

**THE ROLE OF COORDINATION IN DETERMINING SPATIAL
PLANNING POLICY
(Study at Sleman Regional Spatial Planning Coordination Board)**

THESIS



by:

AGUNG YUNTORO
156030112111012

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BY:
AGUNG YUNTORO
ID.156030112111012

Acknowledged by
Supervisor Committee,

Supervisor

Dr. Mardiyono, MPA.
NIP.19520523 197903 1 001

Co-Supervisor

Dr. Fadillah Amin, M.AP, Ph.D.
NIP.19691205 200501 1 003

Head of Master Program of Public Administration
Faculty of Administrative Science

Dr. Inwan Noor, MA
NIP.19611024 198801 1 002

JUDUL THESIS:

The Role of Coordination in Determining Spatial Planning Policy
(Study at Sleman Regional Spatial Planning Coordination Board)

NAMA MAHASISWA : AGUNG YUNTORO

NIM : 156030112111012

Program Studi : Magister Ilmu Administrasi Publik

Minat : Linkage Jepang

KOMISI PEMBIMBING:

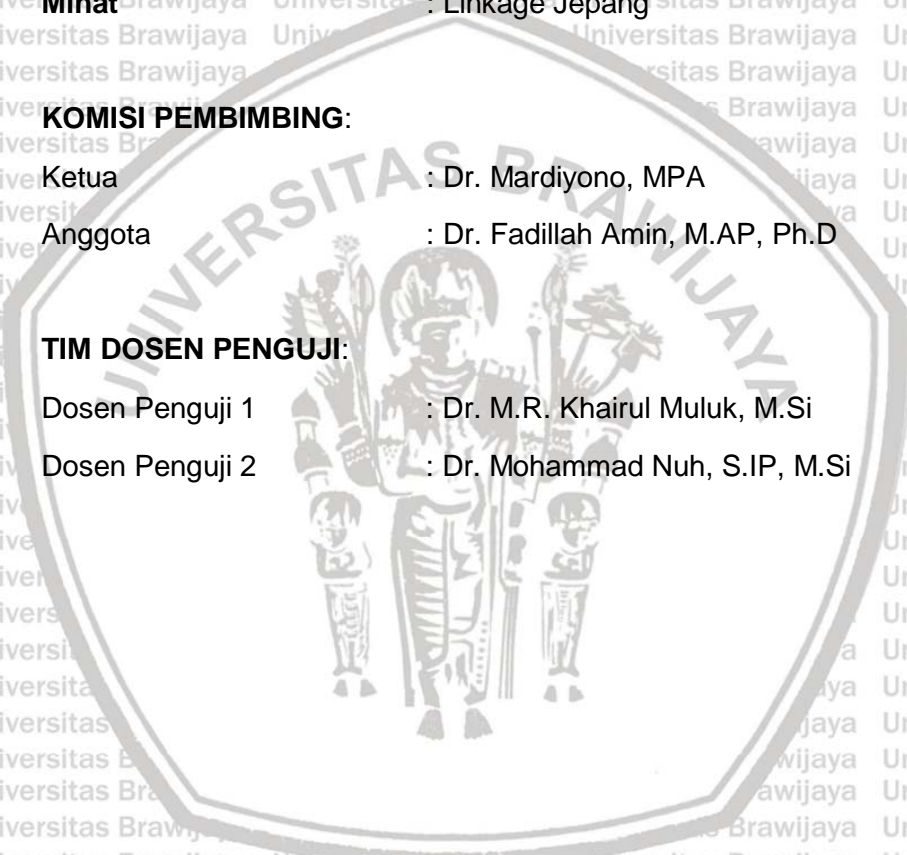
Ketua : Dr. Mardiyono, MPA

Anggota : Dr. Fadillah Amin, M.AP, Ph.D

TIM DOSEN PENGUJI:

Dosen Penguji 1 : Dr. M.R. Khairul Muluk, M.Si

Dosen Penguji 2 : Dr. Mohammad Nuh, S.IP, M.Si





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Malang,

Mahasiswa,


NAMA : Agung Yuntoro
NIM : 156030112111012
PS : Magister Ilmu Administrasi
PPSUB

RIWAYAT HIDUP

Agung Yuntoro lahir di Bantul pada tanggal 21 Agustus 1979 merupakan seorang putra dari Ayah Subadi dan Ibu Sitit Aminah. Jenjang pendidikan mulai dari pendidikan SD s.d SMA diselesaikan di Bantul. Jenjang pendidikan selanjutnya diselesaikan pada Fakultas Teknik Universitas Cokroaminoto, Yogyakarta, jurusan Teknik Sipil, dan lulus S1 pada tahun 2008. Setelah lulus bekerja di beberapa perusahaan konsultan dan kontraktor konstruksi, dan mulai tahun 2011 sampai saat ini mengabdikan sebagai Pegawai Negeri Sipil pada Pemerintah Daerah Kabupaten Sleman.



Malang, 25 Agustus 2017

Penulis,

Agung Yuntoro

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ABSTRACT

In the development era it's usual to explore the resources to generate society welfare. By contrast the development seems to be harming the environment. Meanwhile to conserve the environment and balance between the development and natural resources spatial planning become an urgent issue. Through Ministry of Home Affairs Decree number 50 in year 2009, the regulation comprehensively regulates the duties of Spatial Planning Coordination Board to coordinate the Spatial Planning.

This study aims to describe and analyze the role of coordination in determining spatial planning policy. The new public management paradigm which tried to adopt the private management to public sector argues being the proper approach. In this research revealed that in the Sleman local government especially in the Spatial Planning which involves several institutions urging to establish coordination. Moreover to manage the institutions network new public management paradigm can rule the expectation.

Coordination plays an important role to organize the institution interest and its authority. When specializations occur within government organization it is a rule to connect the whole stakeholder in one networking. The present of organization management is needed. In hence government organization is relatively rigid and difficult to attach. Spatial Planning Policy is the key to formulate the development planning. Basically infrastructure development must be controlled by using Spatial Planning. Furthermore Spatial Planning has several roles firstly as the guidance, secondly as Planning Document, and the third as regulation.

Keywords: *Coordination, Spatial Planning, Management.*

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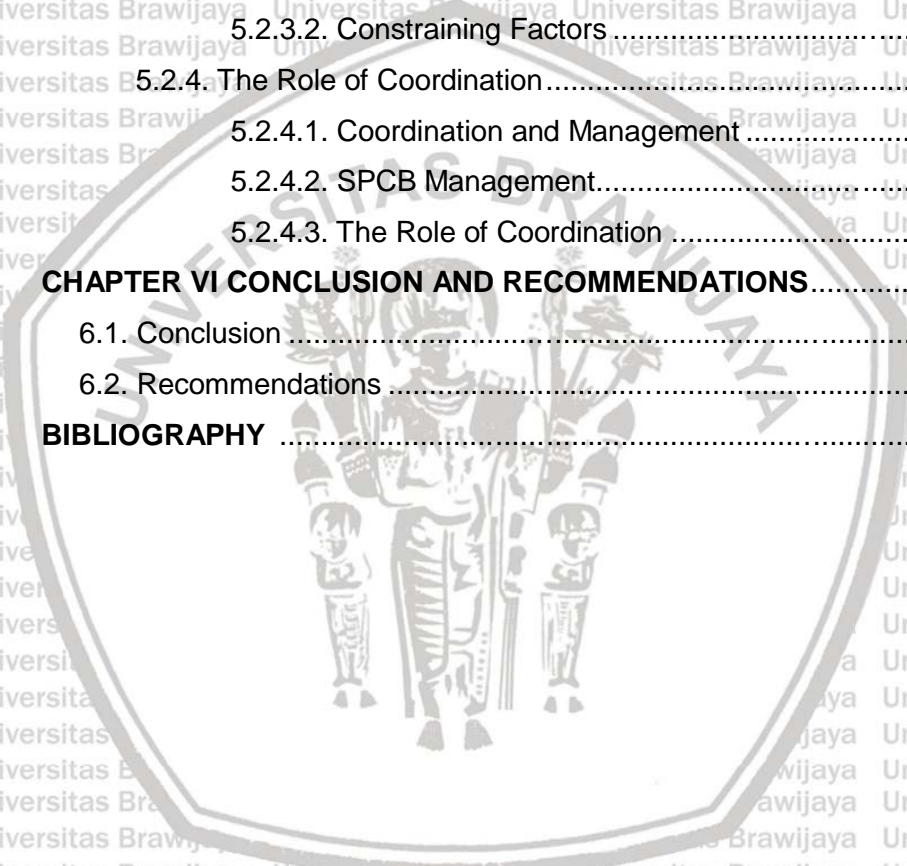
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CHAPTER I INTRODUCTION

1.1. Research Background

The implementation of effective spatial planning depends upon the development of relevant laws, policies, guidance, procedures and incentives. Implementation requires both short-term considerations and a long-term vision.

An important factor in the success or failure of spatial planning is the quality of its management. Management concerned with organization and coordination, policy and planning, and the monitoring of relevant projects. It also concerned with listening, analyzing, decision-making, and communicating ideas that may be misunderstood.

Clear legislation and funding policies and improved organizational infrastructure are critical, as experience has shown that these issues are frequently more complex to solve than technical ones. High-level support for developing these plans is essential to ensure the effectiveness of the policies when implemented and regulated at the local level. Relational coordination is a mutually reinforcing process of interaction between communication and relationships carried out for the purpose of task integration (Gittel, 2015, pp. 517-534).

Good coordination is needed by each institution to obtain public policy decision. Coordination is how to connect between one person to another person, or one group to another group. A key issue in the analysis of group work is an understanding of the dependencies between the tasks of the different group.

Group members are carrying out and the way the group coordinates their works.

However, many studies describe dependencies and processes only in general. In terms of coordination failure frequently appear inaccurate decisions and unconvincing. This is the basic reason for conduct this research.

Development is a process characterized by integration of political and economy in a country. This process has progressed very rapidly because of the urge basic need and social welfare. Meanwhile this phenomenon is not only changing in the social processes, but it is huge movement that will unite and coordinate all the sectors of the country. Government efforts to govern all fields always require integration and synchronization between processes of government work with the public interest in accordance with the needs and changes concentrated on efforts to realize good governance and efficiency¹.

Determining spatial planning² is one of crucial government task even there are a lot of obstruction. Involving many sectors in formulate the regulation it demands the coordination. Coordination occurs through frequent, high quality communication supported by relationships of shared goals, shared knowledge and mutual respect enable organizations to better achievement of their desired outcomes (Crowston K, Rubleske J and Howison J, 2004).

Spatial planning has to elaborate several organizations and institutions. Moreover the elaboration of coordination is purposing to abridge crucial spatial planning decision. Relational coordination is a mutually reinforcing process of interaction between communication and relationships carried out for the purpose of task integration (Gittel, organizing work to support relational coordination, 2000). The role of formal organizations, and informal, is most

¹Government conducts an-accurate executing procedure related to power, time and budgeting.

²Systematical spatial planning process in term of planning, utilization and managing; (Law, 2007)

readily apparent in public bureaucracy, but all the institutions of the public sector are composed of organizations, or have some organizational characteristics that affect their performance (Bouckaert G, Guy Peters B and Verhoest K, 2010). The role of spatial planning in the development is to balance the rapid growth with exploiting the resources. Moreover the term "saving for the future" is related to preserve the natural resources.

Sleman Regency Area is spread out from $110^{\circ} 13' 00''$ until $110^{\circ} 33' 00''$ Eastern Longitude, and from $7^{\circ} 34' 51''$ until $7^{\circ} 47' 03''$ Southern Latitude, with the altitude between 100 – 2.500 meter above the sea level. Based on the Population Census in 2010, number of Sleman people in 2013 is 1,141,718 consisting of 574,913 male and 566,805 female. With area of 574.82 km², the density of population of Sleman Regency is 1,986 people per km². For illustration there is the position of Sleman population growth. Based on Sleman regency in figure (Sleman-Regency-in-Figure, 2014) the population is 1.107.304 in the year 2011 then in the year 2012 the population is 1.114.833 and one year later in the 2013 become 1,141,718. The population growth is 0.68% in the year 2012 and 2.41 in the year 2013.

Concerning high population it is urge that the natural resources must be explore. Meanwhile the exploration must be controlled by regulation to sustain the future. What is the policy must be taken? The answer for sure is spatial planning the indispensable policy. Spatial planning is a system of spatial planning process, spatial utilization and spatial utilization controlling. However spatial planning focused on the case of spatial physically which contain the planning of spatial structure and the pattern of spatial utilization. Spatial planning is kind of government intervention to create comfortable environment, increase the productivity and sustainable society welfare in balancing district development.

Spatial utilization in all of Indonesian areas is conducted due to spatial planning. Nowadays spatial planning tends to be economically based instead of ecology, social, cultural and future perspectives, meanwhile all of those elements must be accommodated in balance. Spatial planning is largely a public sector function to influence the future spatial distribution of activities. It aims to create a more rational territorial organization of land uses and the linkages between them, to balance demands for development with the need to protect the environment, and to achieve social and economic objectives. Spatial planning comprises measures to coordinate and improve the spatial impacts of other sectorial policies so as to achieve a more even distribution of economic development within a given territory than would otherwise be created by market forces. Spatial planning is therefore an important lever for promoting sustainable development and improving the quality of life.

Good spatial planning has to respond *development dynamics* and concern to social cultural in purposing social welfare (Dirjend-PR, 2003). Therefore government has big responsibilities to provide better development program. There is the role of government as executive to state policy based on spatial planning. Another reason why this research is important is because of the problems that commonly occur in the governance as follows:

- 1) The first problem is the culture of society, which recognizes the ownership of the land areas as absolute rights. By contrast it is very different with the other country especially in the west. Furthermore the problems emerge from this case when government programs face with public interest. How can

government state spatial planning regulation and development without support from society.

2) The general problem is lack of coordination among government institution.

Development is the main concern in the modern era in order to compete with other countries around the world. Not only in the national stage but also in the local government, coordination is required to synchronize and organize the purposes of each sector. Moreover the role and participation of every sector is needed to avoid coordination problem.

3) The important problem is related law enforcement. There are too many regulations in Indonesia but the quality seemingly are questioned. The process its selves and the involvement of public are the basic of determining good regulation. But when there is violation the defendant would probably escape, so where is the justice?

Spatial planning requires effective working relationships between political and professional spheres. The politician's role is to drive the policy making process and the professional role to provide sound impartial advice on alternatives and the implications of policies. Training and education in spatial development and planning is critical in both ranges. This program has supported training in development partnerships. Many countries, several spatial planning initiatives have been supported by government's bilateral program of development assistance Land-use planning. The systematic assessment of land and water potential, alternative patterns of land use and other physical, social and economic conditions, for the purpose of selecting and adopting the land-use options which are most beneficial to land users, without degrading the resources or the environment, together with the selection of measures most likely to encourage such land uses.

Land-use planning may be at international, national, district (project, catchment) or local (village) levels. It includes participation by land users, planners and decision makers, and covers educational, legal, fiscal and financial measures. In some countries, plans must become part of the national or regional body of law before they can be enforced. There may also be extensive requirements for approval by higher levels. Careful consideration needs to be given to extending the powers of local authorities to adopt their own plans and regulate development only when in conformity with a strategic framework on the development issues that cross local authority boundaries. This should be within a framework of principles and regulations set at a higher level and under the general supervision of regional or national government.

Partnership arrangements will also need to be considered planning system. The combination of legal, institutional and other arrangements are place in a country or region for undertaking spatial planning. The elements of a system may not be interdependent, but will be interrelated in their impact on spatial development. Regional planning usually undertaken by regional authorities, but may also be undertaken by national government or by local authorities working jointly. It will generally be strategic planning, but with different degrees of integration between land use and other sectorial planning.

Regional Policy intended to bring forward measures to address social and economic disparities between regions. It will usually entail promoting the economy of relatively poor regions through financial aid, training and other action, and controlling the growth in relatively rich regions. The enforcement of planning control should ensure that the terms and conditions of planning decisions are



carried out and that development carried out without planning permission is brought under control. However, there is no statutory duty on local planning authorities to enforce controls; the degree to which they do varies according to political commitment and the resources they devote to it. A spatial planning system manages development in an efficient, effective and fair way is a central component of good governance. Citizens' access to opportunities, health, well-being and life chances are fundamentally influenced by patterns of development. This is why development decisions can be so controversial. Since there is no real concern from developed countries to developing countries for environmental issues. By contrast the developed countries are forcing conservation but the incentive for environmental conservation still sealed on the paradigm and book theories.

Fairly, the developing countries seem to be ignored and explore as much as possible to gain more benefit to fund the development. And again the social welfare becomes the first priority instead of preservation. As people believes that the resources are belong to the future, today it is our duty to prevent and make sure it would be last longer existed.

Spatial strategies are prepared for regions which can be administrative, such as for a regional government, or functional, such as for a travel-to-work metropolitan area. They are often nested with sub-regional strategies fitting within a wider regional strategy. It is inevitable that functional relationships will cross administrative boundaries both within the region and beyond. The strategy should not be constrained by historical administrative boundaries that do not relate to the contemporary reality of spatial development requirements for a given region.

The formulation of spatial strategies is usually within the competence of regional government, though there are examples where local governments voluntarily cooperate on the creation of a spatial strategy, such as when developing a spatial strategy for a metropolitan area. The collective participation of stakeholders in government, civic society and business is crucially important.

The spatial strategy can be used to encourage other sectors to address the spatial dimension of their activities and understand how their activities relate to decisions in other sectors.

Engaging sectorial interests in the strategic plan making process will be a considerable challenge. It may take a number of iterations of a strategy before it can address all relevant sectorial interests. In the short term, it is important to identify and address of priorities. National and regional governments will need to support the spatial plan-making process and link elements of sectorial funding to the spatial strategy. Some incentive will come from the binding nature of the strategy on local-level policy frameworks, proposals and regulation, but the level of prescription should be proportionate to the task that needs to be achieved.

The spatial strategy should be comprehensive in its ability to consider all important aspects of development: it should be spatial in the sense that its primary role and value is in coordinating the territorial impacts of spatial development, and strategic in the sense that it identifies the general location of development at the level of the settlement or sub-region, but does not designate detailed boundaries. Thus, the visualization of policies and proposals are very important when communicating and promoting a strategy will be communicated in diagrammatic form rather than in an overly proscriptive form such as on a map.

1.2. Problem Statement

Spatial planning is a key instrument for establishing long-term, sustainable frameworks for social, territorial and economic development both within and between countries. Its primary role is to enhance the integration between sectors such as housing, transport, energy and industry, and to improve national and local systems of urban and rural development, also taking into account environmental considerations. In the era of regional autonomy, the initiative to improve the welfare of the people tends to be held to meet short-term goals, without attention to the environment and sustainable long-term development.

Effective spatial planning also helps to avoid the duplication of efforts by actors such as government departments, commercial developers, communities and individuals. This is great importance, as many of the above issues are a cross-sectorial nature and therefore should be treated as such concern. Spatial planning is a public sector activity at all levels. Hence, a clear distribution of responsibilities is needed between the different levels of administration.

Conversion of land from protected areas into cultivation area in order to increase revenue is a common case of development practice that often occurs. In Java, for example, forests have been converted at the rate number of 19,000 ha / year (CBS, 2001). Even Forestry Planning Agency state that until 2001 looting of forests in Jawa Island has reached 350,000 ha of forest area so that the remaining 23% of the land area of the island of Jawa. In addition, the conversion of agricultural land for non-agricultural use such as for industrial, residential and

services in Jawa Island which reached 1,002,005 ha or 50,100 ha / year in 1979 to 1999 (MOA, 2001).

Another example is the significantly decline in the water catchment area of the larger islands. Tropical forests, for example, as a water catchment area has been reduced the fires and looting / denudation. The data collected from the Georgetown International Environmental Law Review (1999) show that between the years 1997 to 1998 not less than 1.7 million hectares of forest burned in Sumatra and Kalimantan. Even the WWF (2000) put the figure higher, between 2 and 3.5 million hectares in the same period. With the destruction of forests that serve the protected it will cause run-off large, disturbing the hydrological cycle, expanding the water scarcity in the long term, as well as increasing the risk of silting and flooding in coastal areas.

Policies and decisions should devolve wherever possible and be made in a collaborative way with local stakeholders and investors. Nonetheless, there are critical issues that need to be decided in a top-down manner, thus ensuring decisive and unambiguous outcomes. This may be required to address an urgent issue, an issue of international significance or unwanted speculative activity, or to bring an end to local controversy and conflict. Examples might include the need to: protect an area of critical natural capital, take up a major inward investment opportunity, protect heritage assets from speculative activities, or facilitate a decision on a major energy infrastructure development. There will also be occasions when central, top-down decisions are needed in the interests of fairness to all, such as in the case of imposing common development land taxes across an entire country.

National and regional decisions of this kind need to be binding on all levels and with all actors, and to follow a process that ensures accountability.

These decisions should respect agreed policy statements wherever possible and be accompanied by clear explanations when they do not appreciate. All levels of government should be offered an opportunity to play a part in the decision-making process, e.g. through consultation on major infrastructure projects, or through the opportunity to provide evidence where appeals are being considered. Law and policy need to explain the criteria by which authorities at the national level may intervene in regional and local decisions. Generally, central intervention in decisions normally made at lower levels will be limited to matters of national and international significance or issues of potential national controversy.

