

## The Urgency of Regional Spatial Planning in Sustainable Development Programs in Madura

Fajar Surahman<sup>1</sup>, A. Taufiq Hidayat<sup>2</sup>

<sup>1</sup>Lecturer at Madura University

<sup>2</sup>Lecturer at CiptaWacana University, Malang

**\*Corresponding Author:** Fajar Surahman, Lecturer at Madura University

**Abstract:** *The Regional Government Regulation on Regional Spatial Planning in its implementation is intended to be able to develop potential and minimize existing social problems in relation to efforts to develop an independent and prosperous regional economy. The analytical approach used in this research is a qualitative approach, while the substance of the theory as stated by Edward III, that there are four critical factors or variables in the implementation of public policy, namely communication, resources, disposition and bureaucratic structure. Data collection was carried out using observation, interview, documentation and focus group discussion (FGD) techniques. The results and in-depth discussions in the study showed that the policy products on the Regional Spatial Planning of the Pamekasan Madura Regional Government were systematically arranged. Policies related to the Regional Spatial Planning have an important function for the needs of the community today and in the future. The realization of spatial structure in increasing the capacity of spatial utilization, analysis of the suitability of regional spatial planning with its implementation is colored by inconsistencies. The inconsistencies in question are more directed at land conversion, land conflicts and water deficits. The communication process between Regional Work Units still overlaps, the placement of Human Resources that has not adopted the right man on the right place still occurs so that expertise in each task is still considered very lacking.*

**Keywords:** Sustainable Development, Regional Spatial Planning.

### 1. INTRODUCTION

In general, many people assume that development is a neutral noun that is intended as a word used to explain the process and efforts to improve the social, economic, political, cultural life of society and so on. Peet & Hartwick (2009) defines development as an effort to create a better life for everyone. Thus, development is aligned with the word social change. In the chronic development phenomenon, it is actually not merely an economic issue or simply measuring income levels and is also not limited to calculating employment problems or estimating income inequality levels quantitatively.

Development is a process of social change that is participatory in nature and widely to advance the social and material conditions, greater justice, freedom and quality that is highly valued by the majority of society through their gaining greater control over their environment. The term development is broadly as a process of continuous improvement of a society or social system as a whole towards a "better" or "more humane" life. In essence, development must reflect a total change of a society or adjustment of the social system as a whole, without ignoring the diversity of basic needs and desires of individuals and social groups within it, to move forward towards a better condition of life, both materially and spiritually.

In the context of the concept of sustainable development implemented in Indonesia, national development should not be separated from regional development. Environmental phenomena so far have become increasingly crucial problems faced by various parties, so that in the socialization of ideas about sustainable development, it is necessary to continue to be implemented and developed. In sustainable development is a very big challenge for all countries in the world, especially for developing countries like Indonesia.

The Regional Government Regulation regarding the city spatial planning that is currently in progress, still leaves problems of inconsistency with the objectives of Regional Regulation Number 16 of 2012,

namely Concerning the Pamekasan Madura Spatial Planning 2012-2032, the Coverage of the Pamekasan Madura spatial planning area includes administrative areas consisting of: Pamekasan District, Tlanakan District, Pademawu District, Proppo District, Palengaan District, Pagentenan District, Pakong District, Waru District, BatuMarmar District, Pasean District, Kadur District, Larangan District, Galis District.

The Pamekasan Madura Regional Government has relatively good natural resource potential in the agricultural sector, fisheries, livestock, industry, trade and services, these sectors are very important in their function because they are the basic capital for the continuity of regional development, especially in the era of regional autonomy like today. In the context of regional autonomy, existing resources must be utilized optimally, must not be exploited excessively, and must be used to meet common needs.

Within the scope of Regional Regulation Number 16 of 2012 concerning the 2012-2032 Regional Spatial Planning Plan, the fifth part of Article 47 includes the determination of strategic areas consisting of: (a) Strategic area from an economic perspective, (b) Strategic area from a social interest perspective, (c) Strategic area from a cultural perspective, (d) Strategic areas from the perspective of functional interests and environmental carrying capacity.

