JURNAL GEOGRAFI

OBSTACLES IN IMPLEMENTING THE REGULATION OF THE MINISTER OF ATR/BPN NUMBER 11 AND 14 OF 2021 IN THE PREPARATION OF THE KALIBAWANG URBAN RDTR

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Article Info

Abstrak

RDTR Perkotaan Kalibawang Tahun 2022-2042 terjadi penyesuaian peraturan Menteri ATR/BPN No. 11 dan No. 14 Tahun 2021, bertujuan menganalisis kendala implementasi Peraturan Menteri ATR/BPN No. 11 dan No. 14 tahun 2021 dalam penyusunan RDTR Perkotaan Kalibawang. Penelitian ini menggunakan metode deskriptif dengan penelitian kualitatif serta pengumpulan data dilakukan observasi dan dokumentasi, Teknik analisis data *Miles and Huberman* (1984) terdiri atas reduksi data, *display* data, dan penarikan kesimpulan.

Pengumpulan data bersumber dari basis data RDTR dokumen materi RDTR Perkotaan Kalibawang berupa materi teknis, materi fakta analisa, draft kajian kebijakan, dan draft RDTR Perkotaan Kalibawang Tahun 2018. Reduksi data berkaitan menganalisis kendala implementasi Peraturan Menteri ATR/BPN Nomor 11 dan Peraturan Menteri ATR/BPN Nomor 14 Tahun 2021 memperbandingkan materi: RTRW Kabupaten Kulon Progo Tahun 2012-2032 dan Draft RDTR Perkotaan Kalibawang Tahun 2022-2042, materi RTRW Kabupaten Bontang Tahun 2019-2039 dan RDTR Kota Bontang Tahun 2016-2036, serta materi RTRW Kabupaten Kutai Timur 2015-2035 dan RDTR Kawasan Perkotaan Sangatta Tahun 2022-2042 Display data berkaitan materi basis data RDTR dalam geodatabase melalui sistem informasi Geografis (ArcGIS), peta perencanaan, dan dokumen materi teknis.

Menarik kesimpulan dari hasil analisis kendala Peraturan Menteri ATR/BPN Nomor 11 Tahun 2021 tentang tahapan penyusunan RDTR: kesulitan mencari data dan informasi RDTR, proses memperoleh data gambar memerlukan waktu, penyesuaian standar kode klasifikasi Sektor Indonesia tahun 2020 menjadi empat atau lima digit, pengecekan ketentuan khusus, pengklasifikasian isi rencana tata ruang dan pola tata ruang, dan penyesuaian materi RDTR dengan RTRW Kulon Progo dan peraturan. Kendala dalam pelaksanaan Peraturan Menteri ATR/BPN Nomor 14 Tahun 2021 tentang Penyusunan Database dan Penyajian Peta RDTR: Penetapan kembali peta RDTR dengan Keputusan Bupati Kulon Progo Nomor 190 Tahun 2021, penyesuaian waktu pelaksanaan, perekaman data gambar RDTR, kurangnya RDTR data dan informasi berbagai sektor, serta pengecekan peta pola spasial dibandingkan gambar lainnya.

Abstract

The Kalibawang Urban RDTR for 2022-2042 will see adjustments to the Minister of ATR/BPN Regulation No. 11 and No. 14 of 2021, aims to analyze obstacles to implementing ATR/BPN Ministerial Regulation No. 11 and No. 14 of 2021 in the preparation for the Kalibawang Urban RDTR. This research uses descriptive methods with qualitative research with data collection is carried out by observation and documentation, and data analysis techniques are Miles and Huberman (1984) consisting of data reduction, data display, and conclusion.

Data collection originates from the RDTR database of Kalibawang Urban RDTR material documents in the form of technical material, factual analysis material, policy study drafts, and the 2018 Kalibawang Urban RDTR draft. Data reduction is related to analyzing the obstacles to implementing the ATR/BPN Ministerial Regulation Number 11 and ATR/BPN Ministerial Regulation Number 14 of 2021 compare material: RTRW Kulon Progo Regency for 2012-2032 and Draft RDTR for Kalibawang City for 2022-2042, material for RTRW for Bontang Regency for 2019-2039 and RDTR for Bontang City for 2016-2036, as well as material on the East Kutai Regency RTRW 2015-2035 and the Sangatta Urban Area RDTR 2022-2042. Display data related to RDTR database material in a geodatabase via a Geographic Information System (ArcGIS), planning

maps, and technical material documents.

Concluding the results of the analysis results in obstacles to ATR/BPN Ministerial Regulation Number 11 of 2021 concerning the stages of preparing the RDTR: difficulty finding RDTR data and information, the process of obtaining image data takes time, adjusting the standard classification code for Indonesian fields in 2020 to four or five digits, checking special provisions, classification of spatial structure plan content and spatial patterns, and adjusting RDTR loads with Kulon Progo RTRW and regulations. Obstacles in implementing ATR/BPN Ministerial Regulation No. 14 of 2021 regarding the preparation of the database and presentation of RDTR maps: re-delineation of the RDTR map by the Decree of the Regent of Kulon Progo Number 190 of 2021, adjusting the timing of RDTR, image recording data, lack of RDTR data and information for various sectors, and checking spatial pattern maps compared to other images.

INTRODUCTION

Urban space has characteristics, limitations, and economic chances. Meanwhile, the high demand for land caused by rapid physical growth and socio-economic changes in society is not in line with the local government's willingness to respond, resulting in overlapping land use (Priyadharma et al., 2023). The construction of spatial structures is an alternative for improving environmental quality by regulating the use of urban space, improving conditions, and arranging infrastructure/means (Tondobala, 2015).

The aim of implementing regional planning is to integrate interests between regions, sectors, and stakeholders. This is reflected in the preparation of Spatial Planning (RTR), harmonization of spatial planning models and structures, harmony of human activities and ecology, balance of growth and development between regions, as well as the creation of a regulatory framework that supports the investment climate and investment friendliness (Pambudi & Sitorus, 2021). Detailed Spatial Planning or RDTR is a detailed plan for land use in a city/district area with zoning regulations. RDTR has the status of preparing Regional Spatial Planning, equipped with more detailed notes containing land use provisions including complete qualification code material as one of the foundations for providing Suitability for Spatial Utilization Activities (KKPR) and preparing Building and Environmental Planning Plans and became currently the requirements for starting a business with a risk based One Single Submission (OSS) system (Priyadharma et al., 2023).

