The Introduction of Detailed Spatial Planning in Sleman Regency

Agung Yuntoro ^a, Mardiyono ^b, Fadillah Amin ^c, Takayuki Sahara ^d

^{a,b,c} *Brawijaya University, Malang, Jawa Timur, Indonesia*

^d *Takushoku University, Bunkyo, Tokyo, Japan*

ARTICLE INFORMATION

Article history:

Date submission: 03 October 2017

First revision: 24 October 2017

Accepted: 15 November 2017

Available online: 28 November 2017

Keywords: *spatial planning, PCM.*

ABSTRACT

This study examined the possibilities of legalizing detailed spatial planning in Sleman regency. By using objectives analysis of project cycle management (PCM) method, 7 approaches were identified to introduce detailed spatial planning, namely: Motivation approaches, Central Government Policy Approaches, Law Enforcement Approaches, Relocation Approaches, Industrial Development Approaches, Business Development Approaches, and Coordination with Sultan's office Approaches. From the 7 approaches, 4 approaches were selected most convincing combinations which are relocation approaches, industrial development approaches, business development approaches and coordination with sultan's land approaches. The examination of its feasibility were conducted by interviewing stakeholders in Sleman regency whose result showed that the first 3 approaches could be realized without serious problems while coordination with sultan's land office approaches had to be handled with care because the authority of sultan's land conversion was under the sultan's office even though the location was in Sleman. To overcome these difficulties, Sleman regency must take initiative and be able to suggest to sultan's office feasible idea of coordination with national land use planning. This being action research case, its actual applicability will be verified by initiating activities with Sleman regency government as its main promoter.

2017 FIA UB. All rights reserved.

1. Introduction

Achieving rapid economic growth in local government is essential to accelerate national development. Economic growth is the basis for economic development and public welfare, but often the consideration of ecosystem is insufficient in land use planning, and management efforts remains limited (Goldstein et al., 2012). Over exploitation of natural resources causes danger to ecosystem and incur large cost in the future. Preservation of ecosystem and its sustainability is one of the concepts that are already explicitly incorporated into local planning documents (Jantz et al, 2013).

A guideline for spatial development in Sleman regency is still remains at the level of general spatial planning which regulate long-term development. The instrument to regulate applications for land use on micro level is required to make rational judgment in daily

administrative management. Thus, the making of detailed spatial planning has been under discussion in Sleman for the past 5 years. Sleman local government, however, has not been able to introduce Detailed Spatial Planning, because sufficient consensuses were not obtained among major stakeholders. Lack of research data regarding development potential and environmental capacity was also an obstacle to forward such discussion. This created difficulties in making rational development management. Due to the absence of the satisfactory detailed spatial planning, land use has not been specified, causing delay in land use permit issuances, which invited delay of the regional development. Un-controlled exploitation of land without specifying land use caused difficulties in realizing harmonious and comprehensive regional development. Environmental degradation has not been stopped making land degradation, air and water pollutions and the decline of water resources. Lack of detailed spatial

* Corresponding author. e-mail : agungyunt@gmail.com

planning made law enforcement insufficient and created difficulties to regulate the violation.

Generally speaking, the conversion of land from its natural state to human use makes the most permanent and often irreversible effects to human interaction with the natural environment (Jolly and Torrey, 1993). There are four types of land use application that frequently appear in the case of land conversion in Sleman regency. The first one is applications for housing on the agriculture and conservation area due to the lack of understanding on the part of the applicant. The Second one is the application for industrial area on the land not earmarked for big companies' investment. This is because industrial activities by big companies in Sleman Regency were not common and thus such land use were not anticipated in the past development planning. For the sake of regional development it is necessary to accommodate their needs as long as sufficient environmental measures were undertaken. The third one is the growing demands for business area on the land in environment protection area. The fourth one is the application of land use in large Sultan's lands in Sleman Regency whose permit is issued independently by sultan's office without paying regard to the spatial planning of local government.

Given this background, this study explored the feasible strategy to introduce detailed spatial planning through internal process within local government and sultan's office. The relevance of the strategy was examined by interviewing major stakeholders regarding the plan of introducing Spatial planning in Sleman regency. Given the instruction from central government, it is now one of the most urgent tasks for local government to introduce appropriate regulation for land use with local government initiative and ingenuity.

2. Theory

The objective of this research is to work out feasible action plan to introduce detailed spatial planning. Spatial planning is largely a public sector function to influence the future spatial distribution of activities (UNECE, 2008). It aims to create a more rational territorial organization of land uses and the linkages between them, to balance demands for development with the need to protect the environment, and to achieve social and economic objectives.

