

ANALYSIS AND UTILIZATION OF SPACE AS A CITY AREA THROUGH GOVERNMENT POLICY: STUDY IN SOLOK DISTRICT, INDONESIA

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ABSTRACT

The purpose of this research is to map the interested actors from government, business and local community groups who are directly and indirectly involved in the management and utilization of space in the Capital Region of Solok Regency, identifying adequate natural, social, economic and cultural landscapes. Relating to the situation of space and use of space in the Capital Region of Solok Regency, and policies that support the management and utilization of space in the Capital Region of Solok Regency. This study uses qualitative methods with data collection through in-depth interviews and documentation studies. The results of this study indicate that the transfer of the capital city of Solok district affected the economic, service, social and cultural activities of the community. Have a positive impact if the government manages and utilizes space in accordance with the governing legal basis. On the contrary, it will have a negative impact if the government does not heed the policy and the community does not have good access to know the policy. Therefore, the researcher maps out interested actors who directly intersect with the government or not to minimize future social conflicts.

KEYWORDS: *Public Policy, Spatial Planning, Capital City*

Article History

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INTRODUCTION

At the end of 2003, Solok Regency was divided into two districts, Solok Regency and South Solok Regency. This division was carried out based on Law Number 38 of 2003 and made the area of Solok Regency reduced to 4,594.23 km². Even this division has reduced the number of administrative areas in Solok Regency to 14 Districts, 74 *Nagari* and 403 *Jorong*. On November 6, 1997, a discussion was held to prepare the transfer of the district capital between the executive and legislative ranks of the Solok Regency government with community leaders and nomads in the Solok Nan Indah Building, New Koto. Of the 3 proposed capital candidates, in this discussion, it was agreed to choose KayuAro-Sukarami as the capital of Solok Regency. The other two candidates are the Nanam River in the Gumanti Valley and MuaroPaneh sub-districts in the Bukit Sundi sub-district (Wikipedia.org).

The location in question is about 500 hectares of land located on the border between KayuAro-Sukarami (Arosuka) on the edge of the Solok-Padang highway, which is one of the Cross Sumatra routes. For this reason, careful discussion and planning of all aspects relating to the existence of the new capital are made, such as socio-economic aspects, geographic and topographic aspects and equipped with an AMDAL (Analysis of Impacts on the Environment), where it is confirmed that the construction of the capital will not make extreme changes on the condition of land and

landscapes, guarding the surrounding area against unnecessary destruction and allocating only about 40% of the total land area for development facilities and infrastructure (www.solokkab.org). In line with the current pace of development, Solok Regency grows and develops both physically and non-physically. In addition to developing infrastructure, economic, social, cultural and population development activities are also growing. Development in Solok Regency needs to be continuously driven by developing service centres, trade, social culture, education and other activities in all regions balanced with regional spatial arrangements.

Solok District Government in order to improve services in the field of government, development and community development has determined the location of the central government of Solok Regency in Arosuka in GunungTalang District, Solok Regency. In line with this and according to the results of a study by the Solok Regency Government and the Government, the feasibility of the location of the capital or the center of Solok Regency in Arosuka in the GunungTalang District of Solok Regency basically met the requirements and was approved by the Regent of Solok Number 100/694 / TP-2003 dated August 28, 2003 concerning the Request for Issuance of Government Regulations concerning the Transfer of the Capital of Solok Regency from Solok City to Arosuka, Decree of the Solok District House of Representatives Number 01 of 1998, April 22, 1998 concerning the Approval of the Transfer of the Capital District of Solok to Sukarami-LubukSelasih In the District of SolokDati II Regency, Decree of the Solok District House of Representatives Number 21 of 2003, October 2, 2003 concerning Core Approval and Capital Name of Solok Regency, Governor of West Sumatra Number 130/549 / Pem-2004 dated May 8, 2004 concerning Proposed Transfer of the Capital of the Solok Regency (PP No. 39 of 2004).

The purpose of this research is to map the interested actors from government, business and local community groups who are directly and indirectly involved in the management and utilization of space in the Capital Region of Solok Regency, identifying adequate natural, social, economic and cultural landscapes relating to the situation of space and use of space in the Capital Region of Solok Regency, and policies that support the management and utilization of space in the Capital Region of Solok Regency.

