

Spatial Policy on Environmental Management in Gayo Lues Regency

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ABSTRACT

Spatial planning policies must align with environmental policies to increase security and comfort, productivity, and harmony in the natural environment. This paper aims to identify and analyze the application of spatial planning policies to environmental management in Gayo Lues Regency because several community conflicts still need to carry out their business following the regulations that apply to both spatial planning and environmental policies. This study collected data through interviews with the spatial planning and environmental services and the community and business actors using a qualitative method. In addition, data collection also uses documents. The analysis technique is based on an interactive model of data collection, data reduction, presentation, and conclusion. The study results show that Gayo Lues Regency already has excellent and synergistic regulations between spatial planning and the environment. However, implementing this policy is still not optimal, so several violations by the community are found, such as disposing of waste oil indiscriminately. Some of the obstacles to implementing these policies consist of two factors. 1) External factors where some people need a high level of concern and low awareness to protect the surrounding environment. 2) From internal factors that the government itself needs to maximize in disseminating policies or is still negligent in providing educative information to the public related to protecting the environment.

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1. INTRODUCTION

Actions to balance the use of natural resources and the environment are through spatial planning based on preserving environmental functions. Ecological processes can be guaranteed by space utilization activities considering the environment's carrying capacity. The carrying power of the domain is the most crucial consideration in spatial planning, both in the preparation of Regional Spatial Plans (RTRW) and in evaluating spatial use. This is important to make to increase safety, comfort, productivity, and harmony in the natural environment.

Understanding of spatial planning broadly includes activities that include regulation, guidance, implementation, and supervision of spatial planning. Where the purpose of implementing this spatial planning is to create a safe, comfortable, productive, and sustainable national territorial space which in its implementation must still be based on the concept of the archipelago and national resilience (Sutaryono; Riyadi; dan Widiyantoro, 2020).

This spatial planning issue is an issue that continues to be discussed, as seen from President Jokowi has signed Presidential Regulation Number 127 of 2022 concerning Institutions and Governance for Resolving Spatial Inconsistencies, Permitted Forest Areas, Land Rights, and or Management Rights (kumparan.com, 2022). This shows that the existing spatial planning policies have not been consistent in dealing with spatial planning issues so that they have an impact on sustainable development.

Gayo Lues Regent Qanun Number 9 of 2013 concerning Environmental Management states that Gayo Lues has vibrant environmental and natural resource potential in the forest, mountain, and air, which is the essential capital for developing the Gayo Lues district. The potential for the environment and natural resources must be appropriately managed and wisely to support sustainable and environmentally sound development in Gayo Lues Regency to realize the welfare of a more dignified Gayo Lues community.

To achieve sustainable and environmentally sound management, environmental management is based on Islam, wisdom, benefit, justice, sustainability, democracy, togetherness, openness and integration. The objectives of environmental management are directed at (1) achieving harmony, harmony and balance between humans and the environment; (2) ensuring the function of natural resources for the benefit of present and future generations; (3) controlled use of the environment; and (4) directed environmental management policies.

Environmental management is an integral part of sustainable development as a conscious and planned effort that integrates environmental, social, and economic aspects into a development strategy to ensure the integrity of the environment and the safety, capability, welfare, and quality of life of present and future generations. Environmentally sound, it must be given a clear, firm, and comprehensive legal basis. As Aryasa (2017) says, the environment can support human life and other living things to create a balance between them, which is called the carrying capacity of the domain. The increasing pace of development in all fields has resulted in a rising environmental impact. This situation encourages the need for more control efforts so that the risk of environmental degradation can be kept as small as possible.

Based on the results of preliminary observations of researchers in the Gayo Lues Regency until now, the implementation of spatial planning policies still needs to be by Gayo Lues Regent Qanun Number 9 of 2013 concerning Environmental Management. Some phenomena grant permits to business actors who construct buildings/businesses that do not meet the spatial planning policy requirements, especially in accordance with the Qanun on Environmental Management. The following data will show that many business buildings in Gayo Lues Regency still need to use spatial planning, so they need to be studied in depth.

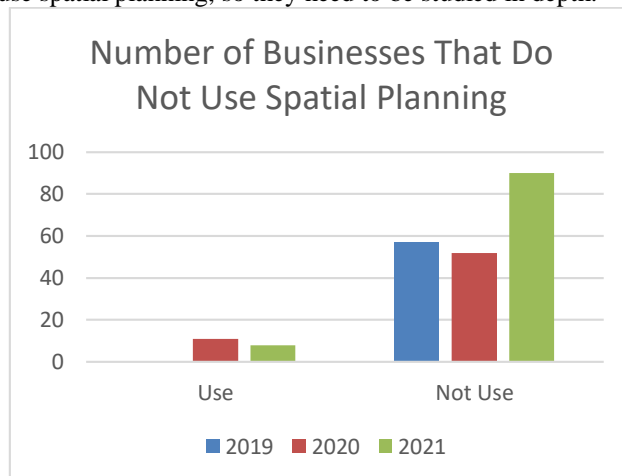


Figure 1. Graph of the Number of Businesses That Do Not Use Spatial Planning
Source: Dinas Lingkungan Hidup Gayo Lues

Often the policies made by the government experience several obstacles or are less successful at the implementation stage of the procedure itself. However, in implementing this policy, the hope of the government and the community layer is that sustainable development can be realized from the various approaches that have been implemented. At this time, environmental problems become crucial issues that, in essence, affect the outcome of sustainable cities. When an ecological imbalance occurs, it can affect the policy implementation process.