Spatial planning comprises measures to coordinate and improve the spatial impacts of other sectorial policies so as to achieve a more even distribution of economic development within a given territory than would otherwise be created by market forces. Spatial planning is therefore an important lever for promoting sustainable development and improving the quality of life.

3. Research Method

This research investigated the problems of legalizing detailed spatial planning in Sleman regency by using Objectives Analysis of Project Cycle Management

(PCM). Objectives analysis is a process for identifying the desirable situation that would be attained once problems have been solved, and clarifying the means-end relationship required to attain such conditions (FASID; 1997). An objectives tree can be developed from the problem tree by replacing cause-effect relationships with positive means-end ones. The Project Design Matrix (PDM) is a key aspect of the PCM method. Project cycle management (PCM) is a method to plan and implement projects, adopting terminology and concepts in managing projects based on logical framework. The PCM method comprises Participatory Planning (PP) and Monitoring and Evaluation (M&E) methods. PDM has its origin in the logical framework developed in late 1960 by USAID.

The research question was about the concrete steps of introduction of detailed spatial planning. Interview results were analyzed to test the feasibility. In the case that conflicting opinions were expressed, references were explored to look for established discussions in the same issue and/or successful examples implemented in other part of Indonesia.

4. Results and Discussion

4.1. Results

By using objectives tree analysis, the results of this examination showed that five issues were raised in introduction detailed spatial planning in Sleman Regency. Among five issues four were endorsed by interviewing while the opinions were divided on the issue of sultan's land use planning. The issue of sultan's land use planning had to be reanalyzed taking opinions from previous research and national government instruction into consideration.

To fulfill the requirements set by the General Spatial Planning Regulation, at this point Sleman is in the process of making the Detailed Spatial Planning. In order to complete Detailed Spatial Planning, problems must be tackled from three sides namely: local government motivation improvement, adjustment between central government policy and local situation, and coordination within local governments as well as with Sultan's Office.

The local government motivation problem is caused by lack of motivation for Sleman Local Government to issue the regulation. This condition appears because of preference in dealing with the issues case by case according to the wishes of applicants. Another reason was the lack of concern from Central Government in supporting Sleman Local Government to complete formulating Detailed Spatial Planning. The Central Government did not provide financial nor technical support to Local Government office, although the collaboration was encouraged by Presidential Office in Jakarta.

The conflict between central government policy and local situation is getting clearer as Central Government office does not allow the conversion of agricultural land to other land even though the reality of Sleman requires

adjustment to accommodate rapid urbanization and industrialization. Central Government office is reluctant to mix business and industrial land with agriculture land sticking to the traditional policy idea of the past. On the other hand local government has not developed concrete policy in classifying land by land potential. Illegal land development is progressing without appropriate monitoring and guidance over private land owners and investors which could cause environmental problems in the future as a result of inconsistent development policy.

The coordination within Local Government institutions is not achieved and occasionally creates difficulties in having one voice. This situation is caused by conflict between pro-environment institutions against pro-development institutions. The conflict due to the job description of two kinds of institutions has not been resolved and the land use permit issuing services have been chronically delayed wasting time of government and private institutions.

This study proposed the approaches to tackle with the above problems by using objectives tree to introduce detailed spatial planning. The problems surrounding the introduction of Detailed Spatial Planning can be solved by the following approaches.

1. Motivation approaches: in this approach local government is encouraged to show more concern in determining detailed spatial planning. central government should accommodate the needs of local government in financial and technical matters. central government should give 15 years period tolerance to re-arrange the land use according to the actual condition in sleman regency. with collaboration and synergy between central government and sleman regency, we can expect more enthusiasm in making the detailed spatial planning.
2. Central government policy re-adjustment approaches: in this approach local government should be able to give suggestion to central government regarding applicable policy that should govern the local situation. central government should provide to local government at least 15 years tolerance to finish working out policy coordination necessary to re-adjust regulation according to the local condition.
3. Law enforcement approaches: in this approach the understanding of the rules and regulations concerning land use need to be widely shared among major stakeholders. local parliament should be able to support the rules of detailed spatial planning. the purpose is strengthening the power of regency government against illegal land use activities.
4. Relocation approaches: this approach involves people who live in the agriculture land area who will be requested to move out within 15 years period. local government must provide re-settlement area while the government should suspend applications for construction in agricultural and conservation area.
5. Industrial development approaches: this is an approach to accommodate industrial area by

conducting feasibility study with environmental capacity into consideration to earmark appropriate space for big company investment.

