

## Shifting the Focus of Spatial Planning in Indonesia; from General Planning to Detailed Planning

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**Abstract:** Spatial planning in Indonesia underwent several changes in the last five decades. Initially it was constructed under a general planning regime which put more emphasis on long-term vision of planning. The latest form of Indonesia's spatial planning is a detailed planning regime that accompanied by set of guidance and regulations that must be followed by planners. This study tries to give a general overview about how planning regimes changes in Indonesian spatial planning. With this overview, planners or decision makers can reflect how the shift of planning occurs in Indonesia and compared one type of planning to another.

**Key words:** Spatial planning, paradigm shift, zoning, reflect, Indonesia

### INTRODUCTION

Formal spatial planning in Indonesia started in the late 1940s when the Dutch Transitional Government introduced *Stadsvorming Ordonantie* (SVO) or Town Planning Ordinance in the year 1948, followed by its implementing regulation known as *Stadsvormings Verordening* (SVV) in 1949 (Moeliono, 2011). European urban environment regulations such as building lines and zoning were introduced in those two regulations and many Indonesian towns colonial building were constructed based on those regulations (Van, 1990). After Indonesian political powers completely handed from Dutch Government to Indonesian local leaders, newly formed Indonesian Government continued to enforced these two regulations to control urban development, especially in Island of Java where urbanization problems have arisen during this period (Niessen, 1999).

Due to the increased complexity of urbanization and demand for purely Indonesian planning law, Law No. 25 on Spatial Planning was introduced in 1992. Before this law can fully be implemented asian financial crisis during 1997-1998 led to a major political changes in Indonesia, called the "Reform Era". This era marked the shift of Indonesian politics from centralistic towards democratic and decentralized political system. During this era, many new laws and regulations were introduced, thus made Spatial Planning Law introduced in 1992 became outdated (Hudalah and Woltjer, 2007). To provide a spatial planning regulation which conforms with newly introduced laws and regulations, government of Indonesia enacted a new Spatial Planning Law in 2007

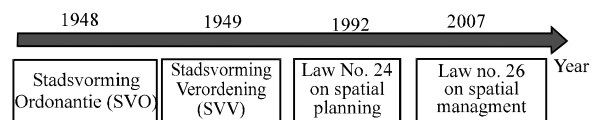


Fig. 1: History of spatial planning in Indonesia

and then followed by several lower-level regulations. Brief history of regulations of spatial planning in Indonesia can be seen in Fig. 1.

The latest spatial planning law emphasized the planning role of decentralized authorities. In the previous Spatial Planning Act of 1992, the central government was responsible for coordinating spatial planning that covers two and more provinces and the provincial government was responsible for making a spatial plan covering two or more districts. In the 2007 Act, spatial planning covering two or more provinces and drawing up the spatial plan became the authority of the respective provinces (Schroll *et al.*, 2012). The spatial plan is to be used as a coordination tool for the concerned provinces. The national government no longer has the authority to coordinate spatial planning covering two or more provinces. A similar rule applies to spatial planning covering two or more districts. As the previous one, the new spatial planning act emphasizes that the concerned public have the rights to know the spatial plan and participate in the plan-making process.

### GENERAL-PLANNING APPROACH OF SPATIAL PLANNING

Indonesia has a three-tiered governmental system, consists of 33 provinces, 98 urban municipalities and 399 rural regency. Each government level have the authority