Based on literature studies, several similar studies have been conducted in various regions regarding implementing spatial planning policies related to the environment. Such as research conducted by Heri Priyanto (2018) in Gresik Regency explains that Gresik Regency has progressed in industry and population growth, which impacts dire environmental conditions. Many housing development industries are the dominant factor in polluting their environment. So that moved the Gresik Regency government to implement a green open spatial policy in anticipation of environmental damage. The implementation carried out by the author is based

on George Edward III's theory because, according to him, this theory can measure the level of success or failure of spatial planning policy implementation in the Gresik Regency. In addition, Fitriana et al. (2016) research explored the performance of spatial planning policies in the Magetan Regency due to environmental problems such as water deficit and land conversion. Using George Edward III's theory, he revealed that the Magetan Regency spatial plan policy was reasonable and systematically arranged, but its implementation needed more clarity. Because it is considered that there are still many people who damage the environment, such as the establishment of chicken coops in the corridors of tourist routes. Then there is a water deficit, the conversion of agricultural land to non-agricultural land, and so on.

Based on this previous research, researchers suspect that the occurrence of spatial problems in the Gayo Lues Regency that are not under environmental management can be investigated using George Edward III's theory. So that researchers are interested in raising the topic of research on Spatial Policy Analysis on Environmental Management in Gayo Lues Regency.

2. LITERATURE REVIEW

2.1 Public Policy Implementation

Public policy according to Hayat (2018) that public policy is made by the government, which is government actions to do or not do something to achieve specific goals and these actions are aimed at the interests of the people themselves. So that Hayat also concludes that this public policy is a decision that binds people at a strategic level or is broadly created by public authority holders (those who receive mandates from the public or people elected through a general election process and act on behalf of the community).

According to Apriandi (2017), public policy consists of two things. The first are things that have been decided by the government to do or not to do. Second, it is a form of government regulation in writing or the form of a convention. Third is a form of cooperation between the legislative and executive bodies. Public policy is also interpreted by Putri et al. (2018) as a series of behaviors or actions that are chosen to be carried out or not carried out by a group of people or by the government to solve public problems to achieve the goals of each person both individually and in the interests of the group so that people can meet their needs.

Priyatin and Rahmi (2022) mention public policy as a series of various choices that have related relationships made by institutions or the government in areas related to government tasks, such as defense, security, energy, health, education, public welfare, and crime, and urban and other things.

Public policy is one of the main things in the science and practice of public administration; as one of the critical elements in public administration, public policy is termed as the function of the brain in humans because, with this instrument, all activities of state and social life can be carried out by the bureaucracy, the private sector. And society.

From an organizational perspective, in small and large organizations such as a nation, public policy is a factual instrument describing the relationship between government and society. This is because, through this general policy, all state administration, development, and public service activities can run. Public policy is a step in operating programs or actions by the government, the public, and the private sector.

From a scientific point of view, public policy is seen as an interrelated process carried out by the government and other stakeholders in managing and solving general problems and existing resources for the common good. These processes include formulation, implementation, and evaluation of policies.

Implementation is turning policy formulation into policy action to achieve the desired result. The policies in this study are also meaningful. How are the government's steps in answering the choices of action taken by the government can be in the form of: 1) The policies taken can run continuously; 2) Can be appropriately implemented.

Tresiana and Duadji (2021) concluded, based on a review of the views of several experts regarding policy implementation, that this implementation is considered the main form and a very decisive stage in the policy process as he confirmed Edward III's opinion that in the absence of effective implementation, policymakers' decisions would also not get success in their implementation. He further discussed the importance of policy implementation based on several reasons referring to several expert opinions. First seen from the perspective of policy problems, policy implementation is needed because policy problems need to be addressed and resolved immediately by prioritizing every factor that supports and hinders the policy. The second expert sees the importance of implementation for reasons of configuration and synergy of three variables which, according to him, will determine the success of policy implementation, namely the triangular relationship of policy variables, organization, and policy environment. The following reason for the importance of policy implementation is to see the suitability and relevance of a great descriptive model; this means that policy implementation is used as a measure to see the harmony between the frameworks used as guidelines in its implementation. Policy implementation is also essential as a tool to identify variables affecting the achievement of formal objectives in the implementation process.

According to Abdoellah and Rusfiana (2016), policy implementation is part of policy formulation between policy formation and the consequences of policies for the people it will affect. If a policy is

inappropriate or unable to reduce the problem that is the target of the policy, it is likely to fail even though it has been appropriately implemented. Therefore, George Edwards III provides answers to overcome the possibilities of implementing a policy. According to him, cited by Abdoellah and Rusfiana (2016), four factors must be considered, namely:

Communication factor, in the policy communication process, there are several important things: transmission, consistency, and clarity. So the main requirement for exemplary policy implementation is that how they make decisions must know what must be done and given to the right members accurately and can be easily understood.

Factor Sources, for the implementation of a policy to work effectively, it must be supported by suitable sources, which is essential. These sources can be in the form of reliable and adequate staff to carry out their duties. They can also be in the form of authority and all the facilities needed to translate proposals on paper to carry out public services.