LITERATURE REVIEW

Space Management Analysis

Space is defined as a container for human life, natural resources and other living things. As a container, it is limited to the size of the region, while natural resources, it has limited carrying capacity. Therefore, according to space utilization, it is necessary to arrange it so that there is no waste and a decrease in the quality of space. Space is also a region that has a geographical boundary, namely a boundary according to physical, social or governmental conditions that exist on the surface of the earth. Kartasmita (1996) argues that spatial planning, in general, contains an understanding as a process that includes the process of planning, utilizing, and controlling the implementation or utilization of space that must be related to each other.

Similar to the above, Lisdiono (2008) explains that spatial planning is a container that includes land space, sea space and air space, including space within the earth as a unitary area, where humans and other living things, living activities, and maintaining their survival. Space itself is divided into several categories, namely:

- Mainland space is space located above and below the land surface, including the surface of land and land side waters of the lowest sea line.

- Ocean Space is a space located above and below sea level starting from the sea side from the lowest sea line including the seabed and the earth below, where Indonesia has its jurisdiction.
- Air space is a space that is located above land space and/or ocean space around the territory of the country and is attached to the earth, where the Indonesian state has its jurisdiction.

In Law No. 26 of 2007 concerning Spatial Planning (abbreviated as UUPR), space consists of regional and regional space. Definition of territory in Article 1 point 17 of the UUPR is a space which is a geographical unit along with all related elements whose boundaries and systems are determined based on administrative aspects and / or functional aspects. Space in the national territory is a place for humans to carry out their activities. This does not mean that the national space will be divided up by the spaces intended for human activities (cultivation functions) but must also consider the existence of spaces that have a protected function in relation to the balance of air, water management, conservation of flora and fauna and an ecological unit. Unlike spatial planning, the region also has its own definition. In Article 1 point 20 of the UUPR, Regions are areas that have the main function of protection or cultivation.

Article 1 point 2 of the UUPR, explains that what is meant by spatial planning is structural form and spatial pattern. Spatial structure in Article 1 point 3 of the Act is a structure of settlement centres and a network of infrastructure and facilities that function as a support for socio-economic activities that have a functional relationship hierarchically. Whereas the spatial pattern in Article 1 point 4 is the distribution of allotment space in an area which includes the allotment of space for protection functions and the allocation of space for cultivation functions.

The definition of spatial planning in Article 1 point 5 of the UUPR is a process system consisting of spatial planning, spatial use and control of spatial utilization. The spatial planning process is a unified system that cannot be separated from each other. In accordance with Article 6 paragraph (3) jurisdiction and national sovereignty areas which include land space, sea space and air space, including in the earth as a whole. Here it is explained that spatial planning with the approach of the main activities of the area consists of urban spatial planning and spatial planning of rural areas. Urban areas, according to their magnitude, can be in the form of small urban areas, medium urban areas, large urban areas, metropolitan areas, and megapolitan areas. Spatial planning of metropolitan areas and megapolitan areas, especially metropolitan areas in the form of core urban areas with surrounding urban areas that are functionally related to each other and are connected with integrated regional infrastructure networks. While the spatial planning of rural areas is held in rural areas which are part of the Regency area or in areas that are functionally characterized by rural areas covering 2 (two) or more regency areas in 1 (one) or more provinces. Rural areas that are part of the district can be in the form of an agropolitan area.

Government Policy

In the study of social sciences, humans need space as a place and centre of activity, while the availability of containers and centres of activity is very limited and never even broadens. This causes the use of space to be managed as well as possible so that there is no waste and decrease in the quality of space. Therefore, the presence of various spatial planning policies must be interpreted as an effort to regulate spatial use based on the size of activities, types of activities, location functions, space quality, and environmental aesthetics.

