

# CHAPTER I

## INTRODUCTION

### 1.1. Background

Urban space is needed to serve a wide range of human necessity: housing, employment, social interaction and recreation (leisure), and passengers and goods distribution (Petersen & Schäfer, 2011). Humans also need a natural environment in their living space such as green open space for recreation and relaxation. Trees, gardens, and other green plantations improve the quality of healthy living through reducing air pollution, dampening noise and maintaining ideal humidity. Beyond this anthropocentric perspective, the conversion of natural habitats is also important in order to maintain the ecosystem function of all living creatures on earth. To create or preserve a viable urban environment, the balance between functions should be maintained. Spatial plans (land use) plays a balance between the need for limited urban space.

The settlement's location that developed into the city stems from its placement as the center of governance. The position allows the policy to place also the center of economic activity, starting in the form of traditional markets and gradually evolving into the center of economic activity. The development was possible, according to Alfred T. Mahan (Rabani, 2010), if it has a coastal area that allows its inhabitants to descend into the sea, its government is open, its inhabitants are entirely a lot and are passionate about outward relationships. The network of outer commercial relationships is necessarily driven by the desire of its citizen to obtain production that is not produced within its own country which in turn

stimulates its own increased production effort. This has resulted in extensive maritime trading networks that have prompted the rapid growth of coastal cities.

The formation of an urban specifically urban space has a tight relationship with the factor of economic, environment, developed technology, and a sophisticated social organization which supported a sustain authority structure. The same things occur in Indonesia because most of the urban city develop began with its location around the center of authority.

Changes in the center of the city one of them caused by the new orientation of its society. The adjustment has the purpose to follow the developments that occur, such as shipping and inter-island trade. The impact of these developments can be seen in the settlements of communities that leads to the coast and rivers. The direction of city development in Baubau city spread around the coast. This is due to the location of the town on shipping lanes and inter-island trade. The formation of a city cannot be separated from the early settlement that preceded it (Rabani, 2010). The city, in this case, is undergoing an evolutionary process. The process is in its development into a fixed and densely populated settlement. The activities of the urban community contributed to the variety of the city development, whether it is an industrial city, a commercial city or a port city or any other type of city.

A widespread global trend in recent years has been to redesign planning systems to make them more relevant to contemporary urban conditions. In these efforts, increasing attention is being paid to institutional contexts and how to encourage more active and inclusive governance capacity within them. Such redesign initiatives may arise where new regimes come to power, determined to

make a difference to urban conditions (United Nations Human Settlements Programme, 2009).

This brings with it sustainable planning to find a better paradigm to deal with the complexities of urban environments. From this point, then began the development of planning theory as a guiding framework for planning. Programs in planning institutions typically present two models of planning theory: theories about the planning process and theories about the context or content (substance) of planning, e.g. theories about the structure of urban space). It can be said that planning theory consists of two elements, namely elements of goals to be achieved and elements of ways to achieve them or procedural and substantive components (Rustiadi, 2009: 336).

The problem grew sharply as urban planning evolved into a bureaucratic system governed by local government and clarified with the regulatory tool of city/region planning. The development of institutionalization of such planning has led to the presence of politics as the dominant force in shaping the city (Brooks, 1993: 143). Consequently, planning is no longer an independent activity by planners, but rather as an activity system involving multi-actors. In practice, it is impossible to discuss planning apart from the institutional and political contexts, as well as the difficulty in matching power relations in the planning discourse. The planning process along with public policy formulation and stereotype as a process that is thick with technocratic and procedural nuances. The interests of the parties in the process play a significant role in determining the substance and outcome of the planning (Mukhlis, 2009: 2).

Urban governments are responsible for shaping the future of spatial developments in the medium-long term through strategic planning, which remains a key prerogative of local governments. Similarly, 'urban authorities' are predominantly responsible for setting up land use and neighborhood plans, as well as for granting planning permissions. The overseeing of spatial economic and industrial strategy, infrastructural developments (green infrastructures, utilities) also tend to be led by cities.