Executor's Attitude Factor, the attitude of the implementer is the third factor that has significant consequences in implementing the policy to be effective. The perspective of policy implementers must be good towards a particular procedure because it will mean supporting and implementing the policy as expected by the policy maker. So that whatever the impact or outcome of the implementation of the policy is very dependent on the attitude of the implementers of the policy, both positive and negative results.

Bureaucratic Structure Factors, the bureaucracy is one of the bodies most often the actor or executor of a policy. Consciously or unconsciously, choose organizational forms for collective agreements to solve social problems. Then the bureaucratic structure becomes a fundamental factor in assessing policy implementation. In it, two things can hinder performance; the first comes from internal, such as work procedures and essential measures. The second is from externals such as fragmentation. This fragmentation can be in the form of pressures from outside bureaucratic agencies, committees in the legislature, executive officials, interest groups, and others.

2.2 Spatial Planning and Environment

The role of spatial planning is intended to achieve optimal resource utilization as far as possible to avoid conflicts over the use of resources, prevent environmental damage and improve harmony. It is within the scope of spatial planning that land use and allocation become an integral part of the concept of space in development.

Mungkasa (2020) quotes Law Number 26 of 2007 Article 1, paragraph 1 concerning Spatial Planning, explaining that space is a container that includes land space, sea space, and air space, including space inside the earth as a unified territory, where humans and other creatures live, carry out activities, and maintain their survival. In comparison, number (2) explains that spatial planning is a form of spatial structure and pattern. The spatial structure itself is an arrangement of settlement centers and a network system of infrastructure and facilities that function as supports for the socio-economic activities of the community, which hierarchically have functional relationships. Meanwhile, money polar is the distribution of spatial allotment in an area, including spatial allotment as a protection function and space allotment as a cultivation function. Furthermore, this law, especially Article 1 in number (5), emphasizes that spatial planning is a process system for spatial planning, spatial utilization, and controlling spatial use.

The spatial plan for the city area is the basis for issuing permits for development sites and land administration. The period of urban spatial planning is 20 (twenty) years. The city area spatial plan referred to is reviewed one time in 5 (five) years in certain strategic environmental conditions related to large-scale natural disasters stipulated by laws and regulations and changes in State territorial boundaries, Province areas, and Regency areas determined by Law, City area spatial plans are reviewed more than 1 (one) time in 5 (five) years. Municipal regulations stipulate spatial plans for urban areas. As mentioned above, the detailed spatial plan is specified by regional city regulations.

There are several main ideas, according to Sutaryono, Riyadi, and Widyanoro (2020), in planning activities in the context of spatial planning, namely: 1) Conceptualization is interpreted as a thought process for forming a holistic concept of an area. The wisdom of spatial planning activities, which will later be manifested in spatial planning, must support the achievement of a vision that is built based on the characteristics of the region and the future of the area; 2) Selection of the type of activity; this is based entirely on the vision set by a region. The point is that all activities that will be recommended in the spatial plan, either directly or indirectly, must be able to support the achievement of the development goals of the area itself; 3) Consideration of rationality. Considering this rationality, it must be based on the objectives for various activities to be carried out in the future so that they are prepared carefully from an early age. This is so that during the period, the implementation of the spatial plan does not lose orientation. This rationality consideration will be used as a step in anticipating various possible obstacles or resistances faced against the spatial layout plan that has been prepared; 4) Decision-making. In making decisions, it must be based on rational considerations as in the previous 3rd point, which is used in the decision-making process for future matters. In the process of involving various stakeholders, it is necessary to ensure that the decisions made have relatively strong legitimacy and justification; 5) Allocation of space, systematically and rationally, for various uses, which is the 'spirit' of spatial

planning wisdom. This means that the four main ideas previously led to planning related to space allocation. This spatial allocation is the final stage of planning manifested in a spatial planning policy recommendation for a region.

The implementation of democratic regional autonomy requires community participation, which is closely related to the principles of openness and the principles of justice. Using these two principles, decentralization of government in the regions will work, including spatial planning. The era of regional autonomy means that each area has the authority to make regional policies to provide services and increase participation, initiatives, and community empowerment to improve people's welfare.

To realize this, urban spatial planning must create a city that follows the values of social life, Economy, and culture. It's just that this spatial planning problem is still considered by many people, especially the general public, that the urban development plan is only for the consumption of the middle and upper class. The existing stakeholders, namely the government, the private sector, and the community, need a balanced position.

The spatial planning implementation scheme mentioned consists of 3: spatial planning, utilization, space, and control of spatial use.

Spatial planning is a process to determine the spatial structure and money polarity, which includes the preparation and determination of spatial planning. In contrast, the spatial plan is the result of spatial planning. This spatial planning produces two spatial planning products, including a general spatial planning plan and a detailed spatial planning plan.

Utilization of space is an effort to realize the spatial structure and money polarity following the spatial plan through the preparation and implementation of programs and their financing. This space utilization activity is carried out by implementing a space utilization program simultaneously with the cost. This utilization can be in the form of using space horizontally on the earth's surface or vertically into the ground.

Controlling the use of space is the most vital aspect of achieving orderly use. This control, as a process of continuous activity, follows, observes, and places the implementation of spatial use plans prepared by various sectoral agencies, local government, the private sector, and the community efficiently and effectively to realize the established spatial goals.

