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Implementation of Spatial Planning Policies

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Abstract. This study aims to analyze the implementation of spatial planning policies through a case study of the application of Lamandau Regent Regulation No. 13 of 2012 on the "Nanga Bulik, a Beautiful City" slogan. Employing a qualitative approach, the research utilized in-depth interviews, observations, and document studies. The findings reveal that although the policy has been implemented, several challenges persist, including a lack of competent human resources, weak inter-agency coordination, and limited community and private sector participation. Nevertheless, supporting factors such as the local government's commitment and the region's strategic potential were identified. The study recommends enhancing policy dissemination, strengthening standard operating procedures, and fostering cross-sector collaboration to ensure successful implementation. These findings are expected to contribute theoretically to the development of public policy and reinforce the concept of city branding for sustainable urban development.

Keywords: City Branding, City Slogan, Nanga Bulik, Policy Implementation, Public Policy, Spatial Planning.

1. INTRODUCTION

Modern cities represent the interaction between humans and their environment, shaped through technical and strategic planning. In the context of urban development, spatial planning plays a critical role in ensuring harmony between economic, social, and environmental progress. Spatial planning theories, as articulated by Amos Rapoport (1986), emphasize the integration of cultural and geographical dimensions in creating inclusive urban structures. Cities are not merely physical entities but also symbols of the collective identity of their communities. Within this framework, urban management becomes a significant challenge, particularly for developing cities like Nanga Bulik, the capital of Lamandau Regency.

As a newly established city following regional expansion, Nanga Bulik faces challenges in building a competitive and sustainable urban image. The issuance of Lamandau Regent Regulation No. 13 of 2012 on the designation of the slogan "Nanga Bulik, a Beautiful City" reflects the local government's effort to create a modern and environmentally friendly urban identity. This city branding initiative, expressed through the slogan, serves as a strategic tool to attract tourists and investors while fostering local pride among residents. However, the success of this policy implementation heavily relies on actor coordination, resource support, and community involvement.

Theoretically, the implementation of public policies is influenced by various factors, as outlined by Edward III, including communication, resources, disposition, and bureaucratic structure. In practice, policy implementation often encounters challenges such as budget limitations, lack of inter-agency coordination, and insufficient public support. On the other hand, city branding theory underscores the importance of planned strategies to build a strong urban image, incorporating cultural uniqueness, visual appeal, and environmental sustainability. Consequently, spatial planning policies that integrate city branding approaches require synergy among governments, communities, and the private sector.

This study examines the implementation of Lamandau Regent Regulation No. 13 of 2012, focusing on the policy execution process, supporting and inhibiting factors, and effective implementation models. Using a qualitative approach, data were collected through in-depth interviews, observations, and documentation and analyzed using triangulation methods to ensure validity and reliability. The research findings aim to provide academic and practical contributions, both in advancing the theory of public policy implementation and in strategic urban management.

In the context of Nanga Bulik, the slogan "A Beautiful City" reflects the local government's vision of creating a clean, comfortable, and harmonious city. However, the main challenge lies in realizing this vision amidst resource constraints and the dynamic nature of policy changes. Therefore, this study not only seeks to identify the obstacles faced but also provides strategic recommendations to enhance policy implementation effectiveness. By doing so, it is hoped that Nanga Bulik can serve as a model for sustainable urban management in Indonesia.

2. LITERATURE REVIEW

The implementation of public policy is a critical phase in the policy cycle, determining the success of achieving established goals and objectives. Edward III (1980) identifies four key variables in policy implementation: communication, resources, disposition, and bureaucratic structure. These variables play an essential role in ensuring that formulated policies can be effectively implemented in practice. Communication serves as a fundamental element in conveying policy information to relevant actors, including government

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officials and the public. Without effective communication, policies can be misinterpreted or even disregarded by implementers and beneficiaries.

Resources, encompassing human, material, and financial aspects, are vital for policy implementation. In the context of spatial planning policies such as those in Nanga Bulik, the lack of human resources with expertise in regional planning presents a significant challenge. This underscores the importance of capacity building for officials responsible for spatial planning policies. Additionally, adequate budget allocation is a critical determinant of successful policy implementation, as highlighted in the research documentation.