Issues and urban problematics in developing countries in this case Indonesia is extremely complex compared to the developed industrial countries. Economic issue tightly related to social and political problems where attain housing necessity or ecological advancement for instance slum area correlated to land availability. While land availability firmly related to the urban land distribution which mostly is unbalanced and impartial to the mid-low class of citizen. Governance defined as public management in which this approach used by management public and new public management in doing the study and urban research, in public administration and political science, called as urban management and become popular in the 1980s. The managerial approach in doing research toward urban governance place a significant role in urban governance organization design an effort to reduce urban issues faced by the government. This approach tends to deny the formal organization structure as regulated in local government regulation in each country and given preference to responsibility and function of urban government which may take the role as one of urban planning actor (Nurmandi, 2006). Urban Management Program (UMP) is the organization in the united nation under UNHCS, assume that city government has an important role in urban management.

One of the fastest growing coastal cities in Southeast Sulawesi is Baubau city with the percentage 8,97 % of development index by Kendari City as the capital city of Southeast Sulawesi in 2015 (Badan Pusat Statistik RI, 2016). The town of Baubau was initially centered in the palace (Keraton) complex. Baubau city lies within the territory of the Buton Sultanate. The Sultanate of Buton is known as the ruler of almost the entire Southeast Sulawesi region, and that means all the coastal towns that flourish in that area are occupied by Keraton Buton territory. The palace as the center of power has become the foundation of a strong power structure and encouraged the formation of settlements to settle in the compound (Rabani, 2010).

**Table 1.1.**  
**Economic Growth in Southeast Sulawesi, 2012-2016**

Kabupaten/Kota	Tahun				
	2012	2013	2014	2015	2016
01. Buton	10,74	8,09	-54,71	4,17	4,74
02. Muna	7,85	6,68	-18,64	7,15	6,08
03. Konawe	9,64	-7,86	7,98	6,11	5,53
04. Kolaka	16,43	-8,16	0,48	7,65	3,74
05. Konawe Selatan	10,02	6,95	7,15	8,09	6,97
06. Bombana	11,18	8,35	7,35	8,22	5,63
07. Wakatobi	10,09	7,81	7,87	7,68	7,97
08. Kolaka Utara	11,85	8,70	8,36	7,05	7,69
09. Buton Utara	8,78	8,83	9,59	4,13	6,04
10. Konawe Utara	8,58	7,01	3,15	6,75	5,64
11. Kolaka Timur	...	...	8,85	6,19	7,40
12. Konawe Kepulauan	...	...	7,69	7,79	7,82
13. Muna Barat	...	...	...	8,08	7,21
14. Buton Tengah	...	...	...	2,86	8,08
15. Buton Selatan	...	...	...	4,09	7,16
16. Kendari	9,85	8,68	9,83	8,92	9,00
17. Bau-Bau	9,83	7,99	8,63	8,97	8,01
<b>Sulawesi Tenggara</b>	<b>11,65</b>	<b>7,51</b>	<b>6,26</b>	<b>6,88</b>	<b>6,51</b>

*Source: BPS-Southeast Sulawesi*

In this modern era, compared to other cities in Southeast Sulawesi such as Kendari City or Muna City, Baubau City experiencing a prominent development, especially in economic activity. Developments in the trade sector, for example, led to the development of new cities as the center of government and economic growth. The existence of geographic mobility has led to an increasingly intense movement of population mobility in term urbanization.

Based on the phenomenon, it is necessary to have a study proposed in gaining an understanding of the planning process formulated in Spatial Planning Drafts as a public policy process. Through this research, it is expected to emerge a new knowledge or understanding of how city planning practice is done in public policy environment, in certain situation and condition in Baubau City, so that later can be a source of study material and consideration in facing future planning.

## **1.2. Research Question**

Based on the elaborated research background above, below are presented the questions of research which direct the research to achieve the goals and becoming the limitation of research scope

- How the implementation of Urban Spatial Plans enacted in Local Government Regulation Number 4 year 2014 conducted for 2014 to 2034 in Baubau city?

## **1.3. Research Objectives**

The research basically has an academic purpose in seeking knowledge through phenomenon appeared in the society. It is the responsibility to the

academicians mainly scoping governmental studies to contribute in resolving in the context of current socio-political issue in the society. This research brought topic on Urban Spatial Planning conducted in Baubau city expected to:

1. To gain deeper understanding in term of urban spatial management conducted in Urban Spatial Plans regulation in Baubau city particularly Local Government Regulation number 4 of 2014 conducted for 2014 to 2034.
2. Achieve relatable knowledge of government in term of public policy involvement towards maintaining and supervising Urban Spatial Plans in Baubau city.