In the history of spatial planning, Indonesia first had a spatial planning law, namely Law No. 24 of 1992 concerning Spatial Planning, which was ratified on October 13, 1992, then replaced with Law No. 26 of 2007 concerning Spatial Planning. These changes are based on considerations, including:

- National and international situations that demand the enforcement of the principles of integration, sustainability, democracy and justice in the context of the implementation of good spatial planning;
 - Implementation of regional autonomy policies that provide greater authority to regional governments in the implementation of spatial planning so that the implementation of these authorities needs to be regulated in order to maintain harmony and integration between regions in order to avoid inter-regional disparities;
 - Increasing public awareness and understanding of spatial planning that requires regulation, guidance, implementation, and supervision of spatial planning in accordance with developments in the community¹⁴
- Based on these considerations, in achieving the objectives of implementing national spatial planning, the Law, the new one contains the following basic provisions: a. Distribution of authority between the government (centre), the provincial government, and district/city regional governments in the implementation of spatial utilization to provide clarity of their respective duties and responsibilities in realizing a safe, comfortable, productive and sustainable national territory space, b. The arrangement of spatial planning is carried out through the stipulation of legislation including guidelines for spatial planning as a reference for the implementation of spatial planning, c. Fostering spatial planning through various activities to improve the performance of spatial planning, d. Spatial planning includes spatial planning, spatial use, and the control of spatial use at all levels of government, e. Supervision of spatial planning which includes supervision of the performance of regulation, guidance, and implementation of spatial planning including supervision of the performance of fulfilling minimum binding service standards for spatial planning through monitoring, evaluation and reporting activities, f. Rights, obligations and roles of the community in the implementation of spatial planning to ensure the involvement of the community, including indigenous peoples in every process of organizing spatial planning, g. Dispute resolution, both disputes between regions and between other stakeholders in a dignified manner, h. The investigation, which regulates civil servant investigators along with the authority and mechanism of actions taken, i. Provisions on administrative sanctions and criminal sanctions as a basis for law enforcement in the implementation of spatial planning, and j. Transitional provisions that regulate the necessity for completion of spatial use with a new spatial plan, with a transition period of 3 (three) years for adjustment.

Regency Capital Region

The government area is a place to carry out everything related to government, both political and administrative activities, as well as all activities related to matters concerning politics and government. One of the objectives of the planned area is to improve the quality of service for the community where it cannot be separated from the role of the government itself in implementing it (Purba, 2005).

Many things must be fulfilled in realizing good governance in an area, one of which is through the design aspect, namely through the design of its government area. The government area is a place to carry out everything related to government, both political and administrative activities, as well as all activities related to matters concerning politics and government. One of the objectives of the planned area is to improve the quality of service for the community where it cannot be separated from the role of the government itself in implementing it. Many things must be fulfilled in realizing good governance in an area, one of which is through the design aspect, namely through the design of the government area (Purba, 2005).

According to Hamid (2008), there are several factors that determine the location or area of the prospective district capital, namely:

- Macro environment factors are environmental encouragement from both inside and outside such as encouraging the availability of space or land to make the district capital the centre of government, the centre of control and growth of development. The centre of trade services and other social services certainly requires extensive space or land because not only is the land provided only for offices but also for the benefit of social economic activities.
- Regional endowment factors, namely the availability of adequate human resources and potential natural resources as well as sufficient level of knowledge of the community as potential residents of the district capital, while what is meant by potential natural resources is the availability of water resources, land and so on.
- Cultural factors which include the nature and behaviour of the community, customs that provide support for the establishment of the district capital. Besides these, factors determine the feasibility of the location of the district capital, namely the natural carrying capacity as mentioned above, including land and water sources, easy access to services and the availability of basic infrastructure such as existing roads so as to ease the burden of infrastructure financing and at the same time start construction government facilities within the district capital.

These three factors need to be planned to determine the location or area of the prospective district capital. According to Tarigan (2004), "regional planning is planning for the use of regional space (including movement planning in the area) and planning activities in the area's space. Planning for the use of regional space is arranged in the form of regional spatial planning while planning activities in the area are regulated in regional development planning. Regional spatial planning is also the foundation and also the objective of regional development planning. Regional development planning is impossible regardless of what currently exists in the region. The development actors are all the people in the area, including local government and external parties who want to carry out activities in the region. At least there are two roles of local government that are quite important in regional development, namely as regulators or regulators and as stimulators of development. Formation of regions is the granting of status to certain regions as autonomous regions which constitute a legal community unit that has regional boundaries which are authorized to regulate and manage government affairs themselves.

