts that need to be done in order to resolve the problems in Papua Province. West Papua which is generally included in the Papua region or formerly known as Irian Jaya before Indonesian independence was less discussed in national history books for elementary to secondary schools, so many did not know it. The history of West Papua in terms of its relationship with other nations that inhabit the Archipelago is very important, because if we talk about the history of Indonesia, it is incomplete if we don't discuss Papua, because it turns out that the history of Papua since the region was discussed in history, is always related to other regions in the archipelago which eventually formed the Indonesian State.

West Papua is an Indonesian province located on the western tip of Papua Island. The capital is Manokwari. The name of the province was previously West Irian Jaya as stipulated in Law Number 45 of 1999. Based on Government Regulation Number 24 of 2007 dated April 18, 2007, the name of the province was changed to West Papua. West Papua and Papua are provinces that have special autonomy status.

This province of West Papua even though has been made a separate province, but still gets special treatment as the parent province. The province also has its own Election Commission and held elections for the first time on April 5, 2004. This is in line with Law Number 23 of 2014 concerning Regional Government, the establishment of regions basically aims to improve public services to accelerate the realization of public welfare. The formation of the region can be in the form of expansion from one area to two or more regions, or the merging of a part of the region that is in the same place, or the merger of several regions.

Regional expansion is the division of provinces over regencies / cities into two or more regions. The phenomenon, regional spatial planning is one of the problems in the development of the Manokwari Regency, especially the Regional Spatial Planning of the Settlement Area. Regency development is quite fast with rapid population growth as well, so the problem of residential areas becomes a problem that is quite urgent in the discussion about the sustainability of more organized settlements in the future. Spatial planning is important so that every province, regency/city must have rules that will become guidelines in spatial planning and become a reference in implementing development.

The policy that has been recommended for selection by policy makers is not a guarantee that the policy will succeed in its implementation. There are many variables that influence the success of policy implementation both individually and institutionally. The implementation of a policy involves efforts by policy makers to influence the behavior of implementing bureaucrats to be willing to provide services and regulate the behavior of the target group. In various political systems, public policy is implemented by government agencies. The institution carries out day-to-day government work that has an impact on the community. Implementation involves efforts from policy makers to influence what Lipsky calls "street level bureaucrats" to provide services to the target group. For a simple policy, implementation only involves one body that functions as an implementor, so implementation efforts will involve various institutions such as the district, district, village, even village government bureaucracy. Regarding involvement as an actor in implementation (Ripley & Franklin, 1986).

The implementation of regional spatial planning policy

The importance of optimal and appropriate spatial layout in accordance with the direction and can utilize the existing space is very important for the community, Manokwari Regency geographically has regional characteristics consisting of two, namely: first; Mountainous region, and second; the land is undulating, so that it needs proper consideration to make a policy so that no impacts that result in economic, social and environmental problems, spatial planning of the right target areas aims to prosper the people, use existing land wisely without sacrificing the needs of future generations.

The spatial plan in Manokwari Regency in 2013-2033 stated that the purpose of spatial planning is to create a safe, comfortable, productive and sustainable space, through the realization of harmony between natural and artificial environmental goals and objectives, the realization of integration in the use of natural resources with regard to resources human

beings, the realization of the protection of spatial functions and the prevention of negative impacts on the environment due to spatial utilization. More specifically, the objectives of Manokwari district spatial planning are to realize the district area that meets development needs by always being environmentally sound, efficient in investment allocation, synergizing and able used as a reference in the preparation of development programs to achieve public welfare.

Spatial planning cannot be done partially but must be carried out in a planned and sustainable manner. Based on this matter, three planning documents for the development of regional spatial planning are arranged so that spatial planning can be carried out systematically. The three documents are the detail plan for regency capital spatial planning, zoning plans for coastal areas, agricultural and plantation areas, and industrial zoning plans.

Manokwari Regency as a autonomous region, there are still many things that need to be improved especially in matters of the implementation of Manokwari District Spatial Plan (RTRW) policies which are regulated in Regional Regulation Number 19 of 2013 are important issues. Because every year the government has spent hundreds of billions of rupiah to fund various development programs.