#### **1.4. Research Benefits**

This particular research expected to carry out the result that has essential benefits for readers in general, academicians, practitioners to understand the fundamental components of planning a sustainable city. The result and findings throughout this research needs to be translated into new findings that maintain a recommendation for future development planning of the city mainly for the policy makers. Regarding the proposed goals of this research, the benefits can be drawn from this research are:

1. Theoretical Benefits

Tightly bonded with sustainable development concept, this research has an outer benefit for the readers, in instances, bureaucrats and politicians as the new references for future prospect which contain related information on Urban Spatial Plans in Baubau city.

## 2. Practical Benefits

Beyond the theoretical benefits that might be presented as the benefit of this research, it is also expected to carry out practical benefits in searching the key elements of monitoring and evaluation for Urban Spatial Plans which becoming the major issue in this research which needs to preserve in maintaining resilient city.

### 1.5. Literature Review

In this sub-section will be discussed relevant research to this research which will be conducted. The first study, entitled "Balinese Cultural Values in Spatial Production in Denpasar City (Case Study of Gatot Subroto East, Denpasar" by Pratiwi (2006). This research was inspired by the East Gatot Subroto Street built in the 1980s as Denpasar's new business district, created from a new concept of urban land consolidation, a concept of regional formation that is not derived from the traditional Balinese spatial concept.

The focus of research on the planning process of Gatot Subroto Street and the spatial condition after that, but not from the planning theory side. The theory used refers to Lefebvre's theory, namely the formation of social space has three interrelated elements, namely spatial practice, representations of space, representational spaces.

The used method is qualitative research methods especially case study approach, considered that spatial changes and spatial production are studied, covering internal and external aspects. The research is conducted to informants who are the parties plays a role in the production of space studied, namely the



government, city observer, cultural expertise, as well as residents and users of the road. While the primary data source retrieval conducted by directional interviews.

The conclusion that can be drawn from this research is that spatial practice in Gatot Subroto Timur Street is indeed mixed nuance; a mixture of settlements and business premises as well as a mixture of Balinese and non-Balinese concepts using both the representational spaces and the representations of space to produce a spatial or half-spaced pattern. Nevertheless, the government does not seem to object the spatial practices, evidenced by the ability to obtain building permits.

The second study entitled "Urban Planning Analysis of Lampung in Natar" by Mukhlis (2009). This research is driven by the policy of Lampung Provincial Government to move the government office of Lampung Province by building Lampung New Town in Natar. The purpose of this study is to evaluate the process of formulation of Lampung New Town Development Policy in Natar based on Local Government Regulation number 13 the year 2007. There is an assumption that the formulation process is not done ideally, so it becomes the primary problem why the policy has not been implemented.

The research method uses a pure qualitative approach using the theories of public issues as the agenda setting, the formulation of policy in a political system, the theory of political dimension and power in the planning process, and the theory of feasibility of policy implementation on technical, financial and economic criteria, administrative and political feasibility into several theoretical bases that is used as a tool of analysis.

Some sources of data used are as follows: first, obtained from the primary source in the form of experience data, understanding and knowledge of informants

who represent information instead of respondents who represent the population. Experience data intended as data obtained directly from the parties, elites and other stakeholders identified in Lampung New Town planning process in Natar; or experts deliberately requested by researchers to reinforce the analysis performed.

In addition to interviews, the documents descriptively describe comments and statements from the speakers on various occasions as well as related newsletters fall into the primary data source category. While secondary data consists of literature and other documents either in the form of writings published in newspapers, magazines that have or have not been published also the results of research of others who have a close correlation with the substance of research; including various documents in Lampung Province that have relevance to the research focus.

Based on the primary and secondary data sources it can be explained that as a policy, indicating that the problems or urban problems faced by Bandar Lampung City have relevance to serve as the background of New Town Lampung in Natar establishment. For the decision makers, the urban problem is worthy being the agenda setting. On the other hand, based on the feasibility policy theory, i.e. technical feasibility, economic and financial possibility, administrative operability and political viability, it is difficult to say that the development policy of Lampung New Town in Natar fulfilled the element of rationality.