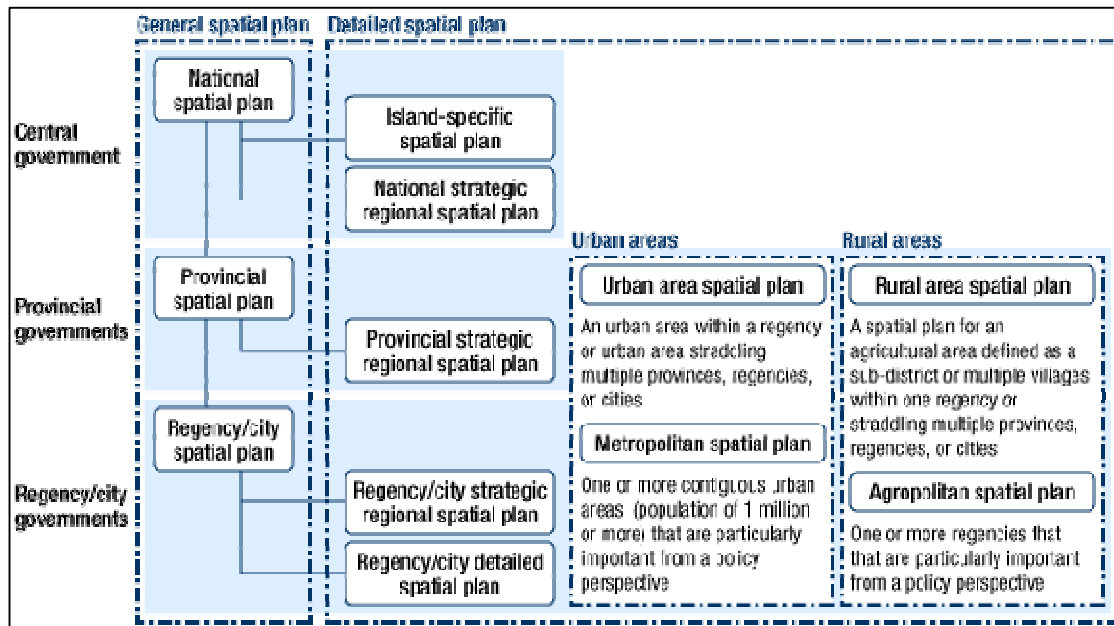


Fig. 2: Spatial planning in Indonesia

to draft spatial plans according to the Spatial Planning Law No. 26/2007. According to this law, spatial planning is conducted through a hierarchical, top-down approach where spatial plan in lower hierarchy must confirm its higher-level spatial plan. Thus, formal spatial planning process is carried out to produce two categories of planning document. First, General Spatial Plan which consists of National Spatial Plan, Provincial Spatial Plan and Municipal Spatial Plan. Second, Detailed Spatial Plan which consists of Island Spatial Plan, Strategic Area Spatial Plan and city/regency Detailed Spatial Plan. Hierarchy of spatial plan according to Spatial Planning Law No. 26/2007 can be seen in following Fig. 2.

This hierarchical structure of spatial planning does not facing too many problems in term of Indonesian governance because a fundamental restructuring of intergovernmental relations involving decentralization and expanded autonomy for provincial and local governments already under way before this law was enacted (Silver *et al.*, 2001). Thus, Provincial and Regency/City Governments have adequate financial resources to develop required spatial plans within their responsibility. Significant changes in Indonesian political system such as direct election of city majors (previously elected by central government) also strengthen the bargaining power of local governments to push forward their goals in spatial planning when conflicts with central government occurred (Hudalah *et al.*, 2010). However, in very special cases, Government Regulation No. 26/2008 gave governors and central government the right to override land use decisions made by regency/city local

authorities (Brockhaus *et al.*, 2012). Due to existing confusion over the respective roles and responsibilities of the central, provincial and local governments within the national decentralization process (Schwarz, 2010), Government of Indonesia enacted some lower-level regulations as a technical guidance for spatial planning law implementation.

#### DETAILED-APPROACH OF SPATIAL PLANING

Detailed Spatial Planning documents is considered as a tool to carried out urban space utilization, monitoring and control which are difficult to perform using general spatial plan. While previous detailed spatial planning regulations focused mainly on environment and buildings arrangement in urban area (Poerbo, 2001), the latest regulation require government, planners and stakeholders to focus on Zoning which regulate which type of activities are allowed in a certain urban area.

To provide local governments and planners with a formal direction when developing the plan, Ministry of Public Works issued a decree No. 20/PRT/M/2011 regarding guidance for development of Detailed Spatial Plan (RDTR). This guidance at some extent regulate the framework of RDTR development, components of RDTR, delineation of planning area, components of zoning and stakeholders involvement. According to this document, components of Detailed Spatial Planning (RDTR) are:

**Spatial planning purposes:** First issue should be discussed in a RDTR is planning purposes which is a

tangible targets, concepts how to achieve them and explanations why this document is needed to be developed. The main theme of spatial planning activities must also be formulated in planning purposes thus other spatial planning aspects such as spatial pattern, infrastructure network and selection of priority areas are planned according to this spatial plan main theme.

**Spatial pattern plan (Zoning):** Different activities in urban environment such as open space, housing, commercial, office and industry are distributed in pre-determined planning blocks. In RDTR, this process of activities distribution is called Zoning. Main functions of Zoning in Indonesian spatial planning context are:

- Space allocation for social, economic and conservation use in urban environment
- Reference for requesting and granting spatial use permits
- Reference when developing lower-hierarchy plan such as infrastructure, building and neighbourhood planning
- Reference for infrastructure network plan
- Infrastructure network plan

An RDTR document must also included infrastructure network plan which is a technical implementation plan of infrastructure previously set by planning documents in higher hierarchy such as City/Provincial Spatial Plan. By using infrastructure network plan as references, then authorities in infrastructure provision set:

- Service system, especially transportation in planning area
- Network placement and construction of facilities and utilities in planning area
- Transportation network and neighbourhood accessibilities in lower-level planning documents

**Priority areas for development:** To trigger development in planning area, government can decide one or more priority area for development. Priority programs set in RDTR are also should be implemented in these areas. Decision about which areas should be set as priority areas should consider: key locations to bring planned spatial pattern, infrastructure network and other targets into reality. Should have a significant regional importance. Should have high importance from economic, social-cultural and natural resources perspectives. These priority areas should also consider carrying capacity and conservation of environmental quality. Priority area can

also be a neighbourhood which require immediate restructuring or revitalization to achieve certain targets such as improving living conditions for its residents, restoring economic capabilities or regaining socio-cultural significance.