3. RESEARCH METHODS

In conducting this research, researchers used descriptive research methods with a qualitative approach. According to Sugiyono (2014), the research method is a scientific method used to obtain valid and correct data to be found, proven, and also developed as knowledge so that, in the end, it can be used to understand, solve, and find solutions in anticipation of problems. Sugiyono (2019) it is explained that qualitative research, namely research carried out in natural conditions, namely the case that the subject of the study develops as it is, is not engineered and, with the presence of researchers, does not affect the conditions of the object and the researcher becomes a research tool in his own research (instrument key). The researcher determines the research focus, collects data, and processes the results of the data obtained to make conclusions on his findings.

This study uses two data sources (Sugiyono, 2019), namely primary data in the form of observations and interviews, as well as secondary data in the form of photos, reports, statistical data, article archives, pictures, and spatial policy maps of Gayo Lues Regency obtained from RPJMD documents, service strategic plans environment and public works and spatial planning services for Gayo Lues Regency. Finally, in the form of applicable laws such as the Qanun of the Regent of Gayo Lues. Informants in this study consisted of environmental services, public works, spatial planning services, and the community. Data analysis techniques were carried out interactively by Miles, Huberman, and Saldana (2014), where the stages were collecting data, data reduction, presentation, and concluding.

4. RESULTS AND DISCUSSION

4.1 Implementation of Spatial Policy for Environmental Management in Gayo Lues Regency

Efforts to balance the use of natural resources and the environment are through spatial planning based on achieving environmental function sustainability. Preserving ecological functions can be guaranteed by space utilization activities considering the environment's carrying capacity. The carrying power of the domain is the most crucial consideration in spatial planning, both in preparing Regional Spatial Plans (RTRW) and evaluating spatial use (Wirosoedarmo, 2014).

The Regional Spatial Plan (RTRW) is necessary to increase security, comfort, productivity, and harmony in the natural environment. Gayo Lues Regency has developed quite rapidly in its urban areas. However, on the other hand, as a developing issue, potential natural resources still need to be utilized optimally, so they have not been able to support regional development efforts optimally (Wirosoedarmo, 2014).

The environment's carrying capacity is the ability to support the life of humans and other living things and the balance between the two (Rustiadi E, 2018). The formulation, establishment, and implementation of policies on the decentralization of authority for the management of the living environment and natural resources in the region should be based on multi-dimensional considerations, namely the philosophical, juridical,

economic, cultural, and political dimensions in the context of administering a unitary state. Such a government policy prioritizes the rational principle of balancing the exploitation and conservation of natural resources.

With the enactment of UU No. 22 of 1999 concerning Regional Government, regional development activities tend to increase in intensity and carry risks of environmental damage due to excessive exploitation of natural resources. This phenomenon is evidence that the role/authority of the regions (especially districts/cities) prioritizes rights rather than responsibilities and obligations in managing natural resources and the environment in harmony with sustainable development, as adhered to in Law No. 23 of 1997. (UU No. 22 of 1999 concerning Regional Government).

Therefore, the spirit of regional autonomy by prioritizing considerations of economic benefits to increase PAD is very at risk of causing environmental impacts that are difficult to overcome, such as pollution and destruction of non-renewable natural resources, which will be a high social and economic burden for the regions. With the promulgation of Law no. 22 of 1999 concerning Regional Government Jo PP. 25 of 2000 concerning Regional Government Authorities, various past policy directions centralized at the center have changed to a decentralized approach.

The goal of the central government in implementing decentralization (regional autonomy) is to increase the empowerment of the role of provinces and districts/cities so that they have independence in the policy. Because of this, the rapid changes have also contributed to efforts to have a law on environmental management that gives authority to the regions so that it will be able to meet the demands of community development needs. The development of current and future environmental legislation, particularly in the preparation of government regulations regarding guidelines for regional environmental management, which is one of the tasks and authorities of the central government, must also give a more significant role/authority to the regions to reduce conflicts of interest between central and regional governments and between sectors and between areas which can result in dysfunctional utilization of ecological potential which can eventually lead to territorial disputes which easily trigger national disintegration.

The community is the subject of the development process, while the government is the direction giver and facilitator. If the issue does not play a good role, the development process will not succeed. Community adherence to spatial planning is essential for achieving spatial planning goals. And obedience requires a precondition to understanding what and how the spatial plan for the area where the community lives. On the other hand, the government also needs to be encouraged to organize good governance. Community involvement can be seen as social control urging the government to implement aspirational spatial plans consistently.

Concerning this policy, Law no. 23 of 1997 concerning Environmental Management in Chapter IV relating to Authority for Environmental Management Articles 8 to 13 states that, in principle, natural resources are controlled by the state (state property) and are used for the greatest prosperity of the people and their arrangements are determined by the government. The authority of government decrees includes policies in regulating, coordinating and granting, or delegating authority to the regions to assist the central government in implementing environmental management. (UU No. 23 of 1997 concerning Environmental Management). In urban governance, what is meant by the basic concept of a sustainable eco-city is an environmentally sound city. In other words, it is a city development concept that combines 3 (three) pillars, namely ESD (ecology, economy, and socio-culture). The basic idea of a sustainable eco-city is a city built based on the principles of urban community life based on the carrying capacity of the environment (Ananta, 2021).

