

Policy Formulation in the Compilation of Spatial and Regional Planning Based on Disaster Mitigation in Palu City

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ABSTRACT

This study aims to find out how policy formulation is involved in the preparation of spatial and regional spatial plans based on disaster mitigation in Palu City. The theory used in this study is the theory of Budi Winarno, Anggara (2004: 189), where there are four indicators used in the policy formulation stage in the preparation of spatial and regional spatial plans based on disaster mitigation in Palu City. The four indicators are the formulation of policy issues, the preparation of the government agenda, the formulation of policy proposals, and the approval of policies. The research method used is descriptive qualitative. Data collection techniques used are observation, in-depth interviews with informants, and documentation to collect the required data in the form of primary and secondary data. Based on the research results obtained, it can be concluded that the Regional Regulation of the city of Palu, number 16, of 2011, concerning the Spatial and Regional Plan of the city of Palu for 2010–2030 was revised, because the Regional Regulation of the city of Palu does not have a disaster perspective, so that the Regional Regulation of the city of Palu, number 2, was revised in 2021, concerning the 2021–2041 Spatial and Regional Layout Plan, which has a disaster perspective. Adjustments to the job creation law made the revision of local regulation Palu City No. 2 of 2021 quite time-consuming, and the lack of socialization by the local government resulted in a lack of knowledge and community participation regarding local regulation Palu City No. 2 of 2021.

Keywords: *disaster, formulation, policy, mitigation, spatial planning.*

INTRODUCTION

Palu City is a city that is prone to disasters, so it is necessary to formulate a Palu City spatial planning policy based on disaster mitigation. Spatial planning that has disaster mitigation requirements. Has an important role in determining a spatial use plan that is safe from the impact of natural disasters. Because, at the very least, criteria for natural disaster-prone areas and the distribution of critical areas and disaster-prone areas have been raised in spatial planning. Spatial planning can minimize the impact of disasters because the premise of spatial planning is environmental balance, or, as it can be said, the use of an area for various activities is adjusted to the carrying capacity of the environment. It should be emphasized that actual spatial planning implementation is the same as disaster mitigation efforts. In the context of identifying disaster-prone areas, this is an effort to support spatial planning by providing information related to regional vulnerability to disasters so that disaster risks can be observed and anticipated in spatial patterns. In other words, the identification of disaster-prone areas is useful for determining the spatial structure and patterns of an area.

In setting a policy, policy formulation is the earliest step in the overall policy process; therefore, what happens at this stage will greatly determine the success or failure of the policy made in the future (Savira, 2017). Closely related to the process of public policy formulation in this case,

the revision of Regional Regulation of Palu City Number 16 of 2011 concerning spatial planning for the City of Palu for 2010–2030, which is a necessity and has implications for development based on disaster mitigation. Therefore, there is a need for more caution from policymakers when formulating this policy. What must also be remembered is that a good policy formulation is one that is oriented towards implementation and evaluation, and includes a description of the maturity of reading reality as well as feasible alternative solutions to this reality. Although the final result is not completely precise with normative ideal values, this is not a problem as long as the policy description is precise with the reality of the policy problems in the field.

For general policies regarding disaster mitigation, the government needs to determine matters, namely: (1) rebuilding so that it is even better based on disaster risk by integrating with the Regional Medium-Term Development Plan (RMTDP) and Regional Spatial Plans (RSP). Which takes into account the risk analysis of earthquakes, tsunamis, liquefaction, and other disasters. (2) Provision of complete and in-depth information and data for the preparation and implementation of recovery at the provincial and district levels. (3) Infrastructure recovery for communities that are resistant to potential future disasters in situ and ex situ by taking into account their needs according to the priority scale. (4) Recovery of the community's economy and increasing community resilience from an economic perspective through cooperation with the business world and the community through business funding assistance and assistance, optimizing the provision of life insurance, restoring community socio-economic facilities, utilizing village funds, and strengthening MSMEs and cooperatives (5) Efficient financing is achieved by optimizing funding sources that are effectively allocated according to the level of needs and interests. (6) Adjustments to regulations for post-disaster conditions are carried out professionally in good governance by prioritizing local wisdom and also taking into account community aspirations and participation.