Detailed Spatial Planning (RDTR) is prepared as a guideline for regional development. When land use changes occur, the accuracy of local government plans and land information can be determined. Therefore, the level of conformity between existing land use and the land use plan in the RDTR must be known (Hapsari & Ritohardoyo, n.d.), apart from that, the need for Detailed Spatial Planning is very urgent for regional stakeholders because it is needed as a reference for granting utilization permits and many permits that have been issued only refer to RTRW and not all regions have RDTR (Pusat Pengembangan Sumber Daya Manusia, 2019).

The urgency of RDTR is carried out because spatial planning cannot yet be used as a basis for implementing and controlling space. Because, the area coverage is very comprehensive and must be detailed, and the district/city government is obliged to prepare and provide district/city RDTR in digital form so that the public can easily access information regarding the suitability of activity plans and business location with district/city RDTR (Kurniawan, 2022).

Based on article 55 of Government Regulation Number 21 on 2021 concerning Implementation of Spatial Planning, the scope of planning includes administrative areas, functional areas, parts of districts/cities with urban areas, strategic areas of provinces/districts/cities, rural areas, urban areas and some administrative areas /cities that are rural areas become urban areas (Pengembangan Pusat Daya Sumber Manusia Kementerian ATR/ BPN, 2021).The process of preparing the RDTR includes the preparation process and participation of the community in the preparation and discussion of the draft RDTR at the district/city level. The process of preparing district/city RDTR includes several stages, namely the preparation stage, data collection, data processing and analysis, concept development and drafting of RDTR regulations (Pengembangan Pusat Daya Sumber Manusia Kementerian ATR/ BPN, 2021).

Based from Article 55 of Government Regulation Number 21 of 2021, the legal basis for preparing the Kalibawang RDTR includes: Minister of ATR/BPN Regulation Number 11 of 2021 concerning Procedures for Preparing, Reviewing, Revisioning and Issuing Substance Approval of Provincial, Regency, City, Regional Spatial Plans. and Detailed Spatial Planning and ATR/BPN Ministerial Regulation Number 14 of 2021 concerning Guidelines for Compiling a Database and Presenting Provincial, Regency and City Spatial Plan Maps, as well as Regency/City Detailed Spatial Plan Maps.

The contents of the RDTR consist of: objectives for determining planning areas, spatial structure plans, spatial pattern plans, provisions for space utilization, and zoning regulations

(Pengembangan Pusat Sumber Daya Manusia Kementerian ATR/BPN, 2021).The spatial structure plan includes a central settlement system plan and an infrastructure network system plan, while the spatial pattern plan includes the allocation of protected and cultivation areas. With a planning map, it is hoped that the development can be evaluated in a directed manner and in accordance with spatial planning (Alwan et al., 2020).

Kapanewon Kalibawang is located in the northern part of Kulon Progo Regency covering an area of 5,296.37 ha (52.96 km2). The Kapanewon Kalibawang area consists of: Banjararum (11.04 km2), Banjarasri (11.24 km2), Banjarharjo (13.05 km2) and Banjaroyo (16.01 km2). Kalibawang regional boundaries are north: Muntilan District and Borobudur District, east: Ngluwar and Kapanewon Minggir Districts, south: Kapanewon Nanggulan, and west: Kapanewon Samigaluh and Kapanewon Girimulyo (Kapanewon Kalibawang, 2022). The Kalibawang Planning Area is an area that functions as a Regional Service Center (PPK) covering two areas, namely Banjaroyo and Banjarharjo in accordance with the mandate of Kulon Progo Regency Regional Regulation No. 1 of 2012 concerning RT/RW Kulon Progo Regency in Article 8, there are several areas that will be designated RDTR, one of which is Kalibawang City. It is located in a strategic position, namely to the north of Dekso City and on the route to Borobudur, apart from that, it is in an area that is prone to land movement and people's plantation areas as well cultural heritage area (Dinas Pertanahan Dan Tata Ruang Kabupaten Kulon Progo, 2022).

The Kalibawang region has one large River, namely the Progo River which is located to the east of the urban area. Kalibawang's potential consists of developing the tourism and agricultural sectors. The Banjaroyo Reservoir is one of the reservoirs in Kulon Progo Regency that functions to collect rainwater and is a project of a monoculture garden as one of the characteristics of Kalibawang, as one of the best durian producers in 6 Kulon Progo Regencies, and a Yellow Menoreh Durian Statue was built in the vicinity. Banjaroyo Embung area. The main commodities in the agricultural sector are lowland rice, secondary crops, cassava, and corn, apart from that, there is potential for garden products, in the form of cocoa (Dinas Pertanahan Dan Tata Ruang Kabupaten Kulon Progo, 2022).

According to Kulon Progo Regency Regional Regulation, Number 1 of 2012 concerning the Kulon Progo Regency Spatial Planning Plan for 2012 - 2032, one of the spatial planning strategies for the Kulon Progo Regency area is the control and utilization of agricultural land. Apart from that, Kapanewon Kalibawang has an area designated for cultural tourism and artificial tourism. Apart from that, in the spatial pattern plan for the Borobudur area, there are directions for natural tourism park areas in parts of the Banjaroyo Village area located close to the Kalibawang Urban Area (Dinas Pertanahan Dan Tata Ruang Kabupaten Kulon Progo, 2022).

The problems and challenges faced by Kalibawang City are disaster-prone areas, namely based on the Disaster-Prone Map in the RTRW of Kulon Progo Regency, Kalibawang City is an area that is prone to disasters, namely landslides and drought. Disaster vulnerability based on physical environmental conditions, such as soil type and slope, facilities, and infrastructure related to the development of agricultural activities for metropolitan areas is still limited, even though it has the potential to develop the region as an agropolitan area. The competitiveness between the Kalibawang region and the alternative route from Yogyakarta and NYIA to Borobudur means it must compete for accessibility and service routes to and from Borobudur to encourage regional development in Kalibawang (Tim Penyusun RDTR Dinas Pertanahan dan Tata Ruang Kabupaten Kulon Progo, 2022).

Based on the characteristics, potential, and challenges faced by Kalibawang City, the RDTR for Kalibawang City for 2022-2042 will occur. To prepare the RDTR, regulations are required by the Regulation of the Minister of Agrarian Spatial Planning/National Land Agency adjusted to Regulation 11 of 2021 and Regulation of the Minister of ATR/BPN Number 14 of 2021 so that the mechanism for preparing the RDTR can be used properly in controlling and utilizing space. This research focused in finding out the obstacles in implementing the ATR/BPN Ministerial Regulation Number 11 of 2021 and the ATR/BPN Ministerial Regulation Number 14 of 2021. Based on the description above, research was conducted on "Constraints in the Implementation of the ATR/BPN Ministerial Regulation Number 11 of 2021 and the Ministerial Regulation ATR/BPN Number 14 of 2021".