As a preliminary study conducted by the author for the purpose of this research in the context of spatial planning of the Pamekasan Madura region is very important for the needs of the community today and becomes an asset that can be utilized in the future. Observation data shows that in the last two years the Pamekasan Madura region has not experienced significant changes in physical development, damage to green open spaces and the construction of a General Hospital in Waru District which leaves waste problems for the surrounding community, from the tourism and cultural sectors Pamekasan Regency is still far behind the nearest neighboring district, namely Sumenep Regency. The concept of a city park that is not open provokes pros and cons, development in essence must have substance and suitability.

The implementation of the Regional Spatial Planning Plan is still not optimal, the dominance of public official leaders is still very much felt, the government as an internal actor has not been optimal in carrying out spatial planning in accordance with the rules that have been set, regional regulations that have been made into policy formulations have not been fully used as references or guidelines, so that it is not uncommon for the programs implemented to become problems, which have an impact on the community in the area. Spatial planning is directly related to people's lives and is one of the vital needs that has not been in accordance with what is expected by the community.

The implementation of Regional Government Regulation Number 16 of 2012 concerning the Pamekasan Madura Regional Spatial Plan for 2012-2032, is intended to realize integration, interconnectedness, balance between Regional Regulations and the management of effective and efficient spatial utilization, and create a positive impact that will be felt by the community to improve welfare, in realizing quality regional spatial planning. The implementation of the policy of Regional Regulation Number 16 of 2012 should be in accordance with the direction of regional spatial utilization, and the implementation process is carried out based on indications of existing programs, so that it does not only become a regulation but the regulation can be a reference for policy implementation.

## 2. LITERATURE REVIEW

### Sustainable Development

Sustainable Development as a form of development approach that on the one hand refers to the optimal use of natural resources and human resources, and on the other hand maintains an optimal balance between various demands that are not necessarily in line with these resources (IgnasKleden in Syahyuti, 2006).

The essence of sustainable development is about "sustainability". In formal terms, "sustain" is "the act of one generation saving options by passing them on to the next generation". The word "sustain" means to sustain, support, hold and continue. While "sustainability" is ... "to leave future generations as many opportunities as we ourselves have had, if not more (Serageldin, 1996). These two words

refer to the attitude and behavior of the current generation to leave this nature in the best and complete condition for future generations.

The general meaning of sustainable development is an effort to create a condition, various possibilities, and opportunities for each member or group of society from every social, economic and cultural level to improve their welfare without causing negative impacts on nature. In the Rio de Janeiro conference in 1994, it was stated that Sustainable Development is a planned effort to ensure the welfare of humanity fairly and evenly between the present and future generations. The concept first came from the "World Commission on Environment and Development (WCED) known as the Brundtland Commission to the United Nations (UN) in 1987. The definition looks attractive and simple, but it turns out to be not easy in its operation.

There are three important aspects in Sustainable Development, namely sustainable economic growth, sustainable social development, and sustainable management of environmental quality. It is clear that all three are revisions to the excessive development orientation of pursuing mere "growth". Because Sustainable Development integrates three aspects (economic, social, and environmental) at once, there are also main targets, namely (a) social development in the form of eradicating structural poverty, (b) economic development in the form of production and consumption patterns that must be changed towards those that support sustainability, (c) saving and protecting ecosystems so that they can support Sustainable Development.

The social component is actually an important part of the formulation of Sustainable Development, besides the economy and ecology. So besides attention to the "environment" Sustainable Development also focuses on "humans". As Emil Salim put forward that Sustainable Development is a development process that optimizes the benefits of natural resources and human resources in development. Sustainable Development maintains a balance between human needs to improve their lives on the one hand, with the maintenance of natural resources and ecosystems on the other. So economic growth continues, but together with protection of environmental quality. Each other must synergize, so that the environment is maintained, so humans should not take more than what is given to nature.

### **Policy Implementation**

Edwards III's view (1980), in his book entitled "Implementing Public Policy" states his opinion that there are critical factors or variables in the implementation of public policy, namely: communication, resources, disposition, and bureaucratic structure (Widodo, 2010). In detail, Edwards III explains the four factors as follows:

- a. Communication, defined as "the process of conveying information from the communicator to the communicant". The transmission dimension requires that public policies be delivered not only to policy implementers but also to policy target groups and other interested parties, both directly and indirectly.
- b. Sourceeyes, It is stated that resource factors play an important role in policy implementation. Human Resources are one of the variables that influence the success of policy implementation. Edward III stated that "probably the most essential resources in implementing policy is staff". Edward III added "no matter how clear and consistent implementation orders are and no matter how accurate the personnel are transmitted, if personnel responsible for carrying out policies lack the resources to do an effective job, implementing will not be effective"
- c. Disposition, interpreted as "the will, desire and tendency of policy behavior to implement the policy seriously so that the objectives of the policy can be realized". Edward III said that: if policy implementation is to be successful effectively and efficiently, implementers must not only know what to do and have the ability to carry out the policy, but they must also have the will to implement the policy.
- d. Structurer bureaucracy, RiPley and Franklin in Winarno (2005:149-160) identified six characteristics of bureaucracy as a result of observations of bureaucracy in the United States, namely: (1) Bureaucracy was created as an instrument in handling public needs (public affairs). (2) Bureaucracy is a dominant institution in the implementation of public policies that have different interests in each hierarchy. (3) Bureaucracy has a number of different goals. (4) The function of bureaucracy is in a complex and broad environment. (5) Bureaucracy has a high

survival instinct so it is rare to find a dead bureaucracy. (6) Bureaucracy is not a neutral force and is not under full control of external parties.

### 3. RESEARCH METHODS

This research is included in field research with a qualitative approach. Harrison (2007), stated that research with a qualitative approach is a research process that is not intended to conduct statistical testing including formulated problems, but only provides an in-depth picture or description of the problem according to data and information from the field through research subjects or informants according to the interpretation or interpretation of the researcher.

The data collection techniques used in this research interest use observation techniques, interviews, documentation, and Focus Group Discussion (FGD). While the analysis of data analysis techniques used uses the theory of Miles, Huberman and Saldana (2014), namely analyzing data in three steps, namely: data condensation, presenting data and drawing conclusions or verification. Data condensation refers to the process of selecting, narrowing, simplifying, summarizing, and transforming data.

### 4. RESULTS AND DISCUSSION

The results of the study in the context of the concept of sustainable development in the Implementation of Regional Government Regulations on the Pamekasan Madura Regional Spatial Planning, in this case consist of several important findings, namely:

#### **Communication on the Implementation of Regional Spatial Planning**

Optimizing the implementation of the Regional Regulation on Regional Spatial Planning is very dependent on communication carried out by all related parties, both the Government and the community, which cannot be separated from regional spatial planning. Regional spatial planning aims to create a space that encourages the creation of community welfare in accordance with the conditions of resources in the Pamekasan Madura area. As expressed by Edward III in Winarno (2014) that:

"There are several obstacles that arise in transmitting implementation orders, first, differences of opinion between implementers and orders or instructions issued by policy makers, second, information passes through layers of bureaucratic hierarchy, third, the capture of communications may be hampered by selective perception and inability to meet the requirements of a policy."

The Regional Development Planning Agency and the Public Works, Human Settlements and Spatial Planning Agency of the Pamekasan Madura Regional Government intensively communicate through the socialization of Regional Regulations that have been stated in the programs of both agencies, this is done so that the government and the community both know their respective duties, what the objectives are, and the benefits of the spatial plan itself. Socialization of the Regional Regulation on the Regional Spatial Planning Plan was carried out before the Regional Regulation was issued, but there were several obstacles that often occurred in carrying out the socialization which sometimes did not match what was expected. The coordination system carried out by the Regional Development Planning Agency and the Public Works, Human Settlements and Spatial Planning Agency of the Pamekasan Madura Regional Government through the Regional Work Unit and the community who have a role in implementing regional spatial planning. There are several obstacles that arise in the implementation process, including: (a) Conflicting opinions between implementers and orders issued by implementers, (b) Information passes through layers of bureaucratic hierarchy, (c) Communication can be hampered by perceptions and sometimes implementers ignore what is clear and try, guess, thus hampering implementation.

In order to reduce the level of ambiguity in policy communication, it would be better if effective communication channels were developed. Communication channels are increasingly good at forwarding policy implementation orders, so that there is a common understanding that has an impact on the quality of program achievement. Effective communication is not done one way, it would be better if communication could be conveyed to all parties.

#### **SourcePower towards the Implementation of Regional Spatial Planning**

The Regional Government Regulation on Regional Spatial Planning which is the basic reference in sustainable regional spatial planning is a policy that involves many elements in it. The implementers

must have the skills that will be needed to carry out the work. The lack of personnel or well-trained human resources will be an obstacle to the implementation of policies in the interests of the general public.