Gayo Lues Regency currently has an area of 571,967 Ha. The Gayo Lues Regency has five sub-districts: Blangkejeren, Pindieng, Kuta Panjang, Rikit Gaib, and Terangon sub-districts. The current land use in the district is mostly following land suitability except for deviations where 40,768 ha of settlements and 529 ha of agricultural wetlands are located in the Putri Betong sub-district, namely nine villages situated in protected areas 529 TNGL, for forest functions, most of them are following their designation where 36.89% is currently protected forest. This area is ideal as a counterweight to ecosystems in a watershed, which tracking Law No. 41 of 1999 concerning introductory provisions on forestry, stipulates that only 30% of the forest area must be maintained.

The current land use in Gayo Lues district follows the spatial plan except for deviations in land use where community settlements are used as tourism areas, and land for wetland agriculture (rice fields) is used for community settlements. This happens a lot in the Blangkejeren sub-district and city sub-district f Panjang.

Article 26 of Law Number 26 of 2007 concerning Spatial Planning states that the provisions for controlling spatial use in regency areas contain general requirements for zoning regulations, licensing provisions, incentive and disincentive provisions, and sanctions directives. Requirements for controlling the use of functional area space: 1) As a means of controlling district development; 2) Maintain suitability of spatial use with the spatial layout plan; 3) Ensure that new development does not interfere with the use of space that is following the spatial layout plan; 4) Minimizing land use that is not following the spatial plan; 5) Prevent adverse development impacts and protect the public interest.

Gayo Lues Regency Spatial Planning is the process of spatial planning, spatial use, and control of spatial use carried out by the Regency government in areas that are under the authority of the Regency to optimize

and synergize the use of regional resources to realize community welfare in Gayo Lues Regency. The spatial planning of Gayo Lues Regency, which is based on its characteristics and carrying capacity and is supported by appropriate technology, will increase the harmony, harmony, and balance of one subsystem, which will affect other subsystems. The management of one subsystem will affect other subsystems so that, in the end, it will affect the spatial system as a whole. In developed spatial arrangements, it is necessary to have a Gayo Lues Regency spatial planning policy that combines various spatial utilization policies.

Following what has been stated on the website <http://bappeda.gayolueskab.go.id/> regarding the 2010-2030 Gayo Lues Regency RTRW (Regional Spatial Planning) program, it contains some critical information to support the creation of a complex Spatial Planning, namely regarding rights, obligations, and roles of the community in spatial planning. The community is the subject of the development process, while the government is the direction giver and facilitator. If the issue does not play a good role, the development process will not succeed. Community adherence to spatial planning is essential for achieving spatial planning goals. And obedience requires a precondition to understanding what and how the spatial plan for the area where the community lives. On the other hand, the government also needs to be encouraged to organize good governance. Community involvement can be seen as social control promoting the government to consistently implement aspirational spatial plans (gayolueskab.go.id, 2012).

The basis behind the importance of the community's role in the spatial planning process are: 1) At the planning stage, the community knows best about what they need, thus directing it to an optimally proportional product plan for various activities to avoid speculation and distribution of space allocation for specific activities only; 2) At the utilization stage, the community will maintain the utilization of space following the designation and allocation and planned time to avoid conflicts over the use of space; 3) At the control stage, the community will feel ownership and responsibility in maintaining the space quality that is comfortable, harmonious, and valuable for continued development.

The purpose of the Community Role in Spatial Planning can be formulated as follows namely; 1) Developing a spirit of accountability or awareness of the rights and obligations of the community and other stakeholders in utilizing space following the established spatial plan; 2) Increasing awareness of development actors that the community is not the object of spatial utilization, but instead, they are the main actors and beneficiaries who should be involved from the beginning to the end in the process of utilizing and controlling space; 3) Encouraging the community and civil society organizations or non-governmental organizations to play a more active role and be involved in utilizing and controlling space; 4) Strengthen the position of spatial planning as a tool for integrated development across sectors and regions so that it is hoped that regional development can be engineered according to the objectives to be achieved.

Policy implementation is a complex activity with so many factors that influence the success of policy implementation. In studying the implementation of public policy, Edward III began by asking two questions, namely: 1) What is the precondition for successful policy implementation? 2) What are the primary obstacles to successful policy implementation?

George C. Edward III attempted to answer these two questions by examining four factors or variables of policy, namely bureaucratic structure, resources, communication, and disposition. Concerning the author's research this time, the author will analyze whether the spatial policy on environmental management in Gayo Lues Regency has been running as it should or whether it still needs to be reformed from various supporting aspects for the success of a desired policy.

4.1.1 Bureaucratic Structure

The bureaucracy is one of the institutions that most often implement activities, even as a whole. Bureaucracy exists not only in government structures but also in private organizations, educational institutions, etc. Sometimes, the bureaucracy was created only to carry out a specific policy. Ripley and Franklin in Winarno (2005:149-160) identify six characteristics of bureaucracy as a result of observing bureaucracy in the United States, namely: 1) The bureaucracy was created as an instrument in dealing with public needs (public affairs); 2) The bureaucracy is the dominant institution in the implementation of public policy, which has different interests in each of its hierarchies; 3) The bureaucracy serves several different purposes; 4) The bureaucratic function is in a complex and broad environment; 5) The bureaucracy has a high survival instinct with so rarely found a dead bureaucracy; 6) The bureaucracy is not a neutral force and is not entirely controlled by outsiders. Complex policy implementation requires the cooperation of many parties. When the bureaucratic structure is not conducive to the performance of a policy, this will lead to ineffectiveness and hinder the implementation of the policy.