METHODS

This research uses a descriptive method with a qualitative research type which aims to examine obstacles to the implementation of ATR/BPN Ministerial Regulation Number 11

of 2021 and ATR/BPN Ministerial Regulation Number 14 of 2021. The population in this research is the Kalibawang area consisting of 4 sub-districts, 84 sub-districts, 170 RWs (Rukun Warga) and 352 RT (Rukun Tetangga) and has sub-district areas, namely: Banjararum, Banjarasri, Banjarharjo and Banjaroyo (Nur Mahmud & Lesmana, 2021) with a sample planning area covering two sub-districts, namely Banjaroyo and Banjarharjo with an area of 694.59 Ha from the 5,296 Ha area of Kapanewon Kalibawang.

The data collection techniques in this research are as follows: Observations sourced from sectoral data, including planning maps as well as information and data related to the Kalibawang Urban RDTR and documentation including taking pictures, are used to assess obstacles to the implementation of ATR/BPN Ministerial Regulation Number 11 of 2021 and ATR/BPN Ministerial Regulation Number 14 of 2021. Analysis of research data using the data analysis technique Miles and Huberman (1984) in (Sugiyono, 2013) that qualitative data analysis activities are interactive and connected until completion so that the data is saturated. Data analysis consists of data reduction, display and drawing conclusions/verification.

Researchers collected secondary data obtained from the RDTR database (base map, plan and thematic maps), Kalibawang Urban RDTR material documents in the form of technical material, analytical fact material, policy study drafts, and the 2018 Kalibawang Urban RDTR draft. Analysis of the process of preparing the Kalibawang Urban RDTR through preparation stages, data and information collection stages, data and information processing stages, RDTR concept formulation stages, preparation and discussion stages of draft regional regulations regarding RDTR. Analysis of obstacles to implementation of ATR/BPN Ministerial Regulation Number 11 and ATR/BPN Ministerial Regulation Number 14 of 2021 comparing materials: Kulon Progo Regency RTRW for 2012-2032 and Kalibawang Urban Draft RDTR for 2022-2042, Bontang Regency RTRW material for 2019-2039 and Bontang City RDTR 2016-2036, as well as material on the 2015-2035 East Kutai Regency RTRW and the 2022-2042 Sangatta Urban Area RDTR (planning area objectives, spatial pattern plans, space utilization provisions and zoning regulations). Presentation of data on the stages of RDTR preparation includes RDTR database material in a geodatabase via the Geographic Information System (ArcGIS), planning maps and technical material documents. The results of the analysis resulted in obstacles to the implementation of ATR/BPN Ministerial Regulation Number 11 and ATR/BPN Ministerial Regulation Number 14 of 2021.

RESULTS AND DISCUSSION

The preparation of the Kalibawang Urban RDTR for 2022-2042 was an adjustment to the Minister of ATR/BPN regulation No. 11 of 2021 concerning Guidelines for the Preparation, Review, Revision and Issuance of Approval of the Substance of Provincial, Regency, City Spatial Plans and Detailed Spatial Plans and ATR/BPN Ministerial Regulation No. 14 of 2021 Guidelines for Preparing a Database and Presenting Provincial, Regency and City Spatial Plan Maps, as well as Detailed Regency/City Spatial Plan Maps. The difference between the two regulations in preparing the Kalibawang RDTR is the ATR/BPN Ministerial Regulation No. 11 of 2021 discusses the preparation of the RDTR (preparation stages, data and information collection, data and information analysis, formulation of the RDTR content concept, discussion and preparation of draft regional head regulations regarding the RDTR while ATR/BPN ministerial regulation No. 14 of 2021 discusses database preparation in map data specification, map of databases, district/city RDTR attribute table format, geometric shapes, symbolization, map presentation, and storage of RDTR map files. **Obstacles in implementing ATR/BPN Ministerial Regulation Number 11 of 2021** consisting of: Obstacles in the preparation stages including: adjustments to the Kulon Progo Regent's Decree Number 190 of 2021 concerning the delineation or boundaries of the Kalibawang Urban RDTR area which consists of: Kapanewon Banjaroyo and Banjarharjo, changing the name of the sub-district to Kapanewon and sub-districts to sub-districts in accordance with Governor Regulation No. 25 of 2019 concerning Institutional Guidelines for Special Affairs in Regency/City and Subdistrict Governments where Kapanewon is the name for a sub-district in the Yogyakarta Special Region at the district/city level. Otherwise, at the Kalurahan is a sub-district in the Yogyakarta Special Region at the village level that consist of many small village under kapanewon and the suitable material about the blueprints of spatial plan are declared in the minister decree ATR/BPN No.11 of 2021 and minister decree ATR/BPN No.14 of 2021. The adjustment of the Kulon Progo Regent's Decree Number 190 of 2021 concerning the arrangement or boundaries of the Kalibawang Urban RDTR

area, which consists of Kapanewon Banjaroyo and Banjarharjo, based on the direction of the Kulon Progo Regency Spatial Plan Number 1 of 2018, especially Article 8, states that Kapanewon Kalibawang will have detailed spatial planning carried out.

Based on observation result, obstacles in the stages of collecting data and information include: supporting data, both data and information on population, social, disaster, and land sectors. It is difficult to find data because there is no spatial data in various sectors, for example: Population data obtained from the Population and Civil Registry Service in 2020, agricultural data comes from the Ministry of Agriculture to map agricultural zones (food crops and horticulture), while the Kulon Progo Regency Land and Spatial Planning Service does not have population data and agricultural data.

Based on observation result, data and information must be rechecked again by paying attention to the year and data content, because previously 2018 data was used and adjusted to the latest regulations or took the latest data from certain agencies to be used as planning analysis for 2021. Re-check the year and data content before carrying out data analysis serves to simplify data analysis and comply with the latest regulations. The process of obtaining image data that is appropriate for the time is experienced by problems in preparing the Kalibawang Urban RDTR, for example, the Kalibawang image data in the preparation of the 2022 RDTR uses 2014 image data because to obtain image records there must be a process.

Based on the assistance of the Ministry of ATR/BPN, to compile the RDTR, the latest image data records are required, while the latest image data was obtained in 2023 and sourced from the Geospatial Information Agency. The process carried out to obtain the latest data was carried out in 2022, when the Geospatial Information Agency updated or updated the data. After that, the Kulon Progo Land and Spatial Planning Service requested the data and was given the latest data in 2023. The limitations of large-scale maps as basic information in spatial planning have an impact on low RDTR products. Based on the PROTARU and SIGTARU RDTR website pages as of January 4, 2023, 260 RDTR regulations have been published, and 165 online RDTR maps are available on the RDTR portal. Achieving this number is still far from the Government's target of 2,000 RDTR by 2024 (Widiyantoro & Rineksi, 2024).