The implementation of the Regional Spatial Planning Plan has obstacles that can be felt together, the human factor as the implementing resource or as the implementer, the bureaucracy as the policy formulator and the general public as the target of implementation. From the results of the researcher's in-depth study, a social phenomenon was found that greatly influenced the implementation of the policy, namely human resources, in terms of effectiveness and efficiency, the Implementation of Regional Regulations on Regional Spatial Planning faced obstacles, in achieving maximum results in accordance with the objectives and time set. The ability of the staff greatly influences the final results of the policy, so that what is expected from the performance of public policy will be difficult to achieve. Thus staff are required who have the skills, expertise and ability to implement a policy or program.

From the research findings, it shows that existing employees are periodically trained to support the implementation of their duties, their skills in carrying out work are sufficient to support the implementation of a program. Implementation will not run as desired if the understanding and skills of the implementers are not met. Mazmania Daniel Sabatier in Subarsono (2014) revealed that financial resources are a determining factor for each program. Every program that is run really needs budget support and qualified staff, especially in carrying out work and monitoring the program, all of which require ongoing costs. As stated by Widodo (2012), the limited budget available causes the quality of public services that must be provided to the community to also be limited.

### **Disposition towards Implementation of Regional Spatial Planning**

Policy implementers are the next factor that has important consequences for effective implementation. Good support from policy implementers is highly expected, a good attitude towards a policy can be said that with support for the existing program, it is likely that the implementation of the policy will be carried out in accordance with the objectives that have been previously set. However, on the other hand, if there is a difference in understanding between policy makers and implementers, then the policy process will certainly experience obstacles in its implementation and even the results will be difficult to achieve in accordance with the targets and objectives. Different interpretations will produce different results, so that policy implementation will be increasingly difficult to achieve effectively and will most likely deviate from its original objectives.

Differences in views and thoughts in decision making ultimately lead to imperfect implementation of the policy. Agencies or institutions that have different views related to the policy to be achieved will hinder cooperation and hinder the implementation process itself. Different commitments will create differences among the many personnel who hold the responsibility for the program to be implemented.

As Edward III in Tachjan (2006), revealed that disposition is a factor related to character or attitude and commitment that must be possessed by policy implementers. Implementers must not only know what to do and have the capacity to do it, but must also have the will and positive attitude to implement the policy. Therefore, program implementers are expected to play an important role in its implementation and strive to prioritize public interests over self-interest.

### **Bureaucratic Structure for the Implementation of Regional Spatial Planning**

Bureaucracy is an organization that has organizational forms to make collective agreements, as well as to solve social problems in modern life. The process of the birth of the Regional Regulation on the Pamekasan Madura Spatial Planning Plan which is a reference for making the Regional Medium-Term Development Plan cannot be separated from the intervention of the bureaucracy, both government and private parties. As the research findings that in the process of making Regional Regulations are carried out through tenders, meaning that the power of the bureaucracy greatly influences the process of the presence of regional planning regulations. In line with the theory put forward by Ripley and Franklin that the formation of a bureaucracy is sometimes a form of its existence for a certain purpose, the auction of the process of forming the Regional Regulation on the Pamekasan Madura Spatial Planning Plan cannot be separated from the desires of the bureaucracy.



Organizational structure greatly influences the implementation of policy implementation. The policies implemented must be understandable and have adequate resources, but in implementation it is hampered by the organizational structure. Bureaucracy, whether consciously or not, tends to choose an ideal organizational form in order to achieve collective agreement to solve social problems.

Policy implementers may know what they have to do and have a strong desire to do it. According to Edward III in Widodo (2012:106) it is stated that:

"policy implementation is still ineffective due to the inefficiency of the bureaucratic structure, including aspects such as organizational structure, division of authority, relationships between organizational units within the organization concerned, and relationships with external organizations and so on."

The absence of a standard operating procedure is caused by changes in the work environment for the employees in it. This fact is an obstacle for policy implementers due to fragmentation which results in narrow views that have two consequences, namely: First, There is no strong authority in policy implementation due to the division of certain functions in different institutions or agencies. Second, The narrow view of the agency that allows for the obstruction of change. If the agency has low flexibility in its mission, then the agency or agency tries to maintain its essence which allows it to oppose policies that require change. This fact strengthens the interpretation of the various roles of program implementers as stated above have not been running optimally.