Based on the explanation above, understanding the structure of the bureaucracy is a fundamental factor for assessing the implementation of public policy. According to Edwards III in Winarno (2005), there are two main characteristics of the bureaucracy, namely: "Standard Operational Procedure (SOP) and fragmentation." "Standard operational procedure (SOP) is the development of internal demands for the certainty of time, resources, and the need for uniformity in a complex and broad work organization." (Winarno, 2005:150). The actual size of this SOP or work procedure is commonly used to deal with general conditions in various public

and private sectors. By using SOPs, implementers can optimize the time available. They can function to standardize officials' actions in complex and widespread organizations, thereby creating great flexibility and excellent uniformity in the application of regulations.

Based on the results of Edward III's research summarized by Winarno (2005) explains that: "SOPs are very likely to become obstacles for the implementation of new policies that require new ways of working or new types of personnel to implement policies. That way, the greater the policy requires changes in the prevalent practices in an organization, the greater the probability that SOPs hinder implementation.

However, besides hindering the implementation of SOP policies, it also has benefits. Organizations with flexible planning procedures and a great deal of control over flexible programming may be more able to adapt to new responsibilities than bureaucracies without these characteristics."

The second characteristic of the bureaucratic structure that influences policy implementation is fragmentation. Edward III in Winarno (2005) explains that "fragmentation is the distribution of responsibility for a policy to several different agencies that require coordination." Generally, the greater the coordination required to implement a policy, the less likely the program or policy will succeed.

Fragmentation resulted in narrow views of many bureaucratic institutions. This will have significant adverse consequences for the successful implementation of the policy. The following are the obstacles that occur in bureaucratic fragmentation related to the performance of public policy (Budi Winarno, 2005): "First, there is no strong authority in implementing procedures because certain functions are divided into different institutions or agencies - different. In addition, each agency has limited jurisdiction over a particular field, so essential tasks may need to be addressed in various piling-up bureaucratic agendas." "Second, the narrow view of the agency may also hinder change. If an agency needs more flexibility in its missions, it will try to maintain its essence and most likely oppose new policies requiring change.

Spatial planning institutions in the regions are based on the Decree of the Minister of Home Affairs (Mendagri) No. 147 of 2004 concerning Guidelines for the Coordination of Regional Spatial Planning. To strengthen the coordination and management of spatial planning activities in the regions, it is necessary to establish a District-level Regional Spatial Planning Coordinating Board (BKPRD). The BKPRD of Gayo Lues Regency will assist the Regent in spatial planning in his area. In carrying out its duties, the BKPRD of Gayo Lues Regency is responsible to the Regent of Gayo Lues Regency in the spatial planning function.

4.1.2 Resources

The requirement for an organization to run is ownership of resources. Edwards III (1980) categorizes organizational resources: as "Staff, information, authority, facilities; building, equipment, land, and supplies." Edward III (1980) suggests that these resources can be measured from their adequacy, which implies suitability and clarity, "Resources are positioned as input in the organization as a system with economic and technological implications. Economically, resources relate to direct costs or sacrifices the organization incurred that reflect the potential value or use in its transformation into outputs. While technologically, resources are related to the transformation capabilities of the organization (Tachjan, 2006).

Edward III in Agustino (2006) states that resources are essential in implementing sound policies. The indicators used to see the extent to which resources influence policy implementation consist of the following:

Staff, the leading resource in policy implementation is staff or employees (street-level bureaucrats). One of the failures that often occur in implementing policies is caused by teams/employees who need to be more adequate, sufficient, or incompetent in their fields. Increasing the number of staff and implementers alone is not enough to solve the problem of policy implementation, and it requires sufficient staff with the necessary skills and abilities (capable) to implement the policy. Based on the results of interviews with several informants, it can be concluded with the same information regarding the RTRW Policy in Gayo Lues, namely that it appears that the cooperation between staff at the Environmental Service and PUPR is well-established and cooperative, so it can be concluded that every team who has worked well together has undoubtedly have expertise in a particular field following the RTRW policy in Gayo Lues Regency. The number is sufficient, but it is also inseparable that the staff and related communities must also carry out scientific development in the RTRW field to maximize the success of a policy.

Information, in policy implementation, information has two forms: first, information related to how to implement the policy. Second, information on compliance data from executors against government rules and regulations that have been stipulated; Based on the results of the interviews, namely as the community said that the Government is still lacking in terms of information to the public at large, so it is appropriate that at this stage, the Government is expected to be able to provide information as clearly as possible to all parties who should play an active role in supporting the balance of space and the environment. Then, if the data has not been conveyed clearly, it will impact compliance. Namely, several regional and outside investors need to follow the implementation of regional spatial planning. Then it also affects people who commit violations by polluting the environment, namely by disposing of used oil carelessly. From these sources, the importance of information related to the RTRW in the Gayo Lues Regency is in realizing a policy that follows what is expected and avoiding a lot of non-compliance with the procedure.

Authority, the authority must be formal so that orders can be carried out effectively. Authority is the authority or legitimacy of executors in carrying out politically determined policies. When the rule does not exist, the power of the implementers in the public eye is not legitimized so that it can thwart public policy implementation. But in other contexts, when formal authority is available, mistakes often occur in seeing authority's effectiveness. On the one hand, the significance of power is needed in policy implementation. Still, on the other hand, effectiveness will decrease when executors abuse authority for their own or the group's interests. Based on what the author has described in the first part, the bureaucratic structure in implementing the RTRW policy in Gayo Lues Regency has been structured. The one with full authority over this policy is the local government, namely the Gayo Lues Regency area, so, in this case, the author considers that the authority to regulate procedure is in the power of the Regional Government of Gayo Lues Regency and the institutional arrangement of the RTRW has realized this.

