

TRANSACTION COSTS PERSPECTIVE IN COORDINATION OF JABODETABEKPUNJUR SPATIAL PLANNING PROCESS

THESIS

A thesis submitted in partial fulfilment of the requirements for the Master Degree under Linkage Program between University of Groningen (RUG) and Institut Teknologi Bandung (ITB)

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**Master Double Degree Program
Environmental and Infrastructure Planning
Faculty of Spatial Science
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And
Department of Regional and City Planning
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2015**



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Abstract

Government agencies coordination is essential in Indonesian spatial planning due to the dynamic change evolving in the process of spatial planning arrangement. The current research present a case study in Jakarta, Bogor, Depok, Tangerang, Bekasi, Puncak, and Cianjur (Jabodetabekpunjur) spatial planning evaluation process. Jabodetabekpunjur spatial planning evaluation process is an evaluation process regarding the President Regulation 54/2008 on Jabodetabekpunjur Spatial Planning Area. According the mandate stated in the Law 26/2007 on Spatial Planning and the mandate is the President Regulation should be evaluated. However, the Jabodetabekpunjur spatial planning evaluation process faces several obstacles, which result in uncertainty concerning the Jabodetabekpunjur spatial planning system. This study aims to identify the coordination problems in Jabodetabekpunjur spatial planning process, which focuses on the government agencies relationship from the transaction costs perspective. The current study employs an analysis method, whereby comparison between the document review methods and semi structured questionnaire, with distinguished by four main costs explained by Feiock (2007): information/coordination costs, negotiation/division costs, enforcement/monitoring costs, and agency costs are conducted. The study reveals that the problem of coordination in Jabodetabekpunjur spatial planning evaluation process includes unclear regulation in government agencies coordination especially in the process of Jabodetabekpunjur spatial planning evaluation, displacement responsibilities of spatial planning affairs in the national level, and the absence of time limit with regard the evaluation process. It can be concluded that the process needs a clear regulation of institutional relationship to give the certainty of the government agencies responsibility in Jabodetabekpunjur spatial planning.

Keyword: *Coordination, Jabodetabekpunjur Spatial Planning, Government Agencies, Transaction Costs.*

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This master thesis is a requirement for the double degree master program of Environmental and Infrastructure Planning (RUG) – the Netherlands and Regional and City Planning (ITB)– Indonesia. The government agencies coordination is the main issue of a good governance, and the Jabodetabekpunjur spatial planning evaluation process gives me an interest to apply this main issue of good governance to gain more knowledge in how the process of coordination between the government agencies and I identify it from the transaction costs perspective. However, the government agencies coordination need a regulation or guidance to give a clearly responsibilities in running their role on the Jabodeabekpunjur spatial evaluation process.

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CHAPTER 1

INTRODUCTION

1.1. Background

Indonesian spatial planning system is an interesting field to research, due to the dynamic changes with respect to the political situation and current leadership style. For instance, when the Indonesian spatial planning system was transformed from top down to bottom up orientation, structural power in planning changed dramatically. As a result, the planning orientation in Indonesia switched to adjust with the structural power and the regulations. However, this situation has given positive impacts to the governmental bodies relationship in spatial planning policy arrangement, because spatial planning has a significant position of respect in regulations and actions (Sullivan 2004).

After independence, the first integrated spatial planning law was continued based on the colonial government. However, during period, it was not only applied in Java, but also in all regions in the country (Hudalah and Woltjer 2007). In 1992, the Indonesian government enacted Law 24/1992 on Spatial Planning, and the contents were very centralized. The central government had a very powerful in decision about spatial planning on all levels. After the economic crisis, in 1997-1998, Indonesia faced socio political crises in all sectors. The crises led to the birth of the reform era. This marked the beginning of the country's institutional transition from a centralized to a decentralized orientation.

During the decentralization era, spatial planning has a different view. The best momentum happened in 2005, when a new spatial planning law was drafted and finally enacted in 2007 with the Law 26/2007 on spatial planning. The content of this law focuses on spatial planning system in Indonesia and the planning system tends to a more decentralized comprehensive planning orientation. The law regulating Indonesian spatial planning hierarchy, which consist of three tiers, namely national, province/regional and local/sub regional planning system ("Law 26/2007 on Spatial Planning"). The three tiers of spatial planning are required to prepare several plans on different scales, namely general spatial plan (*RTRW*), detailed spatial plan (*RDTR*) and detailed engineering design (*RTR Kawasan*) (Hudalah and Woltjer 2007).

Jakarta, Bogor, Depok, Bekasi, Puncak, Cianjur or Jabodetabekpunjur cooperation is important because Jabodetabekpunjur area significantly influences the state sovereignty, national defence and security, social-economic, cultural and environmental (Ministry of Public Works Report, 2014). To strengthen the cooperation between the provincial and local

government in Jabodetabekpunjur area, the national government made Jabodetabekpunjur area as a strategic national area by Law 26/2007 on Spatial Planning. In addition, the Jabodetabekpunjur area is also regulated under the President Regulation 54/2008 on Jabodetabekpunjur Spatial Planning area.

According to the President Regulation 54/2008 on Jabodetabekjur Spatial Planning area, the area consists of a whole of the Province of the Special Region of Jakarta area; a part of the Province of West Java area including the Regency of Bekasi, the Municipality of Bekasi, the Municipality of Depo, the Regency of Bogor, the Municipality of Bogor, a part of the Regency of Cianjur, including the Sub District of Cugenang, the Sub District of Pacet, the Sub District of Sukaresmi and the Sub District of Cipanas; a part of the Province of Banten area including the Regency of Tangerang, the Municipality of Tangerang, and new autonomous urban district according to Law 51/2008, the Municipality of South Tangerang. However according to the Law 26/2007 on Spatial Planning and the Government Regulation 15/2010 on Spatial Planning Implementation in article 83 until article 87, which states that the President Regulation 54/2008 needs to be evaluated, the evaluation process of aim to harmonise the spatial planning programs in Jabodetabekpunjur area as a strategic national area in Indonesia.

Jabodetabekpunjur spatial planning process is a good example to indicate coordination problems between the governmental agencies in transaction costs perspective because Jabodetabekpunjur spatial planning process, which is arranged by the President Regulation 54/2008 on Jakarta, Bogor, Depok, Bekasi, Puncak, Cianjur Spatial Planning, has government agencies interest in the level of national, provincial, and local, especially in government institution coordination. This example can describes the government agencies coordination in Jabodetabekpunjur with different spatial planning development program, and also describes the interest of the government agencies in Jabodetabekpunjur spatial planning evaluation process. This situation creates coordination problems in the government agencies relationship of Jabodetabekpunjur spatial planning evaluation process and this is particularly relevant because transaction cost is considered as a process of co-ordination in planning theory (Alexander 1992). This line of thought can be extended to the development process (Buitelaar 2004), because the development of Jabodetabekpunjur need certainty to reduce transaction costs.

As time goes by, the President Regulation 54/2008 must be reviewed according to article 68 sub article (1) mentions that Jabodetabekpunjur spatial planning is valid for 20 (twenty) years and must be reviewed once in five years. The reason underlying the need to review the president regulation is to accommodate the current issues in Jabodetabekpunjur area, such as integrated transportation system development, spatial planning issue, flood

management, and environmental protection. However, the evaluation process has not finished until now. That is why this research emphasizes on why the Jabodetabekpunjur spatial planning process be enacted late.

1.2. Research Problem

Jabodetabekpunjur spatial planning evaluation has been running since 14 Mei 2013 and it was initiated by the Ministry of Public Works. On 1 April 2014, the President Regulation 54/2008 review process team was established by Ministry of Public Works with a note of meeting agreement letter number 24/BA/RC/1/2014 to upgrade the process from reviewing to revising the president regulation 54/2008 on Jabodetabekpunjur Spatial Planning Area. There are several reasons to revise this president regulation: first, in legal drafting aspect, after reviewing the President Regulation 54/2007 contents, structure of arrangement, title and meaning of nomenclature, the team had decided that the president regulation need to be revised. Second, the development scope area of Jabodetabekpunjur should be revised due to the establishment of South Tangerang Municipality as a new administrative area. Third, considering the infrastructure development programs integration, each institutions in national, provincial and local, proposes infrastructure development programs to president every year and consequently the infrastructure programs in Jabodetabekpunjur increase every year. Therefore, to avoid the overlapping infrastructure programs, Jabodetabekpunjur infrastructure programs need to be synchronised and accommodated in the revision of Jabodetabekpunjur spatial planning regulation. Fourth, regarding the spatial pattern development issues in Jabodetabekpunjur area, this evolving issues following the physical development in Jabodetabekpunjur, and to maintain the issues of spatial planning development, the spatial planning also need to be regulated in the Jabodetabekpunjur spatial planning revision regulation.

According to the decision of the reviewer team, the President Regulation 54/2008 on Jabodetabekpunjur Spatial Planning Area should be revised because of the several reasons mentioned above. Hence the evaluation process of the president regulation should be done as soon as possible. However, until today the process is still on going and this situation has raised my curiosity to conduct a deeper study regarding the issue and to finds the gap in the process of evaluation.

This study is confines to analyse the governmental coordination in transaction costs perspective in the case of Jabodetabekpunjur spatial planning evaluation process, because I

found the problem regarding the governmental agencies coordination as revealed in the preliminary documents review as follows:

1. The absence of time limitation in the evaluation process of Jabodetabekpunjur spatial planning. The time limit would give the government agencies a target to finish this process effectively, because unlimited time may cause inefficiency. In addition, according to the Geys and Moesen (2009), the efficiency measurement depends on the availability of adequate, timely and accurate data. Therefore, if the process of Jabodetabekpunjur spatial planning evaluation does not have a target which is bounded by the time limit, the process will be inefficiently and costly.
2. Displacement responsibility of the spatial planning affairs in 2014 have impact on the change of authority in spatial planning affairs. The Ministry of Agrarian Affairs and Spatial Planning, as the new ministry, has taken over the spatial planning affairs authorities from the Ministry of Public Works. Consequently, the programs, the documents and data base, and the human resources of spatial planning will be displaced from the Ministry of Public Works to the Ministry of Agrarian Affairs and Spatial Planning. This accordingly causes a delay in the Jabodetabekpunjur spatial planning evaluation process to wait for the transfer process completed.

Furthermore, it is evident from the preliminary documents review problems that indicated the problem will creates uncertainties in the government agencies coordination cost and the coordination costs in government agencies will creates inefficiency (Geys and Moesen 2009) in the spatial planning evaluation process. Moreover, the inefficiency in the process will create institutional costs which are indicate as the costs of institution in a development process (Buitelaar 2004) and the key feature of transactions is uncertainty (Coase 1937).

1.3. Research Objectives

The Research objectives in the present case study of the Jabodetabekpunjur spatial planning evaluation process are to identify the government agencies coordination problems in the Jabodetabekpunjur spatial planning evaluation process and to analyse why the Jabodetabekpunjur spatial planning evaluation process be enacted late. Studying Jabodetabekpunjur spatial planning process as the main objectives of the case study is interesting, because the relationship between the government agencies in spatial planning affairs can be seen clearly in the Jabodetabekpunjur regulation evaluation process. Moreover, the case study is also important in the realm of the national strategic area in Indonesia, the area focused in the case study influences the state sovereignty, national defence and security, social-

economic, cultural and environmental in Indonesia (Ministry of Public Works Report, 2014). Therefore, the result of this research will be useful as an input for the government agencies coordination in Jabodetabekpunjur spatial planning. As Alexander (1992) stated, the coordination in planning can be happened in public and private organisations. In addition, the parsimonious information between the organisations will offer the transaction costs. Furthermore, the key feature of transactions is uncertainty (Coase 1937), and to identify the uncertainty in Jabodetabekpunjur spatial planning process, this objectives study will measure and enforce the agreement (North 1990) between the government agencies coordination.

Therefore, in the end of this sub chapter, the research objectives in this study are to identify the government agencies coordination problems in Jabodetabekpunjur spatial planning process and analyse why the process of spatial planning evaluation is still unfinished by identifying the uncertain conditions in the evaluation process in the transaction costs perspectives.

1.4. Research Question

Regarding to the process of .Jabodetabekpunjur spatial planning, this research will explain *“How do the transaction costs between the government agencies coordination affect the process of Jabodetabekpunjur spatial planning and what lesson can planners learn for smoothening this process in the future”* In order to answer these broad questions, I employ four research questions as follows:

1. How is the coordination between the government agencies in Jabodetabekpunjur spatial planning evaluation process?
2. What are the coordination problems among the government agencies in Jabodetabekpunjur spatial planning evaluation process?
3. Why are the processes of Jabodetabekpunjur spatial planning evaluation delaying?
4. What are the implications of the current spatial planning policies to the Jabodetabekpunjur spatial planning evaluation process?

1.5. Research Methodology

This research uses a qualitative analysis to explain the case study. The case study of this research focuses on the evaluation process of the President Regulation 54/2008 on Jabodetabekpunjur spatial planning area. Several methods are used to answer the following research questions.

Research Question 1

“How is the coordination between the government agencies in Jabodetabekpunjur spatial planning evaluation process?”

The aim of this question is to identify the coordination between the government agencies in Jabodetabekpunjur spatial planning evaluation process. The method to identify the interaction between the agencies is by getting information from the regulations. In Indonesian bureaucracy system, each governmental body has responsibilities and it has been arranged by the President Regulation 7/2015 on State Ministry Organisation. Based on the president regulation, the study identifies the coordination between government agencies in spatial planning, and after knowing who has the responsibilities in spatial planning affairs, I spread the questionnaire with open-ended questions to the government agencies to identify the interaction between them in spatial planning affairs.

Based on document review from the Ministry of Public Works, as the previous leader institution in spatial planning affairs, such as several proceeding reports, the presentation materials and electronic newspaper, which discuss the Jabodetabekpunjur spatial planning evaluation process, and also to build the theoretical background regarding the interaction between the governmental bodies and institutions, this study also review the scientific journal of the spatial planning arrangement process, planning evaluation, transaction costs theory in spatial planning.

The data will be collected from several sources. The secondary data will be collected from the Ministry of Public Works data base, online and conventional library, online newspaper and online Indonesian regulation data base. The questionnaire will be collected by email and personal approach connection, and it is modified by open-ended question to get opinion from the respondents.

Research Question 2

“What are the coordination problems among the government agencies in Jabodetabekpunjur spatial planning evaluation process?”

The aim of this question is to identify the coordination problems faced by the government agencies regarding the coordination in Jabodetabekpunjur spatial planning process. The analysis method which use in this study is by comparing between the document review and the questionnaire from the government agencies as a respondent. The documents review consists of proceeding report from Ministry of Public Works on the main reviews of President Regulation 54/2008 on Jabodetabekpunjur Spatial Planning area, the presentation

material about progress report discussion of President Regulation 54/2008 on Jabodetabekpunjur Spatial Planning area regulation, online newspaper to update the information of Jabodetabekpunjur spatial planning process, and review the policies correlated with the spatial planning policies in Jabodetabekpunjur. The aim of the review from the document is to identify the gap in the government agencies coordination concerning the Jabodetabekpunjur spatial planning.

Another method applied to complete the coordination problems identification in the study is analysing opinion derived from the questionnaire with the government agencies as respondents. Specifically, the respondents from the government agencies are not only from the national level, but also from Provincial and Local level in Jabodetabekpunjur area. The government agencies in national level represented by the Ministry of Agrarian Affairs and Spatial Planning, the Ministry of National Development Planning/Bappenas, the Ministry of Home Affairs, and the Coordination Ministry of Economic Affairs. The provincial levels represented by the Province of the Special Region of Jakarta area and the local levels represented by the Government of Bogor Regency. The reasons to choose those government agencies are due to the level of authority of those government agencies in the spatial planning affairs. From the level of authority, the study can identifies how the coordination between the government agencies in different levels.

Research Question 3

“Why are the processes of Jabodetabekpunjur spatial planning evaluation delaying?”

The aim of this question is to identify factors, which causes the delay of the Jabodetabekpunjur spatial planning evaluation process. As we know, until today the process of evaluation is still in progress and the discussion about Jabodetabekpunjur spatial planning evaluation usually become an interesting issue in Indonesian spatial planning. However, this process involves uncertainty in Jabodetabekpunjur spatial planning evaluation process due to the unlimited time in the process, which will give the government agencies no target to finish the process. Particularly, the study will attempt to identify the cause of delay by using a document review method and analysing the questionnaire results.

The document review method used in this study is conducted by reviewing the possibility of overlapping of policies with the spatial planning policies. Current news issue about Jabodetabekpunjur spatial planning derived from online newspaper become inputs data, which will be analysed to determine the cause of the delay. Furthermore, the proceeding

reports of Ministry of Public Works study about Jabodetabekpunjur spatial planning will also be used.

In the questionnaire, the inputs in the form of opinion input from the government agencies in Jabodetabekpunjur spatial planning process are used for identify the current situation regarding the obstacles faced by the government agencies in coordination. By using this method, the study can answer the question of what factors cause the delay in the Jabodetabekpunjur spatial planning evaluation process.

Research Question 4

What are the implications of the current spatial planning policies to the Jabodetabekpunjur spatial planning evaluation process?

The aim of this question is to identify the implications of the current spatial planning policies to the Jabodetabekpunjur spatial planning evaluation process. The implications can be identified by the review of spatial planning policies such as Law 26/2007 on Spatial Planning, Government Regulation 26/2008 on National Spatial Planning, President Regulation 7/2015 on State Ministry Organisation, and President Regulation 54/2008 on Jabodetabekpunjur Spatial Planning Area. After identifying the spatial planning policies in Indonesia, the study will analyse the implication to find the gap between the policies and the overlapping possibilities of authorities in government agencies compared with the government agencies opinion of which data collected by questionnaire.

In the questionnaire, opinion from government agencies can be used to identify the current situation of coordination in Jabodetabekpunjur spatial planning evaluation process and also as consideration to identify the implications of the process. Using this method, the study can answer the question regarding the implications of the current spatial planning policies in Jabodetabekpunjur.

Table 1. Research Methodology

Objectives	Information Requirements	Data	Source	Method of Analysis	Output of Analysis
The interaction between the government agencies in Jabodetabekpunjur spatial planning evaluation process.	<ul style="list-style-type: none"> - Government agencies responsibility data in Jabodetabekpunjur spatial planning evaluation process. - Government agencies interaction in spatial planning data. 	<ul style="list-style-type: none"> - President Regulation 7/2015 on State Ministry Organization. - Proceeding/discussion report in Jabodetabekpunjur spatial planning. - Decision Letter 446/KPTS/M/2013 on Team evaluation of the president regulation 54/2008. - Questionnaire result from the government agencies. 	<p>Secondary data:</p> <ul style="list-style-type: none"> - The Republic of Indonesia policy document website. - The Ministry of Public Works website. <p>Primary data:</p> <ul style="list-style-type: none"> - The Ministry of Agrarian Affairs and Spatial Planning. - The Ministry of National Development Planning/Bappenas. - The Ministry of Home Affairs. - The Coordinator Ministry of Economic Affairs. - The Province of the Special Region of Jakarta area. - The Government of Bogor Regency. 	<ul style="list-style-type: none"> - Document review. - Questionnaire result review. 	To identify the interaction between government agencies in Jabodetabekpunjur spatial planning evaluation process.
The government agencies coordination problems in Jabodetabekpunjur spatial planning process.	<ul style="list-style-type: none"> - History of Jabodetabekpunjur spatial planning evaluation process from the beginning until now. - Current information about the Jabodetabekpunjur spatial planning evaluation process. - Regulation of coordination between the Government Agencies in Jabodetabekpunjur spatial planning evaluation process. 	<ul style="list-style-type: none"> - Law 26/2007 on Spatial Planning. - Law 23/2014 on Local Government. - President Regulation 54/2008 on Jabodetabekpunjur spatial planning area. - Minister of Public Works Rule 15/2012 on Strategic National Area of Spatial Planning Arrangement. - Books report from Ministry of Public Works on the main reviews of President Regulation 54/2008. - Online news. - Questionnaire result from the government agencies. 	<p>Secondary data:</p> <ul style="list-style-type: none"> - The Republic of Indonesia policy documents website. - The Ministry of Public Works website. - The Ministry of Home Affairs website. <p>Primary data:</p> <ul style="list-style-type: none"> - The Ministry of Agrarian Affairs and Spatial Planning. - The Ministry of National Development Planning/Bappenas. - The Ministry of Home Affairs. - The Coordinator Ministry of Economic Affairs. - The Province of the Special Region of Jakarta area. - The Government of Bogor Regency. 	<ul style="list-style-type: none"> - Document review. - Questionnaire result review. 	To identify the problems of government agencies coordination in Jabodetabekpunjur spatial planning process.

Objectives	Information Requirements	Data	Source	Method of Analysis	Output of Analysis
The delaying cause in Jabodetabekpunjur spatial planning evaluation process.	<ul style="list-style-type: none"> - The process of coordination between the government agencies in Jabodetabekpunjur spatial planning. - The policies which regulate coordination between the government agencies in Jabodetabekpunjur spatial planning evaluation process. - Dominant actors in Jabodetabekpunjur spatial planning evaluation process. 	<ul style="list-style-type: none"> - Law 26/2007 on Spatial Planning. - Law 23/2014 on Local Government. - President Regulation 54/2008 on Jabodetabekpunjur spatial planning area. - President Decision 4/2009 on National Spatial Planning Coordination Board (BKPRN). - Minister of Home Affairs Rules 50/2009 on Local Spatial Planning Coordination Board (BKPRD). - Books report from Ministry of Public Works on the main reviews of President Regulation 54/2008. - Questionnaire result from the government agencies 	<p>Secondary data:</p> <ul style="list-style-type: none"> - The Republic of Indonesia policy documents website. - The Ministry of Public Works website. - The Ministry of Home Affairs website. <p>Primary data:</p> <ul style="list-style-type: none"> - The Ministry of Agrarian Affairs and Spatial Planning. - The Ministry of National Development Planning/Bappenas. - The Ministry of Home Affairs. - The Coordinator Ministry of Economic Affairs. - The Province of the Special Region of Jakarta area. - The Government of Bogor Regency 	<ul style="list-style-type: none"> - Document review. - Questionnaire result review. 	To identify the delaying cause in Jabodetabekpunjur spatial planning evaluation process.
The implications of the current spatial planning policies to the Jabodetabekpunjur spatial planning evaluation process	<ul style="list-style-type: none"> - The policies of spatial planning and the information of the policies implementation. - Possibilities of overlapping authorities between the government agencies in Jabodetabekpunjur spatial planning evaluation process. 	<ul style="list-style-type: none"> - Law 26/2007 on Spatial Planning - Government Regulation 26/2008 on National Spatial Planning. - President Regulation 7/2015 on State Ministry Organisation. - President Regulation 54/2008 on Jabodetabekpunjur Spatial Planning Area. - Questionnaire result from the government agencies 	<p>Secondary data:</p> <ul style="list-style-type: none"> - The Republic of Indonesia policy documents website. - The Ministry of Public Works website. <p>Primary data:</p> <ul style="list-style-type: none"> - The Ministry of Agrarian Affairs and Spatial Planning. - The Ministry of National Development Planning/Bappenas. - The Ministry of Home Affairs. - The Coordinator Ministry of Economic Affairs. - The Province of the Special Region of Jakarta area. - The Government of Bogor Regency 	<ul style="list-style-type: none"> - Document review. - Questionnaire result review. 	To identify the implications of the current spatial planning policies to the Jabodetabekpunjur spatial planning evaluation process.

1.6. Research Structure

This research is elaborated in six chapters. The content of each chapter is described as follows:

Chapter 1: Introduction

This chapter explains the study background, research problem, research objectives, research question, research methodology, and research structure. This chapter figure out the background of the research and the reason behind conducting the research.

Chapter 2: Literature review

This chapter discusses theoretical concepts of this research. First, this chapter will explains the process of spatial planning arrangement. Second, this chapter will explains the concept of planning evaluation. Third, this chapter will explain the concept of transaction cost as a theory. Fourth, this chapter will discuss the transaction cost perspectives in Coordination of spatial planning process. This chapter will ends up with the conceptual framework as a guideline to conduct this research.

Chapter 3: Research Methodology

This chapter gives a further explanation of the methodology which will be used to answer research questions.

Chapter 4: Research Finding

This chapter describes fourth sub chapters. First, research finding of coordination process in Jabodetabekpunjur spatial planning will be explained. This sub chapter will explain the Jabodetabekpur spatial planning evaluation process and the reason why the president regulation 54/2008 needs to be revised. Second, the document analysis of government agencies coordination in Jabodetabekpunjur spatial planning evaluation process from the transaction cost perspectives using the costs criteria as explained by Feiock (2007) will be elaborated. Fourth, the result of the analysis from document review analysis and questionnaire results will be presented.

Chapter 5: Discussion and Conclusion

In the discussion part, the summary the research finding of government agencies coordination in Jabodetabekpunjur spatial planning evaluation process from the transaction cost perspectives will be presented. In

addition, the result of the analysis will be discussed to answer the research question. Finally, the conclusion part will conclude all of the discussions study.