**Spatial use framework:** To implement programs mentioned and targets set in RDTR, government should formulate a framework about use of space in planning area within 5 year period. Because this framework is still in a general format, detailed discussion about how urban space should be utilized should also be formulated which are:

- Investment plan for development in planning area
- Specific programs for every sector included in RDTR (economic, infrastructure, public service, etc.)
- Estimated financial requirement for annual and 5 year period programs
- Public information to attract investment from private sector

**Zoning regulation:** Zoning regulation is an integral part of RDTR which functions as:

- Operational tool in urban space utilization management and evaluation
- Reference for space utilization permits, including land use, air-traffic permit and underground development
- Reference for granting incentive and disincentive for certain activities
- Reference for penalty if there is a violation to RDTR
- Technical reference to land developments and locations for investment

**Spatial pattern planning (Zoning):** Activities in urban environment need to be distributed in a certain way that their locations are not contradict each other. For example an industrial site should not be located near residential or health care facilities due to its influence to surrounding environment. In spatial planning practice within Indonesian context, this process of distributing urban facilities is carried out in Spatial Pattern Planning or Zoning. Main functions of zoning in spatial planning are:

- Space allocation for various activities in urban area such as social, economic, residential and conservation
- Consideration for urban space utilization permits
- Reference for building and neighbourhood planning
- Reference for infrastructure network planning

Spatial pattern planning performed by following procedure: first, planning area which is usually

Table 1: Zoning components

Function	Activity	Functions	Activity
Conservation	Conservation forest	Public service	Education
	Regional conservation		Transportation
	Local conservation		Health
	Green space		Sports
	National parks		Culture
Housing	Disaster-prone area	Special	Religious
	Very high density residential		Military and defense
	High density residential		Wasteland
	Medium density residential		Liquid waste processing
	Low density residential		Housing and Commercial
Commercial	Single	Mixed	Housing and office
	Cluster		Office and commercial
	Corridor		Agricultural
Office	Government	Other	Mining
	Private		Tourism
	Basic chemical		
	Machinery and basic metal		
	Small-scale industry		
	Consumer-goods industry		

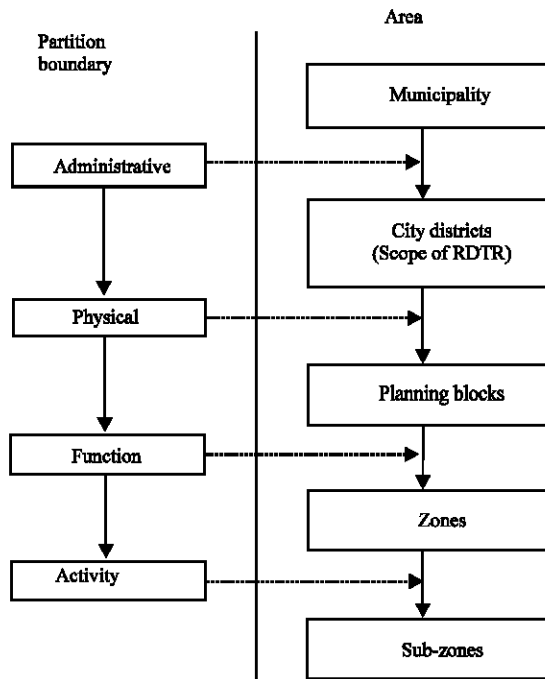


Fig. 3: Detailed Spatial Planning (RDTR) hierarchy

sub-division of a municipality is divided into blocks. Boundaries between blocks mostly consist of noticeable physical features such as road network, river, drainage, water and electrical network, shore line although, some times non-physical features such as landuse plan and infrastructure plan can also be used as boundaries. Second, possible urban activities are defined and then government with the help of experts, community representatives and other stakeholders, selected which activities are allowed to be present in area of planning. Third for every block, a specific urban activity is assigned until all activities are distributed. Blocks with a specific

assigned activity then called zones. These Zoning method according to can be seen in Fig. 3. Figure 3 shows that according to regulations, Spatial Planning activity in Indonesia should performed in a step-by-step manner. First, government should delineate boundaries of spatial plan which is usually an administrative boundary (City Districts or Sub-Districts). Then within planning area, based on physical boundaries, government and consultants define planning blocks in which functions and activities are allocated. While zones are defined as blocks with a specific function, sub-zones are partitions of blocks which contain a set of allowed not allowed and limited activities. Descriptions of activities permissions put into force by enactment of zoning regulations. According to Ministry of Public Works decree No.20/PRT/M/2011 regarding guidance for development of Detailed Spatial Plan (RDTR), spatial function and activities that should be distributed in planning area are (Table 1).