The disposition or attitudes of involved actors also significantly influence policy implementation. Supportive dispositions reflect the commitment and accountability of implementers to ensure that policies are carried out as intended. In the implementation of the spatial planning policy in Nanga Bulik, it was found that the lack of understanding of the policy's concepts among officials hindered the realization of its objectives.

Bureaucratic structure is the final element in Edward III's model. A simple and well-organized structure facilitates policy implementation, whereas a complex structure with convoluted procedures impedes effectiveness. In this study, the absence of clear Standard Operating Procedures (SOPs) for spatial planning policy implementation exacerbated the issue. This highlights the need for consistent bureaucratic efforts in developing technical guidelines to support policy success.

In addition to Edward III's theory of policy implementation, the concept of city branding provides a crucial theoretical foundation for this study. According to Anholt (2007), city branding is a strategy to create a positive city image, enhancing its competitiveness at regional and global levels. City branding involves more than visual elements like logos or slogans; it also encompasses efforts to create unique and memorable urban experiences. This aligns with the spatial planning policy in Nanga Bulik through the slogan *"A Beautiful City"*, aimed at building a clean, comfortable, and harmonious urban image.

Slogans, as explained by Moeliono in Sartika (2007), are short, striking, and memorable phrases intended to convey specific ideas or objectives to an audience. In the context of city branding, slogans represent a city's identity, reflecting its values and aspirations. The slogan *"A Beautiful City"* adopted by the Lamandau Regency Government serves not only as a communication tool but also as an educational medium to raise public awareness about the importance of maintaining urban cleanliness, beauty, and harmony.

City branding theory emphasizes the importance of collaboration among governments, communities, and private sectors in creating a strong urban image. As described in this research, the implementation of the slogan *"A Beautiful City"* in Nanga Bulik involves multiple actors, including local governments, companies, and communities. However, insufficient coordination and limited active participation from the private sector have been major obstacles to realizing this vision. To address this, the government must promote synergy among stakeholders through inclusive and participatory policies.

Moreover, city branding is closely linked to sustainable development. Enhancing urban environmental quality, such as managing green open spaces (GOS), is a critical aspect of creating an eco-friendly city image. Law No. 26 of 2007 on Spatial Planning mandates that cities allocate at least 30% of their total area for GOS. However, in practice, land constraints and development pressures often reduce GOS areas. This study found similar challenges in Nanga Bulik, where many designated GOS areas have been converted into building sites or community gardens.

Previous research by Muhammad Mufli and Andriani Kusumawati (2018) on city branding in Malang City revealed that elements such as place, people, and prerequisites significantly influence the success of city branding. This finding is relevant to the context of Nanga Bulik, where these elements can serve as strengths in building a positive urban image. However, successful city branding requires long-term commitment from the government and public support. As highlighted by Kavaratzis (2005), city branding is not only about creating an image but also managing perceptions and experiences sustainably.

By integrating policy implementation and city branding theories, this study provides a comprehensive understanding of the challenges and opportunities in managing spatial planning in Nanga Bulik. As Winarno (2016) asserts, public policies must address issues with broad societal impacts. In this context, spatial planning policies through the slogan *"A Beautiful City"* serve not only as technical planning tools but also as strategies for building an inclusive and sustainable urban identity.

This approach enables the study to make significant contributions to advancing the concepts of policy implementation and city branding in the context of developing cities. The findings are expected to serve as references for other local governments in designing innovative and responsive spatial planning policies tailored to community needs.

3. RESEARCH METHODOLOGY

This study employs a qualitative approach aimed at providing an in-depth depiction of the policy implementation process for spatial planning through the slogan *"Nanga Bulik, a Beautiful City"* in Lamandau Regency. The qualitative method was chosen due to its ability to capture the social, economic, and political dynamics surrounding public policy implementation. As emphasized by Creswell (2014), this approach is well-suited for understanding context and meaning from the perspectives of the subjects involved.

The research was conducted in Nanga Bulik, the capital city of Lamandau Regency, selected as a case study due to its characteristics as a developing region with both challenges and potential in the implementation of spatial planning policies.