Chapter 6: Reflection

This chapter reflect to the study found and propose suggestion that might be applied in the process of Jabodetabekpunjur spatial planning evaluation process.

CHAPTER 2

SPATIAL PLANNING COORDINATION IN TRANSACTION COSTS PERSPECTIVE: A THEORITICAL FRAMEWORK

2.1 Introduction

This chapter discusses spatial planning coordination in transaction costs perspectives as a theoretical frameworks to expand the research. This chapter will start on the process of spatial planning arrangement issues and the influence of this research. In this first sub chapter, building theoretical framework of spatial planning is important to understand the process of spatial planning arrangement. Second sub chapter discusses planning evaluation, planning evaluation consist of two dimension: time and object (Alexander 2006) and evaluation itself is common to assess policy in ex-post because the policy can be evaluated after implemented. This planning evaluation concept will use to see how effective the spatial planning policy evaluation process in Jabodetabepunkjur. The third sub chapter discusses transaction costs theory (TCT) concept, it is explain understanding of transaction costs theory. Fourth sub chapter discusses transaction cost in planning, this sub chapter build understanding transaction costs in planning arena. In the last sub chapter discusses conceptual framework that will be used for further analysis of this research.

2.2 Process of Spatial Planning Arrangement

Planning is efficacy of different ways to control the future (Wildavsky 1973) and planning can be one of process or strategy before implementing the programs to achieve goals in the future. In our daily activity, planning also using to regulate of individual and groups activity, it aim to reduce the negative impact which may arise from the implementation of planning (McLoughlin 1969) and we cannot avoid planning as an important activity to achieve our goals in the future, and it conscious or not, human activity usually started by plan.

In theoretical framework, Healey (1997) said planning is system of law and procedure that set the ground rules for planning practice, Hudalah and Woltjer (2007) identified that planning has six important elements in the systems: goals, scope, concept, structure, processes and instruments. Planning position can be seen as a guideline to achieve the aims, even though planning itself has general meaning. For instance in spatial planning, there has been a lot of debates to understand the meaning of spatial planning, because it does not easily

to translate a planning term between European languages (Faludi and Waterhout 2002). That is why planning can be identified as activities to predict the future in achieving a goals to also minimise the negative impact of implementation.

Faludi (2000), has divided planning as two: project plans and strategic plans. Project plans are blueprints of the intended end state of an object and measure needed to achieve that state, and strategic plans focus on coordination of projects and measures taken by a multitude of actors. Many of spatial planning include a project plan, because the form of spatial planning is blueprint which used by the spatial planning actors as a prototype of project plan. There is a range situation in spatial planning in which the assumption underlying in the making of project plan simply do not apply. The situation can be too much uncertainty and conflict, and also become complex when many actors involves (Faludi 2000).

The strategic plan also explained by Healey (2004), “strategic of spatial planning is self-conscious collective efforts to re-imagine a city, urban region or larger territory and to translate the result of priorities for area investment, conservation measures, strategic infrastructure investment and principles of land use regulation”. In process of spatial planning arrangement, the element of strategic spatial planning concept consist of easy to imagine, to implement, to argue about ideas and to translate into policies and programmes (Healey 2004).

The study conclude that planning characteristics should be future oriented to achieve goals, clearly the scope of work, can be implemented, have time limitation, structured by processes and have rules or policies to monitor the processes. Position of planning in spatial planning process as an error controlled regulation can be seen that planning as guidelines and blueprint of the project as show in figure 1.

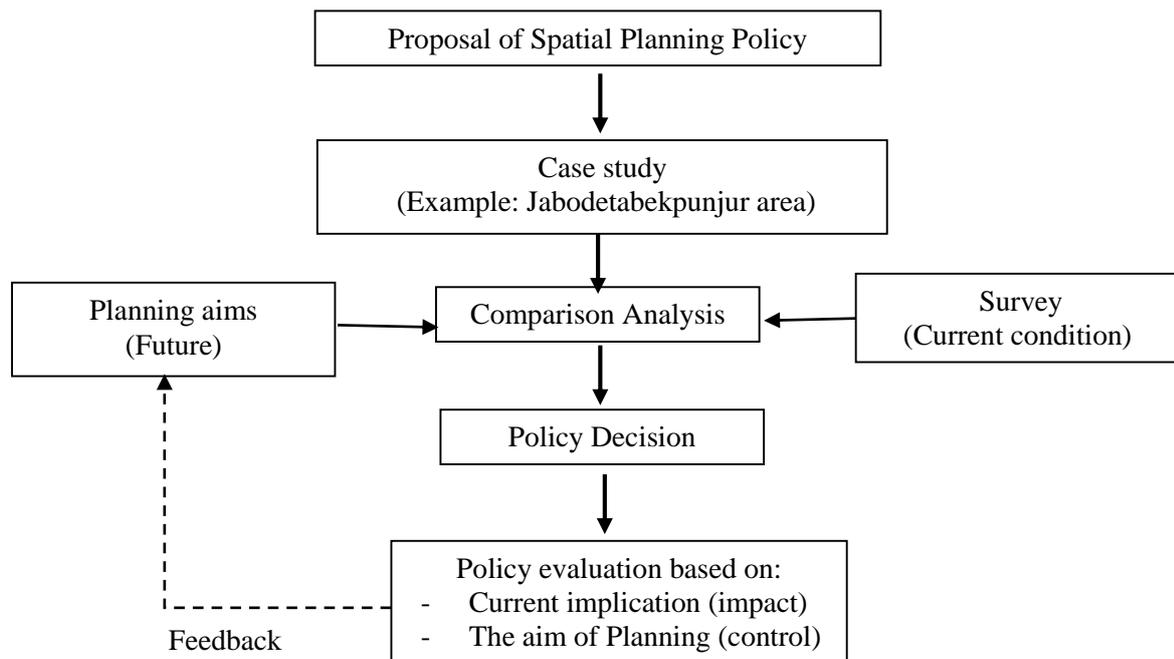


Figure 1. Planning Position as Error-Controlled regulation
(Source: according to McLoughlin, 1969).

Figure 1 adopt from McLoughlin (1969), attempt to shows planning position as error controlled regulation. In case study of Jabodetabekpunjur spatial planning policy arrangement, the proposal of policy analysed by comparing between the current condition of Jabodetabekpunjur spatial planning policy and the aim of planning arrangement. After compare the current condition and the planning policy aim, the decision maker will decide the policy to implement as a guideline. After several years implementation, the spatial planning needs to be evaluation according to appropriateness between the beginning of the policy aims and the impact from the policy implementation to give a feedback to control the aim of the plan.

In the other of spatial planning explanation, there are four key dimensions in spatial planning (Haughton et al, 2009). First, there is an emphasis on long term strategic thinking and the creation of future vision form of agreed spatial strategies. Second, spatial planning is seen by government as one of several policy tools for bringing coherence to increasingly fragmented systems of governance. Third, spatial planning is bound up in a belief that planning has a central role in moving society towards sustainable development. Fourth, the new spatial planning emphasises inclusivity, reflected in an opening up of planning consultation mechanism to wider groups in society, and in greater attention to addressing social inclusion issues within spatial strategies.

Now, according to the several ideas from the spatial planning scientists, the conclusion parts will conclude the spatial planning arrangement process concept. The concept use to build the theoretical framework of planning and spatial planning understanding. Figure 2 explain conclusion from several ideas from the scientists in spatial planning to build the theoretical concept understanding of spatial planning arrangement process.

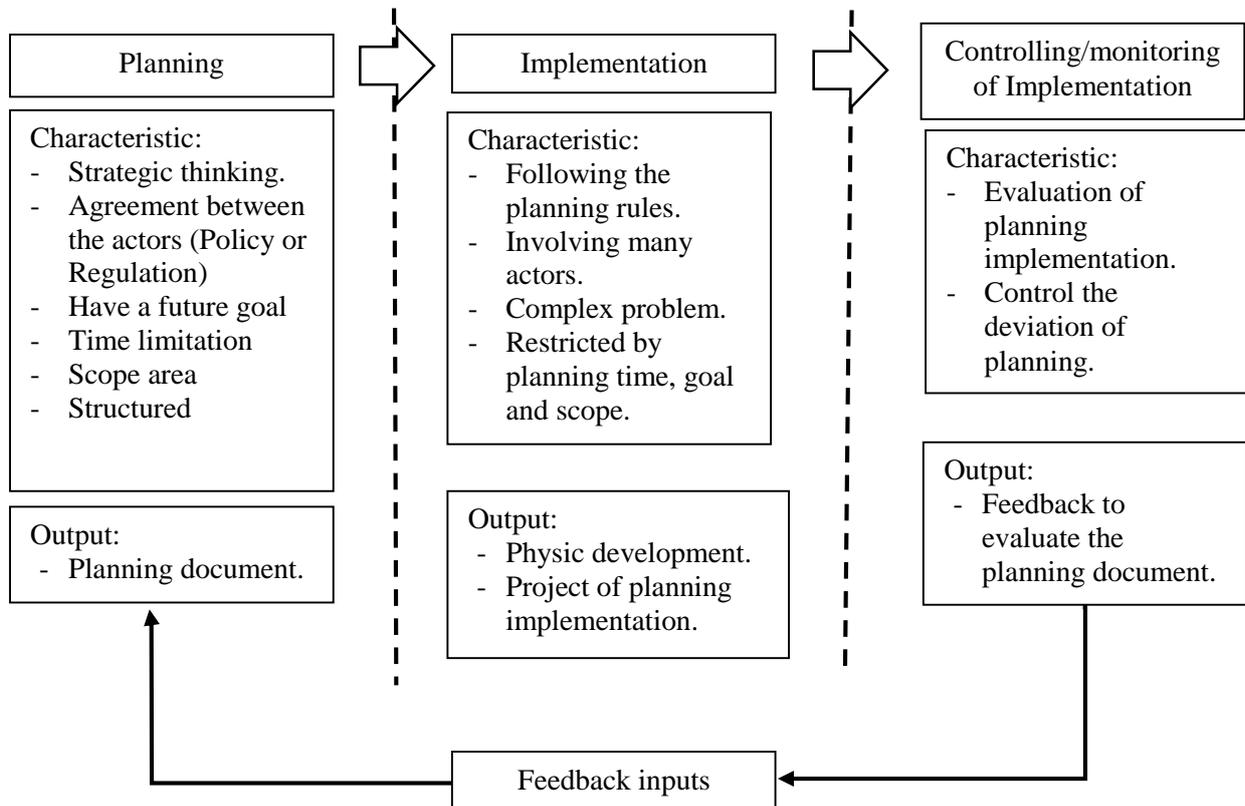


Figure 2. Spatial planning arrangement concept scheme.
(Source: according to Mcloughlin, (1969); Wiladavsky (1973); Healey (1997) (2004); Hudalah and Woltjer (2007); and Houghton et al (2009)).

In figure 2 above, the study conclude based on several references of spatial planning arrangement that spatial planning is a process to predict the future of spatial development with steps in follows planning, implementing, monitoring and evaluating.

Planning is the first activity to get the goals of spatial planning arrangement, the characteristics of this product activities are strategic thinking, actors' agreement which can be regulated by policy or regulation, future oriented, time limitation, scope of planning and planning should be structured. The output of planning activity is planning document such as spatial planning document, policy planning document and guideline planning document.

Second activity of spatial planning arrangement is implementation of planning. In this part, planning implementation should following the rules because planning as a guideline of implementation. In implementation part, many actors involves in the process and in this part complex problem of coordination between the actors happen because there are a lot of interests between the actors in planning implementation and that is why the implementation need planning because it can reduce the conflict of interests between the actors. The implementation also restricted by time, goal and scope. These restriction to give a certainty in the project implementation.

Third activity of spatial planning arrangement is controlling/monitoring the implementation. This part have characteristics in evaluation of planning implementation and controlling deviation of the planning according to the implementation. Output of this activity is a feedback to evaluate the planning implementation and as inputs to evaluate the planning.

The last conclusion, even though the planning strengthen as a policy, the spatial planning process still need an agreement and commitment from the actors, and the actors of spatial planning must working together to achieve the goals of planning and planning would be effective. Spatial planning is important process because the process will create the project development considering community, landscape, environmental protection and economic development and to reduce the conflict of interest between the actors.

2.3 Evaluation in Planning

2.3.1. Evaluation as a General

This part of sub chapter discusses evaluation as a general, evaluation in planning and position of evaluation and revision in planning debates. In general, evaluation can be ascribed by two main function in the policy process (Van Der Meer and Edelenbos 2006). First, evaluation supports and facilitates accountability by assessing the policy output and outcomes. Assessing policy implementation efficiency can be expanded with actual condition results and can be ascribed by the policy itself. Second, evaluation may contribute to learn processes leading to the improved policy-making and implementation.

Guba and Lincoln (1989), introduced classification of evaluation and the called the new approach of fourth generation evaluation. They constructed the approach beyond previous existing generation, which characterised by measurement oriented, description oriented, and judgement oriented to the new level whose key dynamic is negotiation. The fourth generation evaluation has two elements: *response focusing* and *constructive methodology*. Response focusing determined by what the questions are to be asked and what kind information is to be

collected on the basis stakeholder inputs. Constructive methodology carrying out the inquiry process within the ontological and epistemological presuppositions of the constructivist paradigm. Both of the elements have the same important values in evaluation process, even though constructive methodology is not too depends on the stakeholder inputs as a focus on response focusing elements, but constructive methodology still needs to identify the stakeholders to recognise the agents whose involves in the process of evaluation.

The flow of fourth generation evaluation is interesting to discuss because the flow can be a theoretical background of evaluation process in this research. There are twelve steps in the flow of fourth generation evaluation (Guba and Lincoln 1989): contracting; organising; identifying stakeholders; developing within group joint constructions; enlarging joint stakeholders constructions through new information/increased sophistication; sorting out resolved claims, concerns, and issues; prioritising unresolved items; collecting information/adding sophistication; preparing agenda for negotiation; carrying out negotiation; reporting; and recycling. In the spatial planning process, evaluation need to reduce inappropriateness between the planning and the implementation, and also to control the process of spatial planning, especially when there are a lot of actors involves in the spatial planning process, the complexity in coordination usually emerge without prediction which caused by the actors different interest.

Another classification group evaluation methods considered by their degree of aggregation launched by Söderbaum (1998). He distinguished between highly aggregated, intermediate, and highly disaggregated approach. Highly aggregated methods sum up their assessment of all the impacts is one quantitative measure of a single objective function, for instances a benefit-cost ratio or net present value to measure economic efficiency. Intermediate methods also use a single quantitative indicator to convey an alternative's overall utility, but it is a composite reflecting different dimensions of value or achievement. Highly disaggregated methods are intrinsically multidimensional: they make no pretence of showing a project's overall value.

2.3.2. Evaluation as a Step to Control Planning implementation

In spatial planning process, evaluation is usual activity because it has been a part of decision making (Alexander 2006) and evaluation output in each spatial planning activity not only as an observation, but it also as a control to get some positive feedbacks. Alexander (2006), in his paper, explained two dimension of evaluation: time and object. Time dimension distinguish evaluation become three kind of evaluation. First, a prior (ex-ante) evaluation

which means estimating the projected future impacts of planned undertaking before its implementations. Second, evaluation in progress (on going evaluation) is done simultaneously with project or program implementation, this kind of evaluation tend to monitor implementation and assess conformance to predetermined goals which may include quantified performance objectives and interim deadlines. The last type of evaluation is ex post facto, which involves measuring or assessing the impacts and effect of the subject undertaking policy, plan program or project to evaluate the outcomes. Object evaluation can arrive at an intuitive delimitation by a process of elimination, and the object of evaluation in planning include neighbourhood, city and regional plans, and strategic developmental and infrastructure project at the multinational, national, regional and local scales.

The dimension of evaluation usually become characteristic of evaluation because the dimension evaluation will influence what the evaluation methods use and the evaluation methods are linked to different kinds of rationality: instrumental, substantive and communicative rationality (Alexander 1998). Instrumental and substantive are including in rational planning, while interactive or communicative in planning draws mainly in communicative rationality. Evaluation in planning is an integral part of the rational decision making process, which is usually describe as an iterative and recursive sequence of interacting stages (Alexander 2006), evaluation links to ends to enable rational choice, telling decision makers what their reason are for choosing the action and in decision making process such as policy decision, the evaluation need to give positive inputs to the next implementation.

For planners, the important aspect of evaluation processes are how to understand design and execute the evaluations. Communicative rationality to evaluation also invokes institutional design, to realize in many existing evaluation methods, this suggest that effective evaluation practitioner will not only to select, design and apply more and less formal evaluation methods, but they will also need the capacity to transform or create the policy, plan or project evaluation institutional setting (Alexander 2006).

In spatial planning process, evaluation is a last part of the spatial planning process to get feedback as outcomes and evaluation can be did before or after the spatial planning implementation depends on the evaluation interests. However, the evaluation in planning usually invites a debate to select which one the best position of evaluation should be, before or after the spatial planning implementation? And according to the several explanations above, in spatial planning policy arrangement, position of evaluation is after the implementation, because this ex-post process involves measuring or assessing the impacts

and effect of the subject undertaking policy, plan program or project to evaluate the outcomes (Alexander 2006). The outcome is useful to indicate the policy weaknesses and also giving feedback input to revise the policy according to the implementation consideration.

In conclusion, evaluation in the spatial planning policy arrangement process context is a step to evaluate the spatial planning policy and to give feedback to improve the policy content according to the implementation which considering the current issues of spatial planning development. The position of evaluation also shows in figure 2 above that the evaluation position usually as well as control activity of the policy implementation. That is why in this process, the evaluator should be aware about the current condition and how to adopt the current condition to the feedback of evaluation.

2.4 Transaction Costs as a Theory

If we heard the sentence of transaction costs, our mind direct to the cost in economic terms and how much we spend the money to do the transaction costs. The imagination of transaction costs have been thought for the first time by Ronald Coase (1960) in his article "*The Problem of Social Cost*". He argued that when transaction costs is zero, rational parties will achieve Pareto efficient allocation of resources. In a world of zero transaction costs, public policy intervention is not only unwarranted; it is irrelevant from the standpoint of economic efficiency. Private decision makers will resolve market failures through voluntary agreements.

Other definition about transaction costs defined by Marshall (2013) which explained transaction costs are the cost of the resources used to (i) define, establish, maintain, use and change institutions and organization, and (ii) define the problems that these institutions and organization are intended to solve. McCann et al (2005) found that transaction costs borne by public agencies were about 30% of the total costs of the programs, and measurement of transaction costs is necessary in order for those costs to be included in policy analysis, along with the abatement costs and environmental benefits of the policy.

In mechanism of governance, Williamson (1996) explained transaction cost economics pair the assumption of bounded rationality with a self-interest seeking assumption that makes allowance for guile. It is interesting explanation because in detail, he explain that self-interest seeking attribute is describe as opportunism in agency coordination. Transacting parties are brought together in information exchange and arguments, and when procedures are established to make them deal with each other according to informal agreement (Sager 2006). Transaction costs also defined by Carr et al (2009) as the management costs (planning,

adapting, monitoring) of providing a public service. These management costs exist whether the service is produced entirely in-house or through some manner of external provision, but these costs tend to increase significantly for external provision. External provision involves added costs from deciding among vendors and the activities required to negotiate, monitor, and enforce agreements. This is because of the limited information, uncertainty about the future, and the prospect that people or organization behave opportunistically in their interactions with others (Brown and Potoski 2005).

Beside on economics perspectives, transaction costs also explain as management decision making. In decision making, Birner and Wittmer (2004) distinguished as transaction cost of decision making and transaction cost of implementing the management decision. Transaction costs of decision making arising in a particular governance structure consist of (i) the cost of acquiring the information and it is necessary to arrange appropriate decision, including scientific and indigenous knowledge and information on preference in case of conflicting goals; and (ii) the cost of coordinating decision making if different individuals or groups are involved. This category of transaction costs includes the resources spent on meeting and settling conflict and the costs arising from delayed decision. However, transaction costs of implementation arise both for the implementation of regulation decision and for the implementation of decision concerning production, and this kind of transaction costs depend on the organization of production and types of resources system used, for instance rangeland, irrigation system, forests and fisheries.

In the land development process, Buitelaar (2004) also describes transaction costs focused on the institutional costs. He identified the cost of creating and using institutions in a development process, and also reducing these costs increases the (process) efficiency of the development process in which their function. Consequently, comparing the costs of different institutional arrangement can be seen as comparing the efficiency of the development process. Minimise transaction costs can be seen as maximum process efficiency (Webster 1998) and process efficiency does not emphasise the output, because it differ from allocative efficiency in the sense that output and the input of production costs are taken as 'given', and then different ways of coordinating the given inputs to create the given outputs might be compared (Buitelaar 2004).

Furthermore, Wukich (2011) explain transaction costs as costs of time, energy, information, and resources that can probably inhibit cooperation. In politics, North (1990) explain a transaction cost is built on assumption of costly information, of subjective models on the part of the actors to explain their environment, and of imperfect enforcement of

agreement. He also describes a transaction cost framework to politics would build on two ingredients missing or slighted in rational choice models: the subjective models of actors and the transaction cost that arise from the specific political institution that underlie political exchange in different polities and the first ingredient influences the second.

In this study, I attempt to build a conclusion of transaction costs theory from the several understanding and I focus on the transaction costs which emerged by coordination between the governments agencies of spatial planning evaluation policy arrangement. The coordination between the government agencies has important characteristic of transactions. The principal dimension of transactions are asset specificity, frequency and uncertainty (Williamson 1996). Asset specificity in terms of coordination assume as the negotiation of information between the agency interest, asset specificity will create complexity between the government agencies because the agencies have different interest and power in the coordination system of spatial planning evaluation policy arrangement. Frequency assume as the ability of agency to share the knowledge, the frequency become a high transaction costs if the knowledge shares are limited, but it will be reduced in contrary. Uncertainty assume as the condition of uncertain such as no agreement or regulation inside of the coordination process.

So, according to my assumption of transaction costs as a theory in coordination process, the figure 3 below describe the possibility of transaction costs theory in coordination process.

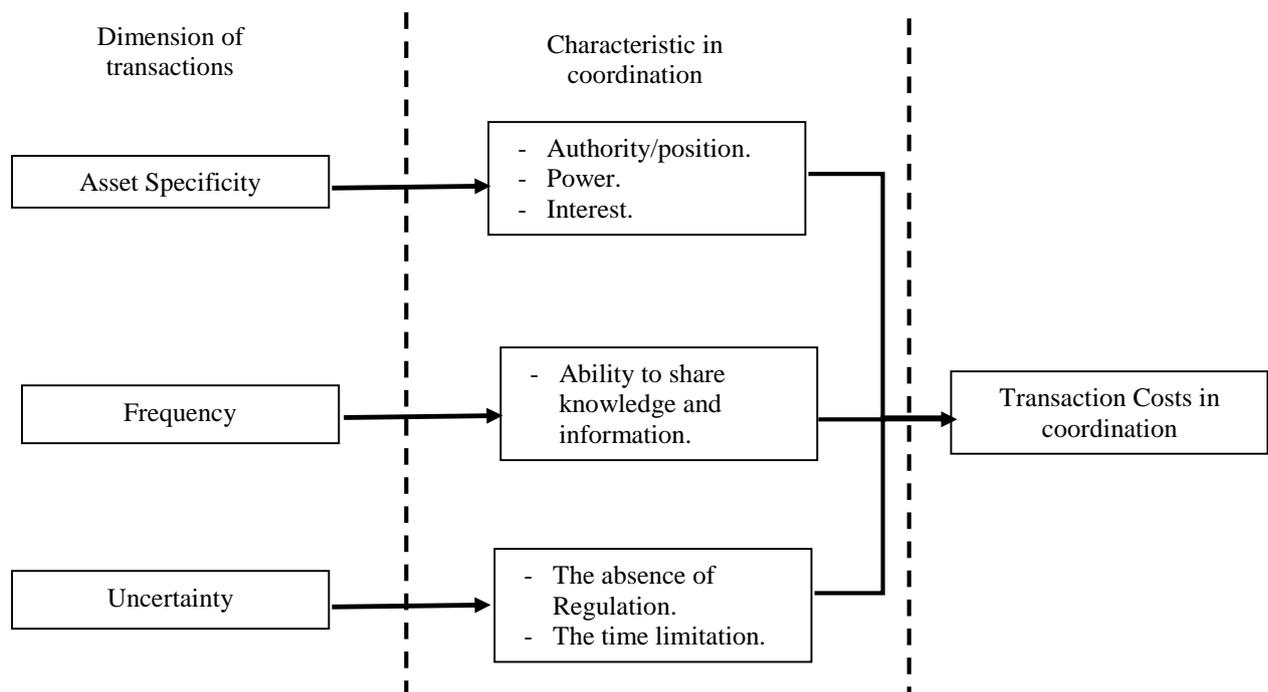


Figure 3. Coordination in Transaction Costs perspectives.
 (Source: according to Williamson (1996); Alexander (1992)).