Both of these studies examined the practice of planning in two different locations, with different perspectives. The analysis of the first study used the theory of space social production, while the second study used public policy theory. However, both of the above research used qualitative research methods and similar

data collection methods, through interviews of the parties which directly involved, experts and practitioners to obtain primary data sources. While the secondary data collected through the writings on the mass media and other documents relevant to the research mentioned above.

## **1.6. Theoretical Framework**

### **1.6.1. Urban Spatial and Urban Spatial Planning**

Definition of Spatial Planning by the Republic Indonesia Law Number 26 Year 2007 Article 1 paragraph 2 is a form of space structure and spatial pattern. While Urban, in terms of geography according to Bintarto (1989), Urban can be defined as a system of human life network, characterized by high population density and heterogeneous socio-economic strata and materialistic style. It can also be interpreted as a cultural landscape caused by natural and non-natural elements with the symptoms of a large concentration of population with a heterogeneous and materialistic life style compared with the area beneath it.

In Article 1 sub 10 of Law Number 26 Year 2007 on Spatial Planning states that urban areas are areas that primary non-agricultural activities with the arrangement of functions of the region as a place of urban settlement, centralization and distribution of government services, social services and economic activities.

The Government of Republic of Indonesia has declared that the national development is implemented in a planned, comprehensive, integrated, directed, gradual, and sustainable by developing the spatial in a dynamic environmental order and maintaining environmental sustainability. Urban development, a part of national development, must be based on a balance between interests, namely

balance, harmony, and harmony between the interests of the world and the hereafter, materially and spiritually, soul and body and individuals and society.

The city as a regional economic center has an enormous role for development, where its contribution to the fulfillment of the citizens needs rise to various problems. The increasing population and associated with its implications for urban space, for environmentalists is frightening.

In addition to the density and irregularities of the building, it will also have an adverse impact on other sides, among others, (1) building density with irregular layout, (2) the absence of green open space as rainfall and air pollution reduction (3) road access difficult to pass by large vehicles (cars) in densely populated settlements, (4) small access roads to certain areas due to large number of settlements, (5) access to clean water and drinking water is difficult to obtain, the presence of good drainage can cause flooding during the rainy season, (7) population density makes a lot of household waste to accumulate, (8) many diseases arising from unclean environment, (9) poor electrical installation in the area, (10) the number of fires occurring in densely populated settlements due to short-circuit, (11) the number of rivers or drainage contaminated by household waste.

From the description above can be understood that there will be many adverse effects caused by the lack of planning arrangement in a residential area, especially in densely populated settlements with a dense population as well. In this case the need for intervention from the government to conduct supervision in every development in the region. Although in general the city has been equipped with Spatial Plans (RTRW), even with more detailed planning in the form of Detail Spatial Plan (RDTR) and its planning which has reached the depth of the Building

and Environmental Management Plan (RTBL) and Zoning Regulation. However, experience proves that the plan has been enacted not be used as a reference in the utilization of space in the form of building facilities, housing and development of facilities and other city infrastructure.

Arrangement and utilization of space is one of the government authority, from the central level to the regional level. The process of arrangement and utilization of space is carried out jointly, integrated and comprehensive in an effort to achieve development goals as mandated by Law Number 26 Year 2007 on Spatial Planning in Chapter II Article 2 stating that the spatial arrangement is organized based on the principle (1) alignment, (2) harmony, harmony and continuity, (3) sustainability, (4) use and effectiveness, (5) transparency, (6) unity and partnership, (7) protection of the public interest, (8) legal certainty and justice, 9) accountability.

The importance of spatial planning, first, to improve the spatial planning system, to strengthen the management of space utilization and to strengthen the control of space utilization, especially to maintain the utilization of technical irrigation land and protected areas; improve the institutional capacity and spatial planning organization in the regions, both local government apparatus, legislative and judicial institutions as well as institutions in the community so that the spatial plan is consistently followed by all parties.

Second, to increase the principle of the benefits of various resources in the environment such as improving the function of protection of land, forest, water, flora, industrial functions, agricultural functions, residential functions and other functions. Environmental spatial errors can have an impact on air and climate,

waters, land and others that will be fatal to the survival of humans and other living things.