Detailed policies on spatial development substances can be helpful for creating a positive climate for investment. These may cover varied subjects such as habitat protection, accessibility criteria for types of development and design standards. Policy statements assist investors by establishing common criteria for plan and decision-making, thereby encouraging more consistent action.

The private sector welcomes clear, unambiguous criteria that can apply in all places to all interests and that indicate that steps have been taken to ensure a level playing field for investors.

Policy statements are especially effective when produced through a process of consultation and dialogue, because this has a better chance of garnering their widespread support and acceptance. Though consensus may be very difficult to achieve, there is great benefit in employing a bottom-up as well as top-down approach to policy development. Policy statements should be compulsory on all levels, but allow for some discretion where there is good reason.

When contradictory decisions policy statements are made, these should be accompanied by rational explanations. Various phenomena disaster such as floods, landslides and droughts occur evenly in various regions. For essence, it is an indication of the degradation of spatial functions, between man and nature as well as between economic interests with environmental preservation. The cause of the disaster itself can be divided into three (3) things:

1. The natural condition is static, such as geography, topography and characteristics of the river.
2. Natural events that are dynamic, such as: climate change global warming, land subsidence, sedimentation.
3. Activities socio-economic of human dynamic, such as deforestation, land conversion to protected areas, river banks for settlement utilization, utilization of flood retention area, people's behavior.

In coastal areas, there has been a serious degradation of environmental quality. The first is the decline in mangrove area, if there is no protection in mangrove the damages effect are about: coastal erosion, pollution of the river to the sea, and aquaculture zones would be endangered. The second is water sea intrusion caused by the rise of water sea level and land subsidence due to excessive exploitation of ground water. The third is the loss of coral reef ecosystems that are place for the breeding the fish.

The next issue is very serious about the increase in the urban population as a manifestation of the phenomenon of urbanization due to migration from the village to the city. The CBS data show that the urban population in Indonesia showed a fairly rapid growth from 32.8 million or 22.3% of the total national

population (1980), increased to 55.4 million, or 30.9% (1990), to 74 million or 37% (1998) to 90 million people or 44% (2002), and is expected to reach 150 million, or 60% of total national population (2015) with the urban population growth rate of 4.49% on average (1990-1995). With this trend of increasingly urbanization, the concern of the spatial planning of urban areas needs special treatments, for example through a zoning regulation and incentives and disincentives.

Another issue related to the development of the city is high gap between the core cities with the surrounding towns. It is characterized by the 9 metropolis city with a population of over 1 million (Jakarta, Surabaya, Bandung, Medan, Bekasi, Tangerang, Semarang, Palembang and Makassar) and 9 large cities (Bandar Lampung, Malang, Padang, Samarinda, Pekanbaru, Banjarmasin, Solo, Yogyakarta, and Denpasar). This gap raises various complex problems, such as urban poverty, infrastructure and facilities services are limited, traffic problem and environmental pollution. It has become common interests, the process of involving the community as the main focus in spatial planning is yet still to find the best form. Current conditions indicate that the distribution of the rights of communities is not fully guaranteed, especially the implementation of obligations are not truly expected.

Different perceptions regarding the rights and obligations of the community is often also present a conflict of interest. Community involvement should be developed based on the consensus agreed upon and in consideration to the socio-cultural characteristics (local unique characteristic). Technology Information Develop to support in the process of decision-making. The regional autonomy era will put each autonomous region in a high intense competition.

The existence of a region is determined by the ability of decision makers to address shortcomings and exploit the advantages.

1.3. Research Questions

Based on the problem above, the questions of this research are:

- 1) How is the process in determining spatial planning policy?
- 2) Who get involved in determining spatial planning policy?
- 3) What are the factors in determining spatial planning policy?
- 4) Why does coordination play important role in determining spatial planning policy in Sleman regency?

1.4. Research Objectives

Based on the research questions above, the objectives of this research are to identify, to analyze, and to interpret:

- 1) The actual condition of the process to decide spatial planning policy.
- 2) The stakeholder involved in determining spatial planning policy
- 3) Factors in determining spatial planning policy
- 4) The importance of coordination in determines spatial planning policy in Sleman Regency.

1.5. Research Benefit

This study is expected to supply a number of benefits for several targeted audiences. In term of theoretical benefit, the targeted audiences are particularly from the scholars. Meanwhile in practical benefit, the targeted audiences are from the government. This research is expected to contribute both theoretical and practical to some parties as follows:

1. Academic benefits

This research could give comparison between the existing theories with practices. Moreover it is can be used as a reference and a material discussion for practitioners and other researchers who are interested in conducting research primarily related to the spatial planning. This research also gives experience to the researcher to apply and broaden the application of the theory of public administration in the process of public policy making

2. Practical benefits

The benefits of this research to Local government of Sleman regency is that this research may give some useful findings according to spatial planning issue. Furthermore this study could be used as additional information to make a decision in spatial planning policy. By using this research hopefully the Local government of Sleman regency could improve the aspects and parts that have not been optimized in term of coordination in determining spatial planning policy.

This research expectantly can gives information to the public about good coordination system in determining spatial planning policy.

CHAPTER II

LITERATURE REVIEW

2.1 New Public Management

2.1.1 Public Management

The basic task of public management is to develop an understanding toward an administrative system and management that are used and adopted in the public sector. Public management terminology is derived from the wider branch of science that is public administration. Ott, Hyde and Shafritz (1990) expressed that public management is a branch originated from public administration that particularly discusses program design, organizational restructuring, resources allocation through budgeting system, finance management, human resources management, program evaluation as well as audit.

Theoretically, the emergence of public management as a science originates from a very simple premise that is public organization is generally organized by public management. Public management theory came up from a simple logic, namely public organization should be run by public management that is different from private management. Therefore, a study of how people can manage public organizations is called with the study of public management.

Public management focuses on internal public organization that is the way to manage public organization as optimal as possible to achieve the organizational objectives. Nevertheless, organizations in public sector cannot take the external factors for granted, such as public policies and public interests, a distinct characteristic that differentiates public organizations from

other organization. Empirically, this theory came up because the public organizations in the beginning of the twentieth century relatively generated low productivity and low performance. In addition, the motivation of the workers to participate in the accomplishment of organizations' objectives was also respectively low.

Therefore according to Henry (Henry, 2004), public administration has moved from *government*, or the control over the citizen and the function of state's institutions to deliver public benefits, toward *governance*, or interrelation between several elements, including organizations, institutions, laws, policies, cooperative arrangements, and contractual agreement that control citizens and deliver public benefits. He emphasized on the concept of government as institutional, while governance is institutional and networked. In other words, governance refers to interdependencies between government organizations, citizens, and other organizations, such as private companies and non-profit organizations. Those interdependencies are a serious networking, and it is central to governance (Henry, 2004).

Lukviarman argues that governance terminology should be used in the context that relates to the concept of regulation and control, in which, in interpreting this term people often challenge with the ambiguity between the word *govern* and *manage* (Lukviarman, 2005). The differences of these terminologies are provided, as follows:

Table 2.1 The Comparison between Governance and Management

Governance	Management
External focus	Internal focus
Assumes an open system	Assumes a closed system
Strategy oriented	Task oriented
Relates to where the organization is going	Relates to getting the organization there

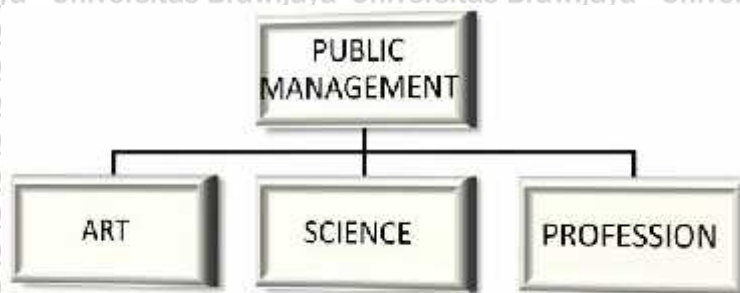
Source: Lukviarman (2005)

Therefore the concerns about good governance first arose in discussion of economic development, in which economist came to believe that the effectiveness of market reforms was dependent upon the existence of appropriate political institutions.

Many experts have attempted to define what public management actually is. Laurence Lynn (1996) considers three possibilities about public management overview, namely as an art, as a science and as a profession.

Public management as an art refers to creative activities that are executed by public practitioners and cannot be learned just by reading from theoretical books. Public management as a science means that public management needs systematic analysis by way of interpretation and explanation. While public management as a profession is refers to a group of people who dedicate themselves to this science. The concept of Lynn can be described by following picture:

Figure 2.1. Public Management as an Art, Science and Profession



Source: Lynn (1996)

The discussion about these two terms, the questions that will arise are 'are they the same?' or 'are they different?', 'if they are different, what differentiates them?' and 'how can we define the distinction?' These kinds of questions are forever debatable since the experts in public administration and public management have their own arguments.

There are many efforts to answer these questions. For instance, committee on administrative management in Franklin Delano Roosevelt's era tried to combine these two terms to become 'public administration and management' as one terminology. However, this term gained so many rejections from academics in both fields (Lynn, 2006).

Administration according to Sheldon (in Polard, 1974, h. 102) is the decision of a top level policy, the coordination of the major aspects of the business as well as the authority in management domain. This definition means that administration is decision making, coordinating as well as management controlling. If this concept was utilized, it can be understood that administration is wider than management.

Nonetheless, Henry Fayol argued different way of thinking. He (in Wren, 1979, p.232) said that management is to run organizations by means of utilizing the best possible use of all resources and administration is only one of these functions. It means that administration is only subordination from management. Practically, these two terms cannot be differentiated. However, most academics in public administration field believe that management public is a science branch derived from public administration. As stated by Keban (2014), management is one dimension of public administration along with other dimensions such as policy, organizational structure, ethics, environment and performance.

2.1.2 New Public Management

Similar to other field of science, public administration also underwent some changes along with its development. Usually this kind of change is pretend as the shift in paradigm. In monumental work 'The New Public Service, Serving not steering'; Denhardt and Denhardt (2007) classified the paradigms in three big categories that are to say old public administration, new public management and new public service. However, several scientists took a very important step to clarify the differences. Almost half a century ago, Dahl and Lindblom (in Rainey & Chun, 2005, h.73) admitted that there were some indistinctness and overlap between public management and private management but they argued that both are separated by rational argumentation between agencies and enterprises. The term agency refers to governmental organization, while the term enterprise is defined as private institution. Between these two sectors, there lie some combinative organizations that have combined characteristics, that is to say state-owned enterprise.

As per the study that was conducted by Rainey and Han Chun (2005, P. 92-94), there are three differences between public management and private management, as follows:

1. The distinction in environment.
2. The distinction in organizational transaction.
3. The distinction in organizational role, structure and process.

The distinction in environment includes there is no economic orientation as well as high internal and external political influences in the public management. There is no economic orientation means that minimum reward that is given to public managers if they can minimize costs as well as to promote efficiency and effectiveness. High internal and external political influences refer to the condition under which public management is highly influenced by political and governmental mechanism, namely political bargain, lobbying and pressures from constituents.

What is meant by the distinction in organizational transaction is that the fact that public management faces strong pressures in providing fair, responsive, honest, open and accountable process if it is compared with private management. Additionally, the distinction in organizational role, structure and process includes ambiguity and conflict vulnerability in defining organizational objectives, convoluted bureaucratic process, slow and minimum innovation in working system in public management that do not occur in private management.

In contrast, new public management suggests that government organizations have to adopt the principles used in private organizations. New public management paradigm criticized the approaches utilized by old public administration. Conceptually, new public management is different from old

public administration. Pitschas (2004) uttered that new public management refers to a group of ideas and contemporary practices to use private approaches in governmental organizations.

New public management is a movement that tries to inject principles in private institutions into governmental organizations. Strict and centralistic governments, as utilized by old public administration approaches have to be changed with decentralized governments that have entrepreneurial spirit. New public management is often associated either with managerialism (Christopher Pollitt) or with entrepreneurial government (Osborne and Gaebler). The core of new public management is to run governmental organizations just like private institutions.

2.1.3 Development

Development administration originated during the 1950s as a convenient way to describe the new role of the State and public administration in national progress and modernization (Riggs, 1971). In contrast to law and order administration, the aim of development administration was change and innovation. Public officials would serve the people rather than the empire. Finally, it was anticipated that public officials would approach their tasks with creativity and persuasiveness.

The use of the term development to refer to national economic growth emerged in the United States beginning in the 1940s and in association with a key American foreign policy concern: how to shape the future of the newly independent states in ways that would ensure that they would not be drawn into the communist Soviet bloc. Motivated by this concern, the United States enlisted

its social scientists to study and devise ways of promoting capitalist economic development and political stability in what was termed the developing world.

Development theory refers to the research and writing that resulted from this effort.

There are different conceptions of development and, consequently, disparate approaches to the subject. However, all approaches are concerned with the relationship between development and governance. Development is usually seen as crucially determined by structures of governance; governance is interpreted through and shaped by the goal of development. Most development theory equates development with national economic growth and sees the state as its primary agent; consequently, one of its central concerns is to understand and explain the role of the state in development and the nature of government-market relations. Because these explanations relate development outcomes to the extent and form of the state's role in development, there is a close relationship between development theory and practice.

Development theory has changed over time with changes in ideology and the international environment, and, as it changes, so do its conceptions of development and governance and how they are related. Changing conceptions of governance and its relation to development can be traced through the major perspectives on development that have emerged since World War II, as represented by theories of modernization and growth, dependency and world systems theories, the resurgence of neoclassical theory, and an array of newer critical perspectives.

Development of Administration is administration for development purpose. It is a version of public administration for underdeveloped or developing nations who want to improve themselves using public administration. It is an offshoot of comparative public administration. It addresses the need of society and social dynamics. The basic assumption behind development administration is that social changes can be initiated or guided by administration machinery.

Classical public administration was looking for improvements within the administrative framework while development administration is looking for social change. It represents under developed and developing nation's resorts to well configured system of administration to achieve national goals. Development administration represents the goal oriented or plan based developmental tasks. Development administration is about plans, projects, programs, policies and ideas which are focused at development of a nation, with the point of view of socio-economic and socio-political development of society in general, carried out by talented and skilled bureaucrats (Riggs, 1971).

2.1.4 Development Planning

Based on typology, Theory of planning differs into:

1. Theory of Planning, this theory emphasize to the planning process and procedural theory.
2. Theory in Planning, this theory describe the usages of others theory to plan and the substance of those theory promotes this theory.
3. Theory for Planning, this theory describes the outcome of planning.

Regarding on the above explanation spatial planning was included to theory in planning. Planning is one of the four functions of management which are important and interrelated. Moreover four functions of management are to plan, organize, direct and control. Planning requires an understanding of where the position of the area and where the desire to moving forward, how the formulation of the vision and mission as well as what strategies are chosen to achieve the target. Based on the definition, there are four basic element of planning as follows:

1. Planning that means choosing
2. Planning as a tool to allocate resources
3. Planning as a tool to achieve the goal.
4. Planning for future.

According to Law No. 25/2004 define development planning as follows "national development planning system is a unified procedure for development planning to produce development plans, namely: long-term planning, medium-term planning and annual planning, carried out by a component of the state and society at national and local levels. Based on that definition, it is mentioned that the development plan implemented not only in the center but also in the local levels.

Furthermore, Lewis (1965 as cited in Sjafrizal 2015, p. 25), defined development planning as: "a set of policies and development programs to stimulate public and private sectors to use the available resources more productively". As for the form of stimulus in the form of economic incentives both micro and macro level to encourage the use of resources in a more active and productive so that the development process increases.

Based on definition above, Sjafrizal concluded that there are component that support development planning such as (Sjafrizal, 2015):

1. There are in a planned and systematically efforts from government to control and regulate the development process.
2. There are time period of planning, namely: long-term planning, medium-term planning and annual planning.
3. There are variables that affecting either economic growth or development, both directly and indirectly.
4. There are existences of a set clear development objectives in accordance with community's desires.

Development is a process that characterized by integration of political and economy in the country. This process has progressed very rapidly because of the urge basic need and social welfare. Meanwhile this phenomenon is not only changing in the social processes, but it is huge movement that will unite and coordinate all the sector of the country. Retaining the negative impact of development the role of government is urged as well as control function.

Government efforts to govern all fields always requires integration and synchronization between processes of government work with the public interest in accordance with the needs and changes concentrated on efforts to realize good governance and efficiency . Determining spatial planning is one of crucial government task even there are a lot of obstruction. Involving many sector in formulate the regulation it is demand the coordination. Coordination is that occurs through frequent, high quality communication supported by relationships of shared goals, shared knowledge and mutual respect enables organizations to better achieve their desired outcomes (Crowston K, Rubleske J and Howison J, 2004).

Without the government involvement there would be messiness for development in this country especially in spatial planning. Furthermore determine spatial planning have to collaborate several organizations and institutions. Moreover the elaboration of coordination is purposing to abridge crucial spatial planning decision. Relational coordination is a mutually reinforcing process of interaction between communication and relationships carried out for the purpose of task integration (Gittel, 2000). The role of formal organizations, and informal, is most readily apparent in public bureaucracy, but all the institutions of the public sector are composed of organizations, or have some organizational characteristics that affect their performance (Bouckaert G, Guy Peters B and Verhoest K, 2010).

Good Governance is constantly faced with a dynamic, fluctuating and unstable environment, which requires flexible and fast reactions to shifting and emerging public's needs. In response to this factor, in case of coordination with a lack of resources, they collaborate with one another to pursue shared goals, address common concerns or achieve mutually beneficial ends. Besides provides a lot of advantages coordination and collaboration, for instance providing access to competencies/skills, knowledge and other limited resources valuable to the participants. This denotes that agreements among diverse groups and organizations, in the form of networks/partnerships/alliances/inter-organizational teams, are considered the most promising institutional prospects for success (Keiichi, 2003).

2.2 Public Policy

2.2.1. Public Policy

Public policy is what governments say and do, or do not do. It is the goals or purposes of government program. Furthermore, they underlined that public policy can be set out in regulations or legislation or in the form of speech government officials or in the form of programs and actions taken by the government. Public policy as a proposed course of action of a person, group, or government within a given environment providing obstacles and opportunities which the policy was proposed to utilize and overcome in an effort to reach a goal or realize an objective or a purpose (Islamy, 2014).

2.2.2. Process of Public Policy

According to Dunn the process of policy analysis is a series of intellectual activities performed in the process of that is an essentially political (Dunn, 2000). The political activity is described in a series of public policy-making process. The steps of public policy making process as follows:

1. Agenda Setting

Agenda setting is the first step of the process making public policy.

In this step, there are need an analysis of the public problems. If an issue secured the status as a public issue, and get priority on the public agenda, the issue is entitled to the allocation of public resources more than any other issue. After official identify the problems, it needs put on the public agenda.

2. Policy Formation

After problems that have been included in the policy agenda, it will be discussed by policy makers. These problems are defined so it can be refined for the best solutions. Solving the problem comes from a variety of alternative or selection policy. Similarly to the process of selecting the problems that need be to put on the public agenda, in the policy formulation there are several alternative that competing to be selected as the policy to solve the problem.

3. Policy Adoption

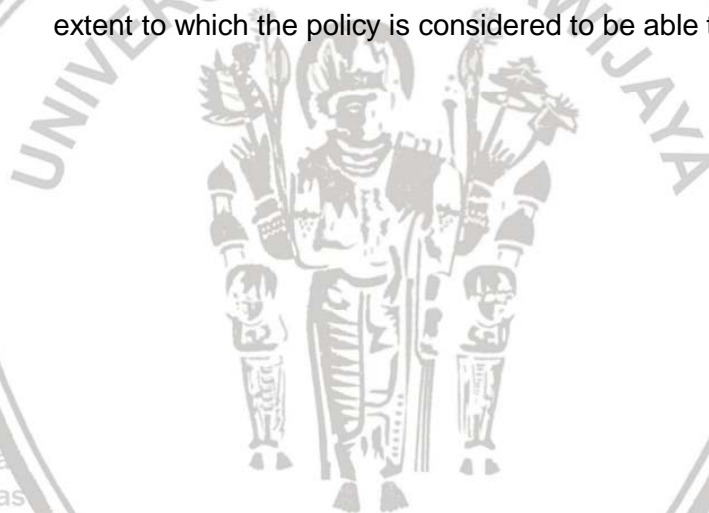
The purpose on this step is to give authorization to government as the basis process of governmental. If the action legitimacy in a society is governed by the rule of the people, the citizens will follow the direction of the government, but the citizens have to believe of the legitimate government. Support for the regime tends to diffuse as a backup of a good attitude and good faith of the government actions.

4. Policy Implementation

According to Dunn (2000), policy implementation in this step doing by government administrative units by mobilizing financial and human resources. Furthermore Jones in (Widodo, 2006) defines policy implementation as "a process of getting additional resources so as to figure out what is to be done". Based on Jones definition, policy implementation is a stage that at least should have two kinds of actions, namely: first, formulating actions to be taken and second implement actions that have been formulated.

5. Policy Evaluation

In general, it can be said as a policy evaluation activity regarding estimates or judgments include the substance of policy, implementation and impact. In this case, the evaluation is seen as a functional activity. That is, the policy evaluation is not only done at the end of the course, but the whole process is done in the policy. Policy evaluation may include the formulation stage of policy issues, programs that proposed to solve the problem of policy, implementation, and policy impact. At this stage the policies that have been implemented will be assessed to measure the extent to which the policy is considered to be able to solve the problem.