Based on observation result, obstacles in the data and information processing stages include:

obtaining data and information from certain agencies due to data and information preparing RDTR for various sectors, such as: to analyze regional areas, population data, agricultural data, natural resource data and so on are needed. The image data that is available is then checked again for certain coordinates and spatial data according to the regional plan because the Geospatial Information Agency only provides image capture. The time for data to carry out analysis is no later than 2 or 3 years from the analysis process or preparation of the RDTR. Based on research, the data and analysis period used is around 2019-2021, the use of data in this time period serves to simplify the data analysis process.

Based on observation result, obstacles in the conception stages of RDTR content include: Kalibawang Urban RDTR content is adjusted to the directions and policies of the Kulon Progo Regency RTRW for 2012-2032 containing objectives, spatial structure plans, spatial pattern plans, provisions for space utilization and zoning regulations, for zoning regulations in accordance with the direction of the Land Service and Yogyakarta Special Region Spatial Planning, activity codes are given in 4 (four) or 5 (five) digits to facilitate classification in determining the type of business permit for business actors and are connected to OSS (One Single Submission).

This is the opinion that Business licensing services that use single online accommodation or OSS are applications that provide easy transactions through the implementation of an electronically coordinated business licensing system. The format for applying for permits via OSS is that business/investment applications will be verified online using data that is connected to the government's information system at all times. The OSS permit application managed by an agency has carried out preparations in various aspects, such as agreement on the Detailed Regency/City Spatial Plan (RDTRK). Therefore, RDTRK is one of the important and easier aspects of issuing business permits, namely location permits (Riau et al., 2024).

OSS is integrated with the issuance of Conformity of Space Utilization Activities (KKPR). If the RDTR has been entered into the OSS system, then business actors will use the OSS system to confirm the KKPR. There are three ways to integrate OSS with KKPR issuance: verification, approval, and KKPR recommendation. To ensure that the basis is RDTR, the RDTR product will be directly checked by OSS and OSS will go to the GISTARU system, where it will be stated

whether the conformity entered is by RTR. If appropriate, the system will automatically issue a KKPR confirmation via a special RDTR confirmation line integrated with the OSS system. For the use of other RTRs such as City Regional Spatial Planning (RTRWK), Provincial Regional Spatial Planning (RTRWP), National Strategic Area RTR (KSN), or National Regional Spatial Planning (RTRWN), the second route is approval from the KKPR, business actors input data into OSS, OSS will send the data entered by business actors to GISTARU and process it through the GISTARU KKPR application (Riau et al., 2024).

BWP Kalibawang as a regional service center through agricultural and tourism development. Establishment of regional service centers through agricultural and tourism development (Pemerintah Kabupaten Kulon Progo, 2022) based on the potential of the agricultural and natural tourism sectors, while the Bontang BWP is based on the Bontang BWP planning objectives including: South Bontang (city-scale government and economic center), West Bontang (protected/conservation areas, residential areas, as well as trade and service centers paying attention to protected areas), and North Bontang (center of strategic industry, trade and services as well as cultural tourism) (Peraturan Daerah Kota Bontang Nomor 1 Tahun 2016 Tentang Rencana Detail Tata Ruang Dan Peraturan Zonasi Tahun 2016-2036, 2016) as well as the Sangatta Urban Area creating a Service City from service trade, tourism and housing (Peraturan Bupati Kutai Timur Nomor 23 Tahun 2022 Tentang Rencana Detail Tata Ruang Kawasan Perkotaan Sangatta Tahun 2022-2042, 2022). Based on this, according to (Dewi et al., 2018) BWP is a part of a district/city that is or needs to be planned in detail in accordance with the relevant district/city spatial plan instructions or guidelines.

The determination of the Kalibawang BWP as a regional service center through agricultural and tourism development with an agropolitan concept is adjusted to the direction of Kulon Progo Regency Regional Spatial Plan Number 1 of 2012, one of the spatial planning strategies for the Kulon Progo Regency area is the control and utilization of agricultural land. By the mandate of Kulon Progo Regency Regional Regulation No. 1 of 2012 concerning RTRW Kulon Progo Regency in Article 8, one of the areas that will be prepared by RDTR is the Kalibawang Urban Area. The factor in preparing the Kalibawang Urban RDTR is the construction of a new airport in the Kulon Progo Regency area, passing

through the Menoreh route, which will later become an alternative road connecting the new airport with the Borobudur National Strategic Area (KSN), as well as near Dekso Urban (Farmer Business City) (Tim Penyusun RDTR Dinas Pertanahan dan Tata Ruang Kabupaten Kulon Progo, 2022).

The results of the Kalibawang Urban zoning plan classification refer to ATR/BPN Ministerial Regulation Number 11 of 2021 containing basic rules and zoning regulation techniques, while for Bontang City, the zoning plan classification still only contains basic rules and does not yet contain special provisions and zoning regulation techniques and is different from Sangatta City. contains basic rules and techniques for zoning regulation. The different levels of zoning detail differ because each zone regulates its own activities and space utilization, both protected and cultivated areas.

This varies according to (Dewi et al., 2018) Standardization of zoning plan classification: Classification and nomenclature on spatial pattern plan maps must refer to Minister of Public Works Regulation No. 20 of 2011, while according to (Pengembangan Pusat Sumber Daya Manusia Kementerian ATR/BPN, 2021) Zoning regulations contain basic rules and techniques for zoning regulation. Basic rules are space utilization requirements including, activity and land use provisions, space utilization intensity provisions, building layout provisions, minimum infrastructure and facilities provisions, special provisions, and/or implementation provisions, while zoning regulation techniques provide flexibility in implementing zoning regulations and provide Treatment options for certain locations are in accordance with the characteristics, development objectives and problems of certain zones, so that land use objectives are achieved based on ATR/BPN Ministerial Regulation Number 11 of 2021.

Based on table 1. zoning matrix, provisions for activities and use of zoning space, there are KBLI codes, types of activities, activity zoning for both protected zones and cultivation zones, for example: Residential activity zones are planned as residential building construction. Each protected zone has sub-zones for space use, including permitted zone classifications (Classification I), limited zone classifications (T classification), conditional space use zones (B), and prohibited space use zone classifications (X classification).