Third, in accordance with Law no. 26 of 2007 on Spatial Planning is to strengthen the National Resilience based on the Archipelagic Insight and in line with the regional autonomy policy which gives greater authority to local governments in the implementation of spatial arrangements, the authority needs to be regulated in order to maintain harmony and integration between regions and between centers and regions to avoid gap between regions; If implemented comprehensively and consistently, spatial planning can be an effective tool to prevent environmental damage and environmental disasters such as floods and landslides. Space utilization in accordance with the spatial plan and heed the environmental conditions can avoid future environmental problems.

Through wise space management, environmental quality will be well preserved, but if done less wisely then of course the quality of the environment will also be disrupted. The implementation of spatial planning aims to create a safe, comfortable, productive and sustainable area. This is of course by realizing the harmony between the natural environment and artificial environment, integration in the use of natural resources and artificial resources with respect to human resources and realize the protection of space function and the prevention of negative impact on the environment due to spatial arrangement.

Development shows a positive impact on the environment and society such as the availability of roads, telecommunications, electricity, water, employment and its own products provide benefits to the wider community and also increase revenue to directly enjoy some of the results of its development. On the other hand, if this

development is not directed, it will cause various problems such as conflicts of interest, environmental pollution, destruction, natural resource extraction, consumptive society and other social impacts that basically harm society.

### **1.6.2. Monitoring and Evaluation of Urban Plans**

There are challenges that should be consider by all of the organizations include public, private and non-profit in the management and further decision-making environments. For many organizations, especially in the public sector, decision- makers must somehow plan and manage increasing demands for services, or provide basic services, while levels of resources are decreasing (United Nations Human Settlements Programme, 2009).

Given the rapid pace and extent of change in local government decision-making environments, there is a need for constant assessment of trends, activities and performance. This has led to increased interest in program of monitoring and evaluation. There are many definitions of the key components of this process (i.e. monitoring, evaluation and related indicators). In operation, evaluation is an episodic exercise. Monitoring is a continuous process that feeds the evaluation process and signals issues (or opportunities) that must be addressed (United Nations Human Settlements Programme, 2009). Indicators provide the foundation of data and information that directly support monitoring and, ultimately, evaluation.

Evaluation and performance measurement are similar but distinctive analytical processes. Performance measurement focuses on program delivery issues (*efficiency*), whereas evaluation challenges the validity, relevance, outcomes and impacts of a program, plan or project (*effectiveness*).

Evaluations take many forms. Many international agencies require program evaluation and project evaluations that are associated with development initiatives – for example, the evaluation of urban development, health, economic, social and/or environmental program. Project evaluations tend to be narrow in scope, focusing on specific project activities. Program evaluations are more comprehensive in nature, reflecting the diverse elements (e.g. projects, processes and plans) that can comprise a program. In each case, the starting point is an existing program or project. There is general agreement that generic program evaluation has two main streams: formative evaluation and summative evaluation. These evaluation processes play different yet complementary roles. It is possible to have a highly effective program that does not make efficient use of resources (and *vice versa*) – hence the need to use both types of evaluation:

- a. *Formative evaluation* is conducted early in the plan, project or program implementation process as a way of assessing and modifying program delivery. This is largely an efficiency form of evaluation. It is a process refinement tool, typically internal and reflexive in nature, designed to give feedback to decision-makers. This exercise allows adjustments to be made to the direction or performance early on in the life of the policy or program. Formative evaluations are used to change aspects such as program administration and program design. This is usually an internally driven exercise (e.g. by department or agency).
- b. *Summative evaluation (ex post)* occurs once a plan, project or program has been completed and/or it has achieved sufficient maturity to permit an assessment of performance. This type of evaluation examines effectiveness



(impacts and outcomes) of program. It is often externally driven (e.g. by donor agencies or national government) and it is considered objective. It can be used to make decisions about the future of the intervention or to make improvements in its components and strategies. Summative evaluations demonstrate whether program goals and objectives have been met as intended; they can also identify unintended as well as intended results.