2.3 Organization and Management

2.3.1. Organizations

Public administration, according to Barton & Chappel (in Keban, 2014, p. 5) is the work of government to provide public service to society. Stated in another way, public administration is what the government does to meet the public interests. In addition, we also have to return to the definition of management. Management can be defined as a process in using all organizational resources efficiently and effectively to achieve the goal of organization (Sapre in Usman, 2014, p. 6). In addition, management is how the organization does to reach the vision of organization. Therefore, public management is how the government does to accomplish its objectives realizing the public interests in an efficient and effective way.

Hence, in a brief definition, public administration is what the government does and public management is how the government does. By these definitions, we can comprehend the importance of management in the public administration field. Organizations are defined as social units of people that are structured and managed to meet a need, or to pursue collective goals. Classical organization theory defines an effort that was pioneered by Henry Fayol to recognize the principles and skills that based an effective management. Henry Fayol divided business activities into six core activities as follows:

1. Technique = to produce products.
2. Commercial = to buy raw materials and sell products.
3. Finance = to search and use budget
4. Security = to take care employees and company's wealth

5. Accounting = to write and measure transaction

6. Management

Another contribution from this theory came from sociological expert from Germany, Max Weber who described an ideal type of bureaucracy. Weber's ideal of bureaucracy as follows:

1. Official Jurisdiction on all areas is ordered by rules or laws already implemented.
2. There is an office hierarchy; a system of super- and sub-ordination in which lower offices are supervised by higher ones.
3. The management of the modern office is based upon written rules, which are preserved in their original form.
4. Office management requires training and specialization.
5. When the office is developed it requires the full working capacity of individuals.
6. Rules are stable and can be learned. Knowledge of these rules can be viewed as expertise within the bureaucracy (these allow for the management of society).

Meanwhile Luther Gullick defined major functions of organizations that he called as POSDCORB as follows:

1. Planning
2. Organizing
3. Staffing
4. Directing
5. Coordinating
6. Reporting

7. Budgeting

2.3.2. Management

The basic task of public management is to develop an understanding toward an administrative system and management that are used and adopted in public sector. Public management terminology is derived from the wider branch of science that is public administration. Ott, Hyde and Shafritz (1990) expressed that public management is a branch originated from public administration that particularly discusses program design, organizational restructuring, and resources allocation through budgeting system, finance management, human resources management, and program evaluation.

Being a manager means mastering many new skills. The leadership of manager required to be consistent, but some time have to be flexible. According to Terry (1991) management is a process or framework that incorporates guidance or direction of a group of people toward organizational goals or intentions are real. Management is a form of activity, or so-called "managing", while executing called the "manager" or manager. Management also is a science and an art. Management is knowledge of how to achieve the desired results, or in other words the art skills gained from experience, observation, and learning, and the ability to use knowledge management.

According to Terry (1991), in their work, managers must carry out certain activities, the so-called management functions. Management functions are the basic elements that will always be there and inherent in the management process that will be used as a reference by managers in carrying out activities to achieve the goal. Management functions consist of:

1. Planning; Planning is the process for determining the objectives to be

achieved during a future and what to do in order to achieve these goals.

2. Organizing; Organizing an activity categorize and define various important activities and provide power to carry out such activities.
3. Staffing; staffing activities to determine the purposes of human resources, recruitment, screening, and practice and workforce development.
4. Motivating; Motivating an activity deploy or distribute human behavior towards the goals that have been set.
5. Controlling; controlling an activity measure implementing the goals, determine the causes of deviations and take corrective action if necessary.

According Tead in Sarwoto (1998: 15) and device management is the process of directing and guiding the activities of the organizations in achieving the goals set. In this expression looks that Tead emphasizes the processes and tools that are common in terms of providing guidance. But Stoner in Handoko reveal more to the suppression process management, management is the process of planning, organizing, directing and monitoring the efforts of the members of the organization and use of the resources of other organizations in order to achieve organizational goals that have been set.

Nonetheless, Henry Fayol argued different way of thinking. He (in Wren, 1979, p.232) said that management is to run organizations by means of utilizing the best possible use of all resources and administration is only one of these functions. It means that administration is only subordination from management.

Fayol's principles are listed below:

1. Division of Work – When employees are specialized, output can increase because they become increasingly skilled and efficient.

2. Authority – Managers must have the authority to give orders, but they must also keep in mind that with authority will bring responsibility.
3. Discipline – Discipline must be upheld in organizations, but methods for doing can be so vary.
4. Unity of Command – Employees should have only one direct supervisor.
5. Unity of Direction – Teams with the same objective should be working under the direction of one manager, using one plan. This will ensure that action is properly coordinated.
6. Subordination of Individual Interests to the General Interest – The interests of one employee should not be allowed to become more important than those of the group. This includes managers.
7. Remuneration – Employee satisfaction depends on fair remuneration for everyone. This includes financial and non-financial compensation.
8. Centralization – This principle refers to how close employees are to the decision-making process. It is important to aim for an appropriate balance.
9. Scalar Chain – Employees should be aware of where they stand in the organization's hierarchy, or chain of command.
10. Order – The workplace facilities must be clean, tidy and safe for employees. Everything should have its place.
11. Equity – Managers should be fair to staff at all times, both maintaining discipline as necessary and acting with kindness where appropriate.
12. Stability of Tenure of Personnel – Managers should strive to minimize employee turnover. Personnel planning should be a priority.
13. Initiative – Employees should be given the necessary level of freedom to create and carry out plans.

14. Esprit de Corps – Organizations should strive to promote team spirit and unity.

2.3.3. Theory of Role

Theory of Role concerned with explaining what forces cause people to develop the expectations of their own and others' behaviors. Role theorists assert that some behavior are patterned and are characteristic of person within contexts. Role is often associated with sets of person who share a common identity. Person is often aware of roles and to some extent role is governed by the fact of their awareness. Role persist, in part, because of their consequences and because they are often imbedded within larger social systems. Person must be taught roles and may find either joy or sorrow in the performances thereof.

According to Bruce J Biddle (Biddle, 1979), the concepts of Role as follows:

1. Concepts applying to single roles

- a) Generality, role has greater generality when they are performed by a wide group of persons or upon many occasions. Generality of roles involves two dimensions contextualized and personalized.
- b) Complexity, role vary in terms of complexity, complex roles appear in formal organizations and became characteristic of the professions aspect: the first aspect of role complexity is breadth or the range of characteristic behavior appearing within the role. Second aspect of role complexity is difficulty, the degree to which skill and energy are required to perform the role. Third aspect is coherence the degree to which the components of a role fit together.
- c) Uniqueness, the proportion of behavioral elements making up the

role that is dissimilar to the behavioral elements of other roles.

- d) Visibility, the degree to which a role is performed in the presence of an audience.

2. Role in system concepts

- a) Role differentiation is a general notion that may be used not only to separate performances of person but also behaviors of a single person in various contexts.

- b) Role sets, is a set of roles that is performed by a given person.

- c) Role specialization involve 2 facets: diffuse role is one that involves many or all of the domains of behavior encountered within the social system whereas a non-diffuse role is one involving only a limited domain. Singular role is one that is performed by a single person within the social system whereas a non-singular one is performed.

Moreover the five major models of role theory as follows³:

1. Functional Role Theory, which examines role development as shared social norms for a given social position.
2. Symbolic Interactions Role Theory, which examines role development as the outcome of individual interpretation of responses to behavior.
3. Structural Role Theory, which emphasizes the influence of society rather than the individual in roles and utilizes mathematical models.
4. Organizational Role Theory, which examines role development in organizations.
5. Cognitive Role Theory, which is summarized as the relationship between expectations and behaviors.

³ According to Bruce J Biddle

Role might be considered an identity, asset of characteristic behavior, or a set of expectations. There are several underlying propositions of role theory as follows:

- 1) Role theory asserts that some behavior is patterned and is characteristic of persons within contexts.
- 2) Role is often associated with sets of person who share a common identity.
- 3) People are often aware of role and to some extent roles are governed by the fact of their awareness.
- 4) Roles persist in part because of their consequences and because they are often imbedded within larger social systems.
- 5) Persons must be taught roles and may find either joy or sorrow in the performances thereof.

2.3.4. Coordination

Coordination is managing dependencies between activities (GM Olson, TW Malone, 2001). Among institution, coordination is necessary to connect and solving some problems. Coordination is efforts undertaken by the Head of Territory in order to achieve harmony and integration of both the planning and execution of tasks and activities of all vertical institutions, and between institutions vertical with local agencies in order to achieve effectiveness and efficiency (Scott, 2008). The purpose of coordination are harmony and development success, consider applied to strengthen the regulation on the implementation of the coordination. Therefore, coordination is including all of

institutions activities and between institution themselves with central government

(C Walcott H Walcott M Karen, 1990), there are 2 (two) type of coordination:

- 1) Vertical coordination is unification activity, direction which conducted by top manager to unit program, and sub unit division under their authority.
- 2) Horizontal coordination is unification activity, direction which conducted by top manager to another division within the same authority.

An important practical problem for many managers is finding alternative processes for performing a desired task, for example, one that is more efficient, cheaper, or that is automated or enhanced by the use of information technology.

Improving processes also poses theoretical challenges. Coordination theory provides an approach to the study of processes. In this view, the design of a process depends on the coordination mechanisms chosen to manage dependencies among tasks and resources involved in the process.

Distinguish the term governance from: a government is a formal body invested with the authority to make decisions in a given political system. In this case coordination means the act of working together harmoniously (Thomas W Malone and Kevin Crowston, 1990). Furthermore, coordination implies that the activities are not independent and create pleasing and avoids displeasing to achieve the goals. Many public policies involve the sharing of responsibility among different organizations – agencies of federal and state governments, private organizations, and civil society organizations. Thus, policy implementation is a fragmented process involving various actors, and the management of its stages requires and depends on coordination, which is manifested to a greater or lesser extent in day-to-day actions in the policy arena.

The relevance of coordination has become even more conspicuous due to changes and reforms in the public range that enormously increased the complexity of public-sector actions. In this new context the state is no longer the only actor in public policy management, and a complex array of organizations interact in the development of these policies. Another point is that often mentioned to illustrate the greater complexity of policy management. In the current context the types of governments problem today, especially social problems, are highly cross-cutting. To address spatial planning problems such as land conversion, infrastructure development and settlement, governments need more flexible, inclusive and adaptable mechanisms which pose new challenges to coordination. The components and the coordination processes associated with them describe in the table as follows:

Table 2.2: Components of Coordination

COMPONENTS OF COORDINATION		ASSOCIATED COORDINATION PROCESSES
1.	Goals	Identifying goals
2.	Activities	Mapping goals to activities
3.	Actors	Selecting actors Assigning activities to actor
4.	Interdependencies	Managing Interdependencies

Source: (Thomas W Malone and Kevin Crowston, 1990)

Governance networks have been defined as (E Sorensen J Torfing, 2005): a relatively stable horizontal articulation of interdependent, but operationally autonomous actors who interact through negotiations that involve bargaining, deliberation and intense power struggles which take place within a relatively institutionalized framework of contingently articulated rules, norms, knowledge and social imaginations concerning self-regulating within limits

set by external agencies and which contribute to the production of public purpose in the broad sense of visions, ideas, plans and regulations.

Strategic approach to the organization at different levels of scale became more prevalent. Increasingly, it is being assumed that the solutions to complex problems depend on the ability to combine the creation of strategic visions with short-term actions. The creation of strategic visions implies the design of shared futures, and the development and promotion of common assets. Moreover, all of those requires accountability within a time and budgetary framework and the creation of awareness for the systems of power. Delivering on new demands implies the development of an adapted strategic planning capacity and a shift in planning style in which the stakeholders are becoming more actively involved in the planning process on the basis of a joint definition of the action situation and of the sharing of interests, aims, and relevant knowledge

2.4 Spatial Planning

Innovation approaches to spatial planning have spawned new ideas about space and place as well as the role of spatial strategies in contemporary governance contexts. Spatial planning is largely a public sector function to influence the future spatial distribution of activities (UNECE, 2008). It aims to create a more rational territorial organization of land uses and the linkages between them, to balance demands for development with the need to protect the environment, and to achieve social and economic objectives. Spatial planning comprises measures to coordinate and improve the spatial impacts of other sectorial policies. It aim to achieve a more even distribution of economic

development within a given territory than would otherwise be created by market forces. Spatial planning is therefore an important lever for promoting sustainable development and improving the quality of life.

Spatial planning is a key instrument for establishing long-term, sustainable frameworks for social, territorial and economic development both within and between countries (UNECE, 2008). Its primary role is to enhance the integration between sectors such as housing, transport, energy and industry, and to improve national and local systems of urban and rural development, also taking into account environmental considerations. Thus, study on spatial planning is "an overview document" that draws the attention of policymakers to the importance of spatial planning. Additionally, It aims at raising awareness of the importance of increased community involvement and social cohesion as well as the role of all parties concerned in territorial development. The scopes are the implementation of housing and related policies and in environmental protection.

Spatial planning confirms the strategic issues in the implementation of national spatial planning, as follows:

1. The occurrence of conflict of interests between sectors, such as mining, environment, forestry, regional infrastructure, and so on,
2. Not optimal functioning of spatial planning in order to synchronize, and integrate the various plans and programs last sector,
3. The occurrence of deviation from the terms of space utilization and norms that should be enforced. The reason is the inconsistency of policy on spatial planning as well as weaknesses in the control of development.
4. Unavailability of the allocation of functions firmly in RTRWN,

5. Lack of openness and sincerity in putting the interests of sectors and regions within the framework of spatial planning.

6. The lack of ability to refrain from the desire to defend the interests of respective excessive.

Moreover the major issues in the implementation of spatial planning are:

1. Sectorial conflict and regional conflict.
2. Environmental degradation due to spatial planning disobey include the land degradation, air degradation and the ocean degradation.
3. Lack Support for the region development, it's indicated by the lack of policy to support towards the development of national strategic areas in RTRWN such as the border area and privilege region.

Spatial planning has two functions; as a regulatory function and as a development function. As a regulatory, government (at local, regional and/or national levels) has to give approval for given activity. As a development, government has to elaborate upon development tools for providing services and infrastructure, establishing directions for urban development, preserving national resources, and establishing incentives for investment, etc.

Spatial planning aims to (UNECE, 2008):

1. Promote territorial cohesion through a more balanced social and economic development of regions, and improved competitiveness;
2. Encourage development generated by urban functions and improve the relationship between the town and countryside;
3. Promote more balanced accessibility;
4. Develop access to information and knowledge;
5. Reduce environmental damage;

6. Enhance and protect natural resources and natural heritage;
7. Enhance cultural heritage as a factor for development;
8. Develop energy resources while maintaining safety;
9. Encourage high-quality, sustainable tourism;
10. Limit the impact of natural disasters.

Effective spatial planning also helps to avoid the duplication of efforts by actors such as government departments, commercial developers, communities and individuals. This is the most importance, as many of the above issues are of a cross-sectorial nature and therefore should be threaten. Spatial planning is a public sector activity at all levels. Hence a clear distribution of responsibilities is needed between the different levels of administration.

At the national level, Governments are responsible for developing framework policies that both initiate and guide the decision-making process, setting the conditions for the operation of effective planning at regional and local levels. Major tasks include the establishment of effective framework legislation, coordination with other sectors and between regions (including those that cross-national boundaries), the monitoring of implementation of national guidelines and principles at the regional and local levels, and the identification of “bottlenecks” in planning and implementation. National authorities are also responsible for supporting regional and national authorities when implementing national guidelines, in particular through capacity-building in terms of professional expertise and political leadership.

The main task at the regional level is the preparation and coordination of an overall regional spatial strategy by looking ahead 15 to 20 years at the overall development of the region. This should be done in cooperation with regional and

local stakeholders. Regional government also has the responsibility of supporting local authorities by providing information on national and regional priorities, designating protected areas, planning and delivering major infrastructural improvements, and providing environmental assessment and appraisal of regionally significant plans and projects, as well as supplying guidance and assistance to local authorities by creating local planning instruments.

Local-level spatial planning takes into account policies elaboration at both the national and regional levels. Local plans are especially important because they involve and affect the end-user. Local governments should prepare regulatory planning instruments, establish priorities for action, facilitate the preparation of local spatial plans, coordinate planning with neighborhood authorities, engage with the community using participatory planning techniques, take proactive measures to encourage development, and monitor the implementation of policies and proposals, e.g. by enforcing adherence to specific planning legislation.

The implementation of effective spatial planning depends upon the development of relevant laws, policies, guidance, procedures and incentives. Implementation requires that both short-term considerations and constraints be taken into account, and that the work is guided by a long-term vision. Most countries have rigidly defined departments that pursue individual agendas, making it difficult to have an interdisciplinary approach to implementation.

Skilled spatial planners should have the ability to engage actors at all levels of development (UNECE, 2008):

1. Participation: engaging actors in reciprocal relationships of communications;
2. Consultation: delivering expert advice for the purpose of drawing conclusions;
3. Representation: acting on behalf of one or more groups of actors in an effort to represent both ideas and individuals;
4. Appeal: acting as advocates for collective decision-making and for the improvement of the affected community.

An important factor in the success or failure of spatial planning is the quality of its management. Management is concerned with organization and coordination, policy and planning, and the monitoring of relevant projects.

Effective local programmed management must be responsible for the following:

1. leading the planning process as it relates to sustainability appraisal;
2. Overseeing the process of community involvement;
3. Influencing the strategic allocation of public and private investments;
4. Negotiating with stakeholders and external agencies;
5. Reviewing progress against the agreed timetable.

Spatial planning must operate in conjunction with land registration, since it involves measures that create new subdivisions of the land and new patterns of land use. Government must concern in coordination because such cooperative work customarily consists of many interdependent activities, coordination among stakeholders is critical to avoid conflicting or repetitive actions. Related to spatial planning policy there are several regulations stated to manage the development in Indonesia. The regulations are:

1. Law Number 26 year 2007 about Spatial Planning (Law, 2007).
2. Government Regulation Number 68 year 2010 about managing the role of public participation in spatial planning (Regulation, Government Regulation No 68, 2010).
3. Government Regulation Number 8 year 2013 about the detail of spatial planning map (Regulation, No 8, 2013, 2013).
4. Public works Ministry Decree Number: 20/PRT/M/2011 about the guidance of determining spatial planning and zone area in local government (Ministry-Decre, 2010).
5. Ministry of Home Affair Decree Number 50 year 2009 (Regulation, Ministry of Home Affair no 50, 2009)
6. Sleman local government regulation number 12 year 2012 (Regulation, Sleman no 12, 2012)
7. Sleman local government regulation number 3 year 2015 (Regulation, sleman no 3, 2015)
8. Sleman regent decree number 27.2/Kep.KDH/A/2015 concerning Sleman Regional Spatial Planning Coordination Board. (Regulation, Sleman regent decree no 27.2, 2015)

2.5 Coordination and Spatial Planning

Coordination is one of the oldest problems facing the public sector. Coordination became an issue when government differentiated to have several organizations providing different services (Bouckaert G, Guy Peters B and Verhoest K, 2010). There are three dominant theoretical approaches⁴: hierarchy,

⁴ (Bouckaert G, Guy Peters B and Verhoest K, 2010) page 34

market and network. The features of those approaches as shown in the table below.

Table 2.3 The Features of Hierarchy, Market and Network

	Hierarchy	Market	Network
Base of interaction	Authority and dominance	Exchange and competition	Cooperation and solidarity
Purpose	Consciously designed and controlled goals	Spontaneously create results	Consciously designed purpose or spontaneously created result
Guidance, Control and evaluation	Top-down norms and standards, routines, supervision, inspection, intervention	Supply and demand, price mechanism, self-interest, profit and losses as evaluation, courts, invisible hand	Shared values, common problem analyses, consensus, loyalty, reciprocity, trust, informal evaluation-reputation
Role of government	Top-down rule-maker and steerer; dependent actors are controlled by rules	Creator and guardian of market, purchaser of goods; actor are independent	Network enabler, network manager and network participant
Resources needed	Authority power	Bargaining information power	Mutual cooperation trust
Theoretical basis	Weberian bureaucracy	Neo-institutional economics	Network theory

Sources: (Bouckaert G, Guy Peters B and Verhoest K, 2010) p 35

Spatial Planning become big issues in the modern era. Despite the need to improve public welfare, development must consider the conservation of environmental. In this case Spatial Planning is the right consideration for balance that problem. Spatial Planning must present in all institution that develop program especially in infrastructure. To abridge Spatial Planning coordination among institution it is compulsory develop Spatial Planning Coordination Board. Sleman

Regency are stated Sleman Region Spatial Coordination Board in regional level.

Sleman Region Spatial Planning Coordination Board (SPCB) is a provisional institution which state base on Sleman Regent Decree number 140/Kep.KDH/A/2010. The purpose to establish SPCB is conducting coordination among institution who responsible for spatial planning policy in Sleman Region.

Furthermore base on this regulation⁵; in formulate spatial planning SPCB responsible for:

1. Coordinate and formulate Region Spatial Planning.
2. Synchronize Region Spatial Planning to Region Long Term Planning and Region Middle Term Planning.
3. Integrate and harmonize Regional Spatial Planning to province Spatial Planning and National Spatial Planning.
4. Synergize Region Spatial Planning to surroundings border area.
5. Coordinate the consultation process of determining Region Spatial Planning.
6. Coordinate the evaluation process of determining Region Spatial Planning.
7. Coordinate the legalization process of determining Region Spatial Planning Regulation.
8. Optimize the public contribution in determining Region Spatial Planning.