Figure 3 is an overview of transaction costs perspectives in coordination. The three dimension of transaction costs: asset specificity, frequency, and uncertainty (Williamson 1996) describes as characteristic in coordination of organisation process. In asset specificity coordination, the study assumes the asset as authorities or position, power, and interest. Authorities or position assume as the asset specificity of individual or organisation in coordination process because the authorities or position from one individual or organisation can create bargaining position between the actors. Power also characteristic of asset specificity in terms of coordination process, because individual or organisation can use their power as an asset to influence in bargaining. Interest can be the one of asset specificity characteristic, because interest can influence the bargaining in bilateral discussion.

Frequency as one of the dimension of transactions has characteristic how many times the individual or organisation sharing the information or knowledge to inform each other in coordination process. Discussion and meeting can be measurement from the transaction costs because the frequency of sharing information or knowledge influence the transaction costs values. The frequencies to shares the information can reduce misinformation between the government agencies coordination, furthermore the government agencies can share the new information.

Another dimension of transactions is uncertainty. The uncertainty characteristics in coordination assumptions are absence of regulation and time limitation in the process of coordination. The absence of regulation is no agreement between individual and organisation to regulate rule of the coordination process. Time limitation creates work of the individual or organisation in a target. So if in the process of coordination running without time limitation, the process will be uncertain.

To broaden our knowledge of the uncertainty, the study discusses as a general about the uncertainty. Abbott (2005), explained in his paper the distinction between uncertainty arising from the social environmental and from the planning. Uncertainty in the social environment is perceived (to varying degrees) by everyone in that environment, however uncertainty in the planning process is only perceived by people and organisation actively involved in the process. the interesting thing is when Abbott (2005) mention about uncertainty in planning and organisation. Figure 4 shows the uncertainties in organisation position (Abbott 2005).

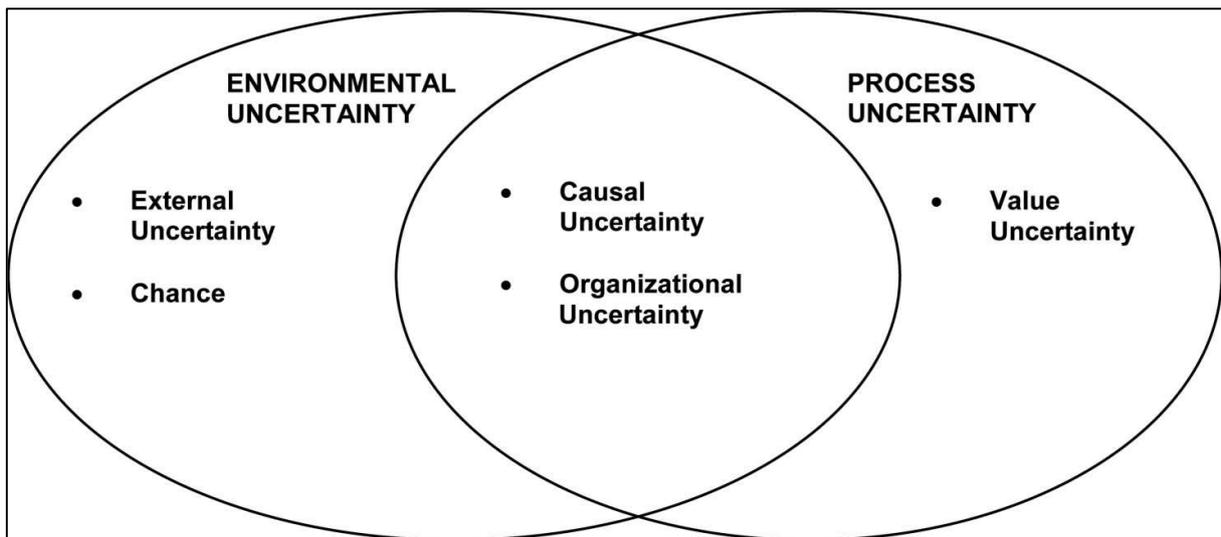


Figure 4. Dimension of Environmental and Process Uncertainty.
(Source: Abbott (2005))

Abbott (2005), put the position of organisational uncertainty in between the environmental uncertainty and process uncertainty, it mean that the organisational uncertainty can be influenced by environmental uncertainty and process uncertainty. In the spatial planning process discussion it is very difficult, or even impossible, to respond to a high degree of interdependency by introducing hierarchical governance structures. The governance structure and its governance capacity is strongly dependent on the institutional and spatial context. So, uncertainty in spatial planning can be caused by conflates of agents and structures entirely (Hodgson G 2004) and the transaction characteristics are related with

different organizational forms and the characteristic of inter organizational networks (Miharja 2009).

In conclusion, the government agencies coordination will influence transaction costs if the three dimension of transaction likes asset specificity, frequency and uncertainty occur in the coordination process. However, to identify transaction dimension in the government agencies coordination process, the study assumes as the characteristic such as asset specificity assume as authorities or position, power, and interest, frequency assume as ability to share the information, and uncertainty assume as absence of agreement and time limitation.

2.5 Conceptual Framework for the Study: Applying Transaction Costs Perspective in Coordination of Spatial Planning Process

The conceptual framework in this study discusses coordination between the actors in the process of planning. The coordination needs a rule to accommodate all of the actor interests and in the process, and sometimes the actors perception creates a gap and the gap become a problem in the process of planning. In spatial planning process, coordination in planning, implementing, and controlling/evaluating should arranged by a guidelines because the process cannot stand part by part. The process running together to achieve the aim of spatial planning.

In the government agencies relationship, the challenge is how to manage the coordination process between the government agencies because they have different authorities and the authorities creates the different interest in spatial planning process. The missing information can creates the transaction costs (Wukich 2011) and failure in delivering information in institutional analysis will also affected the government agencies and create transaction costs (Alexander 2001). According to the theories of spatial planning, evaluation, and transaction cost, in this sub chapter, the study attempt to build the conceptual frameworks to help analysis parts. In this term, planning position can be as an error controlled of regulation (McLoughlin 1969), evaluation as an activity part of decision making (Alexander 2006), and also assuming of transaction cost perspectives in coordination which consist of asset specificity, frequency, and uncertainty (Williamson 1996).

The conceptual of transaction costs perspectives in coordination between the government agencies, provides link between the spatial planning process and organisational structures (Alexander 1992), and also attempt to explain the conception of transaction costs influence the institutional of planning as an aspect of governance. The transaction costs perspective in the government agencies of spatial planning coordination, which is caused by

incomplete information and the missing link of information, can create the uncertainty and inefficiency. The government agencies work based on their responsibilities and it usually creates a sectoral ego and interest in each government agency to implement the program because the program implementation is associated with the government agencies budget.

Coordination problem in transaction costs perspective cannot be separated from the uncertainty in the coordination process. The coordination in government agencies is usually supported by the regulation as a guideline of coordination, and the system cannot work if there is a gap in the coordination process caused by the uncertainties. Correlation between the process of coordination and the uncertainty that the uncertainty is a key feature of transaction (Coase 1937) and uncertainty in spatial planning caused by the planning without goals and agreements between the actors (Christensen 1985). Uncertainty creates confusion between the agencies and it also leads to inaction or paralysis in the coordination process (Peterson et al 2003).

In conclusion of this sub chapter, connectivity between coordination and transaction costs perspective in spatial planning arrangement process is the coordination problem in spatial planning arrangement process caused by asset specificity, frequency/time, and the level of uncertainty. In this study, the three dimensions of transactions in coordination are assumed as Feiock (2007) explanation in his article "*rational choice and regional governance*" which detailed by information costs, negotiation costs, agency costs, and monitoring costs. The fourth of Feiock (2007) stated cost will be a basic assumption in coordination analysis of Jabodetabekpunjur spatial planning evaluation process and to identify the uncertainty of information, negotiation, monitoring, and agency. In Figure 5, the study attempts to explain the process of uncertainty indication in spatial planning policy arrangement coordination.

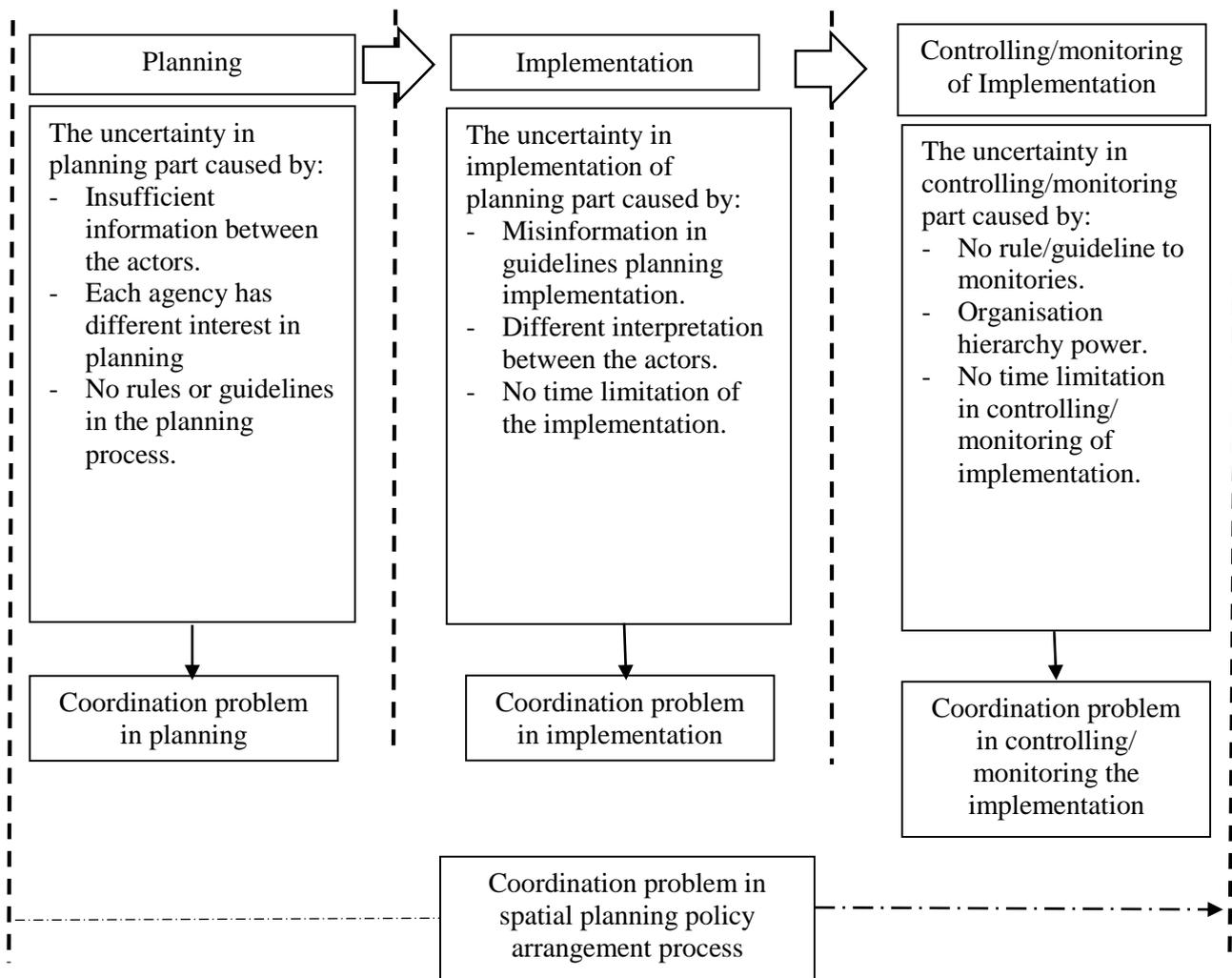


Figure 5. The uncertainty indication in spatial planning policy arrangement coordination process. (Source: According to Hodgson (2004); Abbot (2003); and Feiock (2007)).

Figure 5 show the coordination problem in spatial planning policy arrangement process caused by the uncertainty indication in each process. In planning process, uncertainty in coordination indicate caused by the insufficient information between the actors, different interest of planning result between the actors, and no guidelines like policy or rules in planning. Insufficient information can be a problem in coordination planning because the actors will do their interest according to their authorities only, and without exchanging the information, they do not know the interest between them. This condition almost happen in coordination between the government agencies and this condition creates a sectoral ego between the governmental agencies. Different interest of the agencies become uncertainty in planning because every government agencies in planning process coordination have different interest and if it is not accommodate each other, it will creates coordination gap between the

government agencies. Guidelines also important in coordination process, without guidelines the coordination will insufficient because the agencies tend to impose their interest in planning documents.

In implementation process, uncertainty in coordination indicate caused by misinformation in guideline planning implementation, different interpretation of planning implementation, and no time limitation of the planning implementation. Misinformation in guideline planning implementation can identify as uncertainty because the planning documents cannot be implemented accordance with the initial plan. Different interpretation of planning implantation because insufficient information between the agencies, and this condition creates uncertainty in coordination of spatial planning process. Time limitation is important in planning implementation because time can be a control equipment to finish the implementation, so if the planning implementation cannot limited by time, the implementation process will be uncertainty.

The last process is monitoring/controlling process, in this process uncertainty in coordination indicate caused by if in the monitoring process there are no rules/guidelines to monitories the process of implementation, the power of hierarchical organisation effect, and no time limitation of monitoring. The rules/guidelines in the monitoring process is important to guide the agencies which has authorities to monitories the process. The power of hierarchical organisation effect become uncertainty depend on the governmental system, top-down or bottom-up planning system, the two of planning the system have different characteristics in the level of governance and different characteristic of the uncertainty. The limitation of time also become uncertainty if there are no time periods in monitoring to finish the process.

From the three step of the process in spatial planning (planning, implementing, and monitoring), uncertainty in coordination between the government agencies whose involves in the process, generally the study assume it happened because of the insufficient information between the agencies, the guidelines rules and the commitment to enforce the guidelines rules, and the time schedule of the spatial planning process.

CHAPTER 3

RESEARCH METHODOLOGY

3.1. Introduction

This chapter discusses research methodology as a strategy to answer the research question. As mentioned in the first chapter, the objective of this research is to identify the government agencies coordination problems in the Jabodetabekpunjur spatial planning evaluation process and analyse why the evaluation process of spatial planning evaluation still unfinished. This research intends to achieve some recommendation for policy decision maker to reduce the obstacles problems and improve coordination in Jabodetabekpunjur spatial planning evaluation process. This chapter will start with explanation of how to conduct literature review in order to develop conceptual framework for this research. After sub chapter literature review, the next step is to discuss about case study, data collection and document analysis method to answer the research objective above.

3.2. Literature Review

Literature review is reviewing collective effort of many researchers who share their result with one another as a community as a process of creating knowledge (Neuman 2006). In this research, literature review useful for building foundation requires previous works or studies, and provide related concept and theoretical base (Rocco and Plakhotnik 2009). Furthermore, literature review support researcher to find out the gap between the theories.

This study using literature review such as spatial planning process arrangement, the evaluation in planning, transaction cost as a theory and transaction costs perspectives in coordination of spatial planning process. From the fourth of literature review points, the study attempt to conclude conceptual frameworks to enhance the analysis part.

The spatial planning process arrangement, this literature review of spatial planning arrangement use as a basic knowledge analysis to recognise the Jabodetabekpunjur spatial planning evaluation process and attempt to build a connection with the Jabodetabekpunjur spatial planning evaluation process. The literature review of spatial planning arrangement in the study use are the relevant spatial planning terms, process of spatial planning, coordination between the agencies in spatial planning process and conclude according to the literature review, the spatial planning arrangement to applicate in the case study analysis.

The evaluation in planning literature review discusses the evaluation position in the spatial planning process. The study divides literature review of evaluation in two ways,

evaluation as a general and evaluation as a step to control planning implementation. In Evaluation as a general terms, the study explores the literature of evaluation in spatial planning process and found that the evaluation is a step to control the planning implementation. The study identifies the literature review of evaluation position in the spatial planning process. Both of the literature review use to identify the position of evaluation in Jabodetabekpunjur spatial planning evaluation process. The study hopefully can analyse the position of evaluation in the Jabodetabekpunjur spatial planning evaluation process as policy evaluation process.

The literature review of transaction costs as a theory discuss the meaning of transaction costs from several ideas and recognise what part of the transaction costs theory can be used to answer the research questions. Correlation between transaction costs theory and coordination problem in spatial planning process become a main point to search the literature review. In the end of the transaction cost theory literature, the study conclude coordination in transaction costs perspective as a focus study analysis in the Jabodetabekpunjur spatial planning evaluation process arrangement.

The literature review discussion of spatial planning coordination from the transaction costs perspective have aim to recognize theoretical background of coordination process in the transaction costs perspective. This theoretical background use to build theoretical framework and help in analysis part to identify the coordination problem of Jabodetabekpunjur spatial planning evaluation process in transaction costs perspective.

The literature review sources mostly searched from digital sources of University of Groningen library and also website google scholar by identify the keywords of literature review in the form of digital books and digital articles. So, the literature review helps analysis as a theoretical framework to identify the coordination problems of Jabodetabekpunjur spatial planning evaluation process in transaction costs perspective. Figure 6 below show how literature review being manageable as summary working to build theoretical framework of the study (O'Leary 2013).

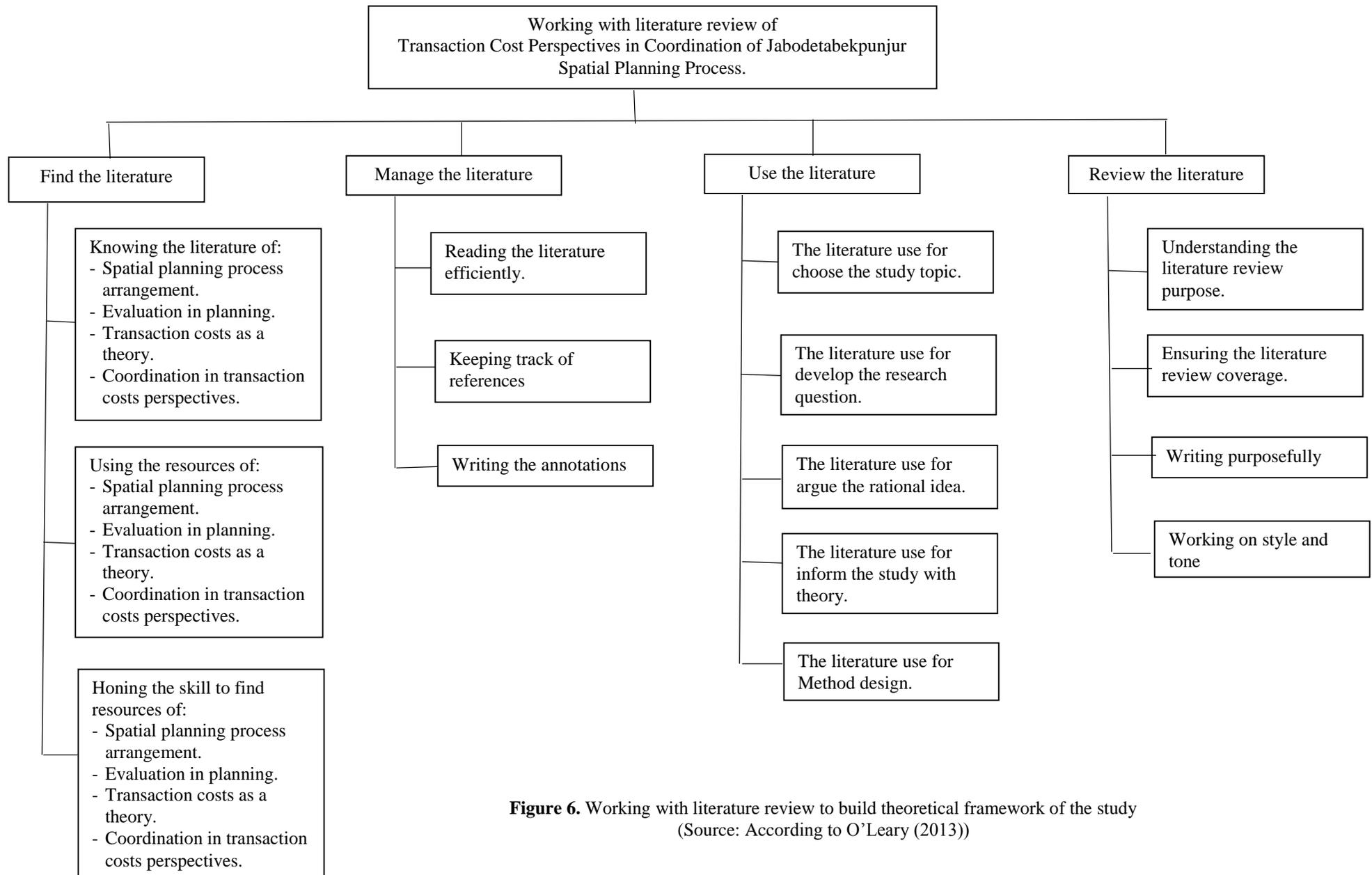


Figure 6. Working with literature review to build theoretical framework of the study
(Source: According to O’Leary (2013))

3.3. Case Study

Case study research is one of several forms of social science research (Yin 2013) which in this research, the case study is Jabodetabekpunjur spatial planning evaluation process. The case study investigates a process of spatial planning evaluation in Jabodetabekpunjur and focus on coordination between the government agencies in the spatial planning evaluation.

According to Yin (2013), case study can be limited to quantitative evidence, and can be useful method in doing an evaluation. He also explained that doing case study research mean cite cases decision of major focus of case studies and the citation of case study can be individuals, organisation, processes, programs, neighbourhood, institution, and event. There are four tactics to test the case study based on Yin (2013):

1. Construct validity.

Identifying correct operational measures for the concepts being studied. In case of Jabodetabekpunjur spatial planning evaluation process, the study focus on the process of coordination between the government agencies. The operational measures to collect the data, such as collecting responsibility data in each government agencies, policy which arrange the spatial planning, and information of the Jabodetabekpunjur from others study.

2. Internal validity.

Look up to establish causal relationship, whereby certain conditions are believed to lead to other conditions. In Jabodetabekpunjur spatial planning evaluation process, steps explanation from the internal validity process such as identify pattern of Jabodetabekpunjur spatial planning evaluation process, building the explanation and using the logic model to explain the pattern.

3. External Validity.

Defining the domain to which a study's finding can be generalized. The study use Jabodetabekpunjur spatial planning evaluation process as a single case study and this study focus on the relationship between the government agencies. However, the possibilities to use external validity develop according to the research finding, such as appropriate program in Jabodetabekpunjur spatial planning which influence the process of coordination between the government agencies.

4. Reliability.

Reliability can demonstrating the operations of a study-such as the data collection procedures. Data collection procedures in Jabodetabekpunjur spatial planning evaluation process consist of secondary data: document reports, policy documents, and updating

news and primary data: questionnaire to the government agencies in national, provincial and local to identify their opinion about Jabodetabekpunjur spatial planning evaluation process.

3.3.1. Jabodetabekpunjur Spatial Planning Evaluation Process as a case study

The case study of this research is Jabodetabekpunjur spatial planning evaluation process. The aim of the study is to investigate a contemporary phenomenon of the spatial planning evaluation process in Jabodetabekpunjur. Jabodetabekpunjur itself, according to the President regulation 54/2008 on Jabodetabekjur Spatial Planning area, the Jabodetabekpunjur area consist of a whole of the Province of the Special Region of Jakarta area; a part of the Province of West Java area including the Regency of Bekasi, the Municipality of Bekasi, the Municipality of Depok, the Regency of Bogor, the Municipality of Bogor, a part of the Regency of Cianjur including the Sub-District of Cugenang, the Sub-District of Pacet, the Sub-District of Sukaresmi and the Sub-District of Cipanas; A part of the Province of Banten area including the Regency of Tangerang, the Municipality of Tangerang, and new autonomous urban district according to Law 51/2008 on the Municipality of South Tangerang. The area has dependency each other, especially in development their land authority and this dependency causes complex problems in Jabodetabekpunjur area.

Jakarta area is in a lower area and contrast with a part of the Province of West Java area such as the Regency of Bogor, Municipality of Bogor, a part of the Regency of Cianjur including the Sub-District of Cugenang, the Sub-District of Pacet, the Sub-District of Sukaresmi and the Sub-District of Cipanas are located in an upper area. The lower area needs a support from the upper area, especially to reduce urban problem such as floods problem. That is why the Province of the Special Region of Jakarta area needs supports to reduce the urban problems from the surrounding area especially in spatial planning program. The President Regulation 54/2008, as a regulation to integrate the spatial planning in Jabodetabekpunjur, is not work effectively to accommodate the national and local interests. Furthermore, the regulation should be evaluated according to Law 26/2006 mandate.

In conclusion, the case study helps this research to understand the process of evaluation and government agencies coordination in Jabodetabekpunjur. Moreover, the case study also helps to identify the coordination problem between the government agencies from the transaction costs perspective and give the lesson for planners in Jabodetabekpunjur spatial planning evaluation process.