METHODS

This study uses a qualitative method. This qualitative method is used in light of several considerations. First, qualitative research methods are useful for a deeper understanding of the meaning (subjective meanings and interpretations) and the context of behaviour and processes that occur in the factors associated with that behaviour. Second, qualitative research methods are useful for revealing the process of events in detail, so that the dynamics of social reality and mutual influence between social reality are known. Third, qualitative research methods are useful for knowing social reality from the actor's perspective. Fourth, qualitative research methods produce richer information than quantitative methods and this is very useful for increasing understanding of social reality (Afrizal, 2014). While the data collection techniques used in this study are unstructured interview techniques, namely interviews can be carried out freely and deeply which is done based on a guideline or note containing thoughts in the form of in-depth questions that will be asked during the interview (Ritzer, 1992).

RESULTS AND DISCUSSIONS

Interested Actors

Government Regulation No. 39 of 2004 concerning the transfer of the capital of Solok Regency from the Solok City Region to KayuAro-Sukarami (Arosuka) in the GunungTalang District of Solok Regency, is the legal basis for the Transfer of the Capital of Solok Regency from the New Koto area to KayuAro-Sukarami. The new capital of Solok Regency is here

in after referred to as Arosuka. The location is in the buffer zone of Gunung Talang and Bukit Barisan Nature Reserve Conservation which is upstream of the Sumani watershed. Arosuka is administratively in three Nagari namely; BatangBarus, Koto GaekGuguak and Koto GadangGuguak, Gunung Talang District. Especially for BatangBarusNagari is the widest Nagari, 185 km² with a population of 7,657 inhabitants with details of 3,879 souls and 3,778 women with a tendency to continue to show an increase in population growth due to a large number of migrations to reside in the district capital. The current population density is 41.39 people / km², of which 65% of the population is a productive age.

The transfer of the capital of this district will have a good impact if the management and utilization of space are well managed by the government and interested actors. Based on the interview with the Head of the SosbudBarenlitbangSolok Regency, there were several related offices that were fully involved in the spatial planning of the district capital. Among them: Head of resources and infrastructure BarenlitbangSolok Regency, Head of spatial planning and Barenlitbang staff in Solok Regency, Head of environmental section KLH and cleanliness of Solok District, Head of administration and staff of BPN Solok Regency, Head of engineering division PDAM Solok Regency, Head of unit Solok Regency forest management, Nagari Mayor BatangBarus. Whereas interested actors are also involved in the management and utilization of the Capital Area space including; BMN Chairperson NagariBatangBarus, Chairperson of KAN NagariBatangBarus, Companies, businessmen and entrepreneurs of Packaging and Tank Water.

The results of the meeting of the concerned actors were to discuss the documents on the planned management activities of the Solok District Sumani watershed and RDTR (Spatial Detail Plan) documents for the Arosuka Urban Area in Solok Regency in 2016-2035, Academic Script Draft and Regional Regulation on RDTR (Tata Plan Space), Recapitulation of housing developer data in Gunung Talang District in the form of housing and land area, as well as land use in the capital city of Solok Regency.

Landscapes, Social, Economic and Cultural

Over the past fifteen years, there has been the complexity of land use for development, business interests and livelihoods around the Upper BatangBarus area, both by the government, the private sector and the community. The implications of the many social problems surrounding the capital city of Solok Regency have made space management more complicated. The lack of understanding of the implementation of the principle of the linkages of natural resources, human resources and transmigration can lead to conflicts between stakeholders, especially those concerning resource allocation and distribution. The more limited a natural resource is compared to the demand of the community, the higher the competition for natural resources and the greater the chance of conflict. This is clearly seen in conflicts over the utilization of water, forest and land resources which often occur in all regions of Indonesia. The occurrence of extraordinary migration caused by the displacement of the Regency Capital Region which has an impact on the landscape, social, economic and cultural.