Based on observation result, the obstacle in determining zoning is related to matching the classification code for the division of space utilization based on the ITBX code in the 2020

Figure Table 1. Zoning Matrix for Provisions for Activities and Space Utilization

CODE	KBLI	ACTIVITY ZONE	PROTECTED ZONE									
			PROTECTED AREA	GREEN OPEN SPACE (RTH)						WATER BODY	CULTURAL HERITAGE
			PS	RTH -1	RTH -2	RTH -3	RTH -4	RTH -6	RTH -7	BA	CB
		Residential									
41011	Residential Building Construction	Single-family house	T	T	T	T	T	T	T	X	X
41011	Residential Building Construction	Duplex	X	X	X	X	X	X	X	X	X
41011	Residential Building Construction	Row house	X	X	X	X	X	X	X	X	X
41011	Residential Building Construction	Low-medium rise apartment	X	X	X	X	X	X	X	X	X
41011	Residential Building Construction	Apartment buildings	X	X	X	X	X	X	X	X	X
55900	Other Accommodation Provision	Dormitory	X	X	X	X	X	X	X	X	X
55900	Other Accommodation Provision	Boarding house	X	X	X	X	X	X	X	X	X

Source: (Dinas Pertanahan dan Tata Ruang Kabupaten Kulon Progo, 2022)

Indonesian Field Standard Classification and in accordance with the direction of the Yogyakarta Special Region Land and Spatial Planning Service, assigning ITBX codes with four or five digits to simplify the business licensing process. Example of 2020 KBLI code adjustment: Building Construction activity code (410) Initial code. After adjusting the code to a 4 (four) or 5 (five) digit derivative code for Residential Building Construction activities (41011).

The results of identifying the Kalibawang priority area are the development of the Kalibawang area as an agropolitan area and tourism development (Pemerintah Kabupaten Kulon Progo, 2022). Determination of agropolitan areas and tourism development because they have local agricultural and tourism potential. Based on population data based on occupation, there are 9,824 residents or 39.14% who earn their living as farmers and there are 33 farmer groups who are members of the Manunggal Farmer Group (GAPOKTAN), as well as local tourism such as the Maria Sendangsono Cave religious tourism, Banjaroya Tourism Village, Kyai Krapyak Tomb Tsani, Embung Mini Banjaroya, Agro Durian (Menoreh Durian Festival), Ancol Kalibawang Dam (Dinas Pertanahan Dan Tata Ruang Kabupaten Kulon Progo, 2022). Population data based on occupation comes from Central Statistics Agency data taken from the Facts and Detailed Analysis of Kalibawang Urban Spatial Plan Material Book.

Bontang City is located on the axis of the Trans Kalimantan Road, which connects Samarinda City and East Kutai City, so it is very profitable and has great potential to support regional development. The city of Bontang also controls most of its natural resource potential in the form of oil and gas and non-oil and gas (Dinas Penanaman Modal dan Pelayanan Terpadu Satu Pintu-Pemerintah Provinsi Kalimantan Timur, 2021).

Different from Bontang City, the Planning Area Section includes: BWP South Bontang for the development of the economic center. West Bontang BWP develops protected areas, North Bontang BWP develops industrial areas (Peraturan Daerah Kota Bontang Nomor 1 Tahun 2016 Tentang Rencana Detail Tata Ruang Dan Peraturan Zonasi Tahun 2016-2036, 2016), also in the city of Sangatta development for trade and services (Peraturan Bupati Kutai Timur Nomor 23 Tahun 2022 Tentang Rencana Detail Tata Ruang Kawasan Perkotaan Sangatta Tahun 2022-2042, 2022).

The potential to support economic activities in Bontang City consists of: Natural Gas (LNG) industry by PT. Badak LNG, an industry that produces ammonia and urea by PT. Pupuk Kaltim, there is marine fisheries production, there is potential in the trade sector because it passes through the route, trade from Kutai Kertanegara and East Kutai apart from that, it also has potential in the tourism sector consisting of Bontang Kuala tourism, Beras Basah Island, Segajah Island and Kutai National Park (bordering with East Kutai area) (Pemerintah Kota Bontang, 2019), while areas that have potential and opportunities for investment in East Kutai Regency are stipulated in East Kutai

Regency Regional Regulation Number 1 of 2016 concerning the 2015-2035 East Kutai Regency Regional Spatial Plan, namely in the provisions for determining Strategic Areas based on economic interests (KSK) (Dinas Penanaman Modal dan Pelayanan Terpadu Satu Pintu-Pemerintah Provinsi Kalimantan Timur, 2021).

Strategic areas based on the economic interests of East Kutai Regency are located in several areas, including industrial-based economic areas in Bengalon District. Kaliorang and Sangkulirang and food estate areas in Muara Ancalong District, Busang District, Long Me Sangat District, Telen District and Muara Wahau District (Dinas Penanaman Modal dan Pelayanan Terpadu Satu Pintu-Pemerintah Provinsi Kalimantan Timur, 2021).

In this case, the researcher carried out a comparison with the Bontang and Sangatta areas to find out differences in regional characteristics, with the Kalibawang area as the main object of research. This difference is seen in the potential of each region, such as Bontang having development in the mining sector, Sangatta having development in the industrial sector, while Kalibawang having development in the agricultural sector with an agropolitan concept that is reviewed in the RTRW and RDTR documents of each region.

Based on observation result, obstacles in the stages of drafting and discussing draft regional regulations regarding the RDTR include: the process of discussing the draft regional head regulations, making adjustments to the latest regional laws and regulations, adjusting the contents of the Kalibawang Urban RDTR in accordance with the Regional Spatial Plan in accordance with Kulon Progo Regency Regional Regulation Number 1 of 2012 regarding the Regional Spatial Planning Plan for 2012-2032 and holding a discussion forum regarding the boundaries of the Kalibawang Urban area by several bordering districts in determining the boundaries in the RDTR.

Based on the results of the stages of preparation and discussion of the Kalibawang Urban RDTR regional regulation plan, preparation and discussion were carried out by the Kalibawang Urban Land and Spatial Planning Service, supervised by the Yogyakarta Special Region Land and Spatial Planning Service and held a spatial planning forum by other regional spatial planning services and the Yogyakarta Special Region Government to discuss RDTR payload acceleration. This is in line with (Julianti, 2022) The stages of preparing and discussing the Ranperkada were discussed through a spatial planning forum, and involving

the DPRD and provincial government (Julianti, 2022) produce draft policy studies and draft regional head regulations.