3.4. Data Collection

Finding credible data is a challenge for the researcher because to get the valid and reliable data, the researcher need accessibility to get the data, data expectation, and technical survey (O'Leary 2013). In the case of Jabodetabekpunjur spatial planning evaluation process, accessibility to get the data is important to plan because the case study location is in Indonesia, meanwhile I am doing the research in Groningen, The Netherlands. Data expectation for this studies are policy documents especially the spatial planning policy documents and spatial planning document report such as proceeding report and presentation files. Technical survey in Jabodetabekpunjur spatial planning evaluation process using questionnaire with open question and the respondent survey consist of the representatives from government agencies in national, provincial and local which involves in Jabodetabekpunjur spatial planning evaluation process. List of data collection in this study is showed in the table 3 below.

Table 2. List of Data Collection

No	Data	Type of Data	Source
1.	Policy documents: a. Law 26/2007 on Spatial Planning. b. Law 23/2014 on Local Government. c. Government Regulation 26/2009 on National Spatial Planning. d. President Regulation 54/2007 on Jabodetabekpunjur Spatial Planning Area.	Secondary data	The Ministry of State Secretary, the Republic of Indonesia. (www.setneg.go.id)
2.	Document report: a. <i>Pokok-pokok review perpres 54/2008 RTR Kawasan Perkotaan Jabodetabekpunjur</i> book report b. <i>Materi Teknis Penataan Ruang Kawasan Jabodetabekpunjur</i> book report. c. Presentation material: <i>Revisi Perpres 54/2008</i> d. Presentation material: <i>Kebijakan dan Strategi menuju RPJMN 2015-2019 Ditjen Penataan Ruang.</i>	Secondary data	The Ministry of Public Works, the Republic of Indonesia.
3.	Online news: a. The Jakarta post b. Liputan6.com c. Ministry of Public Works website d. DKI Province website e. West Java Province website	Secondary data	a. www.thejakartapost.com b. www.liputan6.com c. www.pu.go.id d. www.jakarta.go.id e. www.jabarprov.go.id.
4.	Questionnaire respondent: a. National: - Assistant Deputy of Spatial Planning and Development of Disadvantaged Regions Affairs, the Coordinator Ministry of Economic Affairs. - The Directorate General of Spatial Planning Directorate General, the Ministry of Agrarian Affairs and Spatial Planning.	Primary data	a. The Coordinator Ministry of Economic Affairs. b. The Ministry of Agrarian Affairs and Spatial Planning. c. The State Ministry of National Development Planning/National Planning Agency (Bappenas).

No	Data	Type of Data	Source
	<ul style="list-style-type: none"> - The Directorate of Land and Spatial, the Ministry of National Development Planning/National Development Planning Agency (Bappenas). - The Directorate of Spatial Planning and Environmental Facilitation Directorate, the Ministry of Home Affairs b. Provincial: <ul style="list-style-type: none"> - The Provincial Government of the Special Region of Jakarta. c. Local: <ul style="list-style-type: none"> - The Regency Government of Bogor. 	Primary data	<ul style="list-style-type: none"> d. The Coordinator Ministry of Economic Affairs. e. The Ministry of Agrarian Affairs and Spatial Planning. f. The State Ministry of National Development Planning/National Planning Agency (Bappenas). g. The Ministry of Home Affairs. h. The Government of DKI Jakarta Province. i. The Government of Bogor Regency.

3.5. Document Analysis Method

Document analysis is a systematic procedure for reviewing or evaluating documents both printed and electronic (computer based and internet transmitted) material (Bowen 2009). Bowen (2009), mentioned that the documents contain text and images and may be used for systematic evaluation as part of study. Document analysis procedure entails finding, selecting, appraising, and synthesising of data in the documents. Finding appropriate data to analyse is needed because the appropriate data of the study is a first step to support the research, the researcher should find the access to get the appropriate data to support the study. Selecting data is the second part of document analysis, the data that the researcher had been found need to select because not all the data appropriate to support the study. Appraising data is a step to analyse and identify the problem, and attempt to find cause and effect relationship between the problem and the data. In this part, the researcher need analysing skill to analyse the data and the case study problems. The last part is synthesising, this parts synthesise the analysis to find the problem solution in the study.

In the Jabodetabekpunjur spatial planning evaluation process, document analysis method is applied to identify secondary data. To identify the opinion from the government agencies, this study use questionnaire with open question. This study analysis the specific uses of document methods, and according to Bowen (2009) that there are five specific function of documentary material:

1. Documents can provide data on the context within which research participant operate a case of text providing context. Bearing witness to past events, documents provide background information as well as historical insight. Information and insight can help

researcher understand the historical roots of specific issues and can indicate the condition that impinge upon the phenomena currently under investigation.

2. Information contained in documents can suggest some questions that need to be asked and situation that need to be observed as part of the research.
3. Documents provide supplementary research data. Information and insight derived from documents can be valuable additions to a knowledge base.
4. Documents provide a means of tracking change and development.
5. Documents can be analysed as a way to verify finding or corroborate evidence from other source.

In Jabodetabekpunjur spatial planning evaluation process, the document analysis involves skimming, reading and interpretation of the researcher. The proceeding report document reading should skimming with the keywords of spatial planning or Jabodetabekpunjur evaluation process because this activity make the analysis easier and faster. Reading activity is used to read the important report which cannot read by skimming activity such as Law or Government policy documents. Interpretation activity in this study use to analyse the questionnaire based on respondent (government agencies) opinion about the Jabodetabekpunjur spatial planning evaluation process.

Document analysis is a process of evaluating documents in such way that empirical knowledge is produced and understanding is developed (Bowen 2009). It means that to evaluate document, the researcher's knowledge to understand the problem is important part to find the solution of the research problem. In Jabodetabekpunjur spatial planning evaluation process, the analysis method uses semi structure questionnaire using the form and compares what the document analysis found in Jabodetabekpunjur spatial planning evaluation process. The result of semi structure questionnaire analysis to answer the research questions.

CHAPTER IV
THE RESEARCH FINDING AND ANALYSIS OF COORDINATION IN
JABODETABEKPUNJUR SPATIAL PLANNING EVALUATION PROCESS FROM
TRANSACTION COSTS PERSPECTIVE

4.1. Introduction

Research findings are obtained through collecting data from secondary source, such as literature review, policy review, proceeding report, presentation material, and online newspapers, as well as the semi structured questionnaire result. These research findings will lead the researcher to make analysis and conclusions in answer the research questions. This chapter consists of the research finding part and analysis part. The research finding of coordination part is describes a documents finding, the government coordination, and the questionnaire result of Jabodetabekpunjur spatial planning process. Meanwhile, the analysis part is describes the analysis of between the government agencies coordination in Jabodetabekpunjur spatial planning evaluation process from the transaction costs perspective.

4.2. Research Finding of Coordination Process in Jabodetabekpunjur Spatial Planning Process

In this part, the discussion consists of Jabodetabekpunjur spatial planning evaluation process document finding, government agencies coordination in Jabodetabekpunjur and the result of questionnaire. Document review aims to identify the government agencies involved in the case study, their role and relationship, power and authorities, and to identify the programs associated with the Jabodetabekpunjur spatial planning evaluation process. The results of the questionnaire reveal the respondents' answers about the understanding, the obstacles, the influence of displacement responsibility, the opinion to solve the obstacles, and the cost of the respondent institutions paid to solve the obstacles in Jabodetabekpunjur spatial planning evaluation process. Especially for provincial and local government, the study enhance the additional question such as the position of their institutions in agreeing with the Jabodetabekpunjur spatial planning evaluation process, to identify the power of the provincial and local government to the process of Jabodetabekpunjur spatial planning evaluation.

4.2.1. Jabodetabekpunjur Spatial Planning Evaluation Process Document Finding

In document study of Jabodetabekpunjur spatial planning evaluation process, the study found the information that the Jabodetabekpunjur area is includes as a national economic corridor centre in Indonesia. This status has consequent that the Jabodetabekpunjur area should support the national economic and infrastructure development program (Ministry of Public Works, 2014). However, the President Regulation 54/2008 on Jabodetabekpunjur Spatial Planning Area, cannot accommodate several national programs such as infrastructure integration project. This condition creates a missing link of regulation to connect between the national, provincial and local interests.

To give a visual description of Jabodetabekpunjur area, figure 7, which shows the Jabodetabekpunjur area according to the President Regulation 54/2008 on Jabodetabekpunjur Spatial Planning Area is presented below.

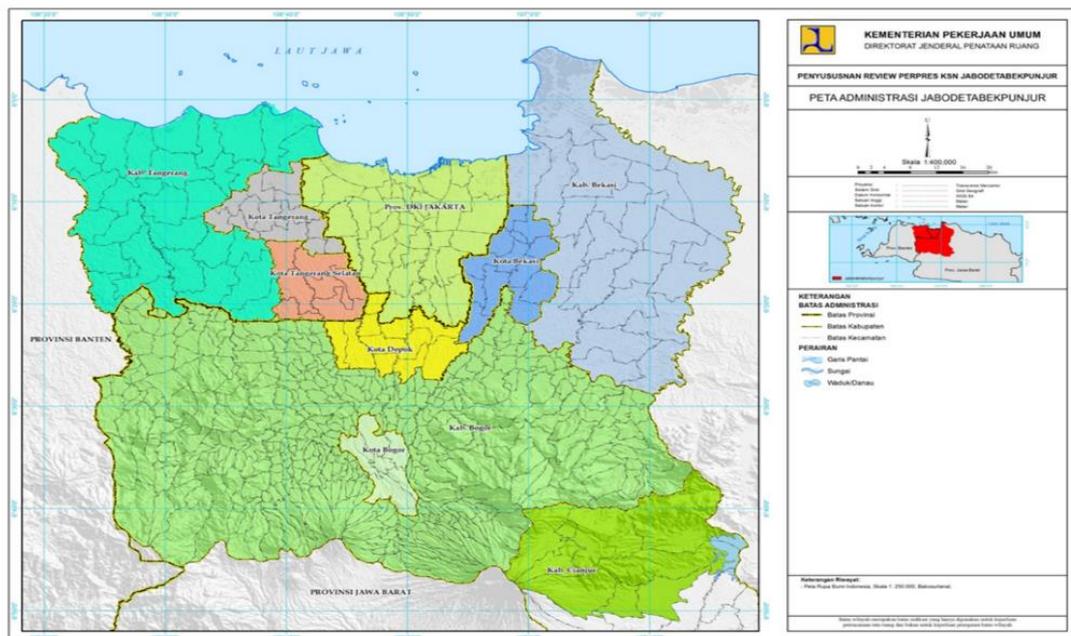


Figure 7. Map of Jabodetabekpunjur Area
(Source: Ministry of Public Works, 2014).

According to the data from the Ministry of Public Works in 2014, Jabodetabekpunjur area covered 7,508.83 km² including three provinces, five regencies and eleven municipalities. Population in Jabodetabekpunjur area in 2014 totally 28,114,280 person and the density rates of Jabodetabekpunjur area totally 3,744.15 km/person. The biggest population is in the Province of West Java with totally 13,372,989 person and the lowest is in the Province of Banten with totally 6,483,260 person. The densities population of Jabodetabekpunjur become a consideration to develop the infrastructure and the spatial planning programs. However, population growth in Jabodetabekpunjur is not balanced with

the spatial planning and infrastructures development programs. The unbalancing supplies and demands between the population and infrastructure development programs conducting problem in Jakarta, as a capital city of Indonesia. The problems such as traffic congestion, flood problem, and urbanisation are caused by the failed spatial planning integrated programs.

Currently, Jabodetabekpunjur area arranged by President Regulation 54/2008 on Jabodetabekpunjur Spatial Planning area. This regulation is unappropriated with the current situation because according to Law 26/2007 on Spatial Planning, the ragulation should be evaluated. Mandate from the Law 26/2007 clearly mentioned that Jabodetabekpunjur spatial planning term is valid until twenty years and it need to be reviewed once time in five years. The government through the Directorate General of Spatial Planning, the Ministry of Public Affairs reviewed the President Regulation in 2013 until in the middle of 2014 with the general results are showed in the table 3.

Table 3.
The review of Jabodetabekpunjur Spatial Planning Regulation.

SPATIAL PLANNING COMPONENT	REVIEW RESULT
Policy, aim, target, and strategy	Need to continue review with strategic development issues consideration.
Spatial Plan Structure	Unsynchronized between infrastructure development plan (MP3EI, MPA, Ministry of Transportation Planning, DKI Jakarta Province Spatial Planning, West Java Province Spatial Planning, and Banten Province Spatial Planning).
Preserving Area Plan	Unsynchronized in preserving area (for instance: Cagar Biosphere Cibodas Conception, Lake).
Cultivation Area Plan	<ol style="list-style-type: none"> 1. Nomenclature contradiction between the spatial pattern and other urban spatial planning in strategic national area. 2. Differentiate existing land use 2011-2012 toward President Regulation 54/2008 and conclude that 45% land use is appropriates, 44% is low appropriates, 5% is inappropriate, and 6% is no data.
Spatial Implementation Direction	Do not include five yearly main program indication
Spatial control implementation area	Do not include spatial control direction
Institution	Institutional arrangement is unclear

Source: Ministry of Public Works, 2014

Table 3 shows the result of the review on President Regulation 54/2008 on Jabodetabekpunjur spatial planning. The recommendation based on review of the President Regulation 54/2008 on Jabodetabekpunjur Spatial Planning is that the President Regulation 54/2008 should be revised. The revision decided by the review team, which consists of the

Ministry of Public Works, the Coordinator Ministry of Economic Affairs, the Ministry of Home Affairs, the State Ministry of National Development Planning/National Development Agency (Bappenas), the Ministry of Defence, the National Land Agency, the Ministry of Forestry, the Ministry of Industry, the Ministry of Maritime Affairs and Fishery, the Geospatial Information Agency and the State Secretary. The decision is written in the letter of decision No. 24/BA/RC/I/2014 on Jabodetabekpunjur spatial planning executive team meeting agreement.

In the document review of Jabodetabekpunjur, it was found that the President Regulation 54/2008 on Jabodetabekpunjur spatial planning area should be revised according to mandate of Law 26/2007 on Spatial Planning and the review decision from the Jabodetabekpunjur spatial planning executive team recommendation on 2014. However, the process of revision is still on going until now.

4.2.2. Government Agencies Coordination in Jabodetabekpunjur Spatial Planning Process

In the research finding, the study also identifies coordination between government agencies on Jabodetabekpunjur spatial planning evaluation process. In the level of national government agencies, all the member of the National Coordination Spatial Planning Board which is mentioned in the President Decision 4/2009 on National Coordination Spatial Planning Board/BKPRN involves, however not all of the government agencies become the main actors in Jabodetabekpunjur spatial planning evaluation process.

In the national level, the government agencies which become members of President Decision 4/2009 on the National Coordination Spatial Planning Board/BKPRN consist of the Coordinator Ministry of Economic Affairs as a chairman and member of BKPRN, the Ministry of Public Works as a Deputy of Chairman I and member of BKPRN, the Ministry of Home Affairs as a Deputy of Chairman II and member of BKPRN, the State Ministry of National Development Planning/National Development Planning Agency (BAPPENAS) as a secretary and member of BKPRN, the Ministry of Defence, the Ministry of Energy and Natural Resources, the Ministry of Industrial Affair, the Ministry of Forestry, the Ministry of Farming, the Ministry of Transportation, the Ministry of Maritime Affairs and Fishery, the State Ministry of Environment Affairs, the National Land Agency, and the Secretary of Cabinet.

In provincial and local level, the government agencies consist of the Provincial Government of the Special Region of Jakarta, the Provincial Government of West Java, and

the Provincial Government of Banten, the Municipality Government of Bogor, the Regency Government of Bogor, the Municipality Government of Depok, the Municipality Government of Tangerang, the Regency Government of Tangerang, the Municipality Government of South Tangerang, the Municipality Government of Bekasi, the Regency Government of Bekasi, and the Regency Government of Cianjur.

The national government has authority to manage the strategic national area according to the Law 26/2007 on Spatial Planning including Jabodetabekpunjur spatial planning area which arranged by President Regulation 54/2008. However, Law 23/2014 on Local Government arrange that the local government has authorities to manage their own area. This condition creates dilemma to integrate the program in Jabodetabekpunjur area because between national, provincial and local has their own interests (Ministry of Public Works, 2014). Moreover, according to the President Regulation 7/2015 on the State Ministry Organisation, the spatial planning affairs authority has been displaced from the Ministry of Public Works to the Ministry of Agrarian Affairs and Spatial Planning.

Now, the study attempt to describe the government coordination between the national, provincial and local in Jabodetabekpunjur spatial planning evaluation process according to the Law 26/2007 on Spatial Planning, the Law 23/2014 on Local Government, Law 39/2008 on State Ministry, Government Regulation 26/2009 on National Spatial Planning, President Regulation 54/2008 on Jabodetabekpunjur Spatial Planning Area, and the President Regulation 7/2015 on State Ministry Organisation. Figure 8 shows coordination of the government agencies in spatial planning evaluation process.

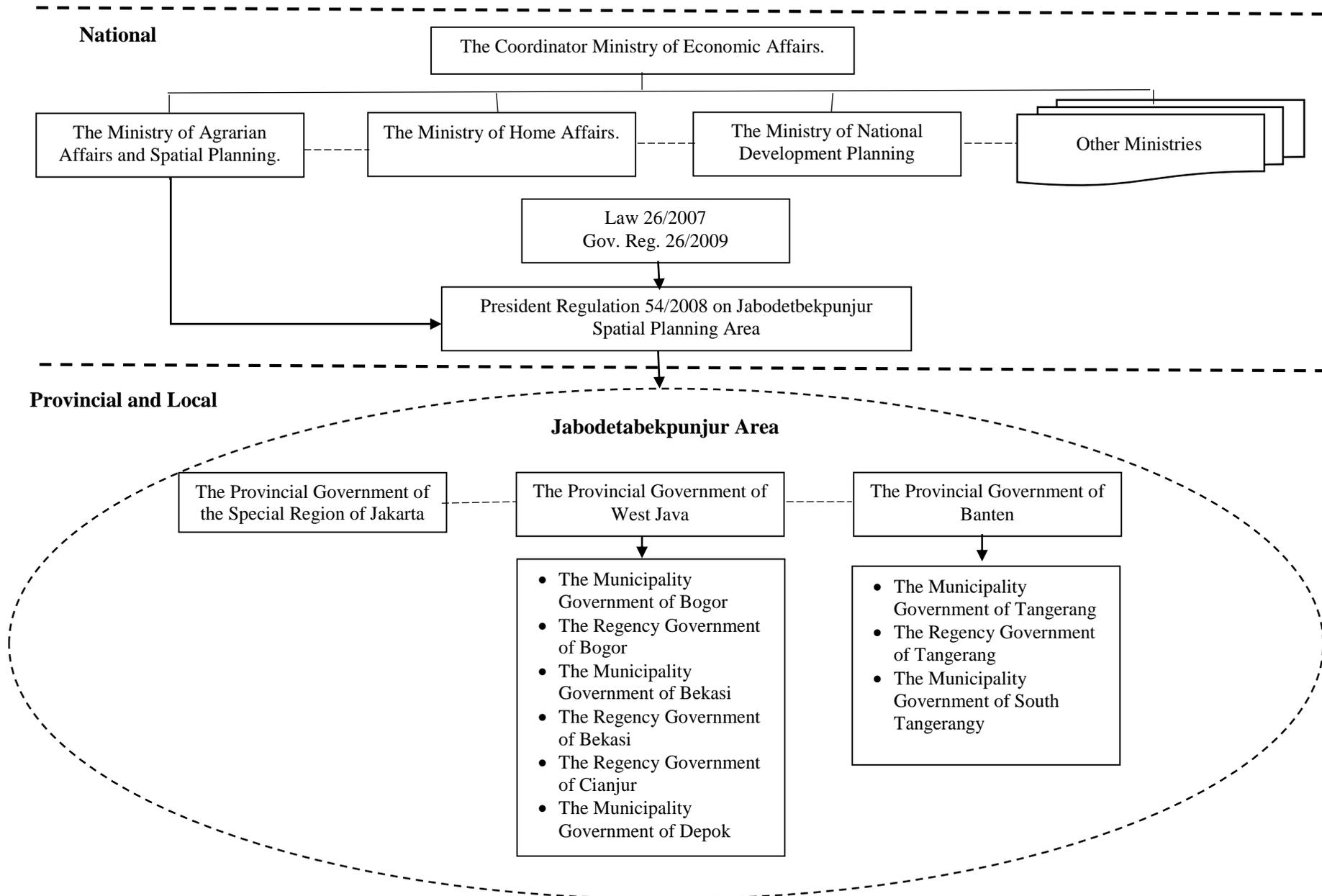


Figure 8.
 The government agencies coordination in spatial planning evaluation process.
 (Source: According to Law 26/2007; Gov.Reg 26/2009; Pres.Reg 54/2008)

Figure 8 shows the relationship of government agencies in Jabodetabekpunjur spatial planning evaluation process. In the national level, technical coordinator to evaluate the President Regulation 54/2008 is the Ministry of Agrarian Affairs and Spatial Planning, previously this position was held by the Ministry of Public Works. The Coordinator Ministry of Economic Affairs, as a head of the National Coordination Spatial Planning Board/BKPRN, has a role to coordinate the spatial planning programs between the ministries under the BKPRN coordination. The Ministry of National Development Planning has a role to arrange the spatial planning program and propose the budget of the programs in the national budgeting systems. The Ministry of Home Affairs has a role to coordinate between the ministries to the provincial and local governments, and also evaluates the local rules of spatial planning. Other ministries which joined in National Coordination Spatial Planning Board/BKPRN supporting the evaluation process program.

According to the President Decision 4/2009, the National Coordination Spatial Planning Board/BKPRN should report the activities to the President of Republic Indonesia every six month. This schedule become annual meeting of the National Coordination Spatial Planning Board/BKPRN to coordinate the spatial planning program. Meanwhile, the real situation cannot waiting until six month to discuss the spatial planning problems. This is become an obstacle in coordination of spatial planning in national level.

In provincial and local level, each government agency in provincial and local give input to integrated their local spatial planning and the national spatial planning, and also program synchronisation between the national, provincial and local. The Law 26/2008 and Government Regulation 26/2009 mention that the strategic national area is arranged by the national government. However the provincial and local governments have their own autonomy to manage their area. That is why the Jabodetabekpunjur spatial planning policy was created as a bridge to accommodate the national, provincial and local interests.

4.2.3. The Government Agencies Semi Structured Questionnaire Result

In this study, the government agencies who involves in the Jabodetabekpunjur spatial planning evaluation process has been interviewed. The aim of the interview is to identify the opinion from the government agencies to Jabodetabekpunjur spatial planning evaluation process. The government agencies represented by national, provincial and local levels consist of the Director General of Spatial Planning, the Ministry of Agrarian Affairs and Spatial Planning; the Director of Spatial Planning and Land, the Ministry of National Development Planning/National Development Planning Agency (Bappenas); the Director of Spatial

Planning and Environmental Facilitation, the Ministry of Home Affairs, Assistant Deputy of Spatial Planning and Development of Disadvantaged Regions Affairs, the Coordinating Ministry of Economic Affairs; the Planning and Development Agency of Provincial of the Special Region of Jakarta; and the Planning and Development Agency Regency of Bogor.

The study should confess that the questionnaire results have weakness because the process to collect the information uses a semi structured questionnaire form. In collecting primary data, it is almost impossible to interview the directors directly because the location and time reason of the case study. The case study is in Indonesia, meanwhile the place that the study researcher should have to finish the study is in Groningen Netherlands. So, the impact to the result of the primary data collection is in the questionnaire data collection, the study does not have a chance to dig deep inside information from the respondent directly.

The questionnaire result can be compared with the document finding to recognise the government agencies coordination in Jabodetabekpunjur spatial planning evaluation process from the transaction perspectives. The table 4 and table 5 shows the government agencies questionnaire result which represented by the Director General of Spatial Planning, the Ministry of Agrarian Affairs and Spatial Planning; the Director of Spatial Planning and Land, the Ministry of National Development Planning/National Development Planning Agency (Bappenas); the Director of Spatial Planning and Environmental Facilitation, the Ministry of Home Affairs, Assistant Deputy of Spatial Planning and Development of Disadvantaged Regions Affairs, the Coordinating Ministry of Economic Affairs; the Planning and Development Agency of Provincial of the Special Region of Jakarta; and the Planning and Development Agency Regency of Bogor.