The implementation of spatial planning becomes essential matters. Regarding this point SPCB has big concern. According (UNECE, 2008) the benefits of spatial planning as follows:

Economic benefits:

⁵ Sleman Regent Decree number 140/Kep.KDH/A/2010

- 1) Providing more stability and confidence for investment;
- 2) Identifying land in appropriate locations to meet the need for economic development;
- 3) Ensuring that land for development is well placed in relation to the transport network and the labor force;
- 4) Promoting environmental quality in both urban and rural areas, which can then create more favorable conditions for investment and development;
- 5) Identifying development that meets the needs of local communities;
- 6) Promoting regeneration and renewal;
- 7) Making decisions in a more efficient and consistent way.

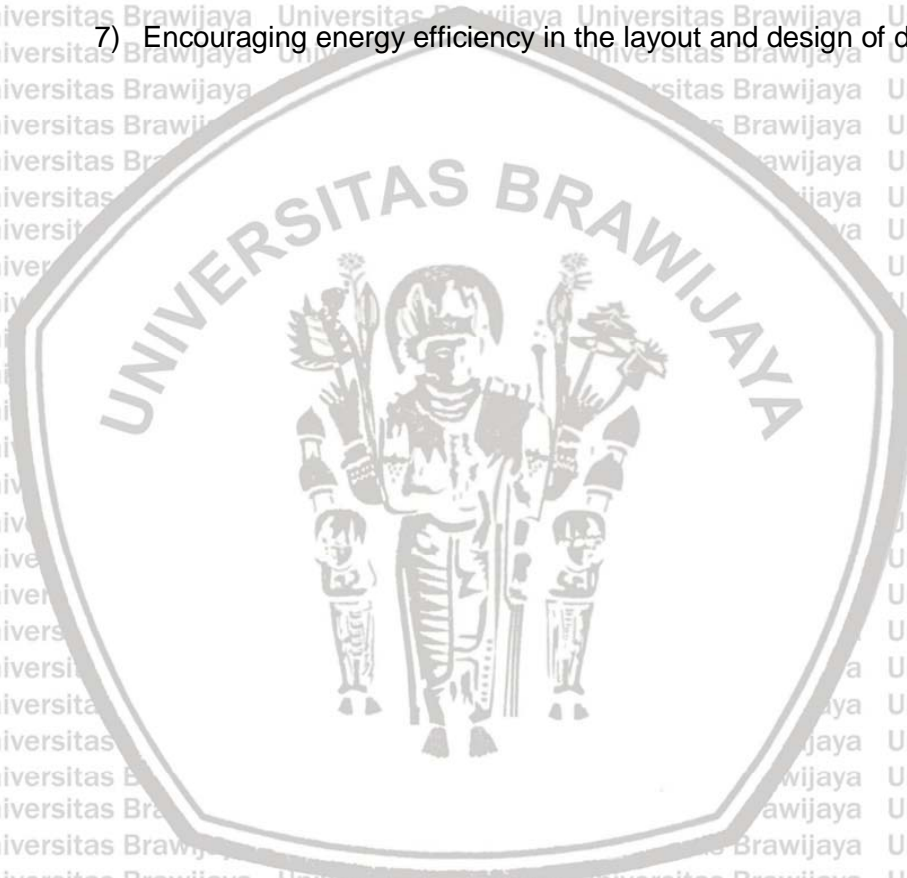
Social benefits:

- 1) Considering the needs of the local communities in policy development;
- 2) Improving accessibility when considering the location of new development;
- 3) Supporting the provision of local facilities where they are lacking;
- 4) Promoting the re-use of vacant and derelict land, particularly where it has a negative impact on quality of life and economic development potential;
- 5) Aiding the creation and maintenance of pleasant, healthy and safe environments.

Environmental benefits:

- 1) Promoting regeneration and the appropriate use of land, buildings and infrastructure;

- 2) Promoting the use of previously developed (“brownfield”) land and minimizing development on “greenfield” land;
- 3) Conserving important environmental, historic and cultural assets;
- 4) Addressing potential environmental risks (e.g. flooding, air quality);
- 5) Protecting and enhancing areas for recreation and natural heritage;
- 6) Promoting access to developments by all modes of transport.
- 7) Encouraging energy efficiency in the layout and design of development.



2.6 Previous Study

The previous research about coordination and as are shown in the table

Table 2.4 Previous Studies

Title, Author, Method	findings	Contribution to this research
Coordination failure among multiple lenders and the role and effects of public policy, Tetsuya Kasahara, Qualitative	Coordination problems among lenders sometimes cause socially inefficient financing.	Analyzes the role and effects of public policy when inefficient financing can result from coordination problems among Multiple lenders.
International coordination of central bank policy, Charles Engel, Qualitative	This research surveys the current state of the literature on international Monetary policy coordination.	It is discover how good coordination of international Monetary policy cooperation would influence the tradeoffs.
The obstacle to international policy coordination, Jonathan D Ostry, Quantitative	The research has considered a number of obstacles to coordination, but has zeroed in on a few focal areas that seem to undercut the global economy's ability to reap the gains from coordination on a sustained basis.	coordination may play a useful role in helping to bridge the divergent views of national policymakers concerning uncertainty and disagreements impediments
Agreement based land consolidation–In perspective of new modes of governance, Niels Otto Haldrup, Qualitative	The implementation of EU area based environmental policy by agreement based land consolidation is possible.	To draw attention to agreement based land consolidation for implementation of area based environmental policies
Local institutions, actors, and natural resource governance in Kgalagadi Transfrontier Park and surrounds,	The collaborative arrangements are in principle underlain by undertones of equal power sharing, the state often wields more power than the local	To allow more effective decision-making in the management of and access to natural resources

South Africa, Gladman Thondhlana, Sheona Shackleton, James Blignaut, Qualitative	community actors		
Land conversion and urban settlement intentions of the rural population in China: A case study of suburban Nanjing, Shuangshuang Tang, Pu Hao, Xianjin Huang, Qualitative	Compensation scheme that integrates rural land requisition and resettlement allocation barely meets the requirements of the affected villagers, which explains the observed resistance of rural citizens to land conversion and urban settlement.		The consequence must be taken by government related to spatial policy in land use

Sources: (Kasahara, 2009) (Engel, 2015) (Ostry, 2015) (Haldrup, 2015) (Gladman
Thondhlana, Sheona Shackleton, James Blignaut, 2015) (Shuangshuang Tang, Pu
Hao, Xianjin Huang, 2015)



CHAPTER III

SOCIAL SETTING ANALYSIS

3.1. Social Setting

According to Law No. 26 Year 2007 on Spatial Planning, Spatial planning is all of activity include the arrangement, development, implementation, and monitoring of spatial planning. Furthermore the preparation of regional spatial planning (RTRW) is a part of the activities in spatial planning. This process is an effort to improve the planning so that can always be used as a basic for the use of spatial and be able to accommodate the development of society.

An environmental issue becomes dilemma for developing countries. In fact the lack of human resources cannot significantly be improved. In other hand government must continue the development, so natural resources the only option left. For developing country the term "to survive" is more acceptable than "environmental friendlies". But for sure regarding the future there is the role of government must exist in order to balance the development growth and the use of natural resources.

The different condition between develop country and developing country are the main factor to regulated policy. Usually develop country have good human resources and lack of natural resources, meanwhile developing country is in the opposite. Furthermore cooperation supposed being the subject to discuss among all countries in the world.

The natural resource needed by people for living and it is covered in every single aspect, therefore the consuming and supply must be ruled by government.

The regulation globally must be conduct in each country because the demand



being big issues over the world. People realize that the guaranteed of natural resources only coming from good environment.

Furthermore, government must determine regulation for protection and also formulate regulation related the environmental conservation. Whereas the develop countries get advantage from this issue because they have good human resources and their industrial sector have already established. Unfortunately the developing countries had barrier for environmental conservation due to their needs in exploiting the natural resources.

With the dynamic development, Sleman spatial planning needs to be rearranged for adjustment. Realignment is also expected to be implemented in a new paradigm in development. The intense of the role of society and the private sector need to encourage in the development process. The implementation of regional autonomy and control system must be implementing to regional development as a consequence of its operations.

3.2. Administrative and Geographic Location

Sleman region Geographically located, in $107^{\circ} 15'03''$ to $100^{\circ} 29'30''$ east longitude and $7^{\circ} 34'51''$ to $7^{\circ} 47'03''$ south latitude. Sleman region has an area of 57 482 hectares, consisting of 17 Sub districts namely Moyudan, Minggir, Sayegan, Godean, Gamping, Mlati, Depok, Berbah, Prambanan, Kalasan, Ngemplak, Ngaglik, Sleman, Tempel, Turi, Pakem and Cangkringan and consists of 86 sub districts and 1,212 villages. The largest Districts area is Cangkringan (4,799 ha), and the smallest is Berbah (2,299 ha). Districts with the highest villages are Tempel (98 villages), while districts with the fewest villages is Turi (54 villages).

The surface water is reserved water which located in the surface of soil.

Obviously the water coming from the rain, so the main factor is rain density.

Despite the amount water the behavior to prevent the rain water is important. The

Principle is how to keep the rain water stay and protect the run off. The solutions

can be applied are firstly infiltrated the water in the soil, secondly intercept and

retain falling water. For the first solution to infiltrate the water can be convey by

keep the open space and growing the multi-years plants. The second solution to

intercept and retain falling water can be provided by construct water reservoir

infrastructure i.e. dam, lake, pool as a public infrastructure in big scale and in the

small scale in private ownership.

In Indonesia government is divided as national government and local

government. Since decentralization era the authority deliver from the national

government to local government. National government only handles in the sector:

finance, national security and politics. The local governments are responsible to

national government through the Ministry of Home Affair.

Regarding distribution of power the consequences is the presence of so

many regulation stage and level. Furthermore, when a law was regulated its must

be following by government regulation. Whereas for detail of national issues

president could determine president decree, and also ministry could state

ministry decree to regulate sectorial problem inside the ministry its self.

Local government must regulate regional laws, also followed by region

decree. The illustration shows that regulations in Indonesia are very complex and

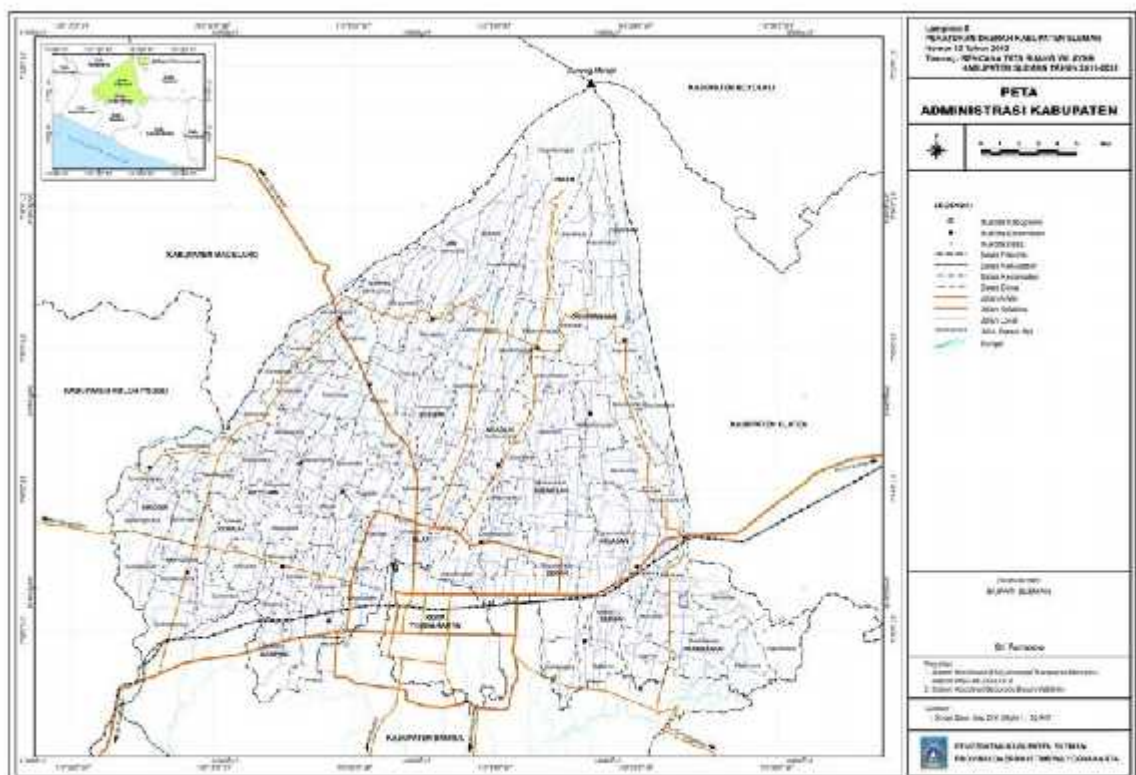
to reach good policy there are many regulations to consider. The election held in

Indonesia is in five years regularly. There are several parties participating in

election and the number of party could be rise or decline due to the election

commission assessment. After the election parties could represent their candidate in the parliament based on their amount number of voices. The parliament has three functions as legislator, controlling and budgeting. The main principles in the national government are applying in local government instead the limitation.

Figure 3.1 Administrative area of Sleman Regency



Source: Sleman Region Spatial Planning⁶

3.3. Regional characteristics

According RPJP Sleman, based on the characteristics of the resource,

Sleman regency is divided into four areas, namely:

- The slopes of Mount Merapi, starting from the road that connects the city Tempel, Pakem and Cangkringan (ring belt) up to the peak of Mount Merapi. This

⁶ See RTRW Sleman Regency

areas is the water resources and eco-tourism oriented to the volcanic activity and the ecosystem.

b. East region, covering Sub Prambanan, partly Kalasan District, and District Berbah. This area is where the archaeological heritage (temples) which is a cultural tourist center, a dry land area, as well as the source of white stone.

c. Central region, namely the Urban Agglomeration, which includes District Mlati Yogyakarta, Sleman, Ngaglik, Ngemplak, Depok, and Limestone. This region is a center of education, trade and services.

d. West region, covering Godean, Minggir, Seyegan, and Moyudan, an agricultural area wetlands that provided enough water and sources of raw materials craft industry activities rushes, bamboo, and pottery.

Based on RTRW Sleman divide as follows:

1. Agglomeration Territory (urban in certain areas) is the Yogyakarta Urban Agglomeration Region (APY). This area include Depok, Gamping and most of the District of Ngaglik and Mlati
2. Sub-urban region (the border area between the village and town) includes the city of Godean, Sleman, and Ngaglik.
3. Special function area or buffer zone includes District Tempel, Pakem, and Prambanan.

3.4. Land Use

In Sleman the land use was divided into a protected area and cultivation area. Protected areas have function as conservation and maintenances of the continuity of the zone area which located beneath. The conservation area includes forests and water catchment area. The existing conservation areas in the region also include areas which located in the edge of all the river that flows through this region.

Concerning the high number of population growth it is urge that the natural resources must be explore. Meanwhile the exploration must be controlled by regulation to sustain resources in the future. Spatial planning is the indispensable policy must be taken. Spatial planning is a system of spatial planning process, spatial utilization and spatial utilization controlling (Law Number 26 , 2007).

However, spatial planning was focused on the cases of spatial which contain planning of spatial structure and the pattern of spatial utilization. The spatial planning process explains as approach of system involving input, process and output. Inputs are related to national strategic aspect: economy, the physical condition of natural and geography, demography, social and cultural. All of those aspects are analyzed in proper, considering present and future situation to regulate the output as national spatial planning.

Spatial planning is kind of government intervention to create comfortable environment, increase the productivity and sustainable society welfare in balance district development. Spatial utilization in all of Indonesian areas must conduct due to the mandatory of spatial planning. Nowadays spatial planning tent to economically base instead of ecology, social, cultural and future perspectives, meanwhile all of those elements must be accommodate in balance. Good spatial planning has to respond in *development dynamics* and concern to social cultural to purposing social welfare (DirjenPenataanRuang, 2003)

Development planning consists of regional economic development which identifies the main of regional growth and becomes agglomeration area in regional level, national and international scale. In general spatial planning consists of national prevented area, national cultivated area and the main

infrastructure network. All of the spatial planning aspect state as program indicator in middle term development planning, and have functions as zone regulation, permit regulation, investment plans area, fine, incentive and disincentive. By contrast, problem appear from that function and government seem an actor used to be blame. The problem in the development era related to spatial planning are:

- 1) Competing; in the globalization era development orientation exchange are needed to improve individual sector, community sector and society empowerment as well as survive capacity, enhancing the potentiality and increase social welfare.
- 2) The non-government organizations are play important role in development in term of role participation.
- 3) The increase number of urbanization. Especially it does occur in the edges of urban area and giving uncertain zone that was caused by mix developing growth.

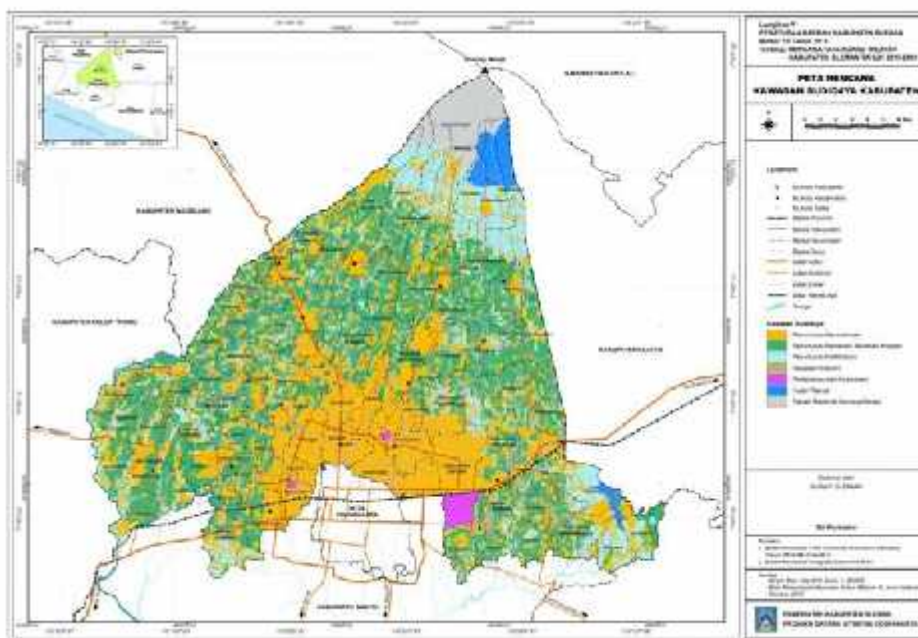
Spatial planning development is also influenced by the revolution in information, technology, transportation and management. The confusion was caused by unclear confine between urban and rural areas, the polarization of regional development, the emerging of a world city class, the international scale development system, the establishment of a construction area of interstate, as well as the of formation corridors for regional development either for local national, regional and international.

Regional developments are an important part of the development of a region, especially in rural areas which are particularly vulnerable and face heavy changes on a global scale. This change, if it is not supported by a good regional

plan taking into account the internal aspects, the social and economic growth will increase the numbers of poor villages.

Natural resources are a fundamental and very important asset to all activities that generally intend to increase economic growth and improve people's welfare. In this regard, the optimizations of the use of natural resources should be achieved by considering the economic aspects, sustainability, suitability and sustainability. Sleman is a fast-growing area compared to other region in the DIY province. The economic development of Sleman is showing a relatively good and in stable condition. As a region with the existence of Mount Merapi, Sleman has excess of natural resources such as fertile land, sand mining, and historical heritage as a tourist attraction as the basic capital development.

Figure 3.2 land use area of Sleman Regency



Source: Sleman Region Spatial Planning⁷

⁷ See RTRW Sleman Regency

This research conducted in Sleman Regency specify at Sleman Regional Spatial Planning Coordination Board. This study is trying to analyze how the coordination among institution works. When gathering the required data, the researcher focused on the 8 Institution which dealing with spatial planning policy.

3.5. Analysis Object

The purpose of the analysis is to understand the problem and how the solution for the problems. The result of the analysis expressed the understanding of the construction stage of the problem. Essentially, the issue of the object analysis is to find out what policies are needed to implement. Thus means that the analysis of a large extent is an analysis of the information that i represented in the organization and the structure. The main input to the analysis is the elements of the organization object.

Analysis is the evaluation of issues related to social characteristics, services quality, social services of a public. The analysis touches on individuals, governments, economies, groups and environments. Moreover, those are covers from the past to the present, particularly large-scale developments. The tasks to perform in the analysis activity are thus essentially the following:

- 1) A systematic examination and evaluation of data or information, by breaking it into its component parts to uncover their interrelationships.
- 2) An examination of data and facts to uncover and understand cause-effect relationships, thus providing basis for problem solving and decision making.

Achieving rapid economy growth government should regulate appropriate policy. In advance, government especially developing countries are the subject which properly develops and optimizes the natural resources, human resources and also technology. However, to compete with another countries in modern era natural resources are considerably not the main priority to develop instead human resources. Natural resources are secured by developing in spatial planning. The concept is developing by priority and restores the resources for the future and save the environment degradation.

Technology development such as mobile phones, satellite television, and the internet shows that global communication happens so quickly, while through the tourism a kind of change allows us to feel a lot of things from a different culture. Economic growth globally is paradoxical because it is directly developed countries and expands to the developing countries in world through the capital invested, will cause a negative effect.