It is hoped that the spatial and regional spatial plans for the city of Palu are currently ready in matters relating to disaster mitigation. This is due to the fact that Palu is located in an area with a high level of vulnerability and vulnerability to natural disasters. Based on these conditions, it is necessary to have a spatial and regional layout for Palu City that is based on disaster mitigation. In this case, it lies in the spatial planning of Palu City, which has disaster mitigation requirements. Each spatial pattern (distribution of space to be utilized) must have a disaster assessment contained in a contingency document. The same goes for infrastructure development. On the one hand, the structure of disaster victim evacuation and developed disaster mitigation technology must be considered. By looking at the existing reality, it is important to raise this research and, at the same time, become a reason and attraction for the author to review research with the title "Policy Formulation in the Preparation of Disaster Mitigation-Based Spatial and Regional Plans in Palu City." in order to be able to see the extent of spatial and regional planning in Palu City.

Formulation of policy problems, what is meant in this study is how policy makers can identify problems regarding the preparation of spatial and regional spatial plans based on disaster mitigation in Palu City, that must become public problems that must be solved and solutions sought for. Considering that some areas in the city of Palu are prone to disasters, in this case, so that this problem can become a public problem and be included in the policy agenda, the community also needs to have political will and be willing to fight for it so that it can be determined to be a public problem.

Formulation of the government agenda, after so many public problems have been identified, decision makers will select and determine the issues that should receive top priority for serious and active attention. As a result, this government agenda is usually of a specific nature, more concrete, and limited in number. The problem regarding the preparation of spatial and regional spatial plans

based on disaster mitigation in Palu City is then processed and explored more deeply so that it can be included on the government's agenda.

Formulation of policy proposals, in this case regarding the preparation of spatial and regional spatial plans based on disaster mitigation in Palu City. It has been selected as a public problem, then compiled and developed so that the problem can be solved and a solution sought. Both in terms of identifying alternatives that are carried out for the purpose of solving the problem, then defining and formulating alternatives so that each alternative that policymakers have collected has a clear understanding, and finally, an alternative assessment is carried out, namely giving weight to each alternative so that it is clear that each alternative has its respective merits and drawbacks. And then the most satisfying alternative is chosen to solve the problem regarding the preparation of the Palu City Spatial Plan, which must be based on disaster mitigation.

Policy approval, as a collective process, in the policy ratification stage is a process of adjustment and joint acceptance of the principles regarding the preparation of spatial and regional spatial plans for the city of Palu based on disaster mitigation that have been recognized and accepted. The main basis for validating is social variables, such as the community's value system, state ideology, political system, and so on.

METHOD

This research was conducted at the Palu City spatial planning and land management agency, the Palu City Development Planning, Research, and Development Agency (RDA), as well as the Palu City Regional Disaster Management Agency (RDMA). This type of research is qualitative and can provide an overview of policy formulation in the preparation of spatial and regional spatial plans based on disaster mitigation in Palu City. The chosen research approach is a descriptive approach, which aims to analyze the phenomenon regarding policy formulation in the preparation of spatial and regional spatial plans based on disaster mitigation in Palu City. by collecting as much data as possible, if the data collected is deep and can explain the phenomenon being studied. Researchers concentrate on policy formulation in the preparation of spatial and regional spatial plans for disaster mitigation based on local regulations and RSP documents that apply in the city of Palu.