Table 4. National Government Agencies Semi Structure Questionnaire Results

No.	Interview Question	The Director General of Spatial Planning, the Ministry of Agrarian Affairs and Spatial Planning	The Director of Spatial Planning and Land, the Ministry of National Development Planning/Bappenas	The Director of Spatial Planning and Environmental Facilitation, the Ministry of Home Affairs	Assistant Deputy of Spatial Planning and Development of Disadvantaged Regions Affairs, the Coordinating Ministry of Economic Affairs.
1.	How is the process of Jabodetabekpunjur Spatial Planning now?	<p>Jabodetabekpunjur spatial planning process basically according to the spatial planning process.</p> <p>Jabodetabekpunjur spatial planning has been arranged by the President Regulation 54/2008, however according to the Law 26/2007 on Spatial Planning gives mandate that President Regulation 54/2008 should be revised because it has been enacted over 5 (five) years.</p>	<p>a. Jabodetabekpunjur spatial planning area consist of an effort to get spatial planning goals toward planning, implementing and controlling the spatial planning, according to the President Regulation 54/2008 on Jabodetabekpunjur spatial planning area.</p> <p>b. The problem in Jabodetabekpunjur occur before and after the President Regulation enacted such as environmental degradation, waste management, traffic congestion, flood problem, unemployed, law, and security problem.</p> <p>c. The implementation of President Regulation 54/2008 to handle the Jabodetabekpunjur spatial planning problems still not working properly because of the incoordination problem.</p> <p>d. Cooperation development board (BKSP) Jabodetabekpunjur, as a coordination board between the institutions in Jabodetabekpunjur, is not working properly and tend to</p>	<p>a. President Regulation 54/2008 on Jabodetabekpunjur Spatial Planning Area has time to be reviewed, because it has been run in five years. The reviewed process mandated by the article 68 sub article 1, President Regulation 54/2008 which explain that Jabodetabekpunjur spatial planning term valid until 20 (twenty) years and it must be reviewed 1 (one) time in a 5 (five) years.</p> <p>b. In the implementation program, President Regulation 54/200 implemented not as an expected, because there are several conflict in spatial planning and these conflict can be obstacles in Jabodetabekpunjur area development, the conflicts are:</p> <ul style="list-style-type: none"> • Spatial planning conflict in Jabodetabekpunjur area physic development. Such as: Peace and Security center development 	<p>Spatial planning process began from the enacting of Law 26/2007 on Spatial Planning. One of the mandate in that Law is Jabodetabekpunjur spatial planning area. Substances of Jabodetabekpunjur spatial planning discuss in the National Spatial Planning Coordination Board (BKPRN) with leading sector is Spatial Planning Directorate General, the Ministry of Public Works. Spatial planning process basically is a compromise process, each Regent, Mayor and Governor giving inputs, opinion and agreement. The concept of Jabodetabekpunjur is integrated management process from upstream and downstream. Besides that, National Coordinator for Survey and Mapping Agency (Bakosurtanal) involves in the technical imaging process.</p>

			<p>ineffective. For instance to handle the flood problem coordination between the upstream area, middle and downstream area in Jabodetabekpunjur.</p> <p>e. One of the mandate in President Regulation 54/2008 is institution coordination. Technical coordination in Jabodetabekpunjur spatial planning as strategic area should be did by a Minister. Until 2014, there are no Minister who handle spatial planning specifically and the consequence is coordination of each programs, which should be did by the Ministries in national level, are uncoordinated.</p> <p>f. President Regulation 54/2008 has not appropriate to prevent the environmental dynamically, national regulation changing especially in national development program, and the directions in President Regulation 54/2008 implementation are still general and undetailed.</p> <p>g. On Mei 2013 until November 2014, President Regulation 54/2008 has been reviewed.</p> <p>h. The review process lead by Directorate General of Spatial Planning, the Ministry of Public Works, as a coordinator of the activity.</p>	<p>planning in Citereup, Bogor Regency, Pondok Makmur development field in Bekasi Regency, Disaster Recovery Centre (DRC) in Cianjur Regency. To reduce the spatial conflict, BKPRN had been discussed and gave recommendations.</p> <ul style="list-style-type: none"> • There are several built up lands which has been existed before Jabodetabekpunjur spatial planning enacted. Such as Ciloto area, in Cianjur Regency. This area has decided as a protection area, however in reality, the development mostly dominated by housing, commercial and services area. <p>c. It is still not yet integrated program between 45 Metropolitan Priority Area (MPA) and President Regulation 54/2008 program implementation.</p> <p>d. It is still not yet integrated program between Jakarta Coastal Development (JCD) program and President Regulation 54/2008 program implementation.</p> <p>e. Jabodetabekpunjur institution management still not effective because there are no</p>	
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2.	<p>Can you explain the institutions which involves in the Jabodetabekpunjur spatial planning evaluation process? And where is the position of the respondent institution in the process?</p>	<p>Institution which involves in Jabodetabekpunjur spatial planning process:</p> <ol style="list-style-type: none"> The Ministries which involves in National Spatial Planning Coordination Board. Province and Local Government in Jabodetabekpunjur. Jabodetabekpunjur cooperation development board. Professional association. Academician. <p>The Ministry of Agrarian Affairs and Spatial Planning position is as a part of the in National Spatial Planning Coordination Board and the technical institution to implement the Jabodetabekpunjur spatial planning process.</p>	<p>The institutions which involves in Jabodetabekpunjur Spatial Planning process:</p> <ol style="list-style-type: none"> The Coordinator Ministry of Economic Affairs. The Secretary Cabinet. The State Ministry of Environmental Affairs. The Ministry of National Development Planning/Bappenas. The Ministry of Forestry. The Ministry of Transportation. The National Aeronautics and Space Agency/LAPAN. The Geospatial Information Agency. The Ministry of Public Works (Coordinator). The Ministry of Home Affairs. The Geology Affairs Agency. The Ministry of Energy and Mineral Resources The Ministry of Public Housing. The Ministry of Industry. The Ministry of Marine and Fisheries. 	<ol style="list-style-type: none"> Ministry of Agrarian Affairs and Spatial Planning (Technical initiator/vice head I BKPRN) Coordinator Ministry of Economic Affairs (Head of BKPRN) Ministry of Home Affairs (vice head I BKPRN) Secretariat of Cabinet State Ministry of National Development Planning/Bappenas Others technical ministry at BKPRN. 	<p>The institutions which involves in the National Spatial Planning Coordination Board (BKPRN) such as:</p> <ol style="list-style-type: none"> The Ministry of Public Works. The Ministry of Home Affairs. The Coordination Ministry of Economic Affairs. The Ministry of Forestry. The Ministry of Environmental. The Ministry of Farming. The National Land Agency. The Ministry of Transportation. The Ministry of National Development Planning/Bappenas. Development Planning Agency/Bappeda of DKI Jakarta, West Java and Banten Provinces Development Planning Agency/Bappeda Bogor, Tangerang, Bekasi and Cianjur Regencies Development Planning

			<p>16. The National Land Agency.</p> <p>17. The Ministry of Defence.</p> <p>18. The Development Planning Agency/Bappeda of DKI Jakarta, West Java and Banten Provinces.</p> <p>19. The Development Planning Agency/Bappeda Bogor, Tangerang, Bekasi and Cianjur Regencies Development Planning Agency</p> <p>20. The Development Planning Agency/Bappeda of Bogor, Tangerang, Bekasi and Depok Municipalities.</p> <p>21. The Jabodetabekpunjur development and cooperation board.</p> <p>Position of State Ministry of National Development Planning/Bappenas as a secretary including a member of National Coordination Spatial Planning Board (BKPRN).</p>		<p>Agency</p> <p>12. Development Planning Agency/Bappeda of Bogor, Tangerang, Bekasi and Depok Municipalities.</p>
3.	<p>What are the obstacles factor in Jabodetabekpunjur spatial planning evaluation process?</p>	<p>a. Technical factors:</p> <ul style="list-style-type: none"> • Nomenclature differentiation between the President Regulation of Jabodetabekpunjur Spatial Planning. • Limitation data in Jabodetabekpunjur spatial planning. • Different nomenclature between provincial, regencies, and municipalities in Jabodetabekpunjur spatial 	<p>The revision of Jabodetabekpunjur spatial planning process activity has not been implemented until today.</p>	<p>a. Deciding revision process of President Regulation 54/2008 on Jabodetabekpunjur Spatial Planning through a long discussion until the last decision to revise the President Regulation 54/2008.</p> <p>b. After decided to revise, the next processes are formulate the problem inventories and the new academic manuscript.</p> <p>c. According to President Regulation 165/2014 on Ministry, The ministry which</p>	<p>There are several main obstacles, such as:</p> <ol style="list-style-type: none"> 1. Political process, some parties wants Jabodetabekpunjur developed by the Megapolitan concept which arrange the outside of the existing areas and influenced by agglomeration. 2. Sectoral institution policy sometime the coordination is slow, for instance in sustainable land farming

		<p>planning.</p> <ul style="list-style-type: none"> • Incompatibility between Jabodetabekpunjur spatial planning and infrastructure development plan. <p>b. Non-technical factors:</p> <ul style="list-style-type: none"> • The programs is not including the five years program indication. • The programs is not including implementation direction of spatial planning. • The institutional arrangement is unclear. 		<p>handled spatial planning technically changed from the Ministry of Public Works to the Ministry of Agrarian Affairs and Spatial Planning. The changes has consequence in organisational and program of President Regulation 54/2008 revision.</p> <p>d. President Regulation 54/2008 revision is not including in national legislation program 2015, so the revision of President Regulation 54/2008 is not priority.</p>	<p>concept, the Ministry of Farming do not attempt to invite public participation like in the Law mandate.</p> <p>3. Besides that, the infrastructure need is not based on the planning, but tend to the sectoral need.</p>
4.	Is there any Influences of political change and new ministry form in 2014 toward Jabodetabekpunjur spatial planning revision process?	<p>Yes, there is any the influence political changes in 2014. However, it is not dominant because in the Ministry of Agrarian Affairs and Spatial Planning, the focus of spatial planning is on the Land management affairs.</p>	<p>The impact of leadership changed in 2014 is the revision process of Jabodetabekpunjur spatial planning cannot be implemented, because the program implementation role after budgeting decision.</p>	<p>Yes.</p>	<p>Yes, which is the requirement of Jabodetabekpunjur spatial planning revision process acceleration with several infrastructure development programs especially after the decision of middle term national development planning (RPJMN).</p>
5.	How is your institution solving the obstacle in Jabodetabekpunjur spatial planning revision process?	<p>Coordination with the stakeholders in Jabodetabekpunjur spatial planning through National Spatial Planning Coordination Board forum.</p>	<p>One of our institution role activity is to ensure the revision process of Jabodetabekpunjur spatial planning as program which will be done by the partner Ministries, such as Directorate of Spatial Planning, the Ministry of Agrarian Affairs and Spatial Planning. The draft of revision has been listed in the Government Program Planning (RKP) 2015, and this activity become one of the <i>quick wins</i> target in 2015.</p>	<p>a. We have compiled the guidance module of strategic national area in 2013.</p> <p>b. In 2014, the module become a draft material of Minister of Home Affairs rules on national strategic area management. However, in the process of discussion, there is a problem in “minister” definition which has mandating in Law 26/2007 on Spatial Planning.</p> <p>c. In 2014, Ministry of Home Affairs arranged a meeting with inviting Province</p>	<p>To solve the obstacles in Jabodetabekpunjur spatial planning process, our institution doing coordination meeting intensively and field trip to strength the argumentation and development interest.</p>

				Governments and Local Governments in Jabodetabekpunjur area to discuss Jabodetabekjur Megapolitan concept and the concept was rejected.	
6.	What kind of the costs which spent by your institution to solve the obstacles in Jabodetabekpunjur spatial planning revision process?	<ul style="list-style-type: none"> a. Data survey and field survey costs. b. Basic map repairmen, analysis map, and planning map costs. c. The expert costs. d. Meeting and discussion costs. 	All of the budgeting program in revision process of President Rgulation 54/2008 on Jabodetabekpunjur spatial planning area allocated in the Ministry of Agrarian Affairs and Spatial Planning/BPN.	<ul style="list-style-type: none"> 1. Module arrangement costs 2. Discussion and meeting costs 	<ul style="list-style-type: none"> 1. Coordination meeting in the office intensively (twice in a month) with the cost 14.47 million rupiahs/year. 2. Field trip (once in a month) approximately 87 million rupiahs/year. 3. Focus group discussion (once in three month) approximately 140 million rupiahs/year.

Source: Semi Structured Questions results analysis.

Table 5. Provincial and Local Government Agencies Semi Structure Questionnaire Results

No.	Interview Question	The Province of the special region of Jakarta Development and Planning Agency	The Regency of Bogor Development and Planning Agency
1.	How is the process of Jabodetabekpunjur Spatial Planning now?	Jabodetabekpunjur spatial planning process implemented by the Ministry of Agrarian Affairs and Spatial Planning, previously the Ministry of Public Works, and DKI Jakarta province invited by Directorate General of Spatial Planning to give some inputs in the process of Jabodetabekpunjur spatial planning evaluation.	The Regency of Bogor as one of the regency that the spatial planning had appropriate with the Law 26/2007, Government Regulation 26/2008, and President Regulation 54/2008. However, the President Regulation 54/2008 in operational has problems such as protection area decision. The Jabodetabekpunjur Cooperation Board is not working optimally as facilitator spatial planning cooperation and in conclusion, the spatial planning controlling has limitation only in the process of spatial planning arrangement.
2.	According to your opinion, is your institution in agreeing the position with the Jabodetabekpunjur spatial planning revision? And if you were disagree with the revision result, can your institution rejected it?	DKI Jakarta province government through Development and Planning Agency involves in the Jabodetabekpunjur spatial planning evaluation process discussion. If there are some disagreement of the process, Development and Planning Agency will be delivered in the discussion forum.	So far, we still not received the draft of Jabodetabekpunjur spatial planning evaluation. Bogor regency in agree position to support the revision of Jabodetabekpunjur spatial planning evaluation.
3.	What are the obstacles factor in Jabodetabekpunjur spatial planning revision process?	<p>a. GIS map database in each Regencies and Municipalities in Jabodetabekpunjur area are difference in the detail. This is become an obstacles to synchronize and harmonizes the spatial planning in Jabodetabekpunjur border area.</p> <p>b. The Institution which has responsibility in implementing and controlling of the Jabodetabekpunjur spatial planning is unclear, so it is hard to coordinate if the implanting and controlling steps has a problem.</p>	The obstacles is the less detail of Jabodetabekpunjur map scale, because in the current development, Jabodetabekpunjur spatial planning need intervention from the national government.
4.	Is there any the Influences of political change and new ministry form in 2014 toward Jabodetabekpunjur spatial planning revision process?	After the spatial planning displacement responsibility from Ministry of Public Works to the Ministry of Agrarian Affairs and Spatial Planning, DKI Jakarta has not been invited to discuss the evaluation process.	Yes it has an impact for Regency of Bogor, especially in the flow of coordination in Jabodetabekpunjur Spatial Planning Process.
5.	How is your institution solving the obstacle in Jabodetabekpunjur spatial planning revision process?	There was an error in North Jakarta map and it is including in the strategic national area. The error problem has been informed to the Directorate General of Spatial Planning and gave them the spatial data	Until now, Bogor Regency only waiting the result because the role of Bogor Regency in Jabodetabekpunjur spatial planning arrangement is uninformed.

		(GIS). After checked, the error was in Jabodetabekpunjur map.	
6.	What kind of the Costs which spent by your institution to solve the obstacles in Jabodetabekpunjur spatial planning revision process?	The Province of the special region of Jakarta Government only spend the costs appropriate with their authorities only. All of the costs in the Jabodetabekpunjur spatial planning has been allocated in the Directorate General of Spatial Planning.	There are no budget which preparing in Bogor Regency because the budget in Bogor regency is only for coordination Bogor regency spatial planning only.

Source: Semi Structured Questions results analysis.

Table 4 and table 5, explains the semi structured questionnaire results from the government agencies which role as a key actors in Jabodetabekpunjur spatial planning evaluation process, and the questionnaire has aim to know the actors opinion in this study case. According to the interview analysis, Directorate of Spatial Planning, the Ministry of Agrarian Affairs and Spatial Planning role as technical coordinator in Jabodetabekpunjur spatial planning evaluation process and to lead the process of coordination with other institutions. This ministry has a position as the first vice chairman including a member of the National Coordination Spatial Planning Board (BKPRN). Other institutions such as the Director of Spatial Planning and Land, the Ministry of National Development Planning /Bappenas position as a secretary including a member of National Coordination Spatial Planning Board (BKPRN). The Director of Spatial Planning and Environmental Facilitation, the Ministry of Home Affairs, has position as a second vice chairman including a member of National Coordination Spatial Planning Board (BKPRN). Assistant Deputy of Spatial Planning and Development of Disadvantaged Regions Affairs, the Coordinating Ministry of Economic Affairs has a position as a chairman including a member of National Coordination Spatial Planning Board (BKPRN). Province of the Special Region of Jakarta Development Planning Agency, and the Regency of Bogor Development Planning Agency as a local government which has interests in the processes of Jabodetabekpunjur spatial planning evaluation program.

According to the questionnaire, in national government agencies opinion, the coordination problem in Jabodetabekpunjur spatial planning process caused by overlapping program between the national, provincial and local. Jabodetabekpunjur area from the national government agencies point of view that as a strategic national area and the centre of economic development, Jabodetabekpunjur area should accommodate the national development program, even though in reality the Jabodetabekpunjur spatial planning policy does not accommodate the national program. That is why the main reason the President Regulation 54/2008 on Jabodetabekpunjur spatial planning area need to be revised beside a mandate from Law 26/2007 on Spatial Planning.

Several institutional changed in national level also become a reason why the Jabodetabekpunjur spatial planning evaluation process is till on going, even though the reason is not significant influencing the process, but in program focus now the Ministry of Agrarian Affairs and Spatial Planning tends to focus on the spatial planning on the land management affairs. Also National Coordination Spatial Planning Board (BKPRN) as a national institution coordination of spatial planning does not work properly to coordinate the spatial planning between government agencies in national level, because there are several ministry implement their program without informed others ministry, so overlapping programs usually happened in Jabodetabekpunjur spatial planning area, such as in Ciloto area, the Regency of Cianjur, this area has been decided as a

protection area, however in reality the development area mostly dominated by housing, commercial and services. The Government Regency of Cianjur cannot be able to change this situation because those building was built before the decentralisation era and if the Regency Government of Cianjur wants to re-arrange the development area, the government needs a big effort and commitment to change the situation.

From the provincial and local government agencies opinion which represented by the Development Planning Agency, the Provincial Government of the Special Region of Jakarta and Development and Planning Agency, the Regency Government of Bogor gives their opinion from the local government agencies point of view, mostly they wants to joined and invited as a member in discussion process of Jabodetabekpunjur spatial planning evaluation, however since spatial planning affairs has been displaced from the Ministry of Public Works to the Ministry of Agrarian Affairs and Spatial Planning, the provincial and local governments never invited to discuss the evaluation process.

The opinion from the government agencies in Jabodetabekpunjur spatial planning evaluation process use in analysis as an input from the actors' point of view, and it will be compared by the document finding and the government agencies coordination in spatial planning process to evaluate the coordination problems in Jabodetabekpunjur spatial planning evaluation process from the transaction costs perspectives.

4.3. Analysis of Coordination between the Government Agencies in Jabodetabekpunjur Spatial Planning Evaluation Process from the Transaction Costs Perspectives

In the analysis part, the study concerning the government agencies coordination analysis of Jabodetabekpunjur spatial planning evaluation process, the study aims identifying the coordination between the government agencies in Jabodetabekpunjur spatial planning evaluation process, identifying the problems between the government agencies coordination in Jabodetabekpunjur spatial planning evaluation process, identifying the cause of delay in Jabodetabekpunjur spatial planning evaluation process, and the implication of the current spatial planning policies in in Jabodetabekpunjur spatial planning evaluation process.

The study attempt to develop the analysis from theoretical frameworks to identifies the cost of coordination, which consists of information/coordination costs, negotiation/division costs, enforcement/monitoring costs and agency costs. Therefore, to identify the problems in government agencies coordination, this study use Feiock (2007) coordination approach. The analysis of the government agencies coordination problem identification flow is presented in the figure 9 below.

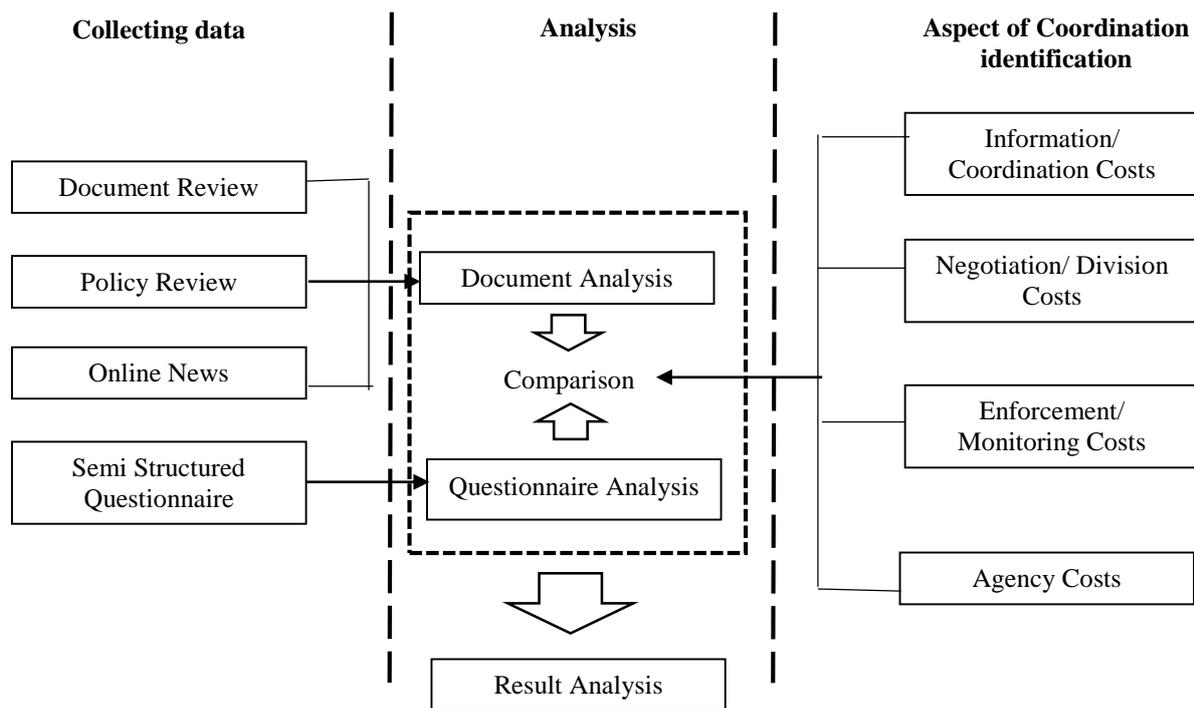


Figure 9. Analysis scheme the government agencies coordination problem identification from the transaction costs perspectives.

In the government agencies relationship, managing coordination process between the government agencies in Jabodetabekpunjur spatial planning evaluation process is a challenging because each government agencies in the process have different responsibilities and authorities in their field of work. The authorities' power usually creates a sectoral ego which caused by the different interest in the process, and because of the sectoral ego between the governmental agencies, they tend to hide the information each other's to protect their interest in Jabodetabekpunjur spatial planning evaluation process.

This study will identify the coordination of government agencies obstacles in Jabodetabekpunjur spatial planning evaluation process using Feiock (2007) concept. The concepts are identify the uncertainty in information, negotiation, agency, and monitoring between the governments agencies in Jabodetabekpunjur spatial planning evaluation process. With this process, the study attempt to elaborate the uncertainties according to the document reviews and questionnaire results. The aspects of discussion to identify the uncertainties of the government agencies coordination in Jabodetabekpunjur spatial planning evaluation process describes in table 6.

Table 6.
The aspects of discussion to identify the uncertainties of the government agencies coordination
In Jabodetabekpunjur spatial planning evaluation process

Analysis based.	Aspect of identification			
	Information/Coordination costs	Negotiation costs	Enforcement/Monitoring costs	Agency costs
Document analysis.	<ol style="list-style-type: none"> 1. Position of Government Agencies according to the policy documents. 2. Responsibilities and authorities of Government Agencies in the case study. 3. Spatial planning program identification in Jabodetabekpunjur. 	<ol style="list-style-type: none"> 1. Policy identification in the case study. 2. Spatial planning program agreement identification. 	<ol style="list-style-type: none"> 1. Monitoring tools identification aspect in the case study. 2. Standardization of enforcement aspect. 	<ol style="list-style-type: none"> 1. Bargaining position of Government Agencies according to the authorities in the case study. 2. Mechanism of coordination identification in the case study.
Government agencies questionnaire analysis.				
<ol style="list-style-type: none"> 1. National Government. <ol style="list-style-type: none"> a. The Coordinator Ministry of Economic Affairs. b. The Ministry of Agrarian Affairs and Spatial Planning c. The Ministry of Home Affairs. d. The State Ministry of National Development Planning/Bappenas. 	<ol style="list-style-type: none"> 1. Current process of spatial planning in Jabodetabekpunjur. 2. The institutions which involves in Jabodetabekpunjur spatial planning. 	<ol style="list-style-type: none"> 1. Current authorities of each national agencies in Jabodetabekpunjur spatial planning evaluation process. 2. The influence of responsibility changed caused by the new ministry establishment. 	Monitoring procedure in Jabodetabekpunjur spatial planning evaluation process.	Position of the government agencies in Jabodetabekpunjur spatial planning evaluation process.
<ol style="list-style-type: none"> 2. Provincial Government. (Province of DKI Jakarta). 	Current process of spatial planning in Jabodetabekpunjur (from the point of view of Provincial Government).	Bargaining position of Provincial Government in the agreement of Jabodetabekpunjur spatial planning evaluation result.	The position of Provincial Government in Monitoring of the Jabodetabekpunjur spatial planning evaluation process.	Position of the Provincial Government in Jabodetabekpunjur spatial planning evaluation process.
<ol style="list-style-type: none"> 3. Local Government. (Bogor Regency). 	Current process of spatial planning in Jabodetabekpunjur (from the point of view of Local Government).	Bargaining position of Local Government in the agreement of Jabodetabekpunjur spatial planning evaluation result.	The position of Local Government in Monitoring of the Jabodetabekpunjur spatial planning evaluation process.	Position of the Local Government in Jabodetabekpunjur spatial planning evaluation process.