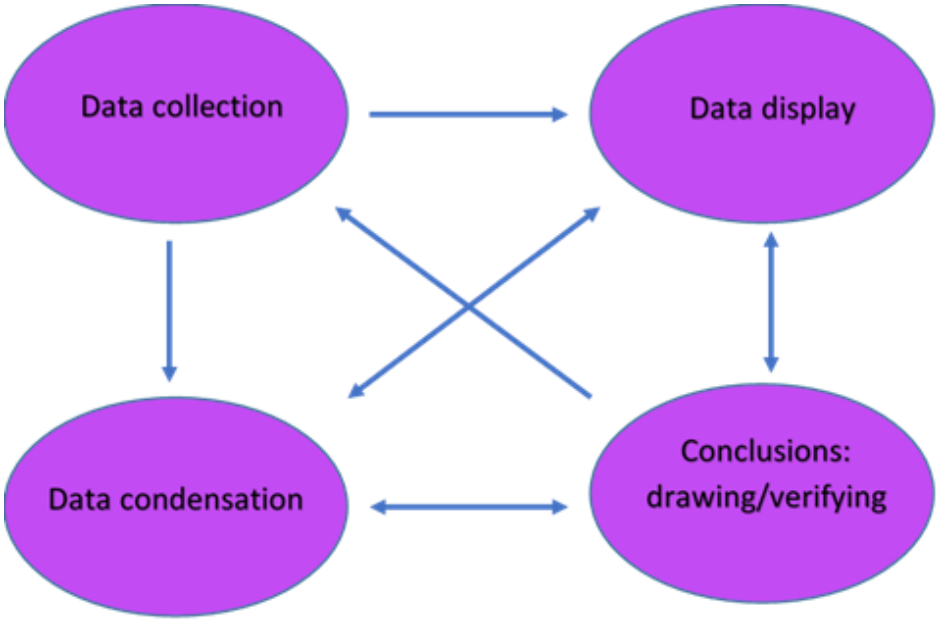


Figure 1: Components of Data Analysis: Interactive Model.
Source: Matthew B. Miles, *et al.*, *Qualitative Data Analysis: A Methods Sourcebook*. Singapore: SAGE Publications Inc., 2014:33.

Data for this study were collected through in-depth interviews, field observations, and document analysis. Interviews were conducted with key policy actors, including local government officials, technical staff, community representatives, and private sector stakeholders, to understand their perceptions and experiences in the implementation of the policy. This approach aligns with Yin's (2009) emphasis on the importance of collecting data from multiple sources to strengthen the validity of findings.

Field observation techniques were employed to capture the actual conditions of policy implementation, including the presence of physical elements such as slogan boards, green open spaces (GOS), and other public facilities. Additionally, document analysis was conducted on various regulations, reports, and official records related to the implementation of Regent Regulation No. 13 of 2012. This method is consistent with the data triangulation approach proposed by Denzin (1978), which aims to ensure the validity and reliability of findings by cross-verifying information from diverse sources.

Data analysis was conducted through the processes of data condensation, data display, and conclusion drawing, as outlined by Miles, Huberman, and Saldaña (2014). Data condensation involved filtering relevant information from raw data, while data display was presented in the form of descriptive narratives and visualizations to facilitate interpretation. Conclusions were drawn iteratively, guided by the theoretical frameworks employed in the study, including Edward III's policy implementation model and Anholt's (2007) city branding concept.

Using this approach, the study seeks to identify the dynamics of policy implementation, the supporting and inhibiting factors, and provide recommendations to enhance the effectiveness of spatial planning policy implementation in Nanga Bulik. The qualitative approach is expected to contribute both theoretically and practically to public policy management at the local level.

4. RESULT FINDINGS

This study focuses on the implementation of spatial planning policies as outlined in Lamandau Regent Regulation No. 13 of 2012, which introduced the slogan *"Nanga Bulik, a Beautiful City."* The research explores various aspects of policy implementation, including the execution process, supporting and inhibiting factors, and the implementation model as observed in the field. The analysis is guided by Edward III's policy implementation framework and Anholt's (2007) concept of city branding.