Monitoring can also take many forms and have diverse applications:

- a. *Context monitoring* is used by organizations to track trends and forces of change in their operating environment. Depending upon organizational mandate, this could include monitoring changes to the economy, demography, technology, the environment, socio-cultural patterns and political-institutional activities (e.g. policy changes). This is a continuous process that occurs throughout the life of the program.
- b. *Process monitoring* is used to determine whether and how the program is being delivered as proposed. This monitoring approach is used to fine-tune program administration. Process monitoring supports formative evaluations. Monitoring systems can also be designed to track outputs from program to determine whether the program has generated the desired products; these forms of monitoring support summative evaluations.
- c. *Outcome monitoring* is a related and important use of monitoring methods. Here, monitoring is used to help determine whether the desired effects of the program have been realized as intended and framed by the program's goals and objectives.

- d. Finally, *impact monitoring* helps program designers and managers to understand whether the program and its deliverables have made a difference to the program's end-users.

The monitoring and evaluation process has been described in many ways, often depending upon the application and sponsoring agency. However, it is possible to identify several core and common stages in monitoring and evaluation design (Kuset & Rist, 2003)

- 1) Formulate goals and outcomes.
- 2) Select outcome indicators to monitor.
- 3) Gather baseline information on the current condition.
- 4) Set specific targets to reach and dates.
- 5) Regularly collect data to determine progress.
- 6) Analyze and report the results.

The organization conducting the evaluation must have a supportive culture. In this context, culture refers to the attitudes of staff, as well as demonstrable support from senior management and politicians. However, many organizations are change and risk averse, avoid criticism, and are content with the status quo. In that context, monitoring and evaluation activities would be seen as threatening and would be regarded with suspicion. Organizational culture is thus a very important determinant of success or failure with monitoring and evaluation processes. The situation can be even more complicated when governments struggle with severe resource constraints. In either case, it can be difficult to garner sufficient resources and commitment to

support evaluation. Accordingly, considerable restraint and discipline is required when designing an evaluation. The temptation to overly complicate the evaluation must be resisted. Monitoring and evaluation is a means to an end, which is improvement in program design and delivery; it should not be treated as simply an abstract intellectual exercise. Expensive and time-consuming evaluations can drain resources and try patience in organizations, especially if the results are negative. Advocates of monitoring and evaluation must be skilled analysts and methodologists; they must also be politically astute and highly strategic communicators. The monitoring and evaluation process must be seen to add value to the organization. It has to be perceived as relevant, credible and important.

According to William N. Dunn (1999: 610) quoted by Herawati (2016) in generating information on policy performance, use different types of criteria to evaluate policy outcomes. The types of criteria are as follows:

**Table 1.1.**  
**Evaluation Criteria According to William N. Dunn**

<b>Criteria</b>	<b>Question</b>	<b>Illustration</b>
Effectiveness	Whether the desired result has been achieved.	Service unit
Efficiency	How much effort is needed to achieve the desired result.	Unit cost, net benefit, cost-benefit ratio
Adequacy	How far the achievement of the desired results in solving the problem.	Fixed costs of permanence remain
Equity	Have the costs and benefits been equitably distributed to the community.	Pareto Criteria, Kaldor-Hicks Criteria, Rawls Criteria
Responsiveness	Does the policy outcome satisfy the needs, preferences, or values of particular groups?	Consistency with citizens' surveys
Accuracy	Is the desired result (goal) useful and has value?	Public programs should be equitable and efficient

*Source: William N. Dunn (1999: 610) quoted by Herawati (2016)*

Finally, and perhaps most importantly, the monitoring and evaluation approach *must* reflect organizational realities – the constraints and opportunities that are presented.

### **1.7. Conceptual Definition**

The purpose of conceptual definition is to explain about the restriction between one concept with another concept in order to avoid misunderstanding or confusion. While the concept, is a term or definition used to describe abstractly the event, the state of the group or the individual who becomes the center of studies.

The conceptual definitions used by author in this study are as follows:

- 1) The Urban Spatial Plan

The Urban spatial plan is a general spatial plan of urban areas that is the elaboration of provincial spatial plan, contains the objectives, policies, spatial planning, urban spatial plan, the determination of the strategic area of the city, the direction of urban space utilization, and the provision of the control of urban space utilization.

## 2) Monitoring and Evaluation of Spatial Plan

Monitoring and evaluation of Urban Spatial Plan Policy is an activity designed by the government through various stages by assessing the success and failure of a policy (in this case is urban spatial planning) that aims to know the achievement of program objectives that have been implemented.