Source: According to Feiock (2007).

4.3.1. The Information/Coordination Cost in Government Agencies Coordination of Jabodetabekpunjur Spatial Planning Evaluation Process

In the government agencies coordination of the Jabodetabekpunjur spatial planning evaluation process, information/coordination costs analysis is a critical problem in the joint provision of spatial planning evaluation process. The government agencies make orders to corporates and they consequently need to be able to identify opportunities for mutual gain by getting good information on who may be a good potential partner. However, when the information between the government agencies is imperfect and the resources are limited, finding other government agencies in a trial and error fashion will be highly unproductive and inefficient. The focus of this analysis is to identify the uncertainties and inefficiencies of government agencies coordination in the Jabodetabekpunjur spatial planning evaluation process.

Table 7 below identifies the government agencies coordination in the Jabodetabekpunjur spatial planning evaluation process, and elaborates the analysis done by comparing the document reviews and the questionnaire results.

Table 7. The Information/Coordination Cost Analysis in Government Agencies Coordination

Institution	Information/Coordination Costs	
	Questionnaire review	Document review
The Directorate of Spatial Planning, The Ministry of Agrarian Affairs and Spatial Planning.	<ol style="list-style-type: none"> Limited data in Jabodetabekpunjur spatial planning as strategic national area. Indication of five years main program is not included in the President Regulation 54/2008. Controlling in spatial planning direction is not included in the President Regulation 54/2008. Different object orientation, now under the Ministry of Agrarian Affairs and Spatial Planning, the object orientation of spatial planning arrangement tend to the land planning management. The institutional arrangement is unclear. 	<ol style="list-style-type: none"> According to the document review, position of the government agencies in Jabodetabekpunjur spatial planning evaluation process: <ol style="list-style-type: none"> The Ministry of Agrarian affairs and Spatial Planing (previously this authority on the Ministry of Public Works) as a technical coordinator to evaluate the process of Jabodetabekpunjur Spatial Planning. The State Ministry of National Development Planning/Bappenas as a supporting agency in national program arrangement. The Ministry of Home Affairs as a local government coordinator, the position also help technical coordinator to connect to the provincial and local government. The Coordinator Ministry of Economic Affairs as a ministry which coordinate all national government agencies program especially in economic development program including spatial planning development. Other Ministries support the Jabodetabekpunjur spatial planning evaluation process according to their authorities. National program such as metropolitan priority area (MPA) development program, and national capital integrated coastal development (NCICD) project cannot accommodate in the content of President Regulation 54/2008. National Coordination Spatial Planning Board (BKPRN) function according to President Decision 4/2005 on National Coordination Spatial Planning Board (BKPRN) as coordinator in spatial planning program, however with Jabodetabekpunjur cooperation board, the program is uncorrelated.
The Directorate of Land and Spatial Planning, The Ministry of National Development Planning/ Bappenas.	<ol style="list-style-type: none"> Coordination programs in Jabodetabekpunjur spatial planning evaluation process are not working properly. The performances of BKSP Jabodetabekpunjur, as a cooperation board between the three provinces in Jabodetabekpunjur area, has insufficient to coordinate the development programs of the three provinces. Until 2014, there are no ministry which has authority in spatial planning program implementation. This condition creates coordination problem in relationship between the government agencies. 	
The Directorate of Spatial Planning and Environmental facilitation, The Ministry of Home Affairs.	<ol style="list-style-type: none"> Conflict in spatial planning become an obstacles in Jabodetabekpunjur as a strategic national area development. The institutional relationship in Jabodetabekpunjur is unclear because there are no Minister rules or Standard Operational Procedure. There are no indication of program implementation in Jabodetabekpunjur as a strategic national area. 	
Assistant Deputy of Spatial Planning and Development of Disadvantaged Regions Affairs, The Coordination Ministry of Economic Affairs.	<ol style="list-style-type: none"> Political process in Jabodetabekpunjur become an obstacle caused by some of the government agencies wants Jabodetabekpunjur developed by Megapolitan concept. The infrastructure program in Jabodetabekpunjur based on the sectoral interest and not according to basic need. 	
The Province of Special Region of Jakarta Development Planning Agency.	<ol style="list-style-type: none"> Different mapping database creates the complicated of synchronization and harmonization between the government agencies in Jabodetabekpunjur. The institution which responsible in controlling the implementation of Jabodetabekpunjur spatial planning program is unclear. 	
The Regency of Bogor Development Planning Agency.	<ol style="list-style-type: none"> The performances of BKSP Jabodetabekpunjur, as a cooperation board between the three provinces in Jabodetabekpunjur area, has insufficient as a coordinator. The institutional problems are not inform in local level. 	

Source: Analysis result.

In the table 7, the information/coordination costs describe the cost in the context of identifying the opportunities for mutual gains and acquiring a good information on potential partners between the government agencies in Jabodetabekpunjur spatial planning evaluation process. The study found that the coordination problems which can potentially generate the information/coordination costs are:

1. The position of the Ministry of Public Works before 2014 was as a technical coordinator, but now after the Ministry of Agrarian Affairs and Spatial Planning establish, the technical coordinator of Jabodetabekpunjur spatial planning evaluation process was removed from the Ministry of Public Works to the Ministry of Agrarian Affairs and Spatial Planning. This removal of the authority is identified as a problem in coordination as according to the questionnaire answer.
2. The current Jabodetabekpunjur spatial planning regulation (President Regulation 54/2008) cannot accommodate the national program in Jabodetabekpunjur such as metropolitan priority area (MPA) development program and national capital integrated coastal development (NCICD). There is uncertainty between the national, provincial and local Government Agencies regarding the coordination because the regulation of Jabodetabekpunjur spatial planning is still unclear to accommodate the national spatial planning development program. On the other hand, the national program must be implemented as soon as possible because the programs are needed to cope with the Jabodetabekpunjur growth problems. This condition has forced the government agencies to do the trial and error spatial planning program, and it will be highly unproductive and insufficient (Feiock 2007).
3. The National Coordination Spatial Planning Board (BKPRN) and Jabodetabekpunjur cooperation board (BKSP), as a national and regional board, has not been able to integrate the spatial planning program. This can become a coordination uncertainties problem because the institutions under the coordination program will attempt to search an opportunity to create a mutual gain in doing their spatial planning development program.

4.3.2. The Negotiation/Division Costs in Government Agencies Coordination of Jabodetabekpunjur Spatial Planning Evaluation Process

Negotiation/division costs has an indicator that all parties involves must be able to agree on a division of their mutual gains. In my understanding, to create an agreement between the parties, it should be written in a contract or deal to give all parties reward and punishment, such as in the form of policy or regulation. Negotiation of equitable benefits will be affected by asymmetries in economic and political strength between the actors (Steinacker 2004), and bargaining position of the

actors is not only because of different interest and goals, but also because the actors power and political security (Feiock 2007).

Table 8 below identifies the negotiation/division costs in government agencies coordination of the Jabodetabekpunjur spatial planning evaluation process, and the comparison analysis between the document review and the questionnaire result.

Table 8. Negotiation/Division Costs Analysis in Government Agencies Coordination

Institution	Negotiation/Division Costs	
	Questionnaire Review	Document review
The Directorate of Spatial Planning, The Ministry of Agrarian Affairs and Spatial Planning.	<ol style="list-style-type: none"> 1. Difference nomenclature between the President Regulation 54/2008 and the President Regulation on National Strategic Area of Spatial Planning. 2. National strategic area limited data to arrange the Jabodetabekpunjur spatial planning. 3. Uncorrelated problem between national infrastructure programs and Jabodetabekpunjur spatial planning programs. 	<ol style="list-style-type: none"> 1. President regulation 54/2008 cannot accommodate the national program in Jabodetabekpunjur. However, the national program such as infrastructure program need to implement to reduce the effect of spatial growth in Jabodetabekpunjur. That is the reason why this evaluation process need to be revised soon, because if it is not finished soon, negotiation costs to implement the program will be happened. 2. In 2014, spatial planning regulation program including Jabodetabekpunjur spatial planning evaluation process has been moved from the Ministry of Public Works to the Ministry of Agrarian Affairs and Spatial Planning. This condition takes time to synchronize the spatial planning programs and also different orientation to focus the spatial planning. Now the spatial planning focus on land management.
The Directorate of Land and Spatial Planning, The Ministry of National Development Planning/ Bappenas.	<ol style="list-style-type: none"> 1. President regulation 54/2008 on Jabodetabekpunjur spatial planning area inappropriate with the dynamics spatial planning physical development. 2. One of the mandate from President Regulation 54/2008 is institutional coordination. Until 2014, there are no Minister which in charge in spatial planning affairs. 3. Revision of Jabodetabekpunjur spatial planning policy cannot implement because the establishment of new ministry and budget arrangement of the new ministry. 	
The Directorate of Spatial Planning and Environmental facilitation, The Ministry of Home Affairs.	<ol style="list-style-type: none"> 1. The implementation of the President Regulation 54/2008 on Jabodetabekpunjur spatial planning area cannot solve spatial planning conflict. 2. Unclear the strategic national area institutional arrangement because there are no policy or standardization to regulate it. 	
Assistant Deputy of Spatial Planning and Development of Disadvantaged Regions Affairs, The Coordination Ministry of Economic Affairs.	<ol style="list-style-type: none"> 1. Jabodetabekpunjur spatial planning arrangement is a compromise process between the actors. The Governor, the Mayor and the Regent. 2. Political pressure of Jabodetabekpunjur spatial planning development to keep run the concept of Megapolitan. 	
The Province of Special Region of Jakarta Development Planning Agency.	<ol style="list-style-type: none"> 1. After the change authority of the spatial planning affairs from the Ministry of Public Works to the Ministry of Agrarian Affairs and Spatial Planning, DKI Jakarta Provinces had never been invited to discuss the Jabodetabekpunjur Spatial Planning evaluation policy. 2. The institution to control the implementation of Jabodetabekpunjur spatial planning arrangement is unclear, so it make the process of coordination getting hard. 	
The Regency of Bogor Development Planning Agency.	<ol style="list-style-type: none"> 1. The spatial planning team evaluation still not socialize to the local level after the spatial planning affairs took over by the Ministry of Agrarian Affairs and Spatial Planning. 2. The continuity of secretariat Jabodetabekpunjur spatial planning evaluation team still unclear after the spatial planning affairs took over by the Ministry of Agrarian Affairs and Spatial Planning. 	

Source: Analysis result.

Table 8 compares the questionnaire review and document reviews to determine the negotiation costs in Jabodetabekpunjur spatial planning evaluation process. The bargaining position (Feiock 2007) and political strength between the actors (Steinacker 2004) are the key words to identify the negotiation/division costs in Jabodetabekpunjur spatial planning process. The problem of coordination in the Jabodetabekpunjur spatial planning process which can potentially generate negotiation/division costs are:

1. In infrastructure spatial planning, the national program in Jabodetabekpunjur need to be implemented as soon as possible. However, the regulation of Jabodetabekpunjur spatial planning is still in evaluation. This condition creates a dilemma regarding the decision to accelerate the planning implementation and the absence of regulation. The condition can creates negotiation costs because there is no agreement between the government agencies to implement the national program in the Jabodetabekpunjur area.
2. The Jabodetabekpunjur determination as a strategic national area has a consequence that every spatial planning implementation in the area should following regulation. Unfortunately, in Jabodetabekpunjur, there is not any minister rules nor clear standard operational procedures regarding the strategic national area management, which can lead uncertainties that may be problematic in negotiations. The rules are important to give direction in spatial planning management and avoid unnecessary actions.
3. Jabodetabekpunjur spatial planning arrangement is a compromise process between the government agencies in national, provincial, and local levels. It is prone to a lot of negotiations if there is not any fixed regulation in the process of spatial planning arrangement in the area.

4.3.3. The Enforcement/Monitoring Costs in Government Agencies Coordination of Jabodetabekpunjur Spatial Planning Evaluation Process

The Enforcement/monitoring costs can be low when there are credible commitments by the contracting parties to not defect (Feiock 2007). Enforcement is a commitment of an agreement between the actors, and it will become a cost if there are no commitment to run the agreement.

Table 9 shows the identification of enforcement/monitoring costs in government agencies coordination of Jabodetabekpunjur spatial planning evaluation process. The table compares the questionnaire review and document review.

Table 9.
Enforcement/monitoring Costs Analysis in Government Agencies Coordination

Institution	Enforcement/monitoring Uncertainties	
	Questionnaire review	Document review
The Directorate of Spatial Planning, The Ministry of Agrarian Affairs and Spatial Planning.	<ol style="list-style-type: none"> 1. In the Jabodetabekpunjur spatial planning evaluation process, in the review result, control of spatial planning not mention in the result. 2. The government agency evaluator of Jabodetabekpunjur spatial planning process still unclear, because in review process the institutional arrangement is not mention. 	<ol style="list-style-type: none"> 1. Unclear responsibilities who become controller in the Jabodetabekpunjur spatial planning process. I did not find explicitly the government agencies which has responsibility to control the appropriateness between the planning and the implementation in Jabodetabekpunjur spatial planning.
The Directorate of Land and Spatial Planning, The State Ministry of National Development Planning/ Bappenas.	<ol style="list-style-type: none"> 1. The revision process of Jabodetabekpunjur still delaying because the impact of new ministry establishment. 2. Jabodetabekpunjur spatial planning revision process will be implemented after the budget arrangement. 3. Jabodetabekpunjur spatial planning process include as one of the quick wins target in 2015. 	<ol style="list-style-type: none"> 2. In the process of Jabodetabekpunjur spatial planning evaluation, I did not find the time limitation in the process. The time limitation is necessary to give the government agencies a responsibility to finish the process of evaluation.
The Directorate of Spatial Planning and Environmental facilitation, The Ministry of Home Affairs.	<ol style="list-style-type: none"> 1. Unclear the strategic national area institutional arrangement because there are no policy or standardization to regulate it. 2. Institutional management in Jabodetabekpunjur is still unclear because there are no regulation to regulate the government agencies coordination in Jabodetabekpunjur spatial planning. 	
Assistant Deputy of Spatial Planning and Development of Disadvantaged Regions Affairs, The Coordination Ministry of Economic Affairs.	Jabodetabekpunjur spatial planning arrangement is a compromise process between the actors. The Governor, the Mayor and the Regent.	
The Province of Special Region of Jakarta Development Planning Agency.	Controlling mechanism from provincial and local government if the Government of DKI Jakarta disagree of the Jabodetabekpunjur spatial planning process decision, they would give their opinion in the meeting discussion. However since the authority of spatial planning removed, DKI Jakarta Provinces had never been invited to discuss the Jabodetabekpunjur Spatial Planning evaluation policy.	
The Regency of Bogor Development Planning Agency.	In the local level, institutional capacity building should be strength because coordination between the government agencies need a regulation to arrange the responsibilities in spatial planning.	

Source: Analysis result.

Table 9 compares the questionnaire review and document reviews to determine the monitoring costs in Jabodetabekpunjur spatial planning evaluation process. The problem of coordination in the Jabodetabekpunjur spatial planning evaluation process which can potentially generate enforcement/monitoring costs are:

1. Government agencies who become a controller in the Jabodetabekpunjur spatial planning process is unclear. This condition indicate creates monitoring costs because the government agencies which has responsibility to control the appropriateness between the planning and the implementation in Jabodetabekpunjur spatial planning is not explicit in the process.
2. In the process of Jabodetabekpunjur spatial planning evaluation, the time limitation is unclear. The time limitation become a monitoring tools to control the Jabodetabekpunjur spatial planning evaluation process and to give the government agencies a target to finish the regulation.

4.3.4. The Agency Costs in Government Agencies Coordination of Jabodetabekpunjur Spatial Planning Evaluation Process

The agency problem does not only influence the cost of reaching an agreement, but also the social benefit or efficiency of inter local agreements. Agency cost arises due to the preferences of public officials to negotiate inter local agreements may depart from the preference of citizens they represent (Feiock 2002). The manifested agency problem can be linked to the structure, powers, and political security of public offices because these arrangements influence the values of local official place on cooperative ventures, their timing, and uncertainty outcomes. The problem is usually found in regional versus local benefits and emphasized in regional governance arrangements. (Gerber and Gibson 2005).

In the government agencies coordination of Jabodetabekpunjur spatial planning evaluation process, agency costs are identified by comparison between the questionnaire review and document review and table 10 show the analysis of agency costs.

Table 10.
Agency Costs Analysis in Government Agencies Coordination

Institution	Agency Costs	
	Questionnaire review	Document review
The Directorate of Spatial Planning, The Ministry of Agrarian Affairs and Spatial Planning.	Institutional arrangement in Jabodetabekpunjur spatial planning is unclear, it caused by the unclear responsibility between the governments agencies in the Jabodetabekpunjur spatial planning evaluation process.	<ol style="list-style-type: none"> I did not find in the document review who the government agency has a control responsibilities in the Jabodetabekpunjur spatial planning process. Provincial and local government can reject the Jabodetabekpunjur spatial planning regulation according to the Law 23/2014 on Local Government because the spatial planning affairs is one of the obligatory affairs of local governments. So, if the jabodetabekpunjur spatial planning regulation cannot appropriate with the local spatial planning, the local government should give the inputs to the national government.
The Directorate of Land and Spatial Planning, The State Ministry of National Development Planning/ Bappenas.	<ol style="list-style-type: none"> Cooperation Development Board (BKSP) Jabodetabekpunjur still unable to be a coordinator programs from each provinces, municipalities and regencies in Jabodetabekpunjur area. Coordination spatial planning board (BKTRN) and Cooperation Development Board (BKSP) Jabodetabekpunjur works separately. 	
The Directorate of Spatial Planning and Environmental facilitation, The Ministry of Home Affairs.	<ol style="list-style-type: none"> Institution of Jabodetabekpunjur management still ineffective because there are no Ministry rules or operational standard on the strategic national area management organization. According to President Regulation 165/2014 on Ministry. The Ministry who has authority in technical spatial planning moved from the Ministry of Public Works to the Ministry of Agrarian Affairs and Spatial Planning. 	
Assistant Deputy of Spatial Planning and Development of Disadvantaged Regions Affairs, The Coordination Ministry of Economic Affairs.	Jabodetabekpunjur spatial planning based on compromise between the Governor, Mayor and Regent in Jabodetabekpunjur area	
The Province of Special Region of Jakarta Development Planning Agency.	Position of DKI Jakarta province in Jabodetabekpunjur spatial planning is in a given position to implement the regulation result. So, if the Government of DKI Jakarta disagree of the Jabodetabekpunjur spatial planning process decision, they would give their opinion in the meeting discussion.	
The Regency of Bogor Development Planning Agency.	Bogor regency has a same position with Jakarta. In government agencies position, Bogor regency only give the inputs in the discussion process.	

Source: Analysis result.

Table 10 shows comparison between the questionnaire reviews and document reviews to establish the agency costs in government agencies coordination of Jabodetabekpunjur spatial planning evaluation process. The problem of coordination in the Jabodetabekpunjur spatial planning evaluation process which can potentially generate agencies costs are:

1. Unclear responsibilities between the government agencies coordination in Jabodetabekpunjur spatial planning evaluation process, which indicates agency costs, as the responsibility is important as a work indicator of government agencies and measure their coordination work effectiveness in Jabodetabekpunjur spatial planning evaluation process.
2. The bargaining position of provincial and local government agencies are weak, because according to the in Jabodetabekpunjur spatial planning evaluation process, they are in a given position to implement the regulation result. However, according to UU 23/2014 on Local Government, the spatial planning affairs become obligatory affairs for local government. It means that the Provincial and Local government can refuse the Jabodetabekpunjur spatial planning President Regulation if the substances of the president regulation cannot appropriate with the provincial and local spatial planning. The provincial and local government should give inputs to the national governments to revise the overlapping spatial planning regulation. This condition can create the uncertainty in the government agencies relationship.

4.4. Result Analysis

It can be concluded from result of analysis of the government agencies coordination on the Jabodetabekpunjur spatial planning evaluation process that the problems of coordination are caused by:

1. The information costs of government agencies coordination in Jabodetabekpunjur spatial planning evaluation process happened due to the spatial planning affairs displacement of responsibility from the Ministry of Public Works to the Ministry of Agrarian Affairs and Spatial Planning, the unclear regulation of Jabodetabekpunjur spatial planning to accommodate the national spatial planning development program, and between the national board coordination (BKTRN) and the regional cooperation board (BKSP) of Jabodetabekpunjur has not be able to integrate the spatial planning program.
2. The negotiation costs of government agencies coordination in Jabodetabekpunjur spatial planning evaluation process happened because there is no agreement between the government agencies to implement the national program in Jabodetabekpunjur area, there is no minister rules or clear standard operational procedure in strategic national area management, and the

Jabodetabekpunjur spatial planning arrangement is a compromised process between the government agencies in national, provincial, and local levels.

3. The monitoring costs of government agencies coordination in Jabodetabekpunjur spatial planning evaluation process happened because the government agencies who become a controller in the Jabodetabekpunjur spatial planning process is unclear, and the time limit in the Jabodetabekpunjur spatial planning process is also unclear.
4. The agency costs of government agencies coordination in Jabodetabekpunjur spatial planning evaluation process happened because the responsibilities between the government agencies coordination in Jabodetabekpunjur spatial planning evaluation process is unclear, and the bargaining position of provincial and local government agencies are weak.

CHAPTER V

DISCUSSION AND CONCLUSION

5.1. Discussion.

In the Jabodetabekpunjur spatial planning evaluation process, the coordination between the government agencies in national, provincial and local levels concerning the problems in this study are identified by four groups in the transaction cost perspectives, namely: coordination costs, negotiation costs, monitoring costs, and agency costs (Feiock 2007). In each group, the government agencies coordination problems in Jabodetabekpunjur spatial planning evaluation process, as mentioned in the result analysis part are identified. It was revealed that the coordination problems between the government agencies in Jabodetabekpunjur spatial planning evaluation process are mostly dominated by unclear responsibilities between them.

Several explanations about the displacement of responsibility in the spatial planning affairs can be derived from the Ministry of Home Affairs and the Ministry of Agrarian Affairs and Spatial Planning in 2014, which impact the process of Jabodetabekpunjur spatial planning evaluation. Furthermore, even though the impact does not influence the process directly, it delays the process of Jabodetabekpunjur spatial planning evaluation. Other problems in the evaluation process includes time limitation of evaluation process, unclear responsibilities regarding who has controls over the spatial planning implementation, the absence of regulation to arrange Jabodetabekpunjur as a strategic national area, and an unclear institutional arrangement in Jabodetabekpunjur spatial planning evaluation process.

The coordination in Jabodetabekpunjur spatial planning area is now still following the President Regulation 54/2008 on Jabodetabekpunjur spatial planning area. However this regulation, according to the review team decision, should be revised because the President Regulation 54/2008 cannot accommodate the national program to the Jabodetabekpunjur as a strategic national area. Law 26/2007 on Spatial Planning gives a mandate, which indicates that the President Regulation 54/2008 must be evaluated because Jabodetabekpunjur Spatial Planning regulation enacted more than five years. As the Law 26/2007 on Spatial Planning mandate, in the article 68 sub article 1, clearly mentions, the President Regulation 54/2008 on the Jabodetabekpunjur spatial planning is valid for 20 (twenty) years and should be reviewed once time in every five years.

In the last discussion, the government agencies coordination problem in Jabodetabekpunjur spatial planning evaluation process occurs due to the unclear responsibility between the governments agencies in the process. As we know, the relationship of the government agencies in Indonesia always arranged by regulation. Therefore, in my opinion, clear responsibilities between the

governments agencies will help reduce the coordination problem in Jabodetabekpunjur spatial planning.

5.2. Conclusion

In conclusion, government agencies coordination in Jabodetabekpunjur spatial planning evaluation process is a process to unite the interests of government agencies in national, provincial and local levels. As the study has mentioned in the discussion above, clear responsibilities in the form of regulation between the governments agencies in Jabodetabekpunjur spatial planning evaluation process is an important issue to reduce the uncertainty and inefficiency in coordination process.