4.1. Policy Implementation Process

The implementation of this policy involves multiple stakeholders, including government entities, communities, and the private sector. In this context, the local government plays a central role as the policy initiator and the primary executor of related programs. One of the key components of this policy is the dissemination of the slogan *"Nanga Bulik, a Beautiful City,"* which aims to foster a clean, comfortable, and harmonious urban image. However, the findings indicate that the implementation process remains suboptimal.

During the initial phase of the policy, the local government successfully mobilized various parties to support its implementation. Banners, informational boards, and billboards featuring the slogan were installed at strategic locations throughout Nanga Bulik. Unfortunately, the effectiveness of these efforts declined significantly in subsequent years. Key challenges affecting the sustainability of policy implementation included weak inter-agency coordination, shifting budget priorities, and limited community engagement.

Additionally, the establishment of green open spaces (GOS) as part of efforts to promote the concept of an environmentally friendly city faced serious obstacles. Many areas designated as GOS were converted into residential and commercial zones due to inadequate oversight and policy inconsistencies. In several cases, the local community lacked sufficient awareness of the critical role of GOS in urban environmental sustainability.

The study also found that the application of the slogan *"Nanga Bulik, a Beautiful City"* was sporadic. In practice, only a few central city locations demonstrated tangible manifestations of this slogan. Furthermore, the policy failed to comprehensively address other strategic sectors, such as transportation and waste management, which should be integral to urban planning aligned with the vision of *"A Beautiful City."*

4.2. Supporting Factors in Policy Implementation

The study identifies several supporting factors that contributed to the implementation of the policy, albeit with limitations:

4.2.1. Government Commitment

The local government's commitment to creating a city identity through the slogan *"Nanga Bulik, a Beautiful City"* serves as a strategic initiative providing direction for urban development. The government's awareness of the importance of city branding forms a strong foundation for executing this policy. This vision is further supported by regional planning documents that align the slogan with long-term development strategies.

By addressing these supporting factors alongside the existing challenges, the findings provide insights into enhancing the effectiveness of spatial planning policy implementation. The research underscores the importance of consistent coordination, public engagement, and sectoral integration to achieve the envisioned urban identity and sustainability.

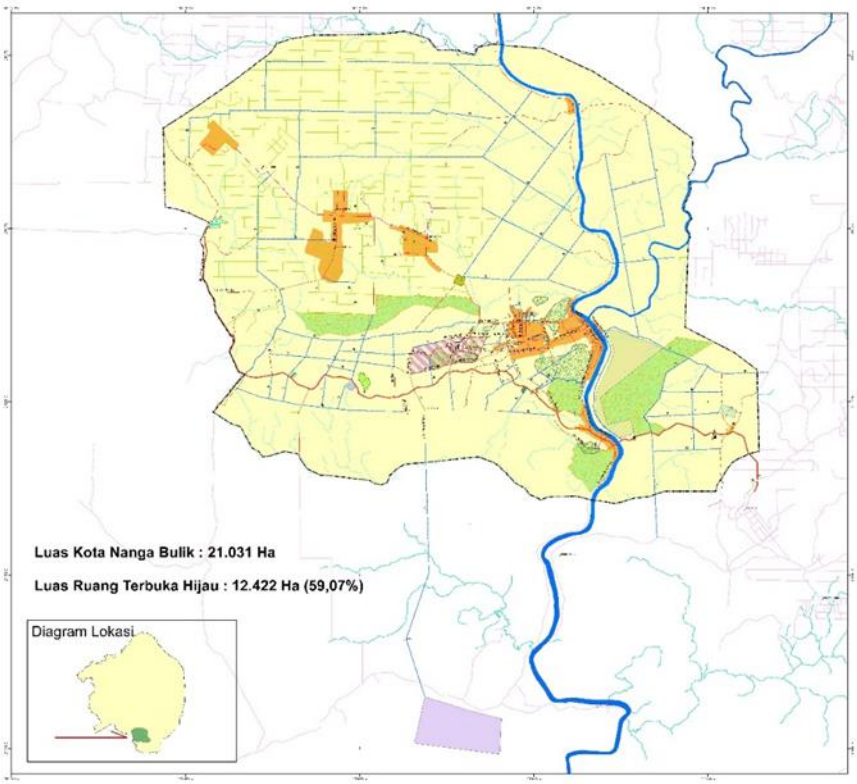


Figure 2: Administrative Map of Nanga Bulik City.