If you look at the study you want to study, the researcher conducts a literature review (library research) and field research, which is divided into observations (observation guides), interviews (interview guides), and documentation. The types of data used are primary data and secondary data. Primary data, that is, information obtained directly from informants who understand how policy formulation is used in the preparation of spatial and regional disaster mitigation plans in Palu City. using the help of an in-depth interview guide or guideline, referring to the interview guide that has been prepared. As for the description of the informants in this research, namely the Special Committee for RSP City of Palu, the Office of Spatial Planning and Land Affairs of Palu City, Central Sulawesi RDA, RDMA City of Palu, non-governmental organizations, and the community, Secondary data is data sourced from research locations, namely Palu City, or available data, obtained through books, documents, or written notes regarding policy formulation in the preparation of spatial and regional spatial plans based on disaster mitigation in Palu City. collected with instruments and document guidelines (document review guide), so that it is called document data. Then the data analysis used by researchers is the interactive model of Miles, Huberman, and Saldana (2004), namely data collection, data condensation, data presentation, and finally drawing conclusions.

RESULT AND DISCUSSION

Policy formulation as part of the public policy process is the most crucial stage because policy implementation and evaluation can only be carried out once the policy formulation stage has been completed. Besides that, the failure of a policy or program to achieve its goals mostly comes from imperfect management of the formulation stage (Anggara, 2014: 183). In essence, the policy formulation stage is a fundamental stage in the public policy process. Therefore, at this stage, it is necessary to conduct a comprehensive study by building a network of actors in policy formulation, namely public, private, and civil society actors. The policy formulation network is intended to avoid government monopoly in the policy process so that policies born are not political in nature but are expected to solve public problems (Anggara, 2014: 184).

The Spatial and Regional Plan for Palu City Based on Disaster Mitigation should be a policy adopted by the government to overcome development problems in Palu City. This is based on the fact that Palu City is one of the areas that has a high level of vulnerability to natural disasters. Based on these conditions, it is necessary to have a spatial and regional layout for Palu City that is based on disaster mitigation. In this case, it lies in the spatial planning of Palu City, which has disaster mitigation requirements. Each spatial pattern (distribution of space to be utilized) must have a disaster assessment contained in a contingency document. The same goes for infrastructure development. On the one hand, the structure of disaster victim evacuation and developed disaster mitigation technology must be considered.

The analysis in this discussion is based on data and facts that researchers get directly from the field related to the policy formulation of spatial and regional plans for Palu City based on disaster mitigation, which is adapted to the theory used by researchers, namely the Policy Formulation Theory according to Winarno, in which this theory contains a policy formulation process that will be used as a benchmark in measuring the policy formulation of spatial and regional plans for Palu City based on disaster mitigation. The following are indicators of policy formulation by Budi Winarno, which will be used as an analytical tool in this study:

Formulation of Policy Issues

After the disaster that hit the city of Palu on 28 September 2018, the Regional Regulation of the city of Palu number 16 of 2011 concerning the Spatial and Regional Plan for the city of Palu for 2010-2030 was revised, because in the Regional Regulation of the city of Palu No. 16/2011 there was no disaster perspective on the formulation of the pattern, structure and spatial allocation of the city of Palu, the fact that law number 24 of 2007 concerning disaster management is not included in the juridical basis of the Regional Regulation of the city of Palu No.16/2011. Another reason is that after the 2018 disaster, Presidential Instruction number 10 of 2018 was issued concerning the Acceleration of Post-Earthquake and Tsunami Rehabilitation and Reconstruction in Central Sulawesi Province and other affected areas. The Presidential Instruction mandates that all areas affected by the disaster in Palu City must change their Spatial Planning or Spatial Plans and their Territories.

In the revision of the spatial and regional spatial planning plan for the city of Palu, the government is more careful in the use of space in the city of Palu based on disasters, because some of the spatial structures of the city of Palu are disaster-prone areas. This can be seen on the map of the disaster-prone zone, which has been determined and mutually agreed upon by the ministries of the National Development Planning Agency, the Ministry of Agrarian Affairs and Spatial Planning/National Defense Agency, the Ministry of Energy and Mineral Resources, the Meteorology, Climatology, and Geophysics Agency, and the Ministry of Public Works and Planning. Room. In a limited meeting at the office of the vice president of the Republic of Indonesia in December 2018, the

preparation of the spatial and regional spatial plan for the city of Palu was based on several regional regulations and the work copyright law made by the Indonesian Parliament. Therefore, the Palu city government is looking for the right solution so that the future development of Palu can achieve the desired goals for the progress of the city of Palu.