The impact of developments is significantly appearing not only in the major cities of the country but also happen around the country. The impact can be seen on city spatial planning which is more pro-capitalist than the community interest, because when a further examination revealed severe area in the city has a variety of functions for the community. In the perspective of political science, spatial serves as a medium or a means to realize the living conditions of social groups or social classes that exist in the environment of space (spatial) and also as a means to solve various conflicts that occurs in the community and then coordinated through political power. Therefore, the city spatial planning is not limited to the sense of safety and aesthetics but has broader meaning,

and also accommodate economic activity. This will further improve the welfare of the community so that the problems of poverty in the region can be resolved.

It is emerging condition of the increasing number of urbanization of society from areas around the city (sub urban area) who went to town with the intention to find a job, but their skills is limited. Furthermore, they are unable to compete for good jobs and salary, so they suffer for the basic needs and settlement. Informal working people categorized as marginal community because of their activities. Moreover, an assortment improving poverty to the next stage, but the policies and regulations of central and local governments or municipalities in Indonesia not accommodate this sector. Both, in the spatial plan and in the city's economic development strategy it is as an important economic sector.

Government program to decline the urban poor is also influenced by capitalism. The purposes are improving the living and decrease the level of poverty. Therefore government has big responsibilities to provide the better settlement and job for the community. There is the role of government as executor to state policy base on spatial planning. According to those problems it is question how the role of government to solve spatial planning problem. There are several reasons to argue that government still pretend to retain the authority.

Government face difficulties to change the people behavior related to the land ownership and often government cannot workout the case of land acquisition for development program. Whereas, the development must be formulated and need support from the sector of spatial areas. Government would not force the power to coordinate but using approach to public with dialogues and gives

high appreciation and reward for the society who support the program.

Government also has to pay the appropriate price for the public land acquisition to people by regulation.

Lack of coordination are occasionally occurs as the improving of modern technology, there are a lot of instrument offered to simplify the method of governments work. What government has to do is revised the regulation that more accommodate the technology penetration and establish computerized system to achieve the effectiveness and efficiency.

Law enforcement is being the broader issues not only in Indonesia but also in the entire world. Law enforcement is going to fight with conflict of interest.

The power countries use their ability to construct paradigm so what their invasion seemingly not broke the law. Furthermore, Indonesian government must develop strong and accountable law institution by using sophisticated system to design modern law jurisdiction and conduct capacity building for the officials.

Nowadays the city has grown and developed into a complexity, covered by a variety of social problems, economics and the environment as a result of the development process. However, the negative impact of this development is large number of urbanization of the villages to the city, which effect to the increasing poverty of the city. By opening opportunities to the work it effect on produces workers at low price wages instead the ideals work salary. The major key to face the negative effects of development are actually on the government's policy to regulate problems relating to the development.

The government must apply sustainable development based community to gain the society welfare. The policy should be green environment according good spatial planning and not tent to support intervention of foreign capital. The government development program and policy especially in spatial would

prefer to communities side. That's why the importance of spatial planning is because the process of spatial planning is a multi-dimensional process implemented by the government. Central and local governments get involve on major changes in the social structure, the mental attitude in regional institutions, economic growth, the land use, the poverty decline, and increased prosperity.

The role of spatial planning in the development is to balance the rapid growth with conserving the resources. Moreover, the term "saving for the future" related to preserve the natural resources. This research objects are institutions concern in spatial planning policy. The institutions are shown on the table below

Table 3.1 Analysis Object

NO	INTITUTION	REASON
1	Secretary of Sleman	The main task to manage the region administration
2	Development and Planning Board	The main task to coordinate region development
3	Agriculture, Fishery and Forestry Agency	The main task to conserve the food security by protecting agricultural and forestry area
4	Public Work and Settlement Agency	The main task to develop infrastructure
5	Water Resources, Energy and Mining Agency	The main task to provide the need of water and energy
6	Investment and Integrated Permit Board	The main task to issue license
7	Region Environment Board	The main task to protect environmental condition
8	Region Civil Police Office	The main task to force the law
9	Land Affair Office	The main task to manage the land administration

Sources: (Regulation, Sleman regent decree no 27.2, 2015)

CHAPTER IV

RESEARCH METHOD

4.1. Type of Research

This research use qualitative method which has a systematic set of procedures to develop an inductively derived theory about phenomenon (Strauss & Corbin 1990). The reason why use qualitative research method is that the researchers want to intensely observe how coordination becomes crucial aspect in the process of determines Spatial Planning Policy. Researchers in Qualitative method are wanted to gather an in-depth understanding of human behavior and the reasons for doing that. Qualitative research relies on reasons behind various aspects of behavior. It is investigate the *why* and *how* of decision making, not just *what*, *where*, and *when*. Hence, the need is for smaller but focused samples rather than large random samples, which qualitative research categorizes data into patterns as the primary basis for organizing and reporting results. Qualitative researchers, typically rely on four methods for gathering information: (1) participation in the setting, (2) direct observation, (3) in depth interviews, and (4) analysis of documents and materials.

Furthermore, Stake (1995 in Cresswell 2009, p. 13) defined case study as a way of researcher to explore in depth a program, event, activity, process, or one or more individuals based on an empirical inquiry. Sometimes cases are limited by time and activity and researchers collect detailed information using variety of data collection procedures over a sustained period of time.

4.2. Research Focus

Research focus is needed to give the limitation of this study. By giving the limitation, it guide the researcher to get the necessary data. But, by using qualitative approach, it can give an opportunity the development of research focus by following the pattern of empirical findings in the field, which is assuming that the results of data collection in the field are able to represent the proper condition. The research focuses are:

1. Process in determining spatial planning policy. This stage covered and portrait the existing condition as follows:
 - The mechanism going through.
 - The purpose going to be achieved.
2. Actors involved in determining spatial planning policy. This stage observed the existing condition as follows:
 - Stakeholder getting involved.
 - The base of interaction.
3. Factors in determining spatial planning policy. This stage identified the existing condition as follows:
 - The support factors.
 - The challenge factors.
4. The importance of coordination in determining spatial planning policy. This stage analyzed the existing condition as follows:
 - Organizing through the process
 - Management through the process
 - Role of coordination

4.3. Research Location

The research location is in Sleman Regency especially in Spatial Planning Coordination Board. The researcher selects this location because Spatial Planning Coordination Board is responsible for conducting coordination to determine spatial planning policy in Sleman Regency; another reason is Spatial Planning Coordination Board responsible for land use planning and formulates land use recommendation. Moreover Spatial Planning Coordination Board has big responsibility to promote regulation in spatial planning

4.4. Type and Source of Data

4.4.1. Type of Data

There are two types of data used to answer the problem in this research, primary data and secondary data. Primary data collected from informants that have been purposively selected. Meanwhile secondary data is obtained from documents in Sleman Regency institutions

4.4.2. Source of The Data

According to the research focus and problems, the sources of data in this research are informant and documents:

1. Informant

Informant selected based on the subject. The selected informants are from Sleman Regency government official responsible for spatial planning and policy, which are Secretariat of Sleman Regency Offices, Planning and Regional Development Board, Land Use Alteration and Investment license Board, Regional Land Affairs Office, Regional Public Works, Water resources energy and irrigation office, Regional Environment Board Regional and Agriculture Office.

2. Documents

Document is one of data that can be used in qualitative method. The researcher collect data such as Long Term Planning documents, Middle Term Planning documents, Regional Spatial Planning documents, Detail Regional Spatial Planning documents, SPCB Standard Operation Procedure documents, SPCB Recommendation documents, SPCB Meeting Notice documents.

3. Phenomena

The researcher tries to find phenomenon by doing field observation. The researcher use camera, notes and recorder to collect the data and also computer completed with Google earth program.

4.5. Data Collection Technique

Data collections collected through some methods among others:

1. Interview

Interview is a method of obtaining an account of events, behavior or experiences taken from informants. They are rich sources of information and used extensively in case studies. Interviews can take numerous forms, including face to face and telephone interviews, and can follow a structured or unstructured interview format (EFL Brech S Sarantakos, 1954). Interviews have a distinct advantage of enabling the researcher to establish report with potential participants and therefore gain their cooperation. Interviews also allow the researcher to clarify answers and seek follow-up information.

In depth interview was conducted in Sleman Regency government official responsible for spatial planning policy, in this case the researcher conducted interview with the head office from 8 institutions. Meanwhile in

some reason due to job disposition it is possibly doing interview with the head of department/sector related to SPCB. Furthermore, to gain more detail information the researcher is probably interview the head of sub-sector who consider as the person deal with SPCB. The researcher conducted interview to the head office once time and the duration of interview at least in 60 minutes to 90 minutes, but to confirm the important findings the researcher conducted interview more than once for key informant. The researcher use notes and voice recorder to collect the interview data. All of the data have been saved in computer.

2. Documentation

The documents are references documents and data from Sleman Regency Institution. The required documents as follows:

- a) Long Term Planning of Sleman Regency.
- b) Middle Term Planning of Sleman Regency.
- c) Regional Spatial Planning.
- d) Detail Regional Spatial Planning.
- e) SPCB Standard Operation Procedure.
- f) SPCB Recommendation.
- g) SPCB Meeting Notice.

3. Direct Observation

The use of this technique assumes to collect some relevant behaviors or field conditions available for observation. Direct observations conducted throughout a field visit. To observe the process in determining spatial planning policy, the researcher attended the SPCB Meeting at least once time, and it is possibilities to attend more than one time regarding to the

needs of data collection. The duration of the observation is related to the time of SPCB Meeting being conducted. The researcher used notes, camera and voice recorder to observe the SPCB meeting. All of the data saved in computer.

4.6. Data Validation

The most widely used set of criteria for evaluating qualitative studies is one developed by Lincoln and Guba. Lincoln and Guba's criteria are credibility, transferability, dependability, and conformability. The explanation as follows:

1. Credibility is manifested through five activities: prolonged engagement with the participants, observation over time, triangulation, peer debriefing, and member checks. Triangulation refers to use of multiple data sources and more than one investigator. Peer debriefing is a process of conferring throughout the study with a colleague who is not involved in the study but who has relevant expertise, and member checking means taking one's interpretations back to selected participants to confirm the accuracy of the final framework.
2. Confirm-ability is additionally enhanced through triangulation and through the investigator keeping a journal in which are recorded feelings, reactions to phenomena observed, and self-reflection on changing preconceptions and managing biases
3. The criteria of dependability and conformability are both met through the use of an audit trail, which means that an outside reviewer is able

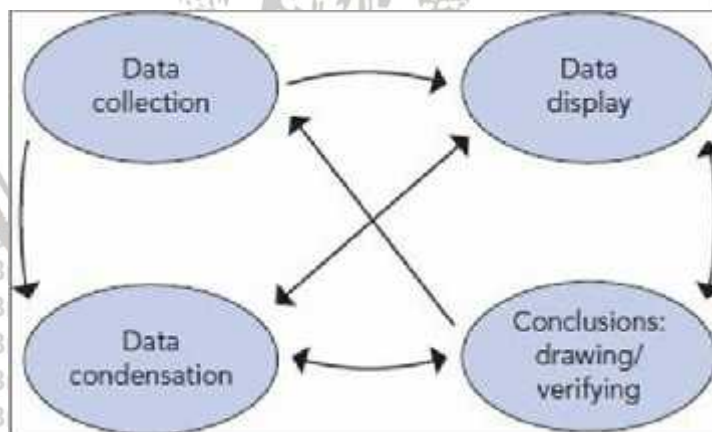
to examine the raw data and the decision process to determine that appropriate logical inferences were made

4. Transferability means that in the final report, the investigator provides sufficient description of the context of the study that the reader can make a judgment as to whether the findings may be applicable or transferable to another, similar context.

4.7. Data Analysis Technique

Data analysis is the most important part of this research. This research used the interactive model data analysis (MB Miles AM Huberman and Saldana, 2014). There are three stages in this model which are play an important role in analysis process. The stages of the data analysis as follows:

Figure4.1. Interactive Data Model by Miles and Huberman



Sources: (MB Miles AM Huberman and Saldana, 2014)

The diagrams above can be explained as follows:

1. Data condensation

Data condensation can be defined as the process of selecting, focusing, simplifying, abstracting, and transforming the data that appear in the body of written up field notes, interview transcripts, documents, and other empirical materials. In this stage, researcher does not reduce the data, because it can weaken or losing something in the process. Data condensation is a form of analysis that sharpens, sorts, focuses, discards, and organizes data in such a way that final conclusion can be drawn and verified.

Data condensation involve continuously throughout the life of qualitative research. Before the data are actually collected, anticipatory data condensation is beginning as the researcher decides which conceptual framework, which research questions, and which data collection approaches to choose. Then, data condensation is continue in the data collection phase such as writing summaries, coding developing themes, generating categories, and writing analytic memos. For the last, data condensing process continues after the fieldwork is over and a final report is completed.

2. Data Display

Data display can be defined as a second major flow analysis activity. A display refers to an organized, compressed assembly of information that allows conclusion drawing and action. With concerning in displays, researcher can understand what is happening and to do something based on that understanding. Good data displays supports qualitative analysis to be more robust. The displays consist of graphs, charts, matrices, and networks. All are designed to assemble organized information into an immediately, accessible, compact form so that the analysis can see what is happening and either draw justified conclusions or move on to the next step of analysis that the display suggests may be useful.

3. Drawing and Verifying Conclusion

Conclusion drawing and verification is the last stream of analysis activity.

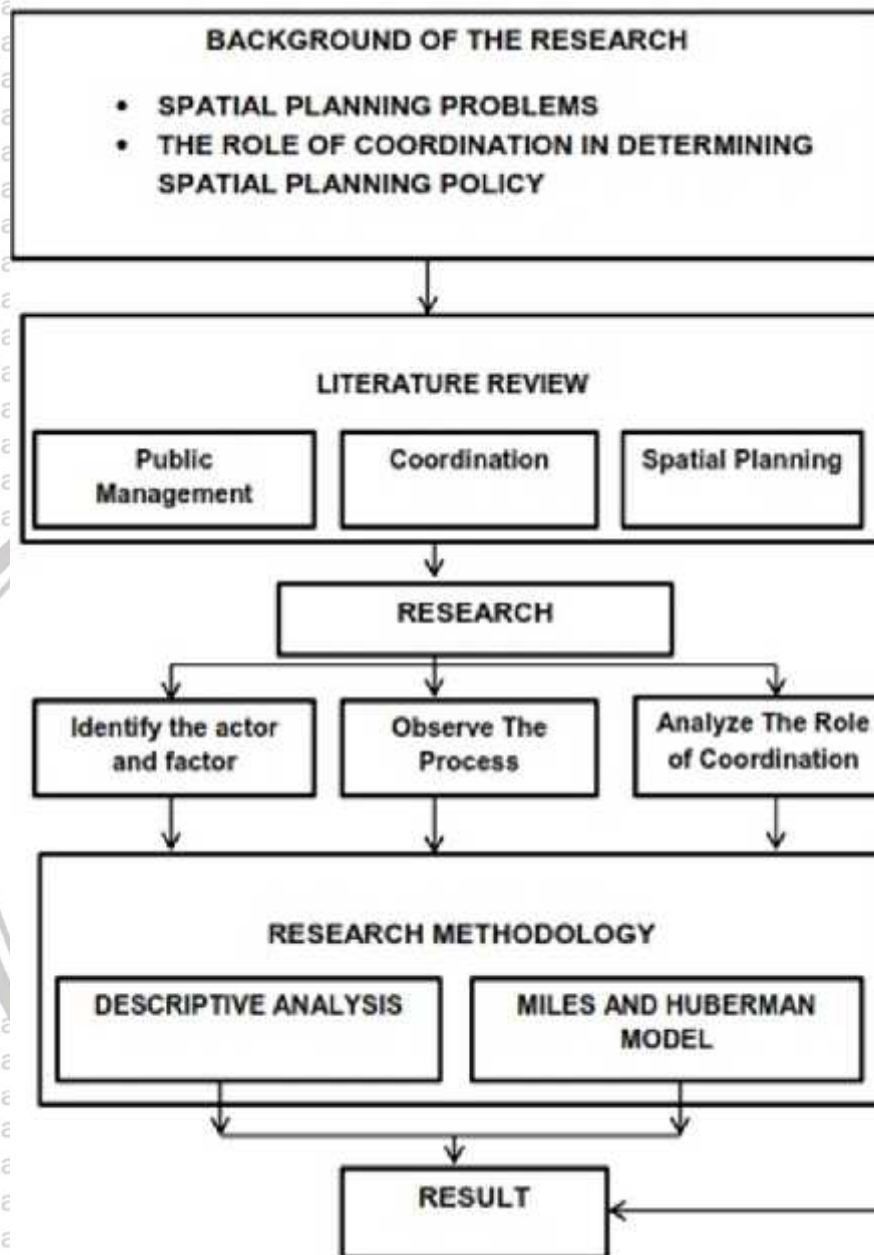
From the first in the data collection, a qualitative researcher try to interpret what thing mean by noting patterns, explanations, causal flows, and propositions. The competent researcher gets conclusions lightly, maintaining openness, and skepticism.

In the first time, this conclusion is vague, then increasingly explicit and grounded. Final conclusion may not appear until data collection is finish. It is depend on the size of the corpus or body of field notes; the coding, storage, and retrieval methods used; the sophistication of the researcher; and any necessary deadlines to be met. Conclusions are verified as the researcher proceeds. Verification may be as brief as a fleeting second thought crossing the researcher's mind during writing, with a short excursion back to the field notes.

4.8. Research Framework

Framework of thinking is the way of researcher in determining the important things that are used in the process of observation. The framework of thinking can be seen in the table as follows:

Figure 4.2: Research Framework



Sources: researcher

CHAPTER V

FINDINGS AND DISCUSSION

5.1. Findings

5.1.1. The Process in Spatial Planning Coordination Board

The process to determine policy in local government are through several steps. The steps related to organizational management. Organizational management defines how activities such as task allocation, coordination and supervision are directed toward the achievement of organizational aims. It can also be considered as the perspectives which through individuals see their organization and its environment. Since there are many levels, decision-making authority has to pass through more layers than flatter organizations.

5.1.1.1. The process of determining Spatial Planning Policy

Government as a bureaucratic organization has rigid and tight procedures, policies and constraints. Decisions are made through an organized process, and a strict command and control structure presented at all times. The authority is at the top level and also the information will delivered from top to bottom. This give effect in more rules and standards for the organization which operational process is watched with close supervision. Some advantages for bureaucratic structures for top-level managers are they have a tremendous control over organizational structure decisions.

Regarding this procedure it is urging to state standard operation procedure in determining Spatial Planning Policy. Base on SPCB Standard Operational Procedure, the process in determining Spatial Planning Policy can be seen as follows:

1. Spatial Planning application document received by Development and Planning Board, it takes 1 day to process, application document coming from institution in Sleman region or from public through the regent, all of the documents will be managed by Land Affair Office.
2. Distributed application document to SPCB through secretary of secretariat SPCB, this stage takes 1 day to process.
3. Analyze application document including location examination, this steps need 2 days to process.
4. Conduct SPCB work group meeting, it is takes 1 day to process, but only being held in the second week and forth week in every month.
5. Conduct SPCB Plenary meeting, it is takes 2 day to process, and being held a week after conduct SPCB works group meeting in every month.
6. Formulate the draft of Spatial Planning Policy (Recommendation) base on the result of SPCB Plenary meeting, tis step takes 2 days to process.
7. The approval process of the draft of Spatial Planning Policy (Recommendation) through the SPCB Development Group and SPCB Work Group, this stage need 2 days to process.
8. Send approval Spatial Planning Policy (Recommendation) to the head of SPCB, it is takes 1 day to process.
9. After signed by head of SPCB, Spatial Planning Policy (Recommendation) will send to Land Affair Office.

Furthermore the actual processes in determining Spatial Planning Policy in SPCB usually manage in the normal time referring this standard operational procedure. In case of some application which need more attention it may take

more than those allocated time. It is stated by The Head of Land Permit of Region Investment and Integrated Permit Board as follows:

“Regarding the time to finish the application, it is important to analyze if the location of application is not clearly stated in the zone area of Detail Spatial Planning. Another case if the application is big scale of industry, the consideration from SPCB for the recommendation, -whether it would be allowed or not- is urging. Moreover, if the application has big influence to the government and public sector, its means SPCB must pay big attention of that application”

Related the time to process the Spatial Planning Policy, the same statement also coming from the head of Regional Land Affair as follows:

“The coordination is the most important thing, it should also considered how long the process would taking time. The clear answer of the application is the factor that must be prioritized. This decision is must give certainty for the applicant. In the other hand it is important to keep all of the process in time concerning SPCB Standard Operational Procedure”.

5.1.1.2. Standard Operational Procedure

Standard Operating Procedure is a set of instructions (work orders) in detailed written and which should be followed in order to achieve uniformity in running a particular process. This procedure is a detailed standard on the activities undertaken by implementing in each division, office and have purpose to create a working guidelines. The importance of the existence of SOP is believed that it will provide clear instruction and target to be achieved. The head of Infrastructure and physical Department explained the importance of Standard Operating Procedure as follows:

1. SOP will reduce errors in activity, because all the instructions and the stages of the work has been composed and written clearly.

2. SOP will improve the efficiency and effectiveness of the implementation of the tasks and responsibilities of the individual and the organization.
3. Creating a standard measure performance will give a concrete way to improve performance and help to evaluate the efforts that have been made.
4. Provide information on the competence and qualifications in performing the duties.