Second, the availability of vast vacant land in Nanga Bulik presents significant opportunities for the development of green open spaces (GOS) and other public facilities. The city's strategic location as a transit hub between provinces enhances its potential as a center for trade and commerce. This geographical advantage can be leveraged to attract investments aligned with the vision of an environmentally friendly city.

Third, the enthusiasm of the local community to support policy programs demonstrates potential for enhanced participation. Although not yet fully optimized, several local communities have initiated efforts to maintain environmental cleanliness and support the *"Beautiful City"* campaign. These efforts reflect a sense of

ownership over the city's identity, although further facilitation from the government is needed to fully harness this potential.

Fourth, the natural and cultural assets of Nanga Bulik represent critical resources that support the implementation of city branding policies. As part of Central Kalimantan, the city boasts a rich Dayak cultural heritage, which can be integrated into branding strategies to enhance its appeal and uniqueness.

4.3. Inhibiting Factors in Policy Implementation

Despite the supporting factors, the implementation of this policy faces several significant challenges. Using Edward III's framework, these challenges can be categorized into aspects of communication, resources, disposition, and bureaucratic structure:

1. **Communication**
   The objectives and benefits of the policy were not effectively communicated to the public and other stakeholders. Consequently, public awareness and participation in supporting the *"Beautiful City"* slogan remain relatively low. A lack of sustained campaigns by the government further diminishes the policy's socialization impact. Additionally, the absence of adequate platforms to integrate public input into policy implementation exacerbates this issue.
2. **Resources**
   Limited resources pose significant challenges to policy implementation. Government personnel responsible for spatial planning lack relevant educational backgrounds, such as urban planning or landscape architecture, affecting the quality of planning and program execution. Furthermore, constrained budget allocations often prioritize other programs, leaving this policy underfunded. The reliance on regional budgets without alternative financing strategies, such as private sector collaborations, further complicates the situation.
3. **Disposition**
   The lack of strong commitment from all stakeholders, including the private sector, has resulted in the policy losing its momentum. The private sector, which could potentially contribute through corporate social responsibility (CSR) initiatives, has shown minimal support for the policy's implementation. This absence reflects weak cross-sectoral coordination, which is critical to accelerating program realization.
4. **Bureaucratic Structure**
   A complex and poorly organized bureaucratic structure further hampers policy implementation. The absence of clear Standard Operating Procedures (SOPs) to delineate roles and responsibilities creates confusion and undermines coordination. Frequent changes in the nomenclature of local government organizations also contribute to inconsistencies in policy execution.

4.4. Illustrated Implementation Model

Based on the analysis, the implementation model for the spatial planning policy through the slogan *"Nanga Bulik, a Beautiful City"* can be described as a process influenced by the dynamics of various actors and factors. This model highlights the interdependence between key actors, such as the local government, and supporting actors, including communities and the private sector. The imbalance in roles and responsibilities among these actors is a primary cause of suboptimal implementation.

A collaborative approach involving active engagement from all stakeholders is required to improve implementation effectiveness. This includes enhancing communication through structured campaigns, strengthening human resource capacity through training and education, and encouraging private sector participation through clear incentives and regulations. Furthermore, the development of detailed SOPs is essential to ensure systematic delineation of tasks and responsibilities for each actor.

The proposed implementation model integrates the concept of city branding with spatial planning policies. This approach enables the policy to focus not only on technical planning but also on aspects of city marketing, improving the quality of life for residents, and ensuring environmental sustainability.

4.5. Recommendations Based on Findings

The findings of this study offer several strategic recommendations to enhance the effectiveness of policy implementation:

1. **Strengthen Policy Campaigns**
   The local government should intensify policy awareness campaigns to build collective community awareness. These campaigns should utilize various communication channels, including social media, to reach broader audiences effectively.
2. **Capacity Building**
   Technical training for government personnel in spatial planning should be prioritized to improve their capacity and competency in implementing the policy effectively.
3. **Incentivize Private Sector Engagement**

The government should establish incentives for private sector contributions, such as the development of GOS or CSR programs.