Factors that influence the success of the program according to William N. Dunn (1999: 610) are:

1. Effectiveness
2. Efficiency
3. Adequacy
4. Equity
5. Responsiveness
6. Accuracy.

### **1.8. Operational Definition**

Operational definition is the variables that have been discussed in the conceptual definition and theoretical framework. In simplifying the data analysis, it is compulsory to provide the limitation and scope of research which identified

with the purpose to answer the research problem. The definition used in this research are, as follows:

a. Effectiveness

Indicators measured related to the results to be achieved, namely:

1. The degree of urban spatial plan implementation in Baubau city to achieve the whole objectives as center of trading and services regarding the vision of Baubau city.
2. The function of each government units (Public Works and Urban Spatial Management Office, Housing and Settlement Offices and Environmental Office) in implementing urban spatial plan to achieve the goals.

b. Efficiency

Indicators measured related to the effort required, the cost and resources used are:

- The government has the ability to minimize the budget resources appropriately in the fulfillment of the urban spatial plan implementation yet maximizing the objectives and result of urban spatial plan.

c. Adequacy

Indicators measured related to expected achievement results in solving policy problems, namely:

1. The Urban Spatial Plan implementation which monitored and evaluated annually, 5 years and 20 years achieved goals on-time as regulated.
2. The government units formulated adequate solution and recommendation towards Urban Spatial Plan issues.

d. Equity

Indicators measured by costs and benefits are distributed equitably to the citizen, namely:

1. The implementation of urban spatial plan provides equitable means for the whole citizen scoping the openness and protection towards public interest.
2. The existence of Spatial Plan Implementation has purpose on creating sense of security, comfortable, productive, and sustainable for the whole citizen in Baubau city.

e. Responsiveness

Indicators measured relate to aspects of community satisfaction especially target groups or policy outcomes, namely:

1. The ability of government units in Urban Spatial Plan implementation to understand the need of citizen and services priority on Urban Spatial Plan implementation.
2. The government units develop the services programs of Urban Spatial Plan Implementation according to the needs and citizen aspiration.

f. Accuracy

Indicators measured relate to the objectives of a useful and valuable policy for the community:

- Location setting distribution of the Regional Spatial Plan, such as office area, trade and service area and green open area according to the needs of the community.

## **1.9. Research Methods**

The research commonly used by academicians in search of knowledge through scientific identification of specific topic regarding the phenomenon. Research in the whole process requires technical sense to arrange the proper result and validity toward those specific topics being research. In general, the stages of conducting research are redefining phenomenon, formulating problems to limit the frame of research conducted, data collection, data analysis till withdrawing conclusion. In this session, the intended content is elaborating the whole framework of research method that being use as mentioned. This chapter consists of type and research approach, research location and target, source and data collection technique in addition to data analysis technique.

### **1.9.1. Type and research approach**

This research entitled “**Assessing Urban Spatial Plans Implementation in Baubau City, Southeast Sulawesi**” designed in descriptive type of research. It is intended to elaborate and describe the current situation of the phenomenon being researched which makes the author has no control over the variables but rather reporting. Even though the research conducted in descriptive and intended to report the current spatial panning, policy and situation in Baubau city, it is expanded to monitoring and evaluation of the current policy to reveal the issue of urban spatial plans which create the future of urban city in Baubau. The mega issue pulled over this research is the implication of current urban planning and implementation in Baubau city which further regulated in Baubau city Local Regulation Number 4 year 2014 in regards of Baubau city spatial plans for 2014 to 2034. The major



factors that will describe is spatial planning and housing toward effective public services delivering conducted by responsible governmental units they are, city planning and building officials and local development planning institutions as the objects of research which correlated with the agenda of maintaining resilient city.

Furthermore, the envisioned research approach is qualitative type to gather, evaluate, and summarize the research activity. Qualitative approach to research is concerned with subjective assessment of attitudes, opinions and behavior (Kothari, 2004). The research projected in focus group interviews and in-depth interview as technique to gain the reliable data in regards of urban spatial planning including urban land management and housing to create sustainable and smart city toward effective public service delivering in Baubau city related to long-term planning of development that has been enacted as master plan for 2014 to 2034 which conducted for 20 years operation. This research then designed in descriptive qualitative to gain understanding and knowledge about the applied urban spatial planning policy by city planning and building officials and local development planning institutions.