The importance of Standard Operating Procedure through the process also stated by The Head of Land Permit of Region Investment and Integrated Permit Board as follows:

“The process of permit issue need certainty especially relating the time, people always ask about when the process completely finished, it doesn't matter if would take a long time since there is certainty, they need the exact duration rather than the statement this will be processes as soon as possible.”

Regarding to the daily job in the Land Permit of Region Investment and Integrated Permit Board, He added the important of Spatial Planning Policy to be the main consideration in the process of issuing a permit. The explanation as follows:

“In our office there are two kind of permit issue, the first type is kind of application that we can directly decide and issue the permit, the second type is kind of application that we must present within the recommendation. So, for the second type we must coordinate with SPCB for the recommendation, furthermore both in our office and in SPCB process it is urge to applied SOP.”

Policy formulation consists of discussion and suggestion from the policymakers who suggesting approaches to review the problems. Sometimes it is necessary to choose from multiple potential paths. The issue of spatial planning has been urging by various policies throughout time. The ultimate policy is chosen to solve the issue dependent on those factors.

The purpose going to be achieved as stated by head of Infrastructure and physical Department as follows:

1. Standardization of the main task.
2. Reducing the errors that may be performed.
3. Improving the efficiency and effectiveness and responsibilities of individual and the organization.
4. Improving individual independencies in implementation daily processes.
5. Increase accountability in execution of tasks.
6. Ensure the implementation of the governance tasks taken place in a variety of situations.
7. Provide information about the competence and qualifications.
8. Providing information to increase the competence.

Effective formulation involves analysis and identification of alternatives to solving issues. Policy formulation is, therefore, comprised of analysis that identifies the most effective policies and political authorization. There is the example of SPCB recommendation:

Figure 5.1.SPCB Recommendation



Source: research⁸

⁸ Based on SPCB recommendation



The location of the application can be seen in the figure as follows:

Figure 5.2. SPCB recommendation Location



Source: researcher⁹

Meanwhile the location of the application than matched to the detail spatial planning regulation as follows:

Figure 5.3. The Plotting of SPCB Recommendation Location



Source: researcher¹⁰

⁹Data location processed by Google earth

¹⁰Ibid

5.1.2. The Actors in The Process of Determine Spatial Planning Policy

The relationship between the actor and organizational structure is important. Organizations are systems that depend on their actor to support the process. Generally, more complex organization lead to greater differentiation.

The trend in organizations is currently away from stable (mechanistic) structures to more adaptive (organic) structures. The advantage is that organizations become more dynamic and flexible. The disadvantage is that integration and coordination of activities require more time and effort.

SPCB actors are institutions manager. Even there is no complexity in SPCB organizational structure, but it is urging to coordinate. It is state by The Head of Infrastructure and Physical Department of Development and Planning Board as follows:

“SPCB structural organization is a simple form of organizational structure, which only has one direct vertical down-line from the head to the members. The head are assisted by secretary for administrative purpose. Even though it's simple form of organizational structure but the actors are key person of their institutions. Furthermore the coordination is crucial depend on the actor role”.

The figure of actors in SPCB can be seen in the Plenary Meeting figure as follows:

Figure 5.4. The actors of SPCB



Sources: SPCB plenary meeting, Tuesday, July 26, 2016, 9:17:44 AM

5.1.2.1. Sleman Spatial Planning Coordination Board.

Sleman Regency published the Act on Regional Spatial Planning by stipulating Regent Decree No. 27.2/Kep.KDH/A/2015 year 2015 on the establishment of Regional Spatial Planning Coordination Board in Sleman Region. The Regional Spatial Planning Coordination Board (known as SPCB) aims to provide Spatial Planning Policy as mandated in the Ministry of Home Affairs Decree Number 50 year 2009 about the guidance of Regional Spatial Planning Coordination. It mentioned in the Region Decree, that the SPCB in Sleman City consists of secretariat of Spatial Planning Coordination Board and Spatial Planning Work Group.

Spatial Planning Work Group consists of Spatial Planning Development Work Group, and Spatial Planning Control & Operation Work Group. The Regent decree explained Spatial Planning Coordination Board (SPCB) has

the duties as coordinator. For the stage formulation, base on (Regulation, Sleman regent decree no 27.2, 2015), Spatial Planning Coordination Board responsible for:

- 1) Coordinate and formulate Region Spatial Planning.
- 2) Synchronize Region Spatial Planning to Region Long Term Planning and Region Middle Term Planning.
- 3) Integrate and harmonize Regional Spatial Planning to province Spatial Planning and National Spatial Planning.
- 4) Synergize Region Spatial Planning to surroundings border area.
- 5) Coordinate the consultation process of determining Region Spatial Planning.
- 6) Coordinate the evaluation process of determining Region Spatial Planning.
- 7) Coordinate the legalization process of determining Region Spatial Planning Regulation.
- 8) Optimize the public contribution in determining Region Spatial Planning.

The implementation of spatial planning becomes essential matters.

Regarding this point SPCB has big concern. Meanwhile in term of implementation stage SPCB responsible for:

- 1) Coordinate and solve the problem related spatial planning.
- 2) Provide recommendation to the problem related spatial planning.
- 3) Present information and data access about spatial planning.
- 4) Promote good services to public, private sector and society.
- 5) Give facilitation to spatial planning cooperation among region.
- 6) Optimize the public contribution in Regional Spatial Planning utilization.

The next phase is controlling the utilization of spatial planning. In term of controlling the utilization of spatial planning SPCB also responsible for:

- 1) Coordinate the process in determine zone regulation system.
- 2) Provide recommendation for regional spatial license.
- 3) Identify the implementation of spatial planning incentive and disincentive program.
- 4) Facilitate the process of spatial planning operation including monitoring, evaluation and reporting.
- 5) Facilitate the process of spatial planning controlling; the purpose is to keep the consistency of real condition with the planning.
- 6) Optimize the public contribution in Regional Spatial Planning controlling.

5.1.2.2. SPCB Organizational Structure

Organizational structure determines how the roles, power and responsibilities are assigned, controlled, and coordinated, and how information flows between the different levels of management. A structure depends on the organization's objectives and strategy. In a centralized structure, the top layer of management has most of the decision making power and has tight control over departments and divisions. In a decentralized structure, the decision making power is distributed and the departments and divisions may have different degrees of independence. The Organizational structure of Spatial Planning Coordination Board as mentioned in appendix of the Decree:

Table 5.1 Organizational Structure of Spatial Planning Coordination Board in Sleman Region

Advisor	:	1. Regent of Sleman
		2. Vice Regent of Sleman

Chief	:	1. Regional Secretary of Sleman
Secretary	:	The head of Development and Planning Board
Consideration Team	:	Regional Secretary Assistant of Development
		The head of Region Agriculture, Fishery and Forestry Agency
		The head of Region Public Work and Settlement Agency
		The head of Region Water Resources, Energy and Mining Agency
		The head of Region Investment and Integrated Permit Board
		The head of Region Environment Board
		The head of Region Civil Police Office

Source: (Regulation, Sleman regent decree no 27.2, 2015)

The Organization has a number of institutions and structures that help to implement its mandate. The Secretariat is responsible to organize. The structure of the Secretariat has state to reflect the needs of the Organization. All programs and activities carried out by the Secretariat are mandated by a regulation. Furthermore the organizational of Secretariat of Spatial Planning Coordination Board shown in the table 6.2 as follows:

Table 5 . 2 . Organizational Secretariat Structure of Spatial Planning Coordination Board in Sleman Region

Chief	:	The Secretary of Development and Planning Board
Secretary	:	The head of Infrastructure and physical Department of Development and Planning Board
Consideration Team	:	The head of sub sector of Spatial Planning, Land Affairs and Settlement of Infrastructure and physical Department of Development and Planning Board
		The head of sub sector of Public Work, Communications and informatics of Infrastructure and physical Department of Development and Planning Board
		The head of sub sector of Environment, Energy and Mining Resources of Infrastructure and physical Department of Development and Planning Board

Source: (Regulation, Sleman regent decree no 27.2, 2015)

The Secretariat services the other member of the SPCB and administrators

the programs and policies laid down by them. As the scope and range of SPCB activities have widened, the task of the Secretariat has increased in number and also in its organizational pattern increased in complexity. Additionally the organizational work group of Secretariat of Spatial Planning Coordination Board shown in the table 6.3 as follows:

Table 5.3. Organizational Work Group Structure of Spatial Planning Coordination Board in Sleman Region

Spatial Planning Development		
Chief	:	The Head of Infrastructure and Physical Department of Development and Planning Board
vice		The Head of Public Administration Department of Regional Secretary of Sleman
Secretary	:	The Head of Sub Sector of Spatial Planning, Land Affairs and Settlement of Infrastructure and Physical Department of Development and Planning Board
Consideration Team	:	The Head of Irrigation Department of Region Water Resources, Energy and Mining Agency
		The Head of Horticulture and Food Plants Department of Region Agriculture, Fishery and Forestry Agency
		The Head of Communication Infrastructure Department of Communications and Informatics Agency
		The Head of Water Resources Supplying and Development Department of Region Water Resources, Energy and Mining Agency
		The Head of Information and Mapping Sector of Regional Land Affair Office
Spatial Planning implementation and controlling		
Chief	:	The Head of Building and Spatial Planning Department of Region Public Work and Settlement Agency
vice		The Head of Laws Department of Regional Secretary of Sleman
Secretary	:	The Head of Detail Spatial Planning Sector of Building and Spatial Planning Department of Region Public Work and Settlement Agency
Consideration	:	The Head of Regional Land Affair office

Team	
	The Head of Environment Control of Environment Agency
	The Head of Land Permit of Region Investment and Integrated Permit Board
	The Head of Administration and Control Department of Regional Secretary of Sleman
	The Head of Building Control Sector of Building and Spatial Planning Department of Region Public Work and Settlement Agency
	The Head of Law Enforcement of Region Civil Police Office

Source: (Regulation, Sleman regent decree no 27.2, 2015)

5.1.2.3. Actors in Determining Spatial Planning

The coordination in Spatial Planning involves several institutions according to the above table. The actors who get involved in the process in determining Spatial Planning are coming from Government. There is no involvement from other stakeholder whether from private sector or public sector.

It is state by The Head of Infrastructure and Physical Department of Development and Planning Board as follows:

“The actors or stake holders who get involved in the process of determining Spatial Planning Policy completely coming from Government Institution. There is no private sector and public sector involvement. The public sector only got involve in the process to formulate Detail Spatial Planning Regulation within the stage called Public Hearing.” (Interview with head of Infrastructure and physical Department, 26 July 2016)

Furthermore it is explained by Mr. Arif Setio Laksito, ST, M.Dev.Plg that the involvement of each institution due to the Ministry of Home Affair Decree are being the privilege of Local Government base on the region structural organization. The institutions which connect with Spatial Planning in their main task urge to be a part of SPCB. The reason involvement of institutions can be seen in the table below:

Table 5.4. SPCB Institutions

NO	INTITUTION	REASON
1	Secretary of Sleman	The main task to manage the region administration
2	Development and Planning Board	The main task to coordinate region development
3	Agriculture, Fishery and Forestry Agency	The main task to conserve the food security by protecting agricultural and forestry area
4	Public Work and Settlement Agency	The main task to develop infrastructure
5	Water Resources, Energy and Mining Agency	The main task to provide the need of water and energy
6	Investment and Integrated Permit Board	The main task to issue license
7	Region Environment Board	The main task to protect environmental condition
8	Region Civil Police Office	The main task to force the law
9	Land Affair Office	The main task to manage the land administration

Source: researcher

Although the regulation on the establishment of SPCB has been stipulated, the commitment of the public officials related to the Spatial Planning is still poor in practice. The understanding about the importance of Spatial Planning to balance the development was not yet fully understood by officials in Sleman. This reflected in the interview with head of Infrastructure and physical Department of Development and Planning Board. At the beginning of the interview, the head of Infrastructure and physical Department of Development and Planning Board showed the expression that all of the disasters coming from Spatial Planning mater. He equalized the Spatial Planning with several scholar and expert. In fact, the concept of Spatial Planning is broader, including the activities of all sector in development.

Mr. Arif Setio Laksito, ST, M.Dev.Plg head of Infrastructure and physical Department of Development and Planning Board said that every time disasters

happens -including natural disaster and also the presence of traffic jump- it is the result of Spatial Planning disobey. The interesting finding showed the difference response and perception of apparatus. It is considering "throwing" responsibility from one to another. The lack of function in coordination causes a negative impression that the duty in Spatial Planning is something should be done in synergy. The head of Infrastructure and physical Department of Development and Planning Board said that in Sleman, although Development and Planning Board is appointed to be a leading sector in the coordination, but the importance to establish SPCB is mandatory from Central Government. As Mr. Arif Setio Laksito, ST, M.Dev.Plg explained:

"The coordination among institution is the main job of Development and Planning Board, but regarding Spatial Planning there is mandatory from the Ministry of Home Affair to establish SPCB in local government in order to coordinate all of the institutions which have consideration with Spatial Planning. Due to the Ministry of Home Affair Decree number 50 year 2009 the presence of SPCB not only related to manage the planning but also the implementation and evaluation."(Interview with head of Infrastructure and physical Department, 26 July 2016)

The statement above shows that the sense of responsibility of local government authorities in implementing coordination of Spatial Planning is coming from the Ministry of Home Affair. In addition, Development and Planning Board of Sleman Region is still the leader to conduct the process related Spatial Planning as state in Regent Decree Number: 27.2 year 2015. It is recognized from this Regent Decree that the main task of secretariat is to coordinate the Process in planning, implementation and control the implementation of Spatial Planning. "The main task to coordinate the entire stakeholder related Spatial Planning is in Development and Planning Board as a secretariat of SPCB, but it is only case of coordination. The authority isn't within Development and Planning

Board.” (Interview with head of Infrastructure and physical Department, 26 July 2016)

SPCB is ad-hock institution which contains several institutions. It's stated by the head of Infrastructure and physical Department as follows: “The organizational structure of SPCB is mixed between vertical and horizontal structure, which chief take the responsibilities as top manager. In this case chief is helped by Secretary to manage the administration. The members of SPCB are independent to each other, they responsible to the chief but not to other members. The relationship between SPCB members is horizontal structural organization; here what must be underline is each of SPCB group members has the same position and authority.”

5.1.3. Supporting and Constraining Factors in Determining Spatial Planning Policy

5.1.3.1. Supporting Factors

Policy formulation as part of the public policy process is the most crucial phase for the stage “implementation and evaluation” of policies. Public policy can be implemented if the policy formulation phase has been completed. The Supporting factors¹¹ in determining spatial planning policy as follows:

a) Communication

Communication becomes the key in the modern era. By using several tools people easily can communicate to each other. Development programs can only realize their full potential if knowledge and technology are shared effectively,

¹¹ According to head of Infrastructure and physical Department

and if populations are motivated and committed to achieve success. Unless people themselves are the driving force of their own development, no amount of investment or provision of technology and inputs will bring about any lasting improvements in their living standards.

Communication is central to this task in many ways. For example, it enables planners, when identifying and formulating development programs, to consult with people in order to take into account their needs, attitudes and traditional knowledge. Only with communication will the project beneficiaries become the principal actors to make development programs successful. Helping people at all levels to communicate and empowers them to recognize important issues and find common grounds for action, and builds a sense of identity and participation in order to implement their decisions.

A decisive role can be played by communication in promoting development. As the world moves towards decentralization and the market economy, conditions are becoming more favorable for people to start steering their own course of change. But it is vital to stimulate their awareness, participation and capabilities. Communication skills and technology are central to this task, but at present are often underutilized. Policies are urging to encourage effective planning and implementation of communication programs.

b) Reachable area

Reachable area becomes support factor because some advantage can be gained. As Mr. Arif Setio Laksito, ST, M.Dev.Plg explained the benefit as follows:

1. Providing technical oversight and guidance to sector working groups.
2. Guiding and facilitating information management to support decision-making.

3. Promoting consistency in standards, processes and capacities between sectors.
4. Ensuring cross-cutting issues are properly reflected in sector activities.
5. Ensuring emergency preparedness, including contingency planning.
6. Identifying and evaluating issues to the High-Level Steering Committee for action and guidance.
7. Ensuring that assessments are carried out with the specific aim of working with communities to identify and prioritize key protection issues, gaps in assistance as well as community capacities to address them.

c) Technology

In this modern era the paradigm has changed. It is well known that the public sector is obliged to follow social needs by upgrading the procedures and services. The goal of those program is to serve society. But, the existed laws and regulations do not always cover the needs of the program. Acceptance of e-Government is a great opportunity for public organizations improvement.

In the SPCB process, technology become important because the use of computer software to identify the location. The common program is Google Earth Program. This program be used to check the location and its position, but can't give detail information of the latest situation. The information about the location must be checked by direct field observation. The field observation also equipped by using GPS (Global Positioning Satellite) to give information about the Globe position. Another computer program in SPCB process is ArcGIS. By using ArcGIS the information about detail of the location can be describe as well.

All of the information gained by the field observation is processed to analyze the zone area utilization. To portrait the location and determine the zone area its using the Global Mapper program. The use of several instruments is part of technology appliance. Technology is being the support factor in the process because technology provide tool that can be uses to assess and analyses.

5.1.3.2. Constraining Factors

Mr. Arif Setio Laksito, ST, M.Dev.Plg head of Infrastructure and physical Department of Development and Planning Board said

“To manage the coordination among institution is the main job of Development and Planning Board. To coordinate in Spatial Planning there is some difficulty in local government. Moreover, the role is important in order to coordinate all of the institutions which have consideration with Spatial Planning. Due to the actual conditions the un-presence of Detail Spatial Planning Regulation considers become the most crucial, and the other factor is authority.”(Interview with head of Infrastructure and physical Department, 26 July 2016)

Furthermore from the interview it can be describe the constraining factor as follows:

a) Regulation

The presence of regulation is crucial to answer the problem regarding Spatial Planning. In contras the regulations in Spatial Planning need to improve.

The problem coming from the regulation from Central Government which not appropriate to applied in the Local Government. As Mr. Arif Setio Laksito, ST, M.Dev.Plg, said as follows:

“There are several regulations from Central Government that can't be applied in the local Government, for example the Ministry Decree in term of zoning area state about minimum zone area, in Sleman. This rule can't be applied because Sleman cannot provide that area, but in other Local Government they can provided”.

b) Authority

Authority needed in every stage of organization and management.

Authority always present in organization, whether it's public or private organization. Top level manager takes important role to force effectiveness including the function of planning, organizing, controlling, motivating and communicating. Meanwhile, in group of Institution authority becomes something questionable, when each of group members has the same authority.

The explanation¹² as follows:

"The problems in SPCB process appear because the institutions authority create different point of view of the application. Hard discussion will present in compromising big issue application. The authority of each member of SPCB cannot be intervening by the chief. The chief only have power to manage but cannot force authority".

5.1.4. Role of coordination

An organizational structure defines how activities such as task allocation, coordination and supervision are directed toward the achievement of organizational aims. It can also be considered as the viewing glass or perspective through which individuals see their organization and its environment. It's stated by the head of Infrastructure and physical Department as follows

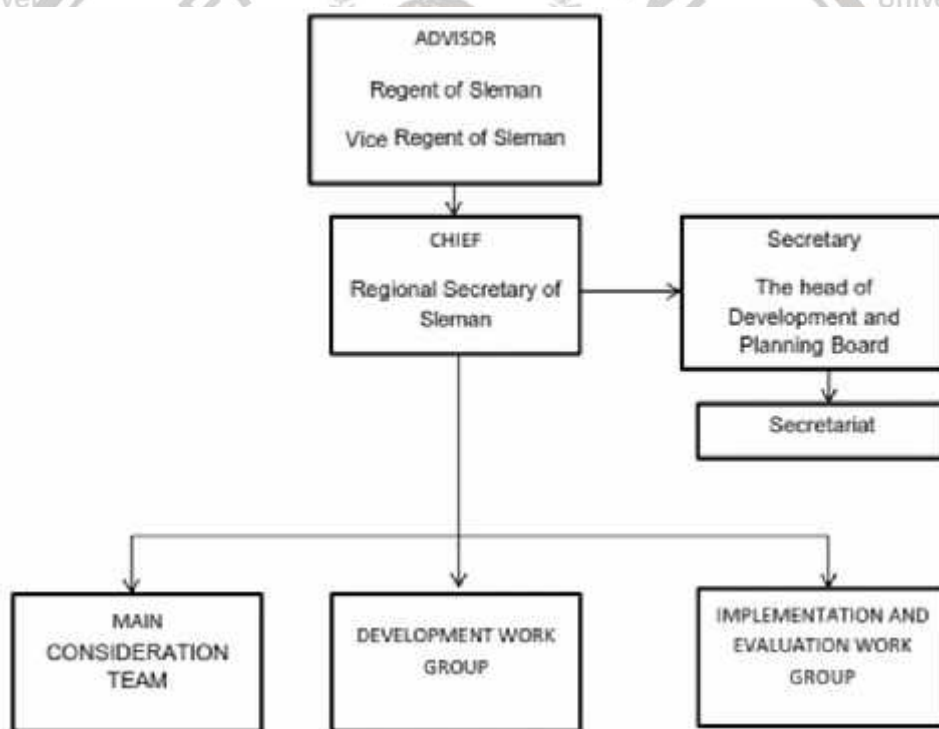
"Organizational structure as a determination of how the work is divided, split, and formally classified, while the organization is a social unit consciously coordinated, consisting of two or more people, and have function in a relatively basic for constantly purpose in order to achieve a set of common goals".