Unfortunately, the reality shows that there are still policies that have not been maximized. The practice of corruption has become a serious stumbling block that has caused the failure of various government development programs, especially in the Work Program of the Public Works Department in the Manokwari Regency Spatial and Hygiene. In addition to corrupt practices, there are still many other factors that cause the implementation difficulties, such as poor coordination between sectors, weak legal certainty and coordination in space utilization, low community participation in spatial planning.

This is due to the non-delivery of information through analog and digital maps of land allotment and spatial planning regulations and lack of public awareness in complying with the determination of spatial utilization; The problem in terms of spatial planning is that zoning has not been shown in residential areas, office areas, commercial areas, protected forest areas, and mining location areas or special areas, weak law enforcement in supporting spatial products, lack of public awareness in spatial harmony, and it has not been properly arranged in urban areas. One of the targets of the regional government is to create an environment that is friendly to the environment and people so that Manokwari Regency becomes a very decent area.

Development of settlements in both urban and rural areas is essentially to realize urban and rural conditions that are livable, safe, comfortable, peaceful and prosperous and sustainable. Settlement is one of the basic human needs. The government is obliged to provide access to the community to be able to obtain habitable, prosperous, cultured and socially equitable settlements. Settlement development includes the development of urban basic infrastructure and facilities, affordable settlement development, especially for low-income communities, land management processes, urban economic development, and the creation of socio-cultural in urban areas.

In the implementation of the regional spatial planning policy, Manokwari District Settlement Areas, the problems that arise are the communication between policy makers and the implementor, not knowing what to do. What has become the policy objectives and targets must be transmitted to the target group so as to reduce implementation distortions. If the

goals and objectives of a policy are not clear or even not known at all by the target group, then there is a possibility of resistance from the target group.

In the empirical context, the current implementation of spatial planning in the Manokwari Regency tends to lead to incompatibility in the implementation of spatial plans. In several locations in Manokwari Regency in the past few years, from 2010 to 2016, there has been an expansion in influence by other activities in this case in the form of commercial activities that are not in accordance with the original plan. Initially some areas in Manokwari Regency were arranged in accordance with existing regulations, such as zoning for residential areas, but this zoning was not implemented properly by the Manokwari Regency Government.

In terms of resources, Manokwari Regency is still so limited that although the contents of the policy have been clearly and consistently communicated, but if the implementor lacks the resources to implement the policy, then the implementation will not be effective. These resources can be in the form of human resources, namely the competence of the implementor, and financial resources, or even equipment. Without the support of resources, a policy is only a document exposed on paper.

Disposition in policy implementation greatly influences the character and characteristics possessed by the implementor, but in terms of commitment, honesty, the existence of a democratic nature is still minimal in the Manokwari Regency government. If the implementor has a good disposition, then he will be able to carry out the policy properly according to the wishes of policy makers. On the contrary, the policy implementation process will become less effective if the implementor has a different attitude or perspective from the policy maker, the low commitment, the quality and performance issues of the governmental HR (Nahrudin, 2018), have an impact on the achievement of policy objectives.

Bureaucratic structure, policy implementation has a very significant influence on Egeberg, M. (1999) policy implementation. One of the important structural aspects of any organization is the existence of a fixed operating procedure. These standards serve as guidelines for every implementor in acting. Organizational structures that are too long will tend to weaken supervision and lead to red-tape, which is complex and complex bureaucratic procedures. This in turn causes organizational activities to become inflexible. This is one of the problems in the scope of the Manokwari Regency government.

CONCLUSION

The implementation of the spatial planning policy in Manokwari Regency settlement area arises a problem, namely the communication between policy makers and the implementor does not understand the actions that need to be taken. Policy objectives and targets must be transmitted to the target group so as to reduce implementation distortions. If the goals and objectives of a policy are not clear or even not known at all by the target group, then there is a possibility of resistance from the target group. Spatial planning cannot be done partially but must be done in a planned and sustainable manner. Based on this matter, three planning documents for the development of regional spatial planning are arranged so that spatial planning can be carried out systematically. The three documents are detailed plans for the district capital city layout, zoning plans for coastal areas, agricultural and plantation areas, and zoning plans for industrial areas.

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