6. Business development approaches: in this approach data gathering survey should be conducted to identify appropriate land to develop business area. the feasibility to promote business area should be analyzed based on the data assembled. sleman can regulate business area development by enhancing land use efficiency to minimize negative environment effect if high potential area is located in agriculture and conservation area.
7. Coordination with sultan's office approaches: in this approach long term spatial planning of sultan's land is urged to be synchronized with the sleman detailed spatial planning. the coordination will clarify sultan's land use, which means sleman will be able to recommend the appropriate handling of the land use application submitted to sultan's office.

Among the seven approaches four approaches (4. relocation approaches, 5. industrial development approaches, 6. business development approaches and 7. coordination with sultan's land approaches) were selected as combination and named as "8. Coordination within local government" approaches, and selected as candidate approach for introducing detailed spatial planning.

Field's survey was conducted by interviewing government officers in Sleman Regency. The interviewees were three officers from the Development and Planning Board, one officer from the Public Works Office, one officer from the Environment Agency Office, one officer from the Investment and Permit Services Agency and one officer from the Land Administration Agency. Meanwhile, interviewing was also conducted with the staff of non-government organization in the environment preservation sector, with Parliament member, and with University Lecturer teaching regional planning.

4.2. Discussion

To check the feasibility of the "coordination within local government approaches" as key approaches for introducing detailed spatial planning, five issues – which are key actions necessary for coordination within local government - were raised, which were; (1). Is it possible to publish environmental capacity analysis? (2). Can workshop of purpose and means to introduce detailed spatial planning be conducted among major stakeholder? (3). Is it possible to suspend applications for housing in farm land? (4). Is it possible to suspend application for industrial land in farm land until waste management is obediently conducted? (5). Is it possible to coordinate with sultan's office regarding the land use plan of sultan's land?

Among five issues, the issue of coordination with sultan's land was perceived as difficult matter, as the authority of sultan's land conversion is under the sultan's office even though the location is in Sleman

regency. Remaining four issues were perceived as manageable matters. Introduction of spatial planning to the sultan's land was testified to be feasible when its use was for public interest. If, therefore, the sultan's land usage conversion was proposed for the purpose of enhancing public welfare, there is good chance to coordinate the land use plan of sultan's land with spatial planning of Sleman Regency.

The development of business and industry could also be authorized if such development could provide good benefit to the wide community. In addition, Sultan's office is not interested in making specific planning of its land use on its own for the time being but rather work with external stakeholders who can show ideas contributing to the social welfare of the poor sector of the population. Its major interest is to maintain social harmony through land use rather than increasing its revenue.

To realize appropriate land use in sultan's land, Sleman regency and Yogyakarta province should be concerned with the regulation of central government which give absolute authority by law number 13 year 2012 concerning the privilege of Yogyakarta province. In the article number 7 it is declared that Yogyakarta province have absolute power to manage matters such as: leader succession, institutional form of Yogyakarta province, culture, land affairs, and spatial planning.

Yogyakarta province should take initiative in managing land affairs and spatial planning to solve the problems of national land reform (Santoso, 2014). There are three problems, namely; land acquisition, land use and inappropriate regulations. Yogyakarta province government can solve the problems by introducing new system of land acquisition, new system of land use and new system of managing national agrarian laws.

There was a good possibility to coordinate land use of sultan's land with national land use policy, although sultan's office namely Panitikismo has the authority to decide the use of sultan's land, it takes into account the relevance of the land use from the view point of public benefits in the first place. All applicants who submitted applications for using sultan's land must also receive the land use permit from the National Land Affair Agencies, which check its relevance to avoid the conflict between applied land use and national land use planning (Hadiwinoto, 2017).

Yogyakarta has the privilege to legislate its own land use regulation which is different from other local governments (Sudjito, 2017). It is necessary for Yogyakarta's government to publicize the land use regulation to ensure that it can be followed by the residents. The use of the sultan's land needs to be decided putting priority on public interest over the individual interest, although the authority rest with sultan's office.

Sultan office has huge authority over sultan's land, it has also responsibilities to manage its land in coordination with national agrarian laws (Hasyim,

2016). The use of sultan's land should be decided with regulation of detailed spatial planning of local government in mind.