The first research question answer is the coordination between the governments agencies in Jabodetabekpunjur spatial planning evaluation process consist of the government agencies in national, provincial, local levels. The Ministry of Agrarian Affairs and Spatial Planning as a technical coordination in the evaluation process, lead the Jabodetabekpunjur spatial planning evaluation process. Previously this position was held by the Ministry of Public Works. Other ministries which has include in the National Coordination Spatial Planning Board/BKPRN support the evaluation process program. In provincial and local level, each government agencies in provincial and local gives input to integrated their local spatial planning and the national spatial planning, and also synchronisation the spatial planning program between the national, provincial and local. The law 26/2008 and Government Regulation 26/2009 mention that the strategic national area is arranged by the national government.

The second research question answer is the coordination problems of government agencies coordination in Jabodetabekpunjur spatial planning evaluation process caused by two main problems. First is spatial planning affairs displacement responsibility. The spatial planning affairs displacement responsibility, from the Ministry of Public Works to the Ministry of Agrarian Affairs and Spatial Planning, gives an impact to the evaluation process because the displacement not only on the responsibilities, but also on the programs and documents, and the human resources. Second is the unclear responsibility between the government agencies in the Jabodetabekpunjur spatial planning evaluation process. The unclear responsibility emerge due to the absence of regulation in the proses of evaluation.

The third research question answer is the delaying process in Jabodetabekpunjur spatial planning evaluation process caused by the absence of time limitation in the evaluation process. The absence of time limitation becomes an important issues regarding the fact that there is no certain time limit set in the Jabodetabekpunjur spatial planning evaluation process. This leads to create an

uncertainty and raises a big question of when the evaluation Jabodetabekpunjur spatial planning process will be finished.

The fourth research question answer is the implication of the current spatial planning policy to the case study shows that Law 26/2007 on spatial planning implication gives a mandate to the President Regulation 54/2008 that it must be revised because the president regulation cannot accommodate the national and regional interest in the Jabodetabekpunjur spatial planning as one of the strategic national area. So, the current spatial planning policies give implication that the regulation of the Jabodetabekpunjur spatial planning evaluation process should be finished.

CHAPTER VI

THE STUDY REFLECTION

In the study of Jabodetabekpunjur spatial planning evaluation process, the coordination between the government agencies giving a lesson for planners how important to work effective and efficient. The government agencies coordination in Jabodetabekpunjur spatial planning evaluation process shows to us that the important of clear regulation and time limitation in the government agencies coordination. The regulation can regulate the responsibilities of government agencies in Jabodetabekpunjur spatial planning evaluation process and time limitation can give the target to the government agencies when the evaluation process should be done.

After identifying the problem occurring in the government coordination in Jabodetabekpunjur spatial planning evaluation process, such as unclear responsibilities between the government agencies, spatial planning affairs displacement responsibilities in national level, and the absence of time limitation to finish the evaluation process, the study attempt suggest that the government agencies coordination should be improved through the several ways. First, the government agencies responsibility in the Jabodetabekpunjur spatial planning evaluation process should be regulated, because the institution which has an authority to control the evaluation process still unclear, that is why the responsibility of evaluation control should be worked under the institution which involves in the evaluation process. Second, the displacement responsibility from the Ministry of Public Works to the Ministry of Agrarian Affairs and Spatial Planning should be supported by the all elements of spatial planning affairs, so the problem which caused by the displacement responsibility can be reduced by coordination between the elements in spatial planning affairs. Third, to give certainty in the evaluation process, the time limitation should explicit in the regulation, because the clear time limitation can give the government agencies a target to finished the evaluation process.

These three suggestion of the study, hopefully will reduce the problem in government agencies coordination, and also give a clear responsibilities to the government agencies in the form of regulation. Hence, by doing so, the study hope the coordination problem in government agencies will be reduced. The planners can learn the importance of clear regulation and time management in the spatial planning fields.

Regarding the next step, future studies can be continued by examine the institutional relationship design in Jabodetabekpunjur spatial planning and also how the institutional design can reduce the transaction costs in Jabodetabekpunjur spatial planning. Furthermore, the potential design to reduce the transaction costs in Jabodetabekpunjur spatial planning are also become a paramount significance to the next study. Ultimately, the result of the study can hopefully help the government

agency coordination become effective and efficient to create a good governance in Jabodetabekpunjur spatial planning.

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 - b. Law 23/2014 on Local Government.
 - c. Law 39/2008 on State Ministry.
 - d. Government Regulation 26/2009 on National Spatial Planning Area.
 - e. President Regulation 54/2007 on Jakarta, Bogor, Depok, Tangerang, Bekasi, Puncak, Cianjur Spatial Planning Area.
 - f. President Regulation 7/2015 on Organisational of the State Ministry.

2. Document Reports:
 - a. The Ministry of Public Works Book Report "*Pokok-pokok review perpres 54/2008 RTR Kawasan Perkotaan Jabodetabekpunjur*" 2014.
 - b. The Ministry of Public Works Book Report "*Materi Teknis Penataan Ruang Kawasan Jabodetabekpunjur*" 2014.
 - c. Presentation material "*Revisi Perpres 54/2008*".
 - d. Presentation material "*Kebijakan dan Strategi menuju RPJMN 2015-2019 Ditjen Penataan Ruang*".

APPENDICES OF SURVEY SEMI STRUCTURED QUESTIONNAIRE RESULTS

1. Directorate General of Spatial Planning, The Ministry of Agrarian Affair and Spatial Planning

INTERVIEW SHEET MASTER THESIS

1. Apakah Saudara dapat menceritakan, bagaimana proses penataan ruang di Kawasan Jabodetabekpunjur saat ini:

Jawaban:

Proses penataan ruang Kawasan Jabodetabekpunjur pada dasarnya mengacu pada proses penataan ruang pada umumnya, yaitu mencakup beberapa hal yaitu: pengaturan, pembinaan, pelaksanaan, dan pengawasan. Proses tersebut dapat digambarkan sebagaimana berikut ini.



Rencana Tata Ruang Kawasan Jabodetabekpunjur telah ditetapkan pada tahun 2008 melalui Peraturan Presiden No. 54 tahun 2008. Sesuai dengan ketentuan dalam UU Penataan Ruang, bahwa pada saat memasuki jangka waktu 5 tahun setelah penetapan Rencana Tata Ruang dapat dilakukan proses Peninjauan Kembali. Oleh karenanya, pada tahun 2013 telah dilakukan proses Peninjauan Kembali Perpres No. 54 tahun 2008 tentang Penataan Ruang Kawasan Jabodetabekpunjur. Dan berdasarkan hasil Peninjauan Kembali tersebut, direkomendasikan untuk dilakukan Revisi terhadap Perpres No. 54 tahun 2008 tentang Penataan Ruang Kawasan Jabodetabekpunjur.

Sebagaimana digambarkan di atas, pelaksanaan proses revisi mencakup 3 (tiga) aspek yaitu perencanaan tata ruang, pemanfaatan ruang, dan pengendalian pemanfaatan ruang.

- 2. Apakah Saudara dapat menyebutkan institusi/ lembaga mana saja yang terlibat di dalam proses penataan ruang di Kawasan Jabodetabekpunjur? Dimana posisi instansi Saudara diantara institusi/ lembaga tersebut?**

Jawaban:

Institusi/ Lembaga yang terlibat di dalam proses penataan ruang di Kawasan Jabodetabekpunjur, antara lain:

- a. Kementerian/Lembaga yang tergabung dalam forum Badan Koordinasi Penataan Ruang Nasional (BKPRN)
- b. Pemerintah Daerah
- c. Badan Kerjasama Pembangunan (BKSP) Jabodetabekpunjur
- d. Asosiasi Profesi yang terkait dengan Penataan Ruang
- e. Akademisi

Posisi Kementerian Agraria dan Tata Ruang dalam proses penataan ruang Kawasan Jabodetabekpunjur adalah sebagai bagian dari BKPRN. Dalam hal ini instansi kami bertugas dalam melaksanakan perencanaan Tata Ruang Kawasan Jabodetabekpunjur.

- 3. Faktor-faktor apa saja yang menjadi kendala di dalam proses (revisi) penataan ruang di Kawasan Jabodetabekpunjur? Mengapa?**

Jawaban:

a. Faktor teknis :

- Adanya perbedaan nomenklatur antara Perpres RTR KSN Perkotaan Jabodetabekpunjur dengan Perpres RTR KSN Perkotaan lainnya
- Keterbatasan data yang terkait dengan Penataan Ruang KSN Perkotaan Jabodetabekpunjur
- Perbedaan nomenklatur dalam penetapan rencana guna lahan diantara RTRW Provinsi/ Kabupaten/Kota dalam lingkup Jabodetabekpunjur
- Ketidaksihesuaian dengan rencana pembangunan infrastruktur utama a.l MP3EI, MPA, Rencana Kementerian Perhubungan, RTRWProv DKI Jakarta, Jawa Barat dan Banten

b. Faktor non teknis :

- Tidak mencantumkan indikasi program utama lima tahunan
- Tidak mencantumkan arahan pengendalian pemanfaatan ruang
- Belum jelasnya pengaturan kelembagaan

- 4. Adakah dampak perubahan politik kepemimpinan nasional dan pembentukan kementerian baru atau perubahan nomenklatur kementerian pada tahun 2014 terhadap proses (revisi) penataan ruang di Kawasan Jabodetabekpunjur? Kalau ada, apa dampaknya?**

Jawaban:

Ada, namun tidak terlalu dominan berpengaruh. Dampaknya adalah adanya perubahan fokus, dimana saat ini proses revisi berada di bawah Kementerian Agraria dan Tata Ruang, sehingga lebih menekankan pada keterkaitan rencana tata ruang dengan masalah pertanahan.

5. Bagaimana instansi Saudara mengatasi kendala atau permasalahan (revisi) penataan Ruang di Kawasan Jabodetabekpunjur?

Jawaban:

Langkah yang dilakukan untuk mengatasi kendala tersebut yaitu dengan melakukan koordinasi dengan stakeholder terkait, seperti koordinasi dengan Kementerian/Lembaga terkait melalui forum BKPRN, koordinasi dengan pemerintah daerah setempat, serta melakukan kerja sama untuk memperkuat substansi RTR KSN Perkotaan Jabodetabekpunjur dengan akademisi.

6. Biaya-biaya apa saja yang telah dianggarkan atau dikeluarkan instansi Saudara untuk mengatasi kendala atau permasalahan dalam proses (revisi) penataan ruang di Kawasan Jabodetabekpunjur saat ini? Berapa biaya setiap komponen tersebut?

Jawaban:

Biaya yang telah dianggarkan meliputi:

- a. Biaya survey data dan survey lapangan
- b. Biaya perbaikan peta dasar, peta analisis, dan peta rencana
- c. Biaya tenaga ahli
- d. Biaya pertemuan untuk diskusi

2. Assistant Deputy of Spatial Planning and Development of Disadvantaged Regions Affairs, The Coordinator Ministry of Economic Affairs.



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Interview sheet Master Thesis
Analisis Transaksi Biaya dalam Tata Ruang
Studi Kasus: Proses Penataan Ruang di Kawasan Jabodetabekpunjur

Responden : Ikhsan Prabowo
 Institusi/lembaga : Staf Kemenko Perekonomian

1. Apakah Saudara dapat menceritakan, bagaimana proses penataan ruang di kawasan Jabodetabekpunjur saat ini?
 Jawaban:
 Proses Penataan Ruang diawali dari Lahirnya UU No.26 tahun 2007 tentang Penataan Ruang. Salah satu amanat dari UU tersebut adalah penataan Ruang kawasan Jabodetabekpunjur.
 Proses penataan ruang Jabodetabekpunjur secara substansi dibahas di BKPRN dengan Leading sector Dirjen Penataan Ruang, Kementerian Pekerjaan Umum. Proses penataan ruangnya bersifat kompromistis, dimana masing-masing Kepala Daerah Bupati/Walikota/Gubernur memberikan masukan dan opini, serta persetujuannya dahulu. Dimana konsep penataan ruang Jabodetabekpunjur adalah penataan Hulu-hilir yang terintegrasi.
 Selain itu, proses teknis penggambaran melibatkan Bakosurtanal.

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2. Apakah Saudara dapat menyebutkan institusi/lembaga mana saja yang terlibat di dalam proses penataan ruang di kawasan Jabodetabekpunjur? Dimana posisi instansi Saudara di antara institusi/lembaga tersebut?
 Jawaban:
 Institusi yang terlibat adalah K/L dalam BKPRN seperti Kementerian Pekerjaan Umum, Kementerian Dalam Negeri, Kementerian Koordinator Bidang Perekonomian, Kementerian Kehutanan, Kementerian Lingkungan Hidup, Kementerian Pertanian, Badan Pertanahan Nasional, Kementerian Perhubungan, dan Bappenas. Selain itu juga melibatkan pemerintah Daerah, seperti Pemprov DKI Jakarta, Pemkab Bekasi, pemkot Bekasi, Pemkot Tangerang, Pemkab Tangerang, pemkot Depok, Pemkab Bogor, Pemkot Bogor, dan Pemkab Cianjur.
 Kedudukan Kemenko Perekonomian sebagai Ketua BKPRN.

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- 3. Faktor-faktor apa saja yang menjadi kendala di dalam proses (revisi) penataan ruang di Kawasan Jabodetabekpunjur? Mengapa?

Jawaban: ada beberapa kendala Utama, yang pertama adalah proses politik, sebagian pihak mengharapkan Jabodetabekpunjur dengan konsep pengembangan Megapolitan yang mengatur juga kawasan-kawasan diluar eksisting sekarang yang terpengaruh aglomerasi.

Selain itu penentuan kebijakan sektor yang terkadang tidak cepat terkoordinasi, seperti konsep Lahan Pertanian Pangan Berkelanjutan (LP2B) yang mana kementan tidak berupaya melibatkan masyarakat dalam penentuan Lahannya seperti dalam Amanat Undang-Undang.

Selain itu kebutuhan infrastruktur selama ini tidak berdasarkan pada perencanaan kedepan namun didasarkan atas kebutuhan sector (real time).

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- 4. Adakah dampak perubahan politik kepemimpinan nasional dan pembentukan kementerian baru atau perubahan nomenklatur kementerian pada tahun 2014 terhadap proses (revisi) penataan ruang di kawasan Jabodetabekpunjur? Kalau ada, apa dampaknya?

Jawaban: ada, permintaan revisi Perpres Jabodetabekpunjur untuk segera dipercepat dengan beberapa program pembangunan Infrastruktur yang belum masuk. Terutama setelah ditetapkannya RPJMN (Rencana Pembangunan Jangka Menengeah Nasional).

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- 5. Bagaimana instansi Saudara mengatasi kendala atau permasalahan dalam proses (revisi) penataan ruang di kawasan Jabodetabekpunjur?

Jawaban: mengatasi kendala dengan melakukan rapat koordinasi yang intensif, disertai dengan kunjungan lapangan untuk menguatkan argumentasi dan kepentingan pembangunan.

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6. Biaya-biaya apa saja yang telah dianggarkan atau dikeluarkan instansi Saudara untuk mengatasi kendala atau permasalahan dalam proses (revisi) penataan ruang di kawasan Jabodetabekpunjur saat ini? Berapa biaya setiap komponen tersebut?

Jawaban: saya tidak tau persis, namun secara umum dapat dikatakan beberapa pos pembiayaan, seperti

- a. Rapat Koordinasi di Kantor dengan intensitas minimal 2kali sebulan, dengan pengeluaran untuk konsumsi rapat sekitar 20rb x 30 orang = 600rb/rakor atau 1,2jt/blm atau 14,4jt /th
- b. Kunjungan lapangan paling tidak 1kali sebulan, dengan pengeluaran untuk kira-kira Lumpsom 5 orang x 600rb = 3jt, transportasi 5 orang x 350rb=1750rb, penginapan 5 orang x300rb=1.5jt, sewa ruang meeting 1jt. Total Pengeluaran sekitar 7,250jt / kunjungan lapangan, atau 87jt/th
- c. Seminar/ FGD terkat topic perencanaan ruang dengan intensitas 1 kali dalam 3bln, dengan pengeluaran (kira-kira) paket meeting Fullboard 50 orang x 550rb= 27,5jt, transportasi meeting 50 orang x 150rb= 7,5jt, dengan Total pengeluaran 35jt/FGD, atau 140jt/th.

Terima kasih atas partisipasi Bapak/Ibu/Saudara/i

3. Directorate of Spatial Planning and Environmental Facilitation, The Ministry of Home Affairs

	university of groningen	faculty of spatial sciences	<i>Lutfi Firmansyah</i> S2692872
Interview sheet Master Thesis Analisis Transaksi Biaya dalam Tata Ruang Studi Kasus: Proses Penataan Ruang di Kawasan Jabodetabekpunjur			
Responden	:	Irfan Wahyudi, ST., MT.	
Institusi/lembaga	:	Sub Direktorat Kawasan, Direktorat Fasilitas Penataan Ruang dan Lingkungan Hidup, Kementerian Dalam Negeri	
1. Apakah Saudara dapat menceritakan, bagaimana proses penataan ruang di kawasan Jabodetabekpunjur saat ini?			
Jawaban			
1) Peraturan Presiden No.54/2008 tentang KSN Jabodetabekpunjur, sudah waktunya dikaji ulang karena sudah berjalan selama 5 tahun. Hal tersebut merupakan amanat pasal 68 ayat 1 Perpres No.54 Tahun 2008 yang menyatakan bahwa jangka waktu Rencana Tata Ruang Kawasan Jabodetabekpunjur berlaku selama 20 (dua puluh) tahun dan ditinjau kembali 1 (satu) kali dalam 5 (tahun);			
2) Dalam implementasi program Rencana Tata Ruang Kawasan Jabodetabekpunjur sesuai amanat Perpres Nomor 54 tahun 2008, belum berjalan sesuai dengan yang diharapkan. Hal ini karena masih terdapatnya beberapa konflik penataan ruang yang menghambat pengembangan KSN Jabodetabekpunjur, yang diantaranya adalah sebagai berikut:			
a) Konflik penataan ruang terkait Rencana Pembangunan Fisik Kawasan Jabodetabekpunjur. Rencana yang dimaksud diantara seperti Rencana Pembangunan Indonesian Peace and Security Center (IPSC) di Citerep Kabupaten Bogor, Pengembangan lapangan Pondok Makmur (PDM) di Kabupaten Bekasi, Rencana pembangunan Disaster Recovery Center (DRC) di Kabupaten Cianjur, dan sebagainya. Sebagai upaya dalam rangka penanganan konflik ruang tersebut, telah dilakukan rapat pembahasan terbatas BKPRN yang telah menghasilkan beberapa rekomendasi tindak lanjut penanganan konflik tersebut sebagaimana terlampir;			
b) Masih adanya lahan-lahan terbangun yang sudah eksis sebelum diterapkannya RTR KSN Jabodetabekpunjur, sebagai contoh Kawasan Ciloto, Cianjur Jawa Barat ditetapkan sebagai Kawasan Lindung dalam Rencana Pola Ruang Perpres No.54 tahun 2008 tentang KSN Jabodetabekpunjur, namun kenyataannya kawasan tersebut merupakan kawasan permukiman dan perdagangan jasa. Fungsi kawasan tersebut sebagai permukiman, hotel, dan ladang telah terbentuk jauh sebelum diterapkannya Perpres No 58 tahun 2008 tentang KSN Jabodetabekpunjur.			
3) Masih belum diintegrasikannya 45 program Metropolitan Priority Area (MPA) dalam indikasi program Perpres No.54 tahun 2008 tentang KSN Jabodetabekpunjur. Program Metropolitan Priority Area (MPA) perlu diintegrasikan didalam Perpres No.54 tahun 2008, karena mayoritas dari 45 program MPA berada didalam cakupan wilayah Jabodetabekpunjur. Namun didalam program MPA tersebut terdapat 2 (dua) hal yang perlu dibahas lebih lanjut dalam upaya mengintegrasikannya dengan Perpres No.54 tahun 2008, yaitu sebagai berikut:			
a) Salah satu dari program Metropolitan Priority Area yaitu membangun bandar udara berskala Internasional baru di Karawang, namun permasalahannya Kabupaten Karawang tidak termasuk dalam wilayah Jabodetabekpunjur. Hal ini			



berdampak pada munculnya wacana untuk memperluas cakupan wilayah Jabodetabekpunjur dengan menambahkan Kabupaten Karawang didalamnya;

- b) Rencana alih fungsi lahan pertanian dengan luasan yang cukup besar untuk menjadi bandar udara baru tersebut diatas di Kabupaten Karawang.
 - 4) Masih belum diintegrasikannya Program JCD (Jakarta Coastal Development/ reklamasi pantai utara Jakarta) dalam Perpres No.58 tahun 2008 tentang KSN Jabodetabekpunjur;
 - 5) Masih belum efektifnya Kelembagaan Pengelola Kawasan Jabodetabekjur, karena belum adanya Peraturan Menteri maupun SOP yang jelas terkait Bentuk dan Tata Kerja Pengelolaan Kawasan Strategis Nasional
 - 6) Belum adanya indikasi program pelaksanaan Kawasan Jabodetabekkur, sebagaimana Perpres Kawasan Strategis Nasional Perkotaan lainnya.
2. Apakah Saudara dapat menyebutkan institusi/lembaga mana saja yang terlibat di dalam proses penataan ruang di kawasan Jabodetabekpunjur? Dimana posisi instansi Saudara di antara institusi/lembaga tersebut?

Jawaban:

- 1) Kementerian Agraria Tata Ruang/BPN (inisator teknis / wakil ketua I BKPRN)
 - 2) Kemenko Bidang Perekonomian (Ketua BKPRN)
 - 3) Kemendagri (wakil ketua II BKPRN) → posisi saya mewakili dalam rapat (pada saat masih bergabung dengan Ditjen Bangda Kemendagri)
 - 4) Sekretariat Kabinet
 - 5) Kementerian PPN/Bappenas
 - 6) Dan kementerian teknis dalam BKRPN (Perindustrian, PU PR, Lingkungan Hidup, dsb)
3. Faktor-faktor apa saja yang menjadi kendala di dalam proses (revisi) penataan ruang di Kawasan Jabodetabekpunjur? Mengapa?

Jawaban:

Faktor Pemicu Terhambatnya Revisi Perpres No.54 Tahun 2008 ttg Jabodetabekjur :

- 1) Proses sampai ditetapkannya melakukan *Revisi* cukup panjang, karena harus sepakat terlebih dahulu dilakukannya *Peninjauan Kembali* dengan keputusan akhir dilakukannya Revisi
 - 2) Setelah disekati melakukan Revisi Perpres No 54/2008, proses selanjutnya yang cukup memakan banyak waktu adalah perumusan DIM (Daftar Infentaris Masalah) dan penyusunan Naskah Akademis yang baru
 - 3) Berdasarkan Perpres 165 tahun 2014 tentang Kementerian Lembaga, kementerian yang membidangi tata ruang secara teknis dialihkan menjadi tusi Kementerian Agraria dan Tata Ruang yang mana sebelumnya adalah tusi Kementerian PU. Hal tersebut berimplikasi pada penyusunan SOTK (Struktur Organisasi Tata Kerja) baru di Kementerian ATR, yang menyebabkan terhambatnya pembahasan teknis lanjutan Revisi Perpres 54/2008
 - 4) Revisi Perpres No.54 Tahun 2008 belum masuk dalam Prolegnas 2015, sehingga tidak masuk sebagai prioritas perundang-undangan yang perlu segera dilegalisasikan oleh eksekutif dan legislatif pada tahun 2015
4. Adakah dampak perubahan politik kepemimpinan nasional dan pembentukan kementerian baru atau perubahan nomenklatur kementerian pada tahun 2014



terhadap proses (revisi) penataan ruang di kawasan Jabodetabekpunjur? Kalau ada, apa dampaknya?

Jawaban:

Ada. Sudah dijelaskan pada point (3)

5. Bagaimana instansi Saudara mengatasi kendala atau permasalahan dalam proses (revisi) penataan ruang di kawasan Jabodetabekpunjur?

Jawaban:

Ditjen Bina Bangda Kementerian Dalam Negeri, juga konsen untuk ikut serta mempercepat penyelesaian Revisi Perpres No.54 Tahun 2008, dengan beberapa hal yang telah dilakukan yaitu :

- 1) Telah menyusun Modul Pedoman Pengelolaan Kawasan Strategis Nasional pada tahun 2013 ;
 - 2) Pada Tahun 2014, Modul tersebut selanjutnya akan dijadikan bahan penyusunan Rapermendagri tentang Pengelolaan Kawasan Strategis Nasional. Namun Rapermendagri tersebut tersebat pembahsannya karena definisi "Menteri" yang dimanatkan dalam melakukan pembinaan dan pengaturan dalam Penataan Ruang sebagaimana amanat UU No.26 Tahun 2007 ttg Penataan Ruang
 - 3) Pada Tahun 2014 Kemendagri, mengadakan Rapat khusus dengan melibatkan Pemerintah Provinsi dan Kabupaten Kota di Jabotabekpunjur, membahas inisiasi DPD menyusun wacana RUU Megapolitan Jabodetabekjur. Kesepakatan rapat tersebut menolak wacana penyusunan RUU tersebut, selama pengaturan kelembagaannya bersifat structural dan mengokupasi kewenangan Pemda dalam Penyelenggaraan Pemenerintahan Daerah sebagaimana semanagat asas Desentralisasi sesuai amanat UUD 1945 amandemen IV dan UU No.23 Tahun 2014 tentang Pemerintahan Daerah
6. Biaya-biaya apa saja yang telah dianggarkan atau dikeluarkan instansi Saudara untuk mengatasi kendala atau permasalahan dalam proses (revisi) penataan ruang di kawasan Jabodetabekpunjur saat ini? Berapa biaya setiap komponen tersebut?