Organizational structure as a decision-making process is supposed to choose an alternative framework positions, project work, and departments. Moreover, decisions or actions that have been selected will generate an organizational structure.

¹² ibid

Each unit is managed by its own decision maker, who theoretically will be able to understand the needs and problems of the unit. This allows a consolidation of performance and information in the managerial level where the executive level may access only the most pertinent information for goal and directional purposes. This filters fill out the details of company operations and feeds only the results of operations up to the leader and to the executives and board of directors. SPCB organization Structure is described in the figure as follows:

Figure 5.5. SPCB organizational Structure



Source: (Regulation, Sleman regent decree no 27.2, 2015)

The explanation from the above figure, first one the advisor¹³ is the top manager who state the policy resulted by SPCB process. The chief is the top manager in SPCB who responsible to determine Spatial Planning Policy in the form of SPCB Recommendation. The advisor will determine the Spatial Planning Policy based on SPCB recommendation. The actual process shows that the recommendation applied as it stated but possibly applied with some additional or reduction. It's doesn't mean that the recommendation are poor of eligibility. But the fact regarding SPCB organizational structure¹⁴ The Head of Local Government as Top-level Manager has authority power. In hence with the power and authority it is legal to use the discretion. Furthermore, the discretion must be supported by several reasons whether its political reasons or technical reasons.

SPCB is government institution but its ad-hock institution which contains several institutions. The pattern of organizational structure is the combination from vertical organization structure and horizontal organization structure. It's stated by the head of Infrastructure and physical Department:

“The organizational structure of SPCB is mixed between vertical and horizontal structure, which chief take the responsibilities as top manager. In this case chief is helped by Secretary to manage the administration. The members of SPCB are independent to each other, they responsible to the chief but not to other members. The relationship between SPCB members is horizontal structural organization.”

The organizational structure evolved from the management appearance. It represents a compromise between the traditional bureaucratic approach and the autonomous new management approach. A matrix organization has permanently establish departments that provide integration for new management.

¹³ refers to head of local government

¹⁴ See figure 5.4.

The matrix form is superimposed on the hierarchical structure, resulting in dual authority and responsibilities. Permanent functionality departments allocate resources to be shared among departments and managers. The patterns in relationships and duties as follow

1. Integration (the way activities are coordinated).
2. Differentiation (the way tasks are divided).
3. The structure of the hierarchical relationships (authority systems).
4. The formalized policies, procedures, and controls that guide the organization (administrative systems).

An organizational structure divides the operations of a company into specialized departments and empowers the managers of those departments to deal with problems and create efficiencies. Those are customized to their particular departments. It also creates a corporate management level where management knowledge is developed, tested and preserved for the future efficient operation in higher management charged with development planning.

5.2. Discussion

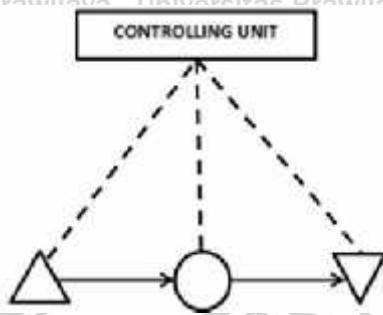
5.2.1. The process in Determining Spatial Planning Policy.

5.2.1.1. SPCB Process

The processes to determine Spatial Planning Policy in local government are through several steps. The involvement of several institutions presents the need of each other and interdependence. Based on James D Thompson in

(Stoner and Charles Wankel, 1986) the interdependent can be seen in the figure as follows:

Figure 5.6 Interdependence Relation



Source: (Stoner and Charles Wankel, 1986)

The actual process in the SPCB is present interdependence relation. Each of institution the member of SPCB has “take and give” relationship. The relationship can be seen in the perspective of organizational matter. An organizational structure defines how activities such as task allocation, coordination and supervision are directed toward the achievement of organizational aims.

Regarding direct observation, the first step of the process in SPCB from the applicant; the application document are sent to Land Office Affair. The application documents deliver to Development and Planning Board as the SPCB Secretary. The next step the application brings to the SPCB meeting. The actual condition shows that there is networking process within members in SPCB. Moreover, in this condition Development and Planning Board not independent, it means cant process application from others instead Land Office Affair. The interdependence relation is not only between Land Office Affair and

Development & Planning Board but present in all of the members of SPCB.

Even each of institution possesses within power and authority but as member of SPCB they connected and related for the Spatial Planning Policy formulation.

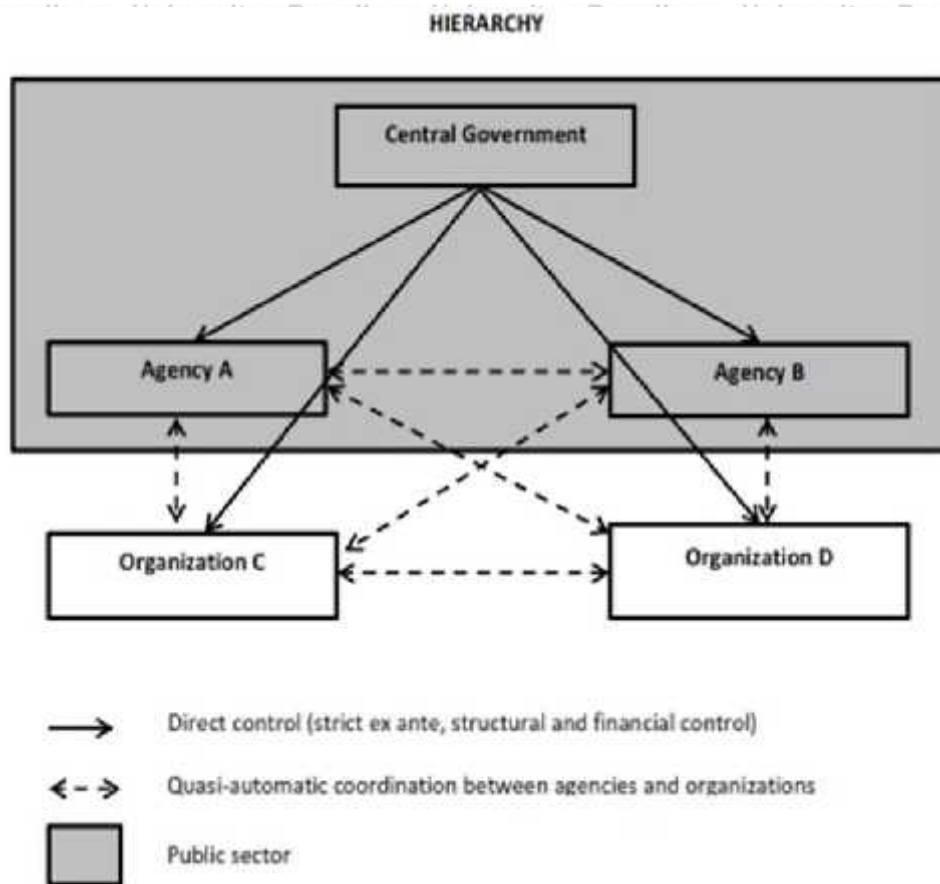
Among SPCB members there is no authority in horizontal relation, which means no deliver of authority. The actual condition is the chief as the top level manager controlling and the authority only deliver vertically. It can also be considered as the perspective through which individuals see their organization and its environment. Since there are many levels, decision-making authority has to pass through more layers than flatter organizations.

5.2.1.2. Institution and Type Mechanism

The process of coordination SPCB faces various problems. The problems must be solved by using proper approach. Furthermore, the early step is to identify what kind of mechanism in SPCB. After recognize the type of mechanism it will be several suitable treatment of the problem.

Coordination is not a simple and administrative problem. It can imply a wide range of problems within the public sector, and the need for cooperation may arise for a variety of administrative and political reason. Based on Thompson et al. (1991); O'Toole (1997); Kaufman et al. (1986); Peters (2003) in the distinction between three dominant theoretical approaches shown in the figure as follows:

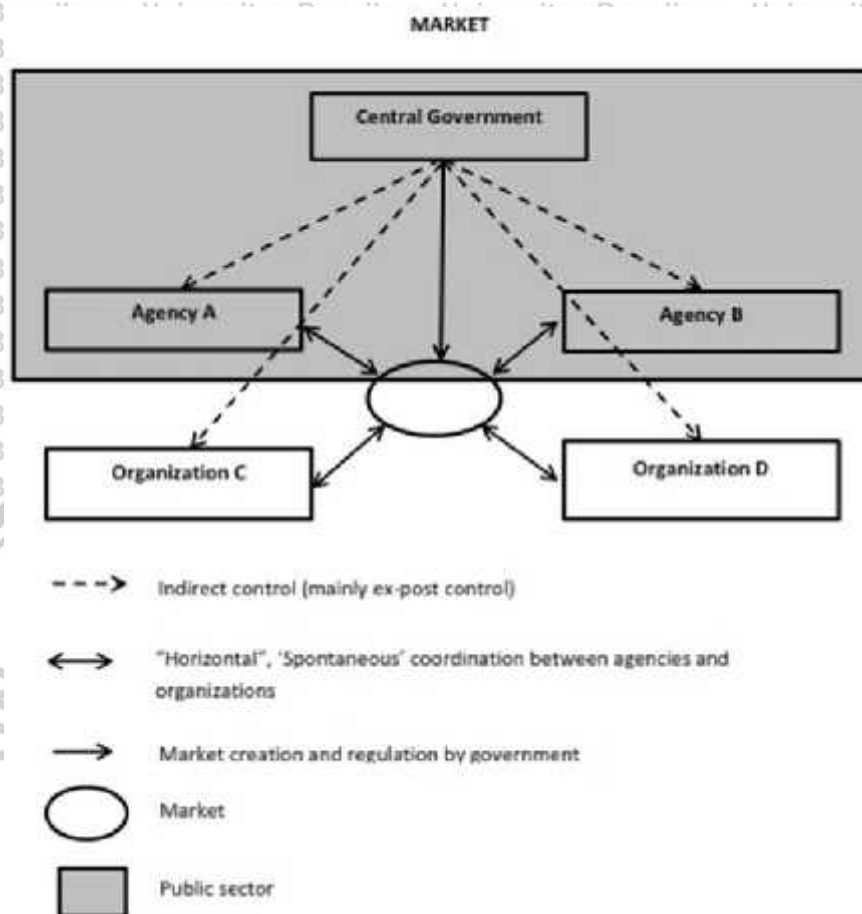
Figure 5.7. Hierarchy-type mechanism



Sources: (Bouckaert G, Guy Peters B and Verhoest K, 2010)

Hierarchy is the most familiar mechanism used to produce coordination between programs and organization within the public sector. For Public organization, -management and control the use of hierarchy- have bureaucratic hierarchical control and political hierarchical control. Furthermore, the conception of hierarchy in the public sector is more political. Hierarchy type coordination considered as control strategy for coordinating organizations behavior by biasing their decisions to produce action which they might otherwise not have taken.

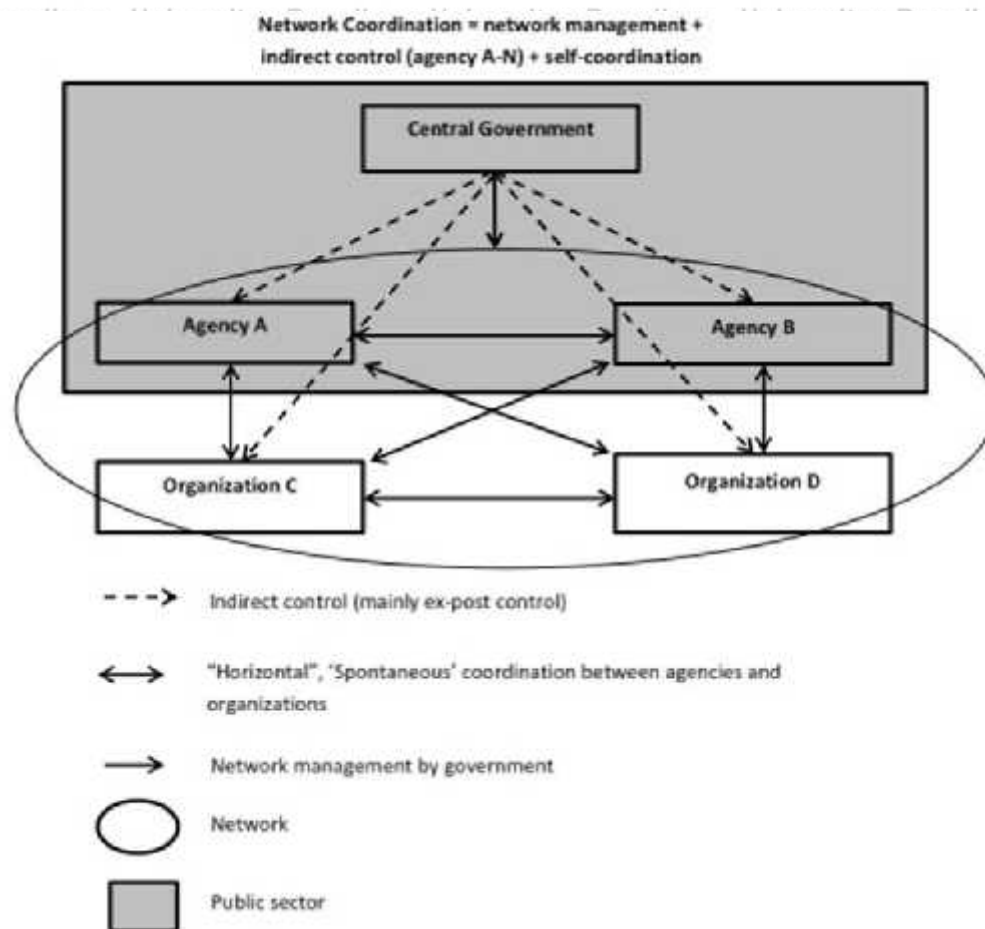
Figure 5.8. Market-type mechanism



Sources: (Bouckaert G, Guy Peters B and Verhoest K, 2010)

Market type mechanism for coordination is exchange among actor being central in the producing the desired outcomes. Market perform coordination functions most optimally when there are enough purchasers and provider, when providers can enter and exit the market without incurring high cost, when there is full transparency as to information about prices and quality of services. For this type Government must ensure the condition: clear link between the service of a public organization and the price that reflect value of the service on the market and condition when there is competition between providing organization and freedom of choice for the users of the service.

Figure 5.9. Network-type mechanism



Sources: (Bouckaert G, Guy Peters B and Verhoest K, 2010)

Network type mechanism for coordination is considered as an alternative form of Governance and coordination and depends on voluntary collaborative actions by and solidarity between relevant organizations. Moreover, Network type mechanism for coordination tends to depend up on bargaining, negotiation and mutual cooptation among the participant. Coordination through networks can also take more informal forms.

5.2.1.3. Relation in SPCB Coordination

Based on three type of mechanism the first stage is analyses what kind of mechanism through in SPCB. The process of coordination within SPCB are analyze using mechanism table by bouckaert (Bouckaert G, Guy Peters B and Verhoest K, 2010) as follows:

Table 5.5. SPCB Process Analyses

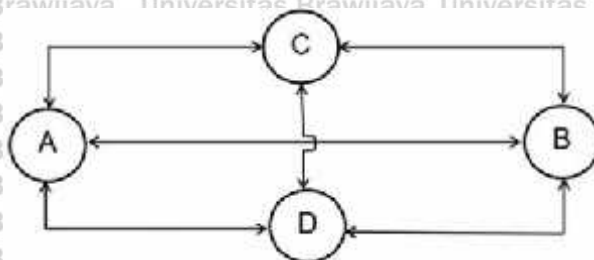
PARAMETER	REALIZATION
Base of interaction	The interaction among participant relatively at the same level condition, it means the present of apportionment authority
Purpose	The purpose in determine Spatial Planning Policy consciously designed and controlled
Guidance, Control and evaluation	The only direction in the coordination is based on the regulation, and the control refers to the regulation
Role of government	There is top down from the chief to group member but dependent actor controlled by regulation
Resources needed	Authority power share and manage by the chief

Source: researcher

From the realization above we can concluded that SPCB coordination is hierarchy-typical mechanism. There is distribution of authority for each group member but the chief still the top manager to take control and responsibilities..

The relationship within coordination in SPCB can be shown in the figure as follows:

Figure 5.10. SPCB coordination relationship



Sources: (Bouckaert G, Guy Peters B and Verhoest K, 2010)

The circle of the coordination can be described as follows: The needs of coordination increased because the more complicated of the problem. The problem more complicated cause barrier to reach the effectiveness. The increase of specialization causes the need of coordination. The increase of specialization causes the complexity of the personal & organizational interest.

Coordination as a concept is much related or even equivalent to the issue of integration (Bouckaert G, Guy Peters B and Verhoest K, 2010). Furthermore the type of SPCB mechanism is hierarchy type mechanism. The concept and the actual process can be explained as follows:

- 1) The process in SPCB promotes integration, integrating SPCB members are achieved through installing coordination mechanism.
- 2) The authority of SPCB members cannot be intervened but it can be compromise in the Hierarchy-type mechanism by the role of Top Manager.
- 3) The integration of the process doesn't effect to the specialization of institution of SPCB members. Its mean that there is not necessary integrating the institutions as long as coordination can play its role.

5.2.2. The Actor in Determining Spatial Planning Policy.

5.2.2.1. Power and Interest.

The primary purpose of government is to protect its citizens. Over the years, the concept of protection has been expanded including far more than protection from foreign enemies. SPCB promotes the recommendation of Spatial Planning in order to protect the citizen or public. This means the role of government as legal institution has power to give certainty to public.

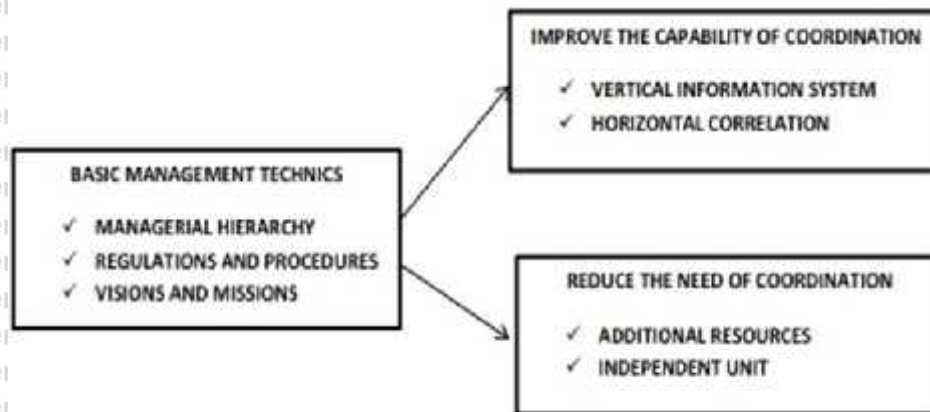
The power and authority of government are also coming in the term of conservation. The role of government within Spatial Planning Policy is to protect the environment and resources. The relation with the development planning is how the balance can be achieved between development and conservation.

In addition, government protection also often includes protecting citizens from exploitation, from unsafe or unfair business practices, from consumer fraud or dangerous products and from crime perpetrated by inferior quality of development planning.

5.2.2.2. Strategies of Actors.

The idea that roles are persuaded through expectations is enormously attractive. It suggests that human beings are rational, thoughtful, perceiving beings. Publics are told not only that our phenomenal experiences are useful guide to action, but also behaviors are controlled through those experiences. Moreover, to the extent SPCB roles are shared, it is presumed that SPCB also share expectations for those role of Power, Interest, and Strategies of Actors Involved. The explanation can be seen in the figure as follows:

Figure 5.11 SPCB strategies



Sources: (Stoner and Charles Wankel, 1986)

From the above figure it can be explain that the strategy is related to managerial aspect. Firstly, in term of the basic managerial it is urging to identify the hierarchy of managerial system in SPCB. This process also supported by the regulation and procedure to give legal protection. The implementation of the process is regulating the planning. The second strategy in the managerial role of SPCB is to coordinate among its members, meanwhile SPCB also responsible for empowering the members to conduct coordination. Thus SPCB top manager must deliver information in vertical relation. The top manager used to concern about horizontal relationship among members. In hence, by optimizing those sector to formulate the third strategy by decreasing the need of coordination. Meanwhile, additional resource is urging to complete. The development of planning is being the target to achieve. Moreover, being an effective manager requires experience with different management techniques. Management techniques are not short-term tricks used to motivate staff, but rather effective methods of managing to help developing a

productive atmospheres. Basic Management Technics involves managing people and thereby, managing the output collected in favor of the organization.

Furthermore basic skills that need to be acquired in SPCB process are as follows:

1) Activators

Activator is a type of strategy followed by a manager before his staff sets on with performance. The role of an activator's brings the most efficient behavior in a staff. Moreover, it is depend on how managers handle the staff after a particular behavior that influences future behavior or performance up to a great extent. Therefore, it is crucial to understand and develop the basic management skills that will help accelerate expected outcomes from a staff.

2) Behaviors

A behavior is how the staff performs or behaves within the activity or situation as a result of activators or consequences.

3) Consequences

A consequence is how the manager handles the staff after the performance.

4) Problem Solving and Decision Making

The type of decisions is not directly reflected a good or bad manager but how to make such a decisions is what a need to be the leader. This is where most managers either get stamped in to good or bad.