The stages of formulating the Kalibawang Urban RDTR concept were carrying out FGDs without involving the role of the community, only inviting relevant agencies such as the Yogyakarta land and spatial planning service, the Kulon Progo Regency land and spatial planning service, the land and spatial planning service bordering Kalibawang including Magelang Regency, Gunung Kidul Regency, Bantul Regency discussed RDTR load acceleration. This is different from (Yuniartanti, 2022) Community involvement in preparing the RDTR for the Waisai Urban Area is determined by community involvement in every discussion forum and public consultation. According to (Yuniartanti, 2022) RDTR concept design activities are basically dialogue/two-way communication that actively involves the community. Dialogue is carried out, among other things, through public opinions, workshops, FGDs, seminars and other forms of two-way communication.

Obstacles in implementing ATR/BPN Ministerial Regulation Number 14 of 2021 consists of: constraints on the delineation of detailed spatial planning maps and map data specifications related to adjustments to the Decree of the Regent of Kulon Progo No. 190 of 2021 concerning delineation or boundaries of the Kalibawang Urban planning area, regional boundaries, as well as adjustments to ATR/BPN Ministerial Regulation No. 14 of 2021 to adjust zones and subzones, zone extents, topology, symbology for both spatial pattern and spatial structure maps. For the RDTR map data specifications, it is adjusted to the recommendation letter from the Geospatial Information Agency (BIG) with a scale accuracy level of 1:5,000.

Kulon Progo Regent's Decree No. 190 of 2021 concerning the delineation or boundaries of the Kalibawang Urban planning area as a guideline for the Kalibawang Urban RDTR planning area, namely Banjaroyo and Banjarharjo Villages. This area has an area of 694.59 ha out of a total area of 5,296 ha in Kalibawang with a comparison of the planning area of 334.35 ha (Banjarharjo) and 360.24 ha (Banjaroyo) (Dinas Pertanahan dan Tata Ruang Kabupaten Kulon Progo, 2022). Kapanewon Kalibawang has an area of 5,296.37 ha (52.96 km2), consisting of 4 sub-districts, 84 dukuhan (villages), 170 RW (Citizens Association) and 352 RT (Neighborhood Association). Kapanewon Kalibawang has 4 (four) sub-

districts consisting of Banjararum Village, Banjaroyo Village, Banjarasri Village and Banjarharjo Village (Nur Mahmud & Lesmana, 2021).

Geographically, Kalibawang is located in the northern part of Kulon Progo, which has an area of 52.96 km2 and part of it is the Menoreh Hills. The Kalibawang area is divided into 4.35% located at an altitude of 26 - <100 m above sea level, 93.5% of the largest area at an altitude of 100 - <500 m above sea level, and the remainder of 2.16% is at an altitude of 500 - 1,000 m above sea level (Widyayanti et al., 2021).

Based on observation, the obstacles in preparing the planning map are according to BIG (geospatial information agency) recommendations and planning area boundaries related to adjusting the time data of the Kalibawang Urban RDTR map image recording using the map data source is WorldView/CSRT BIG with a spatial resolution of 0.5 M and the year of recording is 2014. The image obtained is only a screenshot and has not been given specific coordinates. Re-examine the spatial pattern map using Google Earth imagery and carry out a field survey to ensure the zone is in accordance with the regional designation. Re-examination was carried out on the zones on the spatial pattern map including: agricultural zones in the zoning provisions special provisions for Sustainable Food Agricultural Land (LP2B) will be planned, adapting the land to divide the safe zone (PS) and the water zone (BA), also adapting the forest city zone (RTH-1).

Based on the assistance of the Ministry of ATR/BPN, to compile the RDTR, the latest image data records are required, while the latest image data was obtained in 2023, sourced from the Geospatial Information Agency. The process carried out to obtain the latest data was carried out in 2022 where the Geospatial Information Agency updated or updated the data after that the Kulon Progo Land and Spatial Planning Service requested the data and was given the latest data in 2023. The available image data was then checked again on the coordinates certain areas and carry out spatial data according to regional plans because the Geospatial Information Agency only provides image capture. In connection with the preparation of the RDTR, the researcher and fellow interns re-checked the coordinates of the Kalibawang area, conducted spatial data and information including population data, agricultural data, spatial pattern data, spatial structure, overlay data (the process of combining different layers of data), into planning maps.

The obstacle is the lack of availability of spatial data and information in preparing the RDTR, namely the Ministry of ATR/BPN launched a single spatial data policy which collects data from ministries and regional governments related to the preparation of the RTRW and RDTR, for example in the case of 2018, the District Land and Spatial Planning Service Kulon Progo has compiled a transportation network delineation network, namely roads based on data held by the Kulon Progo Regency Land and Spatial Planning Service, while in 2019, the Ministry of Public Works has its posses data regarding the road network. During the cross-sector stage, data differences occurred with the DPTR and the Ministry of Public Works. The solution to this problem is to choose data that is considered valid from both agencies as road network data. This is in line with (Marthalina, 2018)The one map policy functions as a reference for improving thematic geospatial information data for various ministries, as well as large-scale space utilization plans outlined in spatial planning documents.

According to (Widiyantoro & Rineksi, 2024), the lack of availability of spatial data on land plots in the spatial planning process is caused by the lack of distribution of land data from the land office to the local regional government which directly handles the preparation of the RDTR. The lack of sharing of land data is caused by several factors, including (1) the absence of a policy in the Ministry of ATR/BPN that focuses on developing spatial data infrastructure (IDS), (2) there is no legal umbrella for the use of land data, (3) there is no national data standard in the form of regulations or Indonesian National Standards (SNI), (4) there is no priority for improving the quality of land data, and (5) the minimum number of competent human resources.