4. **Enhance Regulation and Oversight**
   Strengthening regulations and monitoring land use in designated GOS areas should be a priority to ensure environmental sustainability.
5. **Establish Collaborative Forums**
   Collaborative forums involving the government, community, and private sector should be established to ensure synergy in policy implementation. These forums can serve as platforms to integrate feedback, identify challenges, and develop joint solutions.
6. **Conduct Periodic Evaluations**
   Regular evaluations of policy implementation should be conducted to ensure that established objectives are being achieved optimally.

By adopting these recommendations, the policy can better align with the integrated goals of spatial planning and city branding, fostering a more inclusive and sustainable urban identity for Nanga Bulik. These insights are also expected to serve as a reference for other local governments in designing innovative and responsive public policies.

5. DISCUSSION

The findings of this study highlight various dynamics in the implementation of spatial planning policies through the slogan *"Nanga Bulik, a Beautiful City."* The policy was designed to create a modern, clean, and sustainable urban identity; however, its implementation faces numerous challenges. This discussion analyzes the findings further by referencing Edward III's policy implementation theory, Anholt's (2007) concept of city branding, and related literature.

5.1. Policy Implementation and Structural Challenges

According to Edward III, the success of policy implementation is strongly influenced by four main variables: communication, resources, disposition, and bureaucratic structure. This study finds that the lack of effective communication between the government and the public is one of the primary obstacles to the implementation of the *"Nanga Bulik, a Beautiful City"* policy. Information about the objectives and benefits of the policy was not evenly disseminated, resulting in low public participation. This finding aligns with Dunsire's (1990) assertion that inadequate communication often leads to misinterpretation or indifference toward policies.

From a resource perspective, limitations in budget and human capacity pose significant challenges. Government officials responsible for implementing this policy often lack relevant educational backgrounds, such as urban planning or landscape architecture, which negatively affects the quality of planning and execution. Additionally, insufficient budget allocations have prevented many planned programs from being realized. These findings support Grindle's (1980) view that inadequate human and financial resources are often major barriers to policy implementation in developing countries.

The complexity and disorganization of bureaucratic structures present another significant challenge. The absence of clear Standard Operating Procedures (SOPs) to define roles and responsibilities for each actor has led to inconsistencies in policy execution. Changes in the nomenclature of government agencies exacerbate this issue, as they disrupt continuity in planned programs. This reflects an urgent need for bureaucratic reform to enhance the efficiency and effectiveness of policy implementation.

5.2. City Branding as an Urban Development Strategy

The concept of city branding, as developed by Anholt (2007), emphasizes the importance of creating a positive urban image to attract tourists, investors, and foster local pride. In the context of *"Nanga Bulik, a Beautiful City,"* the slogan was designed to represent an environmentally friendly, clean, and harmonious urban identity. However, the study reveals that the implementation of city branding in Nanga Bulik remains sporadic and poorly integrated.

One of the primary obstacles to city branding implementation in Nanga Bulik is the lack of private sector involvement. Anholt (2007) highlights that successful city branding requires close collaboration among governments, communities, and the private sector to create a strong and sustainable city image. However, in Nanga Bulik, the private sector has not played an active role in supporting this policy, whether through corporate social responsibility (CSR) programs or direct investments in public facility development.

Moreover, physical elements reflecting the city's identity, such as green open spaces (GOS) and public facilities, have not fully realized the vision of *"A Beautiful City."* Many areas designated as GOS have been converted into residential or commercial zones due to inadequate oversight and inconsistencies in policy implementation. These findings align with Kavaratzis's (2005) argument that city branding is not just about creating slogans or logos but also involves efforts to deliver unique and memorable urban experiences.

5.3. Disparity between Policy and Reality

A key finding of this study is the significant gap between the ideal vision of the policy and its practical implementation. The slogan *"Nanga Bulik, a Beautiful City,"* intended to reflect a modern and environmentally friendly urban identity, is not fully realized in the physical and social conditions of the city. For instance, waste management, which should be an integral part of this policy, faces numerous challenges, including inadequate waste management facilities and low public awareness of environmental cleanliness.