Preparation of the Government Agenda

The preparation of the spatial and regional spatial plans for Palu City involved several ministries, cross-sectors, and all regional apparatus organizations. Has formulated the development problems that occurred in Palu City after the 2018 disaster. The Palu city government built a disaster perspective. high risk of natural disasters. Therefore, spatial planning in Palu City must have disaster mitigation requirements. In the revision of the RSP, the Palu City Government provided technical assistance for the process of making the RSP revision, the Palu City Government also provided technical assistance for the preparation of the Detailed Spatial Plan document. As a result, while preparing the spatial and regional spatial plans for Palu City, a detailed spatial plan was also created, and both were running concurrently.

Formulation of Policy Proposals

In this case, the government has taken a number of steps to address development issues in Palu City, including the designation of several areas within the city as disaster-prone zones. Everything is stated in the Palu disaster-prone zone (DPZ) map, on this map, the area of Palu city is divided into 4 areas, namely DPZ 4 as a prohibited zone, DPZ 3 as a limited zone, DPZ 3 conditional zones, and DPZ 1 as a development zone. This is the guideline for implementing the revision of the spatial and regional spatial plans for the city of Palu. Even though the government has designated several areas as disaster-prone zones and these areas are restricted zones, the government plans to continue to use these areas so that they can be protected. For example, post-earthquake massive liquefaction zones such as the Petobo, Balaroa, Jono Oge, and Sibalaya areas will be designated as disaster-prone areas with green open space. Meanwhile, the tsunami-prone zone is an area commensurate with the coast, and besides that, the government will later build monuments such as the Disaster Monument to remember past disasters. This is encouraged so that these areas can still be maintained and continue to be utilized. However, not to rebuild the dwelling.

Another policy made by the local government is to form a team consisting of the spatial planning agency, RDA people, and the One Stop Service for the Licensing Service to assess whether or not the building is appropriate for a building permit. Because of the city, some areas in Palu City are in a disaster-prone zone, so it is very difficult to get an IMB. For communities whose settlements are in the red zone and people who have lost their homes, the government has relocated housing to a safer place. The government has also prepared permanent housing so that people can live in more strategic areas. The government has given full rights to the people whose homes have been hit by a disaster and settlements located in disaster-prone zones to take over areas as permanent residences. This is done by the government for the sake of public safety, so that if a disaster occurs in the future, it will not claim lives. Prior to the COVID-19 pandemic, RDMA Palu City also often provided education to survivors so they would know about disaster mitigation and also distributed maps of disaster-prone zones in each village so that people could know potential disasters in each area and could stay alert when a disaster occurred.

Policy Approval

All processes in the preparation of the spatial and regional spatial plan for the city of Palu have been completed, especially the public consultations, because it is an important process in the spatial and regional spatial plan for the city of Palu. Whatever the changes, all will be consulted again with the Ministry of Agrarian Affairs and Spatial Planning and the Ministry of Home Affairs. However, there are a number of points that cannot be changed and become the handle of the spatial planning agency as the leading sector for spatial and regional planning, namely strategic areas, DPZ, all results of substance approval that are the reference and cannot be changed.

After the preparation of the spatial and regional spatial plan for the city of Palu went through a fairly long process, with various obstacles and considerations, the RANPERDA The spatial and urban spatial plan for Palu was completed, was discussed by the Regional House of Representatives, and was officially issued a regional regulation on July 21, 2021, to become the regional regulation of the City of Palu No. 2 of 2021 concerning the spatial and regional planning for 2021–2041, which includes the concept of disaster mitigation for the best solution for the development of the city of Palu, which has many disaster-prone areas. The Palu city government has also officially withdrawn Palu City Regional Regulation Number 16 of 2011 and the Palu City RSP 2010–2030.