### **Sustainable Development in Regional Spatial Governance**

In the context of the spatial planning projection that will be determined, it is expected to be able to develop potential and minimize problems that exist in a region. As done by the Pamekasan Madura Regional Government related to efforts to develop an independent and prosperous regional economy, the purpose of its spatial planning is to realize a regional space that can optimize the development of resources, especially natural resources based on agriculture, livestock, plantations and fisheries in supporting harmonious, integrated, balanced and sustainable development. These policies are policies that are formulated to achieve the objectives of spatial planning which are policies on structure, spatial patterns and strategic areas.

As the results of the study, it shows that the application of the concept of sustainable urban development in the implementation of the Pamekasan Madura regional spatial planning policy reviewed from the economic aspect has been able to be carried out well. This can be seen from the conducive and sustainable economic conditions. The economic conditions in this area have been able to describe significant growth so that they are able to provide economic sustainability. The Pamekasan Madura Regional Government is targeting economic growth this year of 7.02 percent. The determination of this economic growth target is based on the Regional Medium-Term Development Plan (RPJMD).

The implementation of the concept of sustainable urban development in the ecological aspect is still not optimal, this is related to the availability of Green Open Space (RTH) which is still very minimal. The Pamekasan Madura Regional Government is only able to provide 8.9% of the 30% mandated in Law Number 26 of 2007. Of the 30 percent of Green Open Space in question, 20 percent is for Green Open Space in public interest areas and 10 Green Open Space for residential areas. However, the Environmental Agency is currently rejuvenating trees at several points on city roads.

### **Closing**

Interpretation of research findings in the field related to Sustainable Development in the Implementation of Regional Government Regulations on the Pamekasan Madura Regional Spatial Plan, it seems that a common thread can be drawn to several important points.

*First:* The product of the Regional Government Regulation Policy on the Pamekasan Madura Regional Spatial Plan has been going well and has been systematically compiled. Policies related to the Regional Regulation on the Regional Spatial Plan which have important functions for the needs of the community today and in the future, the realization of spatial structures in terms of increasing the capacity of spatial utilization, analysis of the suitability of the regional spatial plan with its implementation are marked by inconsistencies. The inconsistencies are more directed at land conversion, land conflicts and water deficits. The communication process between Regional Work Units is still overlapping, the placement of human resources that does not adhere to the right man on the right place still occurs so that expertise in each task is still considered very lacking.

*Second* :The placement of strategic economic areas, strategic socio-cultural areas and strategic areas of environmental function and carrying capacity in general have been in accordance with the policy material of the Regional Regulation on the Pamekasan Madura Regional Spatial Plan 2012-2032. The implementation of the concept of sustainable development has been running, but environmental issues are aspects that currently still require attention, especially in the availability of green open space which is only able to meet green open space of 8.9% of the mandated target of 30%. Control of spatial utilization is in accordance with the Regional Government Regulation on Regional Spatial Planning, but in practice there are still several land conversions.

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### AUTHORS' BIOGRAPHY



**Dr. Fajar Surahman.**, Born in Pamekasan March 2 1974. Last education: Doctoral Program in Sociology, Muhammadiyah University of Malang. Since 2001 until now he has been a lecturer at the Faculty of Administrative Sciences, Madura University, teaching courses: Introduction to Sociology, Community Empowerment, Village Governance, Public Administration Ethics. Position: Dean of the Faculty of Administrative Sciences, Madura University (2021-2025). Area of expertise: Social Policy and Development.



**Dr. A. Taufiq Hidayat, M.Pd., Kons.**, was born in Bojonegoro, East Java on April 27 1989. Doctor of Sociology, Postgraduate Directorate of Muhammadiyah University Malang, graduated in 2021. His career began in 2014 as a Lecturer at Darul Ulum University Jombang. Then Lecturer at Kanjuruhan University Malang in 2015, Lecturer at STAI AT-Tanwir Bojonegoro in 2017, Lecturer at Cipta Wacana University Malang in 2022, and now in position as Vice Rector II.

**Citation:** Fajar Surahman<sup>1</sup>, A. Taufiq Hidayat<sup>2</sup>, " The Urgency of Regional Spatial Planning in Sustainable Development Programs in Madura" in *International Journal of Humanities Social Sciences and Education (IJHSSE)*, vol 11, no.11, 2024, pp. 125-131. DOI: <https://doi.org/10.20431/2349-0381.1111011>.

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