The results of identifying priority areas are listed on the special provisions map for Kalibawang City and Sangatta City, while Bontang City does not yet have a special provisions map. Determination of special provisions according to (Pengembangan Pusat Sumber Daya Manusia Kementerian ATR/BPN, 2021) implemented in accordance with the characteristics of the area and its operations. In addition, regulations apply to zones shown on special maps that overlap (overlay) with other zones and can be clarified. So based on this, a map of the special provisions of the Kalibawang Urban LP2B is displayed on a map of agricultural zones and special agricultural areas.
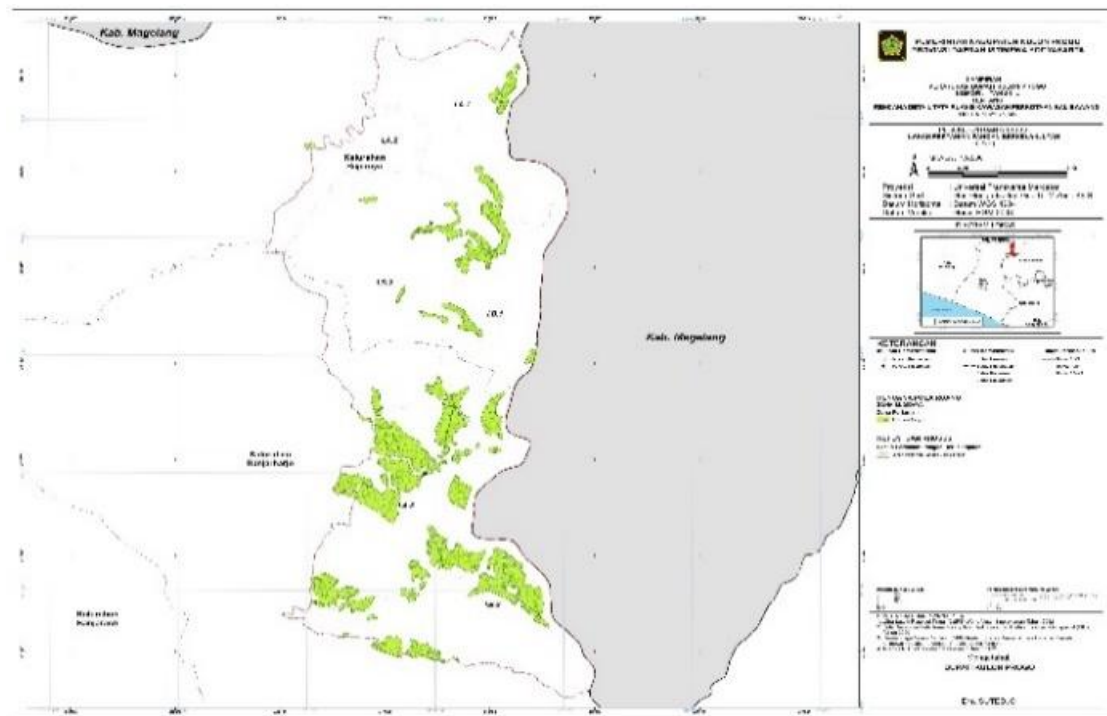
Figure 1. Map of provisions for sustainable food agriculture
Source: (Kalibawang Urban RDTR Drafting Team, 2022)

Based on Figure 1. Map of special provisions for sustainable food agricultural land (LP2B), obstacles were found in determining food agricultural land areas discussing the division of agricultural zones (food crops) which are included in sustainable food agricultural land and sustainable food agricultural reserve land, where the agricultural zone consists of plants food and horticulture, it is necessary to check again in the agricultural zone.

The problem in disaster-prone areas is related to searching for disaster data and information sourced from the Regional Disaster Management Agency in the form of drought-prone areas with data on the distribution of high levels of drought found in Banjarharjo Village (335.95 ha) and Banjaroya Village (364.44 ha), urban border areas hampered by differences in the classification of local protection zones. In 2018 there was a classification of local protection sub zones, while in 2022, protection zones had no sub zone classification in accordance with ATR/BPN Ministerial Regulation Number 14 of 2021 and there were new provisions for classified urban boundaries in the zoning material (special provisions), and constraints on evacuation areas related to the division of final and temporary evacuation sites.

Re-examine the zones on the spatial pattern map with other images and carry out a field survey including agricultural zones because there is a plan to develop sustainable food agricultural land which only develops types of food crops, dividing some local protection zones, water body zones, and some green open space zones, in the form of the Rimba Kota subzone (RTH-1) because some of the zones border Magelang Regency in the Ministry of Home Affairs Regulation Number 19 of 2006 concerning Regional Boundaries Between the Province of the Special Region of Yogyakarta and Central Java Province and it is necessary to divide provisions and use of space between Kulon Progo Regency and Magelang Regency to handle green open space zones, local protection and water body zones.

The constraints in the detailed spatial plan feature table relate to changes in the classification of zone and subzone derivative elements in the Kalibawang RDTR database. The results of the constraints on changing the classification of derived elements of zones and sub zones resulted in changes and additions to the classification of zone and sub zone names such as: Agricultural zone (P), changes to the City Forest sub zone (RTH-1), addition of the Water Body (BA) zone, Defense zone and Security (HK) is categorized as a cultivation zone, the Defense and Security zone is listed in the Other Designation subzone (PL-7), changes in the classification of the Tourism zone (W), Defense and Security zone (HK), agricultural zone, tourism zone, Service Facilities subzone General (SPU), Waste Water

Management zone (PL-4) and Road Agency zone (BJ).

Table 2. Zone/sub zone classification table for spatial patterns based on 2018 analysis results

| Zone	Code	Sub-Zone	Code
Protected Area			
		Riverbank	SS
Local Protection	PS	Around water springs	MA
		Around lakes/reservoirs/ponds	DW
		Urban Forest	RTH-1
		City Park	RTH-2
Green Open Space	RTH	Neighborhood Park	RTH-4
		Community Park	RTH-6
		Cemetery	RTH-7
Cultural Heritage	CB		
Development Area			
		High-density housing	R-2
Residential	R	Medium-density housing	R-3
		Low-density housing	R-4
Trade and Service Zone	K	City-scale trade and service	K-1
		BWP-scale trade and services	K-2
Office Area	KT		KT
		City-scale public facilities	SPU-1
Public Service Facilites	SPU	Sub-district-scale public facilities	SPU-2
		Neighborhood-scale public facilities	SPU-3
		Agriculture	PL-1
Other Uses	PL	Defense and security	PL-7
		Tourism	PL-13
		Water Treatment Plant	PL-14
Mixed Use	C	Residential and trade/services	C-1

Source: (Dinas Pertanahan dan Tata Ruang Kabupaten Kulon Progo, 2022)

Table 3. Zone/sub zone classification table for spatial patterns based on 2022 analysis results

Zone	Code	Sub-Zone	Code
Protected Area			
Local Protection	PS		
Green Open Space	RTH	Urban Forest	RTH-1
		City Park	RTH-2
		Sub-district Park	RTH-4
		Community Park	RTH-6
		Cemetery	RTH-7
Cultural Heritage	CB		
Water Body	BA		
Cultivation Area			
Agriculture	P	Food Crops	P-1
		Horticulture	P-2
Tourism	W		
Residential	R	High-density housing	R-2
		Medium-density housing	R-3
		Low-density housing	R-4
Trade and Service Zone	K	City-scale trade and services	K-1
		WP-scale trade and services	K-2
Office Area	KT		KT
Public Service Facilities	SPU	Provincial-scale public facilities	SPU-2
		Sub-district-scale public facilities	SPU-3
Defense and Security	HK		
Other Uses	PL	Wastewater Treatment Plant	PL-4
Road Infrastructure Zone	BJ		