Sultan's office should review the contracts of land use with individuals and groups of people who cultivate and / or manage private business in sultan's land. Sultan's office could introduce such program as "corporate farming" to ensure that the central government program called "agriculture land sustainability" can be implemented in Yogyakarta province (Masyhuri, 2017).

In summary with regard to the land use of sultan's land, Sleman regency must take more initiative and suggest better coordination with sultan's office to realize national land use planning. To be more specific following actions will be necessary. First, publishing environmental capacity analysis. Second, organizing "workshop of purpose and means" to introduce detailed spatial planning and at the same time promoting business and industrial development in the medium term planning. Third, suspend application of housing in farm land to stop unorganized development. Fourth, suspend application for industrial land in farm land to ensure better waste management. Fifth, formulating the land use planning of sultan's land in the medium term based on business and industrial analysis and environmental capacity analysis. Make application to sultan's land and obtaining approval to realize the medium term land use planning of Sleman regency may be one such action.

5. Conclusion

The aim of this study was to analyze the problems underlying the introduction of detailed spatial planning in Sleman regency and to find out feasible actions necessary for their solution. The results revealed that coordination within local government was the first step although coordination with sultan office was most difficult part. Achieving agreement on the use of sultan's land, however, is possible given existing legal and policy framework.

Considering the urgencies of harmonizing the policy regarding the use of sultan's land with the policy regarding the use of national land, Sleman Regency should start studies – on environmental capacity and business and industrial development potential – necessary for institutional strengthening of its administrative agencies, and establish win-win relationship between institutions with one being concerned with environment while another being concerned with development. To decide the specific steps it will require more detailed interviewing of the officials concerned in each organization. This will be conducted as a follow up study of this present research.

References

- Claire A. Jantz., James J. Manuel. 2013. "Estimating impacts of population growth and land use policy on ecosystem services A community-level case study in Virginia, USA", Elsevier, Ecosystem Services.

- Development Planning Board, Sleman regency in figure, Sleman; Development Planning Board, 2006-2014
- FASID, 1997. "PCM management tool for development assistance", Tokyo, Foundation for Advance Studies on International Development 1997.
- Goldstein, J.H, Caldarone, G., Duarte, T.K., Ennaanay, D., Mendoza, G., Polasky, S., Wolny, S., Daily, G.C. 2012. "Integrating ecosystem-service tradeoffs into land-use decisions", National Academy of Science, 109 (19), 7565–7570.
- Hadiwinoto, KGPH. 2017. "Hanya Ada Satu Lembaga Resmi yang Mengurus Pemakaian Sultan Ground", *Jogja.Tribunnews.com*, Yogyakarta, March, 28.
- Hasim, R. Alfiandri. 2016. "Politik hukum pengaturan sultan ground dalam undang-undang no. 13 tahun 2013 tentang keistimewaan Yogyakarta dan hukum tanah nasional", *Brawijaya University Journal*, Malang.
- Jolly, C.L., Torrey, B.B. 1993. "Population and Land Use in Developing Countries".
- Masyhuri, 2017. "Sultan's land management in corporate farm", *Kedaulatan Rakyat*, Yogyakarta, February, 20.
- Ministry of Agriculture. 2013. Statistics of Agricultural Land, Jakarta; Ministry of Agriculture.
- Ministry of Laws and Human Rights, 2012. "Indonesian laws number 13 concerning the privilege of Yogyakarta Province", article 7, Jakarta; ministry of laws and human right.
- Ministry of Laws and Human Rights, 2007. "Indonesian laws number 26 concerning national spatial planning", article 11 p13, Jakarta; ministry of laws and human right.
- National Disaster Agency, 2012. "Peta aliran sungai di wilayah gunung Merapi", *geospasial.bnpb.go.id*, Jakarta, December, 4.
- Santosa, Urip, 2014. *Kajian Komprehensif Hukum Agraria*, Kencana, Jakarta.
- Sleman Regency, 2012. "Sleman General Spatial Planning Regulation number 12", appendix number VII, p.53, Sleman.
- Sudjito, 2017. "Aturan Pertanahan di Yogyakarta Perlu Disosialisasikan", *Jogja.Tribunnews.com*, Yogyakarta, March, 28.
- United Nations, 2008. "SPATIAL PLANNING Key Instrument for Development and Effective Governance with Special Reference to Countries in Transition", p.1, Geneva, United Nations.
- Undang-Undang Nomor 4 Tahun 2009 Tentang Pertambangan Mineral dan Batubara.