Facilities, physical facilities are an essential factor in policy implementation. The implementer may have sufficient, capable, and competent staff, but with supporting facilities (facilities and infrastructure), the performance of the policy will be successful. Based on the interviews conducted by the researchers with several informants, none of the informants discussed facilities. Based on this information, one of the informants provided input, namely the need for a comprehensive implementation of Standard Operating Procedures (SOP) related to policy. This means that facilities are also included in the SOP section, which deserves further attention to improve the environmental spatial planning program in Gayo Lues Regency.

4.1.3 Disposition

According to Edward III in Wianrno (2005) suggests that tendencies or dispositions are one of the factors that have significant consequences for effective policy implementation. Suppose the executors have a direction or a positive attitude or there is support for the performance of the policy. In that case, there is a high probability that the policy will be implemented following the initial decision. And vice versa, if the implementers have a negative attitude or refuse to implement the procedure because of a conflict of interest, the policy will face serious obstacles. Rejection can take various forms, as stated by Edward III regarding the zone of indifference, where policy implementers, through their discretion (discretion) in a subtle way, hinder the implementation of policies by ignoring, delaying, and other inhibiting actions.

The factors that concern Edward III in Augustine (2006) regarding dispositions in implementing policies consist of: 1) Appointment of bureaucracy. The disposition or attitude of the executor will cause natural obstacles to the implementation of the policy if the existing personnel does not carry out the policy desired by the higher officials. Therefore, the appointment and selection of policy-implementing personnel must be people who are dedicated to the policies that have been set, more specifically to the interests of the community. 2) Incentives are one of the suggested techniques to overcome the attitude problem of policy implementers by manipulating incentives. People move based on their interests, then using policymakers' incentives influences policy implementers' actions. Adding certain benefits or costs might be a driving factor that makes executors carry out orders properly. This is done to fulfill personal or organizational interests.

Based on the two factors above, regarding the appointment of the bureaucracy, several informants have provided information that policy actors who have positions in Government also need to be trained to improve the quality of knowledge regarding the environment, namely: then human resources are still low regarding this policy, and further training is needed. Then in terms of incentives, the actors who have direct wage and have positions will receive direct wages from the related Office or the Gayo Lues Regional Government. The people who support this, of course, also have to get awards from the local Government, for example, giving gifts for the cleanest environment and neatly in the form of cash or objects of value so that people feel they have an interest in the form of indirect income, this will change people's minds slowly over time.

4.1.4 Communication

Based on the results of Edward III's research which is summarized in Winarno (2005), several common obstacles usually occur in communication transmission, namely: First, there is a conflict between policy implementers and orders issued by policymakers. Opposition like this will lead to direct distortions and obstacles in policy communication. Second, information is conveyed through layers of bureaucratic hierarchies. Communication distortion can occur due to the length of the information chain, which can result in information bias. Third, the problem of information capture is also caused by the perception and inability of implementers to understand the requirements of a policy.

According to Winarno (2005), The factors that drive information ambiguity in public policy implementation are usually due to policy complexity, lack of consensus regarding public policy objectives, problems in starting new policies, and a tendency to avoid policy accountability. In managing good communication, building and developing effective communication channels is necessary. The better the development of the built communication channels, the higher the probability that the commands are forwarded correctly.

In the clarity of information, policy actors often obscure information objectives based on their interests by interpreting data based on their understanding. The way to anticipate this action is to make procedures through clear statements regarding requirements and objectives, eliminate choices from multiple interpretations, carry out operations carefully, and use detailed reporting mechanisms.

So based on the results of interviews with several informants, most of the informants provided information that information still needed to be more complex for the general public to obtain due to a lack of outreach. Socialization by the government is still limited, so the policy has many obstacles because the information system still needs to be perfect.

The influence of dimensions of communication, resources, the attitude of implementers (disposition), and bureaucratic structure significantly affect a policy's performance either partially (separately) or simultaneously. However, communication barriers were found where there was low discipline and an incomplete understanding of the community regarding the environment-based spatial planning in the Gayo Lues Regency.

The communication factor is very influential on the acceptance of policies by the target group, so the quality of communication will affect the effectiveness of public policy implementation. Thus, disseminating policy contents through a suitable communication process will affect policy implementation. In this case, the communication media used to distribute policy content to target groups will play an important role. With the creation of online media, the Gayo Lues Regional Government should be able to take the opportunity to share information online through social media.