However, apart from that, there were several obstacles faced by the special committee in completing the spatial and regional spatial plan documents for the city of Palu, one of which was having to comply with the work copyright law made by the DPR RI, so that the time to prepare a new regional regulation was quite long. Another barrier from the city government is determining the area of disaster-prone zones, which are known to be a large part of Palu City's disaster-prone area, causing the government to work hard so that areas that are prohibited for residential development can still be used and must also adapt to the community.

According to Firman Algintara, a Celebes Mobile Community member, there are no disaster mitigation regulations in Palu City Regional Regulation No. 2 of 2021 concerning Spatial and Regional Planning for 2021-2041, Article 23. Regarding disaster-prone areas, there are only two disaster mitigation measures that are regulated, namely areas prone to high ground movements and active fault boundaries in earthquake-prone areas. There is no clear reason for this from the city government, even though four impacts of the disaster were experienced by the city of Palu on September 28, 2018. The map of disaster-prone zones also does not examine in more detail which areas have the potential to occur; it only describes areas that have experienced a disaster. Even though it is very important, because, in the future, we will not know in which area a disaster will occur, like the profile of the disaster that has been described. Disasters do not occur in the same place, so disaster mitigation by the city government must be more detailed.

Input from the Regional People's Legislative Council for Palu City actually has to be implemented, regarding any policies set by the government, they must be intensively disseminated to the public so that the community has public participation and understands the policies that have been set. The Regional People's Legislative Council also provided input regarding the development of the city of Palu, saying that it is important to improve all infrastructure in the area but not ignore an environmental perspective. For example, a quarry is managed wisely and prudently so as not to harm the surrounding community.

All policies set by the government are for the welfare of society. The role of the community as beneficiaries of the policy is very important. Some of the survivors agree with the establishment of Palu City Regional Regulation Policy No. 2 of 2021 concerning the 2021–2041 Spatial Planning and Regions, however, the community is lacking socialization regarding these regional regulations. The permanent shelter occupied by the survivors stated the lack of facilities provided, such as clean

water, which is needed every day. There are also people who are still forcing themselves to live in houses that are in disaster-prone zones for reasons of land legality that have not been clarified by the authorities.

CONCLUSION

Based on the results of the study, the researcher concluded that the regional regulation of Palu city number 16 of 2011 concerning the spatial and regional plan of the city of Palu for 2010–2030 was revised because, in the regional regulation of Palu city number 16 of 2011, there is no disaster perspective on the arrangement of patterns, structures, and allotments in the city of Palu, which is prone to disasters, the fact that law number 24 of 2007 concerning disaster management is also not included in the juridical basis of the regional regulation of Palu city. As a result, on July 21, 2021, it was officially replaced with the Palu City Regional Regulation No. 2 of 2021 concerning the 2021-2041 Spatial and Regional Layout Plan, which includes the concept of disaster mitigation as the best solution for the development of Palu, which has many disaster-prone areas, and all facts of law. Law Number 24 of 2007 concerning disaster management have been included in the judicial basis of the new Palu City Regional Regulation, and all.

In addition, the author found an obstacle that caused the revision of Palu City Regional Regulation No. 2 of 2021 concerning the spatial and territorial plans for 2021–2041 to take quite a long time, namely having to comply with the work copyright law made by the DPR RI. Another obstacle is in determining disaster-prone zones. It is well known that the disaster-prone area of Palu City is large, causing the determination of disaster-prone areas to be quite complicated. On the other hand, there has been a lack of public outreach by the local government regarding the Regional Regulation of Palu City No. 2 of 2021 concerning the 2021-2041 Spatial and Regional Planning, which should be intensively implemented to the public so that the community understands and participates in the RSP itself.

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