### **1.9.2. Research location and target**

The next stage of research method is deciding the location and target of research specifically to further gain related data and analyze the data presented. The purposed location of research is in Baubau city, South East Sulawesi which categorized as urban city. It is definitely co-related with the purposed research about urban spatial plans because planning is one of governmental function further

the research conducted in bureaucracy area of Baubau City which occupy the spatial planning.

### **1.9.3. Types and Data Sources**

In general, the data in this study can be divided into 2 types, among others, as follows:

#### **1. Primary Data**

Primary data is data obtained directly from research subjects by using measurement tools or data retrieval tool directly on the subject as a source of information sought (Azwar, 2007: 91).

Primary data in this research is data obtained from *BAPPEDA* Baubau city, Public Works and Spatial Planning Office of Baubau city, Housing and Settlements Office of Baubau City, Housing and Settlements Office of Baubau City, and Civil Service Police Office. Primary data in this study include: observation, and interview results.

#### **2. Secondary Data**

Secondary data is data obtained from other parties in the form of documentation data or available report data (Azwar, 2007: 91).

Secondary data used in this study include: books, journals, notes, documentation, internet, and other mass media related to the problem under study. The main secondary data sources are regional regulations on spatial plans covering the RTRW Regulation Number 4 of 2014 and Review of Green Open Space Plan, minutes of meetings and news of meetings. Other secondary data sources include information materials on the spatial planning process issued by the agency in charge

of urban planning, such as magazines, newsletters, news media, announcements, or notices.

#### **1.9.5. Research Instruments**

In qualitative research, the instruments used in data collection depending more on the researchers themselves as a means of data collection. This is due to the difficulty of precisely specifying what will be examined. In addition, people as an instrument can make decisions gracefully. People can assess circumstances and be able to make decisions (Moleong, 1988: 19).

In this study, research instruments used to collect data are interview guides, a set of computers and stationery.

##### **1. Interview guide**

Interview guidelines are used in interview methods conducted to the people involved in the spatial planning process of Baubau city, as well as experts and practitioners who are competent in the field of planning. It contains question related to the formulation of problems and targets on the research undertaken. The questions were focused more on the planning process of Baubau City plan as well as its impact on the Baubau City spatial structure and pattern and further the monitoring and evaluation process of maintaining urban spatial plans in Baubau city.

#### **1.9.5. Data Collection Techniques**

Data collection is done by interview technique and literature technique. Interviews were conducted with *BAPPEDA* Baubau city, Public Works and Spatial

Planning Office of Baubau city, Housing and Settlements Office of Baubau City, Housing and Settlements Office of Baubau City, and Civil Service Police Office. Interview techniques using general guidelines or interview procedures. This type of interview uses general guidelines or interview procedures without the need to be done sequentially. Similarly, the use and selection of words for interviews in certain cases is not formulated by default. The interview guide contains an overview of the process and content of the interview to keep the planned items covered entirely. Interviewing and sorting questions are tailored to the circumstances of the respondent in the context of actual interview. The direction of this interview is to obtain information on the process and substance of the planning as well as its impact on spatial planning.

Document study techniques are conducted to collect secondary data in the form of official or unofficial documents, as mentioned in the types and sources of data. Data collection techniques used are recording and recording techniques for both interviews and documentation, as well as techniques of data searching online via the internet.

#### **1.9.6. Data Analysis Techniques**

To analyze the facts found in the field, carried out the following steps: First, data reduction is to compile data obtained from interviews and secondary data sources, then determined the data or information that fit the research focus. Nevertheless, less relevant data is ruled out.

Second, the classification of data in some point press on the problem or formulation of research problems. It is at this stage that theoretical approaches of

relevant theories are made into theories for understanding, researching and analyzing the focus in the study.

#### **1.9.7. Technique of Data Analysis Results Presentation**

Data presentation is a set of organized information that can provide the possibility of conclusion and action taking. The presentation of information is done in the form of narrative text which shows the planning process and parties involved in the planning process.

Conclusion drawing is one part of a complete configuration activity. Drawing conclusions is based on careful and in-depth analysis of the data obtained. The conclusion must be able to provide answers to some questions that have been raised in the formulation of this research problem.