4.2 Factors Inhibiting the Implementation of Spatial Policies on Environmental Management in Gayo Lues Regency

According to Anderson, the factors that cause people to disobey and implement public policies, namely (123dok.com, 2023): 1) The concept of selective disobedience to the law exists, where there are several laws and regulations or public policies that are less binding on individuals. 2) Because community members are in a group or association where they have ideas or thoughts that do not follow or conflict with legal regulations and the government's wishes. Legal uncertainty or unclear policy measures may conflict with one another, which can be a source of non-compliance by people with laws or public policies. 3) If an event is sharply opposed to the value system adopted by society at large or particular groups in society. A public policy will be effective if implemented and positively benefit community members. In other words, human actions or actions as members of society must follow what is desired by the government or the state. So that if their behavior or actions are not following the wishes of the government or the state, then a public policy is not adequate. According to Anderson, the factors that cause people to disobey and implement public policies, namely (123dok.com, 2023):

Legislation is a means for the implementation of public policy. A policy will be effective if its formulation and implementation are supported adequately. The elements that must be met for an approach to be adequately implemented, namely: 1) Legal regulations or policies themselves, where there is a possibility of incompatibility between the policies and unwritten laws or customs that apply in society; 2) The mentality of officers implementing laws or policies. Formal legal officers, which include judges, prosecutors, police, and so on, must have a good mentality in enforcing a law or policy. Because if the opposite happens, there will be disturbances or obstacles in implementing legal regulation policies; 3) Facilities that are expected to support the implementation of legal regulation. If a statutory rule is to be implemented correctly, it must also be supported by adequate facilities so as not to cause disturbances or obstacles in its implementation; 4) Citizens as objects, in this case, it is necessary to have community legal awareness, legal compliance, and the behavior of community members as required by laws and regulations.

4.2.1 Internal Factors

In general, there are several elements that become the benchmark for whether or not a policy is implemented, including (123dok.com, 2023):

Role of Government, the government is not only a functional succession that determines every policy that will be implemented in people's lives, but the most important thing is the position of the government in providing oversight of every existing policy implementation, including its relation to the performance of the green open space procurement policy in the Gayo Lues Regency area.

The government has conducted outreach to the community while forming Qanun RTR NO 15 of 2013. However, the government still needs to make this a systematic study, so many people still need to learn about these environmental-based spatial planning issues. In this case, the government's role is still said to be minimal in conveying information to the community in Gayo Lues Regency. However, it is also inseparable that the government was negligent in providing information because there needed to be more cooperation between the government and the community.

The implementation of supervision must at least fulfill several essential elements that influence, such as the existence of legal regulations and institutions and law enforcement officials who are equipped with the necessary facilities and amenities without being supported by the awareness of citizens as individuals or

members of the community. The possibility of this policy experiences many obstacles in its application because of the behavior of various individuals. In a pluralistic society, deviations committed by one person become habits for another. In such circumstances, social control is needed, in the sense of controlling the ethical behavior of citizens so that they are always in conformity with normative requirements, almost always carried out based on the strength of sanctions.

External Factors. Lack of public attention, the community is the population component with direct access to the utilization of green open spaces and their management. But in reality, sometimes, some people lack a sense of belonging in maintaining the sustainability of environmental preservation, especially in the Gayo Lues area. This condition can be seen from the results of the author's observations in the field, showing several problems such as some people still don't care about a policy, so sometimes people feel reluctant to implement these rules and run away from an approach, even people often consciously make a mistake to pollute the environment surrounding. If a policy can be implemented, an important role will also come from the local community participate in the success of the RTRW discourse in the Gayo Lues Regency.

Budget Allocation, However, a government-established policy plan, especially concerning the procurement or spatial planning of the environment in areas where community participation is still minimal, including Gayo Lues Regency, will only be meaningful if an adequate budget allocation supports it.

In realizing these programs, local governments still need to be more active in learning them, and local governments are still pegged to only one line of the budget. In fact, in the program's success, many parties can be involved regarding the budget, both from the province and the center.

When referring to the explanation of a draft regional regulation (Qanun), the government has incentives and disincentives in setting the budget. For example, if parties want to use part of their land or their space as green open space following the RTRW, the government will provide incentives in tax breaks. Still, if they use the area not following the plan, the government will impose a disincentive, namely the imposition of taxes. So the government only prohibits development by using open space because the community has the right to the area.

5. CONCLUSION

The implementation of spatial planning policies for environmental management in Gayo Lue Regency has the importance of environmental-based regional spatial planning programs, so it is appropriate for everyone to participate; for example, community and NGO participation needs to be increased. Because increasing participation will affect the success of the RTRW program. As well as the need for more involvement from parties for the realization of the wide distribution of the RTRW following the Gayo Lues District Qanun Number 15 of 2013 concerning the Gayo Lues Regency Spatial Plan for 2012-2032, the Gayo Lues Regency Government, in this case, carried out the wide dissemination of the Regency Area Spatial Plan Gayo Lues, according to calculations from the Gayo Lues District Qanun.

The inhibiting factors for implementing spatial planning policies for environmental management in Gayo Lues Regency can be seen from two sides, namely the external and internal sides. From the outer side, it reflects that some people still need to care about a policy, so sometimes people feel reluctant to implement these rules and run away from an approach, even though people often consciously make mistakes to pollute their surroundings. Systematic studies, so many people still need to learn about these environmental-based spatial planning issues. In this case, the government's role still needs to be improved in conveying information to the community in Gayo Lues Regency. However, it cannot be separated that the government is negligent in providing information because there is still a need for more cooperation between the government and society.

Regarding the implementation of the policy, it is expected that the development of current and future environmental legislation, especially in the preparation of government regulations regarding guidelines for regional environmental management, which is one of the tasks and authorities of the central government, must also give more significant role/authority to the regions so that they can reduce conflicts of interest between the central and regional governments and between sectors and between areas which can result in dysfunctional utilization of ecological potential which can eventually lead to regional conflicts which can easily lead to the disintegration of the nation.

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