**Stakeholders involvement:** As a document that will affecting residents in its area of interest, RDTR must involve stakeholders during its development. Stakeholders that should be involved include:

- Individual or group of people
- Community organizations in urban or local level
- Local government and its branches which related to planning area
- Private sector either local or those who may have interests to invest in planning area

According to Ministry of Public Works decree No. 20/PRT/M/2011 regarding guidance for development of Detailed Spatial Plan (RDTR), Stakeholders involvement when developing a RDTR are:

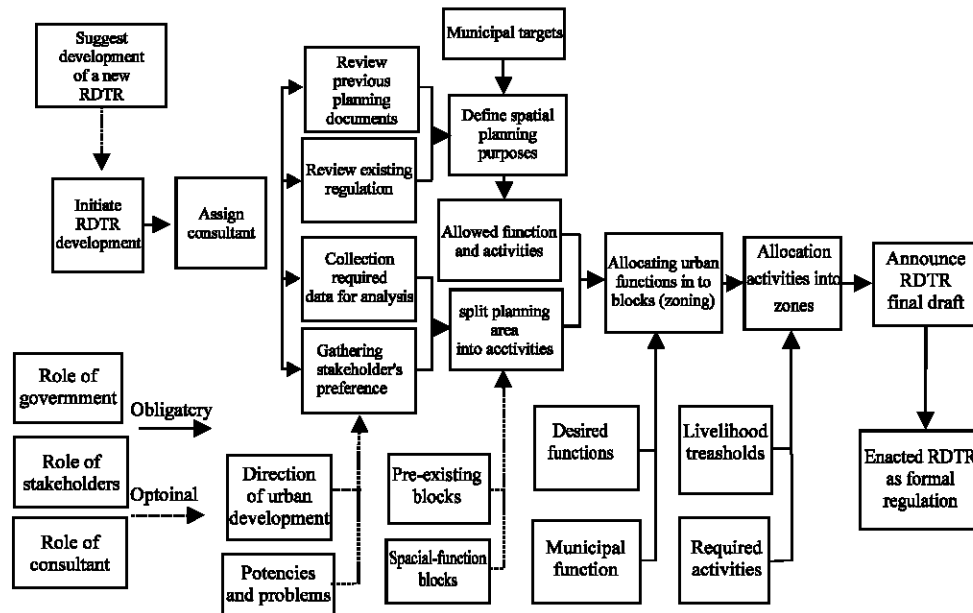


Fig. 4: Stakeholders involvement model

- To instigate whether current planning documents are still update and applicable for existing conditions
- To provide suggest if Detailed Spatial Planning Document (RDTR) is needed to be developed and aware if there is such a process in areas that may impacted them
- To provide information, objections or personal goals, during development of RDTR
- To have access to final product of spatial planning
- To monitor implementations of spatial planning documents
- To inform authorities if there are violations in implementation of RDTR
- To present objections if authorities failed to obey regulations set in RDTR
- To have protections from activities incompatible with RDTR and caused negative impact on their livelihood

Stakeholders involvement in Spatial Planning within Indonesian planning context can be seen in next Fig. 4. Figure 4 shows that stakeholders involvement in Spatial Planning is designed based on which phase of planning they are involved. In initial phases of spatial planning, non-government stakeholders are encouraged to provide information for government and consultants but this is not mandatory. Stakeholders involvement is mandatory during functions allocation and activities allocation into planning blocks because this phase will directly affected

stakeholders in each planning blocks. When final activities allocation is agreed upon, government will announce final draft of RDTR and after gathering feedbacks from other branches of government (legislation and judicial) will enacted RDTR as a formal regulation.

## CONCLUSION

Spatial planning in Indonesia started by copying the European urban environment regulations such as building lines and zoning, hence many Indonesian towns based on european standards. After Indonesian political powers completely handed from Dutch Government to Indonesian local leaders, newly formed Indonesian Government continued to enforced this European Paradigm with little success. Throughout the years, spatial planning in Indonesia slowly shifted to a detailed planning-as oppose to the generalistic approach of planning. In this paradigm, the main focus of planning is zoning and stakeholder's participation. The improvement of spatial planning practice in Indonesia by the shift of planning paradigm from general planning to detailed spatial planning yet to be evaluated thus, needs to be investigated.

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