The following are classified as several land uses and the impact of migration in the district capital area, including:

Extensive Land Use

The composition of the area of land use in the area of the district capital, most of the existing land is plantations with an area of 750 ha / m² or about 41.67%. Distribution of land use in the district capital area includes settlements, rice fields, plantations, parks, farms, graves, offices and other infrastructure. Particularly the control of agricultural land in the Arosuka area is controlled by 1,150 households with private land ownership status. While 41.7% of the land is designated as plantation land. So it can be concluded that the conditions of land use in the district capital area are still counted for

green conditions. This is intended because land use is still not so varied for the region itself. Example: PT. SHGW is a tea plantation and factory specialized in organic behaviour and PT. PTPN VI has been around since the Dutch era and is still active today.

Population

The existence of the district capital in the Arosuka Region has provided an attraction and binding people to domicile in this region, especially in BatangBarusNagari which is an office centre and has high community activities during the day. So that during the day the number of people interacting with this region is far more numerous, by itself also developing economic activities such as restaurants, traders and other economic businesses. This means that the population growth is quite rapid, both nomads and those who have settled influence the transfer of the capital of the district.

Health

The highest disease cases obtained from JaoKayu Health Center are ARI, gastritis, skin and diarrhoea (Primary Health Center Data, 2018). This type of disease certainly has a very high influence on the environment and daily behaviour of citizens. The causes can be caused by household environmental sanitation, low public awareness, lack of government attention to environmental health and a clean and healthy environment in the community.

Water Sources

The fertile natural potential for agriculture and plantations makes it a good economic destination for local residents. Other potentials owned by regions in the district capital area are sources of springs which have been produced by bottled water by local and international factories, frozen water depots for refill tanks and gallon water filling depots. The availability of water in the capital city is not proven to change the behaviour of clean and healthy living. This can be seen from observations carried out by researchers in the field that there are still people who defecate carelessly in the district capital area that clean water must be provided to each house.

The establishment of the district capital which places KayuAro and Sukarami (Arosuka) as one of the capitals of Solok Regency, has a significant impact on people's lives along with the passage of time, development progress and the rapid growth of the community. This makes the trend of changing patterns of space, services, social, economic and other fields. For example, NagariBatangBarus, which used to be quiet, is now crowded with visitors who only stop by to work and even choose to settle and build a house in KayuAro. On the other hand, NagariBatangBarus is located in a very strategic position because it is located along the Sumatra crossroad that connects Solok City with Padang City, so that transportation access is fairly smooth both between villages, cities and provinces.

Policies that Support the Management and Use of Space in the Capital Region of Solok Regency

Policies contain formalizations or procedures that are the legal basis for the management and utilization of space in the Regency Capital Region. Policies will be able to accommodate all potential, needs and interests of regional, provincial and national interests. In addition to being used as a legal basis, local governments must obey the principles and obey all the rules in implementing and describing the sustainability of the program so that the use of space is well organized. The policies for managing and utilizing this space are implemented through regional development documents including Regional Government Work Plans (RKPD), Regional Medium-Term Development Plans (RPJMD), Regional Strategy Plans (RENSTRA), OPD Work Plans (Renja) with the support of resources, especially financial support according to regional financial capacity.

In the RPJMD document in Solok Regency (2016), several legal bases are supported that support the management and utilization of space in the District Capital Region, including:

- Law Number 12 of 1956 concerning the Establishment of a District Autonomous Region in the Environment of West Sumatra Province (State Gazette of the Republic of Indonesia of 1956 Number 25);
- Law Number 25 of 2004 concerning the National Development Planning System (State Gazette of the Republic of Indonesia of 2004 Number 104, Supplement to the State Gazette of the Republic of Indonesia Number 4421);
- Law Number 17 of 2007 concerning the National Long-Term Development Plan (State Gazette of the Republic of Indonesia of 2007 Number 33, Supplement to the State Gazette of the Republic of Indonesia Number 4700);
- Law Number 12 of 2011 concerning Establishment of Legislation (State Gazette of the Republic of Indonesia of 2011 Number 82, Supplement to the State Gazette of the Republic of Indonesia Number 5234);
- Law Number 23 Year 2014 concerning Regional Government (State Gazette of the Republic of Indonesia of 2014 Number 244, Supplement to the State Gazette of the Republic of Indonesia Number 5587) as amended several times, the latest by Law Number 9 of 2015 concerning the Second Amendment to the Law Number 23 of 2014 concerning Regional Government (State Gazette of the Republic of Indonesia of 2015 Number 58, Supplement to the State Gazette of the Republic of Indonesia Number 5679);
- Law Number 8 of 2015 concerning Election of Governors, Regents and Mayors (State Gazette of the Republic of Indonesia of 2015 Number 57, Supplement to the State Gazette of the Republic of Indonesia Number 5678);
- Government Regulation Number 39 of 2004 concerning the Transfer of the Capital of Solok Regency from Solok City Region to KayuAro-Sukarami (Arosuka) in the GunungTalang District District of Solok Regency (State Gazette of the Republic of Indonesia of 2004 Number 137, Supplement to the State Gazette of the Republic of Indonesia Number 4447);
- Government Regulation Number 58 of 2005 concerning Management of Regional Finance (State Gazette of the Republic of Indonesia of 2005 Number 140, Supplement to the State Gazette of the Republic of Indonesia Number 4578);
- Government Regulation Number 40 of 2006 concerning Procedures for Preparing the National Development Plan;
- Government Regulation Number 8 of 2008 concerning Stages, Procedures for Preparation, Control and Evaluation of the Implementation of Regional Development Plans (State Gazette of the Republic of Indonesia of 2008 Number 21, Supplement to the State Gazette of the Republic of Indonesia Number 4817);
- Presidential Regulation of the Republic of Indonesia Number 2 of 2015 concerning the National Medium Term Development Plan for 2015–2019 (State Gazette of the Republic of Indonesia of 2015 Number 3);
- Minister of Home Affairs Regulation Number 13 of 2006 concerning Guidelines for Regional Financial Management as amended several times, the latest by Minister of Home Affairs Regulation Number 21 Year 2011 concerning Second Amendment to Minister of Home Affairs Regulation Number 13 Year 2006 concerning Guidelines for Regional Financial Management;
- Minister of Home Affairs Regulation Number 54 of 2010 concerning Implementation of Government Regulation Number 8 of 2008 concerning Stages, Procedures for Preparation, Control and Evaluation of Implementation of Regional Development Plans;
- Minister of Home Affairs Regulation Number 80 of 2015 concerning Establishment of Regional Legal Products; (State Gazette of the Republic of Indonesia in 2015 Number 2036);

- West Sumatra Provincial Regulation Number 7 of 2008 concerning the Long-Term Regional Development Plan for West Sumatra Province 2005–2025 (Regional Gazette of the Province of West Sumatra in 2005 Number 7);
- Solok Regency Regional Regulation Number 4 of 2005 concerning the Long-Term Regional Development Plan (RPJP) of Solok Regency Year 2006–2025 (Regional Gazette of Solok Regency in 2005 Number 28);
- Solok District Regulation Number 1 of 2013 concerning Solok District Spatial Planning (RTRW) for 2012–2031; (Solok District Gazette of 2013 Number 1, Supplement to Solok District Gazette Number 52);
- Solok District Regulation Number 7 of 2015 concerning Regional Development and Budgeting Planning Systems.
- The policy is used as a basis or legal basis for the regional government of Solok Regency to be synchronized with the government's work plan for the future. Including planning, management, utilization of space so as not to violate and adversely affect the community.

CONCLUSIONS

The transfer of the capital city of Solok Regency from Solok City to KayuAro-Sukarami (Arosuka) is based on thinking and understanding of the function of the capital, namely as the centre of government, service and regional development. Besides that, the transfer of the capital of Solok Regency also aims to increase the effectiveness of government administration and to make developments in Solok Regency.

The transfer of the regency's capital has an effect on the economic, service, social and cultural activities of the community. One of the impacts is that there has been a threefold increase in population migration or population compared to the last 10 years, resulting in increased land development. This has an impact on the economy and traders that are increasing and helping to reduce unemployment. However, on the other hand, the transfer of the capital of Solok Regency will also have a negative impact if the management of space and its utilization are not used properly. Crime is getting higher, environmental health is not maintained, the number of traders without permits that sell even the conversion of agricultural land into settlements that are difficult for the government to control.

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