Factor need to be considered is the basic ethics of problem solving and this should be thoroughly practices in every occasion, even if the problem concerns personally. Manager becomes impartial and entirely

professional and it's not difficult to build a working relationship in an organization.

5) Planning and Time Management

Planning and Time management is key factor for a good manager; however, it is even more important for them to realize why these two aspects are important. Planning ahead of time for events and activities is the main expectations from manager. Moreover, by adapt a methodical style at workplace and adapt effective techniques to carry out duties with the least hindrance, it will build the sacred skills of planning and time management. If manager conduct efficiency, it will become a role model for others which may add a lot of value of management duties in the office.

6) Delegation

Becoming a good manager does not mean carrying out every task. Furthermore, it is about being able to delegate work effectively in order to complete the task on time. Many managers mishandle delegation either because they do not have enough confidence in their staff and subordinates or because they do not master the techniques of delegation. This is where delegation should come into play. Therefore, the key for delegation would be to identify the individuals that are capable of carrying out the task, delegating the work with accurate instructions and providing enough moral support. Once the task is complete, there would be opportunity to evaluate the performance and provide constructive feedback.

7) Communication Skills

Manager must being able to accurately, precisely and positively communicate their instructions, suggestions or feedback to others.

Therefore, you should be extremely careful in picking out your words.

When communication gives a positive note, it will run across your audience almost contagiously.

8) Managing Yourself & Leading Others

Managerial position is exposed to both the executive layer and the working layer of an organization. Therefore, it is big responsibilities when

it comes to many decisions. The Principe is a manager never fails to be the one who communicate all of the things. The number one rule in managing is to realize that it's a matter of a professional. Moreover, it must be separated between managerial position and individual position.

Therefore, it will need to practice a fair share of diplomacy in managerial role.

5.2.3. Supporting and Constraining Factors

5.2.3.1. Supporting Factors

The spatial planning process explained as approach of system involving input, process and output. Inputs are related to national strategic aspect: economy, the physic of natural and geography condition, demography, social and cultural. All of the aspects are analyzed in proper considering present and future situation to promote as national spatial planning as the output.

There are supporting factor in the coordination, based on (Bouckaert G, Guy Peters B and Verhoest K, 2010) as follows: direct relation, continuity, clear

purpose, simple organization, good communication, dynamic, effective leadership, clear authority and responsibility. Refers to the above explanation, in SPCB process actually all of those factors present and support for the process in determine Spatial Planning Policy. The most significant factor revealed from the interview is communication, direct relation and information & technology (which can be included in communication factor)

5.2.3.2. Constraining Factors

Development planning consists of regional economic development which identifies the main factor of regional growth. In general spatial planning consists of national prevented area, national cultivated area and the main infrastructure network. All of the spatial planning aspect state as program indicator in middle term development planning, and have functions as zone regulation, permit regulation, investment planning, incentive and disincentive.

Comparing to the opinion from Lawrence and Lorsch the constraining factors in coordination are:

- 1) Difference orientation on specific target

The analysis of this aspect, in SPCB process the different point of view is something in proper. Each institutions member has their own job description. It is usual if differences appear, but the guidance is clear. The top manager will determine base on the Spatial Planning Regulation.

- 2) Difference orientation related time

The processes in SPCB are arranged by schedule. In every step of the process are limited by time. The limitations are state in the Standard

Operation Procedure. If there is a case of application that requires time more than the normal time, the chief plays role to decide discretion.

Moreover, by top manager policy the limitation of time still on schedule.

3) Difference orientation among members

The situation is depending on personal behavior of the SPCB member.

When there is good communication to connect among each-others the problem can be solved. The same perception will become a habit in the problem solving. The actual condition occasionally showed the same situation.

4) Difference orientation on standard

The basic consideration of determining Spatial Planning Policy is regulation. Furthermore, there are no criteria for the SPCB members to promote different policy. The role of top manager is crucial when the regulation cannot clearly understand by all of the staff.

From the analysis of the above factors, the major constraining factors in determining Spatial Planning Policy are Communication and Authority. Another factor seems to be insignificant because in the practical didn't much contribute.

5.2.4. The Role of Coordination

5.2.4.1. Coordination and management

Coordination has an important role in the organization, because there are many different activities carried out by peoples in many parts. Coordination become important when one person or group responsible for the whole.

Furthermore, effectiveness will be achieved, if there is a network among institutions. Hierarchical organization structure has vertical levels leading to a top authority figure. The bottom levels give clearly defined roles and leaders.

Although a hierarchical structure has some disadvantages, in fact the structure comes with several advantages that make it worth considering for a small organization type. The advantages of a Hierarchical Organizational Structure are described as follows:

1) Authority is Obvious

In a hierarchical structure, the leader ascends to a top authority figure. Within the leader there are departments with clear roles and managers. With this type of vertical structure, staffs know whom to report to with problems. In small organization it may have only a few of staff at each level. Using a hierarchical structure proves clear authority for work and departments.

Managers have authority according to management level and have the power to allocate resources, reward and punish behavior and give orders to their subordinates. No one is confused about the boundaries between departments and jobs, and everyone understands the chain of command. This is an especially useful characteristic during a crisis, when decision-by-committee or subordinate hesitation could be disastrous. The top manager gives an order and can expect compliance.

2) Managers are Skilled in Specific Area

It is beneficial to have managers who are skilled at each level in the specific departments. In other types of organizations, it might have a manager who runs workers with many functions. The manager might have a basic knowledge of each function, but not an in-depth

understanding. Managers knowledgeable in a certain area can guide staff to advanced levels. They can hold department-based meetings that foster personal development. Staffs who feel confidence in their managers' competence will be enthusiast to learn from them. In this situation managers develop a strong department that can improve the success of entire organization.

3) Clear Promotional

Lower level knows where to go when it comes to promotion; next up step can clearly see in the ladder of organization. In a hierarchical structure, Lower levels know where the path leads and where it ends. Lower level might be motivated to move onto the next position, whether it's into a managerial role or a new department.

4) Departmental Loyalty

Departments will work to fill a common role form a sense of camaraderie. As the staffs have to work to fill a specific role in the organization, their contribution give the same outcome. Staffs of the department can relate to one another as they face similar challenges and reflect on shared experiences. In organizations without departmental or hierarchical structures, employees still in comfort as they fill a common goal for the organization. At the same time, they working daily with others who share a detailed understanding of their specific roles.

5) Communication

The hierarchical structure creates clear lines of communication. The lines establishing the relationships between managers and

Sub-ordinates also provide communication direction. This approach gives departments a clear representative; the manager. Subordinates know to whom to report and where to get information and direction. This provides services of the department, resulting good coordination in between its members.

Hierarchical can be used as structure to establish clear lines of communication. Employees receive their policy directions and day-to-day assignments from their direct manager, who interprets orders from the upper level. Manager and employees send information about their work as well as their ideas to the upper position of the hierarchical structure. This structure makes easy to plan and implement strategies in condition when staffs stick to the establish patterns of communication.

6) Results

When organizing staffs according to a hierarchy, it logic to organize them by job category. This allows staff doing similar job description. These groupings adjust the stage for efficient operations.

7) Isolation

The same grouping that allows members of departments to work together also isolates them from other sections of organization, reducing interdepartmental cooperation and communication. Departments can become indifferent to the concerns of other areas and develop vision. In critical stage, departments may put their own agendas ahead of organization goals.

8) Centralization

Hierarchical structures centralize power and authority at the highest levels possibilities. For small organization, this can create some problems. Instead of making decisions on big-picture issues, planning and providing leadership, the top manager may be caught up in to day-to-day operations, making decisions about things that are best left in the hands of those closer to the situation.

9) Bureaucracy

As a hierarchical structure grows, its hierarchy grows, too. Bureaucracies slow everything in the process of decision-making, communication and action. The reason of slowdown is because communication and command must travel up and then back down the chain of command. Bureaucracy is the most destructive system in dynamic organization environments that require quick action. The Disadvantages of a Hierarchical Organizational Structure explained as follows:

1) Lack of Collaboration

A major disadvantage to the hierarchy is that it doesn't encourage people to collaborate and share information across the reporting structure. People are more likely to develop into elites, which turn in compete for power. This phenomenon doesn't appear in a kind of competition at the departmental level. Managers might become worries about their own department, and they

might often promotes more approach of organizational-level issues from their own departmental perspective.

2) Lack of Innovation

Government organization can be responsive and innovative, consider about how a clear reporting structure and established channels of communication can be drawback. Staff needs flexibility to share ideas with manager and with others in the company. In term of self-governing teams, it provides more alternative for staff to be innovative. The realization about power allocation is not the same. In a team, there is a democratic method of dividing up work, but this will come with joint responsibility. People who work in teams must know their duties so their team will achieve succeed.

5.2.4.2. SPCB Management

The importance of coordination explained by the head of Infrastructure and physical Department as follows:

1. Manage peoples and their task in achieving goal

The team's overall objective needs to be identified and defined in nomenclatures which allow each member to understand the same goal. The leader has an important role in communicating a clear figure of what the organization expects from the team. A style which encourages a questioning approach is likely to reveal any members' doubts, misunderstandings or resistances which need to be positively managed. There are a number of features of managing peoples and their task in achieving goal:

- a) In an effective team, members share a high level of commitment to achieving the common objective.
- b) Members of an effective team experience a high level of satisfaction from being part of or/and working with the team.
- c) In an effective team, members work well together in an integrated way, with a high level of awareness and appreciation of each other's strengths.
- d) An effective team shows a high capability for solving its own problems. The skills exist and there is a willingness to perform action.
- e) Most important from the organization's point of view is that an effective team is producing high quality results. High quality results could be reasonably argued whether they are the outcome from the other characteristics of the effective team.

2. Manage the resources and equipment

A successful manager must effectively manage the resources assigned to the organization. However, managing the resources frequently involves more than managing people. The manager must also manage the equipment for the organization. The sources by the people and equipment to the organization explain as follows.

- 1) People
- 2) Equipment/tool
- 3) Material/sources

It also means ensuring that they know what needs to be done, when, and how. And it means motivating them to take ownership in the organization.

Managing direct staff normally means managing the senior person in each group

of staff related to organization. Furthermore, these staff also have a line managerial to whom they report and from whom the usually take technical direction.

3. Avoiding the overlapping

Government organizations which have unbalanced and uncoordinated workflows often suffer from negative consequences of task overlapping. The task overlap is a situation when staffs, because of a set of reasons, cannot perform one task and start doing another one while the first task is still being in progress.

Such situation results in overdue tasks and procrastinations. The reasons for task overlapping as follows:

- 1) Insufficient time had been allocated in completing tasks
- 2) The staff has faced the work overload issue because his manager has made mistakes in task assignments
- 3) The staff couldn't organize his tasks in effective manner
- 4) Poor delegation opportunities have been implemented in the team
- 5) The lack of proper coordination and close connection between the team members and the team leader

The negative influence of these reasons may force the staff to delaying tasks, do fewer jobs and reduce the job quality. The elimination of the reasons is vital for preventing the task overlaps and avoiding task procrastinations.

4. Direct individual task to achieve organizational goal

If poor performance is a threat to a person's sense of self-esteem, this lack of effort is likely to occur. This most often occurs after an experience of failure. Failure threatens self-estimates of ability and creates uncertainty about an individual's capability to perform well on a subsequent basis. If the following performance turns out to be poor, then doubts concerning ability are confirmed.

Moreover, the only way to avoid threat to self-esteem is by withdrawing effort. Withdrawing effort allows failure to be attributed to lack of effort rather than low ability which reduces overall risk to the value of one's self-esteem. When poor performance is likely to reflect poor ability, a situation of high threat is created to the individual's intellect. On the other hand, if an excuse allows poor performance to be attributed to a factor unrelated to ability, the threat to self-esteem and one's intellect is much lower. Fundamentally poor performance viewed as an approach form of motivation and important component of goal achievement.

5. Achieving the effectiveness and efficiency

Government organization effectiveness can be defined as the efficiency be able to meet its objectives. This means government organization that produces a desired effect or government organization that is productive without waste. Government organizational effectiveness is about each individual doing everything they know how to do and doing it well; in other words government organizational efficiency is the capacity of government to produce the desired results with a minimum expenditure of energy, time, money, and human and material resources. The desired effect will depend on the goals. If the government organization has both organizational effectiveness and efficiency, it will achieve the best result of main goal. The main measure of government organizational effectiveness will generally be expressed in terms of how well its policy compares with public interest.

Highly effective organizations present strengths across five areas: leadership, decision making and structure, people, work processes and systems, and culture. For an organization, to achieve and sustain success, it needs to adapting its dynamic environment. Evaluating and improving government

organizational effectiveness and efficiency is one strategy used to help insure the continued growth and development of government organization.

Measuring government organizational effectiveness can be an inexact science, since each individual entity will have a different list of criteria and priorities to weight and consider through self-assessment. Understanding a government level of organizational effectiveness is important for several reasons: it serves as a check-in to see how well internal procedures are meeting an initial vision, it provides an idea of strengths, and it highlights areas of ineffectiveness that can be the focus of improvements.

Since government organizational effectiveness is difficult to express in a concrete formula, government may choose to decide the results of an assessment through specific goals achievement. Turning up areas of ineffectiveness can also be tremendously beneficial to government organization. Areas that need an improvement give government a concrete strategy for the future, and allow staff to get excited about the improvements coming down the pipeline.

Treating current weaknesses as a road map for future changes is a great way to increase effectiveness. Highly effective government organizations exhibit strengths across five areas: leadership, decision making and structure, people, work processes and systems, and culture. The efficiency is able to meet its objectives. The main measure of organizational effectiveness will generally be expressed in terms of how well it's planning compares with its realization.

5.2.4.3. The Role of Coordination

To analyze the five major models of role theory Based on (Biddle, 1979) the as follows:

- 1) Functional Role Theory, which examines SPCB role as organizational functions position.
- 2) Symbolic Interactions Role Theory, which examines SPCB role development as the outcome of interpretation of members
- 3) Structural Role Theory, which emphasizes the influence of SPCB rather than the individual in roles.
- 4) Organizational Role Theory, which examines SPCB role in organizations.
- 5) Cognitive Role Theory, which is summarized as the SPCB relationship between expectations and behaviors.

The process of spatial utilization include land transformation, land use conversion must gained recommendation from SPCB. Coordination play important role because it's involving several institutions within the process. The activity related utilizing the spatial which change the spatial functions must be licensed by government. The licenses of spatial utilization are described as follows (Regulation, sleman no 3, 2015)

1. Principe license

Principe license is license to allow whether an activity can be operated.

Furthermore, there is not the license to start the activity operation.

Moreover this is a rule that regulate the activities that cover at least 5.000

m square area. The considerations for this license are political aspect,

technical aspect and social aspect. This license is valid for 3 years and compulsory to process in next stage within this period.

2. Location license

Location license is license of land acquisition authority and related investment activity. The regulation cover land area more than 250.000 m square area for agricultural activity and more than 10.000 m square area for non-agricultural activity. The considerations for this license are spatial planning aspect and land acquisition authority aspect.

3. Land use license

Land use license is license to start activity. This is a stage before construction license. The considerations for this license are spatial planning aspect and settlement aspect and environment aspect.

4. Construction Permit

Construction permit is license to construct or to re-construct building. This license is rule based on the detail spatial planning and zone regulation.

The detail of Construction permit is formulate on the regulation about building construction.

Policy formulation involves developing strategies for dealing with policy issues which have been placed on an agenda. Policy formulation takes both the effectiveness and the viability or acceptability of proposed actions into account.

Effectiveness refers to valid, workable strategies that address the situation.

Meanwhile, acceptability refers to strategies which are more likely to be put into action. Developing public policy begins with a set of guiding principles and by identifying issues, goals and objectives. In the analysis phase, the issues are

carefully considered and various possible courses of action are proposed. The

lists of recommendations are then discussed by the policy makers.

An ideal policy is both feasible and acceptable. In most situations public policy involving planners who may include public servant, as well as outside groups or individuals who work on the initial stages. Other parties typically examine the information gathered and make the final decision to what will be implemented.

The role SPCB as coordinator develops teamwork and cohesion among members. Because it may be involved with formulation and evaluation, the coordinator must be proactive and results driven. It is responsible for the administration, collection, management and distribution. There are several steps in the policy-making process:

1) Problem identification

At this stage, stakeholders raise concerns regarding a policy or issue that affects the public or organization. The problem is then defined in clear terms and mass media, parties or interest groups raise in relevant forums for consideration.

2) Agenda setting

The problem identified is pushed through various organs in order to get discussed. This push for discussion eventually leads to allocation of time for discussion by relevant authorities.

3) Policy formulation

Solutions or policies are then made in order to deal with the problem that was raised and discussed. Inaction or defeat of a proposal at this stage is still regarded as policy making.

4) Budgeting

Once a policy is authorized, relevant authorities can then allocate resources or money toward its implementation. This is called budgeting since it involves resource allocation for many policies.

5) Policy Implementation

Executives in charge of putting policies into action are then given the opportunity to implement the requirements set out in the policy.

6) Evaluation

Here various stakeholders examine the policies against the results in order to know if the policy is working or not. According to the results of evaluation, improvement or change of policy may be recommended.

From the whole explanation about the above policy-making process the role of coordination in SPCB can be describe as follows:

1) Coordination gives proper direction

There are many departments in the organization. Each department performs different activities. Coordination integrates (bring together) these activities for achieving the common goals or objectives of the SPCB organization. Thus, coordination gives proper direction to all the departments of the SPCB organization.

2) Coordination makes optimum utilization of resources

Coordination helps to bring together the human and material resources of the SPCB organization. It helps to make optimum utilization of resources. These resources are used to achieve the objectives of the SPCB organization. Coordination also minimizes the wastage of resources in the SPCB organization.

3) Coordination helps to achieve objectives quickly

Coordination helps to minimize the conflicts, rivalries, wastages, delays and other organizational problems. It ensures smooth working of the SPCB organization. Therefore, with the help of coordination SPCB organization can achieve its objectives easily and quickly.

4) Coordination improves relations in the organization

The Top Level Managers coordinates the activities of the Middle Level Managers and develop good relations with them. Similarly, the Middle Level Managers coordinate the activities of the Lower Level Managers and develop good relations with them. Also, the Lower Level Managers coordinate the activities of the workers and develop good relations with them. Thus, coordination, overall improves the relations in the SPCB organization.

5) Coordination leads to higher efficiency

Efficiency is the relationship between Returns and Cost. There will be higher efficiency when the returns are more and the cost is less. Since coordination leads to optimum utilization of resources it results in more returns and low cost. Thus, coordination leads to higher efficiency in the SPCB organization.

CHAPTER 6

CONCLUSION AND RECOMMENDATIONS

6.1. Conclusion

This study has been analyzed the role of coordination in determining policy within Spatial Planning Coordination Board of Sleman local government. It is not only reveals the aspects of the government as coordinator, but also the functions of managerial. The founding is that the practice of coordination is strongly influenced by the commitment of every stakeholder. In sum up, it can be concluded as follow:

- 1) The process in determining Spatial Planning Policy based on hierarchy-type mechanism. Hierarchy is one of the most common ways of organizing complexity for the purposes of human understanding, and is one of the basic principles of a system. The hierarchy type was used to organize complexity in SPCB organizational systems. Hierarchical organization in general is construction for SPCB complexity. Hierarchical structures present as a complexity management mechanism by reducing the number of substances which has to deal with at each level of the hierarchy.
- 2) Institutions member of SPCB as an-actors play important role in the process of determine Spatial Planning Policy. The role of each institution is a mandatory from the laws and local government regulation. The independencies among actor base on the condition are reciprocal. It means there is "take and give" relational among SPCB members.

- 3) Supporting factors in determining Spatial Planning Policy is Communication, coverage area and technology. Top Manager considers trying to apply correct approach to manage the organization. The un- presence of regulation and un-clear of authority are become constraining factor to the process of coordination.
- 4) Coordination play important role to abridge the dependencies authority. Organizational coordination consist of both collaborative and competitiveness among organizational units. Internal knowledge sharing within a multi-unit organization requires formal hierarchical structure and informal lateral relations as coordination mechanisms. In the SPCB formal hierarchical structure, in the form of centralization coordination has a significant effect on authority distribution.

5.3. Recommendations

Based on the observation, discussion, and data of the research there are several recommendations as follows:

- 1) Since there are several regulations related spatial planning, it is urging to simplify the regulation to accommodate the difference in level local government. This should be applied because regulation from central government sometimes appropriate to applied in some area but cannot applied in another places.
- 2) Spatial Panning become emerge in the scholar issues, it need big effort from the government. To accommodate the common problems, It is compulsory to state policy in the central government and in the local government who responsible in Spatial Planning. The regulation is coming

from the Central Government but the execution is in local Government. To accommodate this issue, solution is needed which require the presence of good coordination system, which legally supported by laws.

3) The Improvement of law enforcement in Spatial Planning disobeys are urgent. One of the major themes in the political framework is the importance to law enforcement structures which may develop to new paradigm. The need to respond the diverse and often conflicting demands of various constituencies has also given a unique character which affects in its efficiency as well as reputation. An understanding of how politics has influenced the nature, the successes, and the problems of law enforcement is essential to a realistic view of past and present. Improvement of performance has been a big concern of government. One consequence of this trend has been a reduction of confidence in the effectiveness of law enforcement. Although spatial violation are generally responses to broader social and economic developments, government should controlled and conducted clear planning to solve the problem.

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