Jawaban:

Biaya yang dikeluarkan adalah Biaya-Biaya terkait penyusunan Modul dan Penyelenggaraan Rapat Pembahasan sebagaimana penjelasan Point (3). Biaya tersebut telah teranggarkan dalam Renja Bidang Tata Ruang Direktorat FPRLH Ditjen Bangda Kemendagri pada Tahun Anggaran 2013 dan 2014

Terima kasih atas partisipasi Bapak/Ibu/Saudara/i

4. Directorate of Land and Spatial Planning, The State Ministry of National Development Planning/ Bappenas

	university of groningen	<i>faculty of spatial sciences</i>	<i>Lutfi Firmansyah S2692872</i>
Interview sheet Master Thesis Analisis Transaksi Biaya dalam Tata Ruang Studi Kasus: Proses Penataan Ruang di Kawasan Jabodetabekpunjur			
Responden	:	Mia Amalia, Kasubdit Tata Ruang, Direktorat Tata Ruang dan Pertanahan	
Institusi/lembaga	:	Kementerian PPN/Bappenas	
<p>1. Apakah Saudara dapat menceritakan, bagaimana proses penataan ruang di kawasan Jabodetabekpunjur saat ini?</p> <p>Jawaban:</p> <ol style="list-style-type: none">Penataan Ruang Kawasan Jabodetabekpunjur yang meliputi upaya pencapaian tujuan penataan ruang melalui pelaksanaan perencanaan tata ruang, pemanfaatan ruang, dan pengendalian pemanfaatan ruang yang tertera dalam Perpres RTR Penataan Ruang Kawasan Jabodetabekpunjur, hingga saat ini belum dapat diimplementasikan dengan baik.Permasalahan di Kawasan Jabodetabekpunjur mulai dari sebelum sampai diterbitkannya Perpres masih terjadi dan semakin parah, antara lain: penurunan kualitas lingkungan, persampahan, kemacetan, banjir, pengangguran, hukum, dan keamanan.Penerapan Perpres Penataan Ruang di Kawasan Jabodetabekpunjur untuk menangani permasalahan tersebut tidak dijalankan, karena tidak adanya koordinasi dalam pelaksanaannya.Peran BKSP (Badan Kerja Sama Pembangunan) Jabodetabekpunjur sebagai Badan Koordinasi kelembagaan dan kebijakan kerja sama antardaerah, hingga saat ini kinerjanya dianggap belum efektif.<ul style="list-style-type: none">Sebagai contoh BKSP belum mampu mengkoordinasikan kegiatan-kegiatan dari setiap Provinsi, Kabupaten, dan Kota di Kawasan Jabodetabekpunjur untuk mengendalikan permasalahan banjir sesuai perannya masing-masing (Hulu-Tengah-Hilir).Salah satu amanat Perpres Kawasan Jabodetabekpunjur terkait kelembagaan adalah Koordinasi teknis penataan ruang Kawasan Jabodetabekpunjur sebagai kawasan strategis nasional dilakukan oleh Menteri.<ul style="list-style-type: none">Belum adanya Menteri yang membidangi Tata Ruang hingga Tahun 2014 menjadikan pelaksanaan kegiatan/program dari setiap K/L di tingkat nasional untuk penataan ruang Kawasan Jabodetabekpunjur berjalan masing-masing (tidak dapat terkoordinir dengan baik). Khusus untuk konflik pemanfaatan ruang, resolusi konflik diselenggarakan oleh Menko Perekonomian.Selain itu faktor-faktor lain yang menyulitkan penerapan Perpres Penataan Ruang Kawasan Jabodetabekpunjur antara lain: Perpres tidak sesuai dengan dinamika lingkungan fisik, Perpres tidak sesuai dengan perubahan kebijakan nasional dalam hal pengembangan wilayah dan pembangunan sektor-sektor tertentu yang berskala besar dan/atau kegiatan pembangunan penting			



- lainnya, dan tidak rincinya pengaturan arahan pemanfaatan dan pengendalian ruang.
- g. Pada Mei Tahun 2013 hingga November Tahun 2014 telah dilakukan Proses peninjauan Kembali terhadap Perpres Penataan Ruang Kawasan Jabodetabekpunjur.
 - h. Kegiatan tersebut dikoordinatori oleh Direktorat Jenderal Penataan Ruang, Kementerian Pekerjaan Umum.
 - i. Hasil Peninjauan Kembali

No.	Komponen Penataan Ruang	Hasil Peninjauan Kembali
1	Kebijakan, tujuan, sasaran, strategi	Perlu kajian lanjutan yang mempertimbangkan isu strategis yang berkembang saat ini
2	Rencana Struktur Ruang	Tidak sesuai dengan rencana pembangunan infrastruktur utama a.l MP3EI, MPA, Rencana Kementerian Perhubungan, RTRW Provinsi DKI Jakarta, Jawa Barat dan Banten
3	Rencana Kawasan Lindung	Tidak sesuai dengan kawasan lindung yang telah ditetapkan (contohnya: Konsepsi Cagar Biosfer Cibodas)
4	Rencana Kawasan Budidaya	1. Perbedaan nomenklatur pola ruang dengan RTR KSN Kawasan Perkotaan lainnya 2. Penyimpangan penggunaan ruang tahun 2011/2012 dengan Perpres 54/2008 dengan rincian: sesuai (45%); kurang sesuai (44%), tidak sesuai (5%), dan tidak ada data (6%).
5	Arahan Pemanfaatan Ruang	Tidak mencantumkan indikasi program utama lima tahunan
6	Arahan Pengendalian Pemanfaatan Ruang Kawasan	Tidak mencantumkan arahan pengendalian pemanfaatan ruang
7	Kelembagaan	Tidak ditetapkan

Sumber: DJPR, Kemen PU, 2014.

- j. Dengan memperhatikan hasil peninjauan kembali Perpres No. 54/2008 tersebut di atas, maka Perpres 54/2008 tentang Penataan Ruang Kawasan Jabodetabekpunjur perlu direvisi.
2. Apakah Saudara dapat menyebutkan institusi/lembaga mana saja yang terlibat di dalam proses penataan ruang di kawasan Jabodetabekpunjur? Dimana posisi instansi Saudara di antara institusi/lembaga tersebut?

Jawaban:

Institusi/lembaga yang terlibat dalam proses penataan ruang di kawasan Jabodetabekpunjur:

- a. Kementerian Koordinator Bidang Perekonomian
- b. Sekretariat Kabinet
- c. Kementerian Lingkungan Hidup
- d. Kementerian Perencanaan Pembangunan Nasional/Bappenas



- e. Kementerian Kehutanan
- f. Kementerian Perhubungan
- g. Lembaga Penerbangan dan Antariksa Nasional
- h. Badan Informasi Geospasial
- i. Kementerian Pekerjaan Umum (Koordinator Pelaksana)
- j. Kementerian Dalam Negeri
- k. Badan Geologi
- l. Kementerian ESDM
- m. Kementerian Perumahan Rakyat
- n. Kementerian Perindustrian
- o. Kementerian Kelautan dan Perikanan
- p. Badan Pertanahan Nasional
- q. Kementerian Pertahanan;
- r. Bappeda Provinsi DKI Jakarta, Jawa Barat, dan Banten
- s. Bappeda Kabupaten Bogor, Tangerang, Bekasi, dan Cianjur
- t. Bappeda Kota Bogor, Tangerang, Bekasi, dan Depok
- u. BKSP

Posisi Kementerian PPN/Bappenas sebagai sekretaris merangkap anggota Badan Penataan Ruang Nasional (BKPRN).

3. Faktor-faktor apa saja yang menjadi kendala di dalam proses (revisi) penataan ruang di Kawasan Jabodetabekpunjur? Mengapa?

Jawaban:

Kegiatan Revisi Penataan Ruang di Kawasan Jabodetabekpunjur belum dilakukan hingga saat ini (lihat jawaban no. 4).

4. Adakah dampak perubahan politik kepemimpinan nasional dan pembentukan kementerian baru atau perubahan nomenklatur kementerian pada tahun 2014 terhadap proses (revisi) penataan ruang di kawasan Jabodetabekpunjur? Kalau ada, apa dampaknya?

Jawaban:

Ada dampak perubahan kepemimpinan nasional dan pembentukan kementerian baru atau perubahan struktur di dalam kementerian pada tahun 2014. Dampaknya adalah proses (revisi) penataan ruang di kawasan Jabodetabekpunjur belum dapat dilakukan. Kegiatan akan segera berjalan setelah anggaran ditetapkan.

5. Bagaimana instansi Saudara mengatasi kendala atau permasalahan dalam proses (revisi) penataan ruang di kawasan Jabodetabekpunjur?

Jawaban:

Salah satu kegiatan yang dilakukan adalah memastikan kegiatan (revisi) penataan ruang di kawasan Jabodetabekpunjur menjadi kegiatan yang akan dilaksanakan oleh Mitra K/L yaitu Direktorat Perencanaan Tata Ruang, Kementerian Agraria Tata Ruang/BPN pada Tahun 2015. Rancangan kegiatan revisi sudah tercantum di dalam RKP Tahun 2015, dan kegiatan ini juga menjadi salah satu target *quickwins* Tahun 2015.



6. Biaya-biaya apa saja yang telah dianggarkan atau dikeluarkan instansi Saudara untuk mengatasi kendala atau permasalahan dalam proses (revisi) penataan ruang di kawasan Jabodetabekpunjur saat ini? Berapa biaya setiap komponen tersebut?

Jawaban:

Tidak ada anggaran di Kementerian PPN/Bappenas untuk revisi RTR KSN Jabodetabekpunjur.

Seluruh pendanaan dalam proses (revisi) Perpres No.54 Tahun 2008 tentang Penataan Ruang Kawasan Jabodetabekpunjur dialokasikan di Kementerian Agraria dan Tata Ruang/BPN.

Terima kasih atas partisipasi Bapak/Ibu/Saudara/i

5. Development Planning Agency of DKI Jakarta Province



university of
 groningen

faculty of spatial sciences

Lutfi Firmansyah
 S2692872

Interview sheet Master Thesis

Analisis Transaksi Biaya dalam Tata Ruang
 Studi Kasus: Proses Penataan Ruang di Kawasan Jabodetabekpunjur

Responden : Anni Maryam
 Institusi/lembaga : Bappeda Provinsi DKI Jakarta

1. Apakah Saudara dapat menceritakan, bagaimana proses penataan ruang di kawasan Jabodetabekpunjur saat ini?

Jawaban:

Provinsi DKI Jakarta telah menerbitkan beberapa Perda dan Pergub yang mengatur tata ruang di Provinsi DKI Jakarta. Perda yang telah diterbitkan adalah Perda No. 1 Tahun 2012 tentang RTRW DKI Jakarta 2030 dan Perda No. 1 Tahun 2014 tentang Rencana Detail Tata Ruang dan Peraturan Zonasi. Dalam proses penyusunan kedua perda ini telah melalui pembahasan dan sinkronisasi dengan Pemda provinsi dan kabupaten/kota yang berbatasan yaitu Provinsi Jabar, Provinsi Banten, Kota Bogor, Kabupaten Bogor, Kota Depok, Kota Tangerang, Kabupaten Tangerang Selatan dan Kota Bekasi. Selain itu, sesuai peraturan yang berlaku, kedua perda tersebut telah mendapatkan persetujuan substansi dari Kementerian PU (selaku sekretaris BKPRN) dan telah dievaluasi secara administrasi oleh Kementerian Dalam Negeri.

Adapun pergub terkait tata ruang yang telah ditetapkan adalah Peraturan Gubernur No. 121 tahun 2012 tentang Penataan Ruang Kawasan Reklamasi Pantai Utara Jakarta.

Secara substansi penyusunan Perda tentang RTRW DKI Jakarta 2030 telah merujuk kepada peraturan tata ruang yang lebih tinggi yaitu PP No. 26 Tahun 2008 tentang RTRWN dan Perpres No. 54 Tahun 2008 tentang Penataan Ruang Kawasan Jabodetabekpunjur. Begitu pula substansi Pergub No. 121 tahun 2012 telah merujuk kepada pengaturan zonasi, reklamasi dll pada Perpres No. 54 Tahun 2008.

Adapun proses penyusunan dan revisi penataan ruang Kawasan Jabodetabekpunjur dilaksanakan dan dikoordinir oleh Dirjen Penataan Ruang (dulu Kementerian PU, sekarang menjadi Kementerian Agraria dan Tata Ruang. Adapun pemerintah daerah yang termasuk dalam Jabodetabekpunjur, termasuk Pemda DKI Jakarta, diundang oleh Dirjen Tata Ruang dalam pembahasan untuk memberikan masukan terhadap proses penyusunan dan revisi rencana tata ruang Jabodetabekpunjur.

2. Apakah menurut saudara instansi saudara dalam posisi yang harus setuju dengan hasil revisi tata ruang Jabodetabekpunjur? Dan jikalau instansi saudara tidak setuju dengan hasil penetapan tata ruang Jabodetabekpunjur apakah instansi saudara bisa meminta agar proses revisi Perpres penataan ruang di Kawasan Jabodetabekpunjur dibatalkan?

Jawaban:



Bappeda DKI terlibat dalam pembahasan revisi tata ruang jabodetabekpunjur, dan apabila ada ketidaksetujuan akan disampaikan dalam rapat-rapat pembahasan bersama kementerian yang dikoordinasikan oleh Dirjen Penataan Ruang . Namun bila sudah menjadi “hasil” alias telah diundang, maka keberatan pemprov DKI disampaikan melalui mekanisme yang diatur dalam Undang undang/peraturan yang berlaku.

3. Faktor-faktor apa saja yang menjadi kendala di dalam proses (revisi) penataan ruang di Kawasan Jabodetabekpunjur menurut saudara? Mengapa?

Jawaban:

- Data base GIS masing-masing Kabupaten dan Kota di Kawasan Jabodetabekpunjur berbeda kedetailannya. Misalnya Pemda DKI Jakarta mengeluarkan perizinan dengan kedetailan peta 1:1.000 sedangkan pemda lainnya belum punya peta dengan kedetailan yang sama. Hal ini mempersulit sinkronisasi dan harmonisasi rencana tata ruang di wilayah perbatasan dan pengawasan pemanfaatan ruang di Jabodetabekpunjur.
- Kelembagaan yang bertanggung jawab terhadap pelaksanaan pemanfaatan ruang dan pengendalian pemanfaatan ruang Kawasan Jabodetabekpunjur tidak jelas sehingga menyulitkan koordinasi jika terjadi masalah. Selain itu instansi yang berwenang untuk menegur yang melanggar tata ruang juga tidak jelas.

4. Adakah dampak perubahan politik kepemimpinan nasional dan pembentukan kementerian baru atau perubahan nomenklatur kementerian pada tahun 2014 terhadap proses (revisi) penataan ruang di kawasan Jabodetabekpunjur? Kalau ada, apa dampaknya?

Jawaban:

Setelah ada perubahan nomenklatur kementerian pada tahun 2014, Dirjen Tata Ruang belum pernah lagi mengundang untuk pembahasan proses (revisi) penataan ruang di kawasan Jabodetabekpunjur.

5. Bagaimana instansi Saudara mengatasi kendala atau permasalahan dalam proses (revisi) penataan ruang di kawasan Jabodetabekpunjur?

Jawaban:

Pernah ada kesalahan peta di Jakarta Utara pada RTR Kawasan Strategis Pantura Jakarta. Hal ini kami sampaikan kepada Dirjen Penataan Ruang dengan memberikan data spasialnya (data GIS). Setelah dicek ternyata ada kesalahan pada Peta Jabodetabekpunjur.

6. Biaya-biaya apa saja yang telah dianggarkan atau dikeluarkan instansi Saudara untuk mengatasi kendala atau permasalahan dalam proses (revisi) penataan



ruang di kawasan Jabodetabekpunjur saat ini? Berapa biaya setiap komponen tersebut?

Jawaban:

Instansi yang menganggarkan revisi penataan ruang di Kawasan Jabodetabekpunjur adalah Dirjen Tata Ruang karena terkait tupoksi. Pemprov. DKI Jakarta belum pernah menganggarkan kegiatan revisi penataan ruang di Kawasan Jabodetabekpunjur secara khusus. Kegiatan yang pernah dilakukan Pemprov. DKI Jakarta adalah terkait tata ruang DKI Jakarta saja sesuai wilayah yang merupakan kewenangannya.

Terima kasih atas partisipasi Bapak/Ibu/Saudara/i

6. Development Planning Agency of Bogor Regency.



university of
 groningen

faculty of spatial sciences

Lutfi Firmansyah
 S2692872

Interview sheet Master Thesis

Analisis Transaksi Biaya dalam Tata Ruang

Studi Kasus: Proses Penataan Ruang di Kawasan Jabodetabekpunjur

Responden : K. Septyo Pramudito
Institusi/lembaga : Bappeda Kabupaten Bogor

1. Apakah Saudara dapat menceritakan, bagaimana proses penataan ruang di kawasan Jabodetabekpunjur saat ini?

Jawaban:

Pasca penetapan Perpres 54/2008 tentang RTR Jabodetabekjur, proses penataan ruang di Jabodetabekjur wajib merujuk pada ketentuan tersebut. Khususnya terkait penyusunan dokumen rencana tata ruang wilayah masing-masing daerah. Kabupaten Bogor juga merupakan salah satu daerah yang pertama kali ditetapkan RTRWnya sesuai dengan UU26/2007, PP 26/2008 serta Perpres 54/2008. Walaupun demikian penggunaan data makro yang tertuang di dalam perpres 54/2008 secara operasional memiliki beberapa permasalahan diantaranya penetapan kawasan lindung. Selain itu terdapat beberapa hal yang perlu diperhatikan terkait operasionalisasi perpres 54/2008. Kenapa demikian karena semenjak ditetapkan pelaksanaan operasionalisasi perpres 54/2008 ini dirasa sangat kurang karena tidak dilengkapi dengan table indikasi program sehingga arahan proses perwujudan struktur dan pola yang diamanatkan sedikit membingungkan. Selain itu dari sisi kelembagaan, koordinasi penyelenggaraan penataan ruang di jabodetabekjur juga belum jelas kewenangannya, BKSP sebagai fasilitator kerjasama pembangunan juga belum bekerja secara optimal dalam hal pelaksanaan dan pengendalian pemanfaatan ruang. Sehingga disimpulkan sejauh ini proses penataan ruang yang merujuk pada Perpres 54/2008 hanya sebatas pengendalian dalam proses penyusunan RTRW kabupaten/kota saja.

2. Apakah menurut saudara instansi saudara dalam posisi yang harus setuju dengan hasil revisi tata ruang Jabodetabekpunjur? Dan jikalau instansi saudara tidak setuju dengan hasil penetapan tata ruang Jabodetabekpunjur apakah instansi saudara bisa meminta agar proses revisi Perpres penataan ruang di Kawasan Jabodetabekpunjur dibatalkan?

Jawaban:

Sejauh ini hasil rancangan revisi tata ruang jabodetabekjur belum kami peroleh informasinya. Yang kami ketahui hanya pada saat ini sedang dilakukan proses revisi tata ruang Jabodetabekjur dan masih dalam tahap penjarangan aspirasi dan permasalahan di daerah serta pengkajian isu strategis yang harus diselesaikan. Sejauh ini pihak kami, Kabupaten Bogor setuju dengan dilakukannya revisi RTR Jabodetabekjur karena terdapat beberapa substansi yang harus diselesaikan terutama terkait penyesuaian dengan substansi RTRW di tingkat Provinsi, Kabupaten/kota serta penguatan substansi RTR Jabodetabekjur khususnya terkait indikasi program dan kelembagaan.



3. Faktor-faktor apa saja yang menjadi kendala di dalam proses (revisi) penataan ruang di Kawasan Jabodetabekpunjur menurut saudara? Mengapa?

Jawaban:

Kendala yang dihadapi adalah kurang detilnya skala perencanaan di tingkat jabodetabekjur. Sebagai salah satu daerah metropolitan terbesar di Jabodetabekjur setidaknya RTR Jabodetabekjur harus berada pada skala pemetaan 1:50.000 bahkan jika memungkinkan pada skala 1:25.000 hal ini terkait dengan tingginya dinamika pembangunan yang ada serta intervensi dari pemerintah pusat diharapkan dapat lebih optimal. Selain itu proses penyusunannya perlu ada pelibatan intensif dengan unsur di daerah melalui pembentukan tim khusus yang melibatkan unsur di daerah sehingga aspirasi dari tingkat kabupaten/kota dapat lebih optimal.

4. Adakah dampak perubahan politik kepemimpinan nasional dan pembentukan kementerian baru atau perubahan nomenklatur kementerian pada tahun 2014 terhadap proses (revisi) penataan ruang di kawasan Jabodetabekpunjur? Kalau ada, apa dampaknya?

Jawaban:

Tentunya sangat berdampak. Adanya kementerian baru ini mempengaruhi alur pelaksanaan proses revisi penataan ruang jabodetabekjur. BKPRN sebagai Koordinator urusan penataan ruang nasional yang selama ini sekretariatnya di kementerian PU belum jelas keberlanjutannya sebagai akibat pindahnya dirjen Tata ruang ke Kementerian ATR. Selain itu struktur organisasi di ATR sendiri dari informasi yang diperoleh juga hingga saat ini belum terbentuk sehingga tentunya mengganggu alur pelaksanaan penyusunan dokumen revisi. Selain itu pembentukan tim revisi penataan ruang pun belum disosialisasikan ke daerah apakah sudah dibentuk/belum, walaupun sudah bagaimana strukturnya serta bagaimana proses kerjanya. Hal ini perlu komitmen dan intervensi tegas dari pimpinan nasional untuk mempercepat proses dan keseriusan dalam pelaksanaan revisi.

5. Bagaimana instansi Saudara mengatasi kendala atau permasalahan dalam proses (revisi) penataan ruang di kawasan Jabodetabekpunjur?

Jawaban:

Hingga saat ini terkait proses tersebut belum ada langkah yang diselesaikan oleh pemerintah kabupaten Bogor. Hal ini dikarenakan masalah kelembagaan dan peran dalam penyusunan yang belum terinformasikan dengan baik di tingkat daerah.

6. Biaya-biaya apa saja yang telah dianggarkan atau dikeluarkan instansi Saudara untuk mengatasi kendala atau permasalahan dalam proses (revisi) penataan ruang di kawasan Jabodetabekpunjur saat ini? Berapa biaya setiap komponen tersebut?

Jawaban:

terkait biaya/anggaran tidak ada yang disiapkan oleh pemerintah Kabupaten Bogor. Hanya saja pelaksanaan proses revisi RTR Jabodetabekjur ini bersamaan dengan proses revisi RTRW Kabupaten Bogor sehingga anggaran yang disiapkan oleh kami hanya untuk proses penyusunan, fasilitasi dan koordinasi penetapan dokumen rancangan perda revisi RTRW Kabupaten Bogor.

June 18, 2015

Yth. Bapak/Ibu
 (daftar terlampir)
 di tempat

Perihal :
 **Permohonan interview atau pengisian lembar interview dalam
 rangka penyusunan Master Thesis**

Dengan hormat,

Sehubungan dengan penulisan master thesis yang akan dilaksanakan oleh
 mahasiswa kami, yaitu:

Nama : Lutfi Firmansyah
 Program : Environmental & Infrastructure Planning
 Judul Thesis : Analisa Biaya Transaksi dalam Proses Penataan Ruang
 Jabodetabekpunjur

Bersama ini dimohon bantuan Bapak/Ibu/Saudara untuk dapat memberikan
 data atau informasi yang diperlukan sebagaimana form interview terlampir.

Untuk konfirmasi lebih lanjut, dapat menghubungi ybs. pada no
 WhatsApp: +31626452090 atau HP: +6281298184600 atau melalui
 email: l.f.lutfi@student.rug.nl atau Skype: luthfi.firmansyah1981

Atas perhatian dan bantuannya, disampaikan terima kasih.

Hormat saya,



Taufiq Hidayat Putra
 Pembimbing

Email: t.h.putra@rug.nl

Lampiran surat:

1. Plt. Direktur Jenderal Tata Ruang, Kementerian Agraria dan Tata Ruang/BPN
2. Direktur Fasilitasi Penataan Ruang dan Lingkungan Hidup, Ditjen Bina Pembangunan Daerah, Kementerian Dalam Negeri.
3. Direktur Tata Ruang dan Pertanahan, Bappenas.
4. Asisten Deputi Penataan Ruang dan Pembangunan Daerah Tertinggal Kementerian Koordinator Bidang Perekonomian.
5. Kepala Bappeda Provinsi DKI Jakarta.
6. Kepala Bappeda Kabupaten Bogor, Provinsi Jawa Barat.