This gap is also evident in the implementation of programs related to spatial planning. Many programs designed to enhance the quality of GOS and public facilities remain unrealized due to budgetary and human resource constraints. Additionally, a lack of coordination between government agencies and other stakeholders has led to fragmented and unsustainable initiatives.

These findings support Winarno's (2016) observation that public policies often face challenges during implementation due to a lack of synchronization between planning and execution. To address this disparity, a more holistic and integrated approach is required, involving active and continuous engagement from all stakeholders.

5.4. Recommendations for Improving Policy Implementation

Based on the findings, several strategic measures can be undertaken to enhance the effectiveness of the *"Nanga Bulik, a Beautiful City"* policy implementation:

1. Strengthen Communication and Public Outreach
   The local government should intensify efforts to communicate and socialize the policy to the public. Structured and sustained campaigns can help raise awareness and encourage greater public participation in supporting the policy.
2. Capacity Building for Government Officials
   Technical training for government officials in spatial planning is essential to improve their capacity and competence. Additionally, the government should establish incentives for private sector contributions to this policy, either through CSR programs or direct investments in public facility development.
3. Bureaucratic Reform
   Bureaucratic reform is necessary to enhance the efficiency and effectiveness of policy implementation. This includes the development of clear SOPs to define roles and responsibilities for all actors, as well as strengthening coordination mechanisms between government agencies and other stakeholders.
4. Strengthen Regulations and Oversight

Strengthening regulations and monitoring land use should be a priority to ensure environmental sustainability. The local government must ensure that areas designated as GOS are not converted to other uses without clear authorization and transparent procedures.

By adopting these measures, the implementation of the *"Nanga Bulik, a Beautiful City"* policy can better align with its intended vision, promoting a sustainable and harmonious urban identity. These recommendations also provide valuable insights for other local governments seeking to develop innovative and responsive public policies.

6. CONCLUSION

This study explores the implementation of spatial planning policies through the slogan *"Nanga Bulik, a Beautiful City,"* as outlined in Lamandau Regent Regulation No. 13 of 2012. The findings reveal that this policy was designed as a strategy to establish a modern, clean, and sustainable urban identity. However, its implementation faces various challenges, reflecting a significant gap between the policy's vision and its execution on the ground.

From a theoretical perspective, the implementation of this policy can be analyzed using Edward III's framework, which encompasses communication, resources, disposition, and bureaucratic structure. The study findings indicate that communication between the government and the public has not been optimal, resulting in the uneven dissemination of the policy's objectives and benefits. This has led to low levels of community participation in supporting the *"Beautiful City"* slogan. Additionally, limitations in human and financial resources exacerbate the situation, as many planned programs remain unrealized due to insufficient capacity and budgetary support. A complex bureaucratic structure, compounded by the absence of clear Standard Operating Procedures (SOPs), further hinders policy execution.

Anholt's (2007) concept of city branding serves as a critical foundation for this analysis. The slogan *"Nanga Bulik, a Beautiful City"* aims to create an attractive image for tourists, investors, and local residents. However, the lack of private sector involvement and inconsistent policy implementation diminishes its impact as a city branding tool. Physical elements such as green open spaces (GOS) and public facilities, which should be integral to the branding strategy, do not fully reflect the policy's vision. Many areas designated as GOS have been converted to other uses due to inadequate oversight and a lack of stakeholder commitment.

Despite these challenges, the policy holds significant potential if reforms are undertaken. Strengthening communication, enhancing human resource capacity, and fostering collaboration between the government,

community, and private sector are essential steps to improve the policy's implementation. Strengthened regulations and oversight mechanisms are also necessary to ensure program sustainability.

In conclusion, *"Nanga Bulik, a Beautiful City"* has the potential to become more than just a slogan; it can evolve into a strategic vision realized through collective effort and commitment. Achieving this will not only improve the quality of life for residents but also enhance Nanga Bulik's competitiveness as a modern, sustainable city.

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