Source: (Dinas Pertanahan dan Tata Ruang Kabupaten Kulon Progo, 2022)

Based on table 2, zone/sub zone classification of spatial patterns based on the results of the 2018 and 2022 analysis, there are several differences in the classification of zones and sub zones, for example: a) Agricultural Zone (P) contains sub zones for Food Crops (P-1) and Horticulture (P -2) based on the results of the 2022 analysis, while the results of the 2018 analysis, the Agricultural zone is only listed in the database (Food Crop sub-zone (P-1)), b) Change the name of the Urban Forest sub-zone (RTH-1) to the Urban Jungle sub-zone (RTH-1), c) Added Water Body (BA) zone in 2022 because there was no classification in 2018, d) Defense and Security Zone (HK) is categorized as a cultivation zone and has its own different zone in 2018, defense zone and security is listed in the Other Designation subzone (PL-7),e) The agricultural zone is categorized as a separate cultivation zone which includes the food crop subzone (P-1) and the horticultural zone (P-2), and in 2018, the agricultural zone is listed in other designated subzones, f) The Tourism Zone (W) is categorized as a zone separate cultivation, g) The Public Service Facilities subzone is divided into 2 (two), namely the SPU subzone of the Kapanewon scale (SPU-2) and sub-district scale (SPU-3) which differ from the results of the 2018 analysis, the SPU zone is divided into 3 (three) subzones. zones include city scale SPU (SPU-1), sub-district scale SPU (SPU-2), sub-district scale SPU (SPU-3), and h) Other designated zones include the Waste Water Management zone (PL-4) due to the 2018 analysis, Other designated zones include sub-zones for agriculture (PL-1), defense and security (PL-7), tourism (PL-13), water management installations (PL-14), and waste water management installation (PL-8).

The spatial structure plan is the arrangement of service centers and infrastructure network systems in the development area, which are developed to achieve the goal of serving operations in the development area (Pengembangan Pusat Sumber Daya Manusia Kementerian ATR/BPN, 2021).
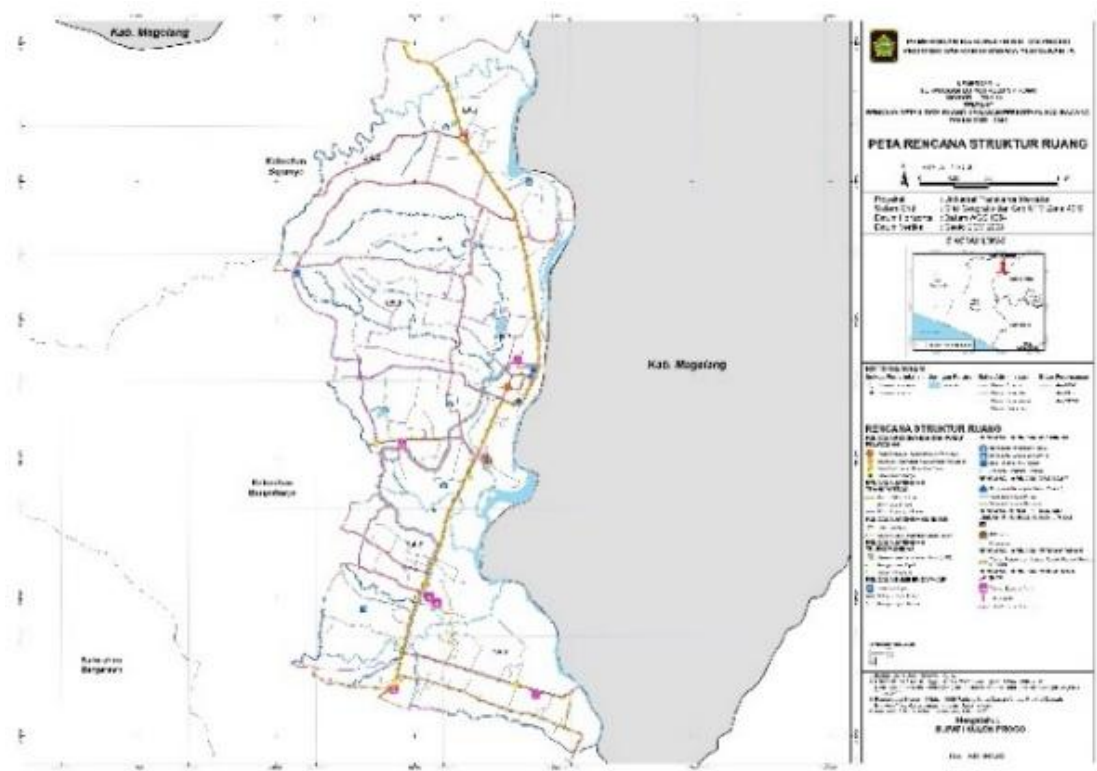
Source: (Kalibawang Urban RDTR Drafting Team, 2022)
Figure 2. Spatial Structure Plan Map

Based on Figure 2, the results of the Kalibawang spatial structure plan include: service center development plan, transportation network plan, and infrastructure network plan (Pemerintah Kabupaten Kulon Progo, 2022) different from Bontang City, the spatial structure plan contains an infrastructure network plan and is adjusted to the distribution of BWP (Peraturan Daerah Kota Bontang Nomor 1 Tahun 2016 Tentang Rencana Detail Tata Ruang Dan Peraturan Zonasi Tahun 2016-2036, 2016) and Sangatta city contains service center development plans, transportation network plans, and infrastructure network plans (Peraturan Bupati Kutai Timur Nomor 23 Tahun 2022 Tentang Rencana Detail Tata Ruang Kawasan Perkotaan Sangatta Tahun 2022-2042, 2022). For the central plan for developing service centers, Kalibawang City as a Regional Development Center (PPK) (Pemerintah Kabupaten Kulon Progo, 2022), while the city of Bontang is a city service center (PPK), city service sub-center, and environmental center (Peraturan Daerah Kota Bontang Nomor 13 Tahun 2019 Tentang Rencana Tata Ruang Wilayah Kota Bontang Tahun 2019-2039, 2019) and Sangatta city as an urban area service center, urban area service sub-center, and environmental service center (Peraturan Bupati Kutai Timur Nomor 23 Tahun 2022 Tentang Rencana Detail Tata Ruang Kawasan Perkotaan Sangatta Tahun 2022-2042, 2022). This is related to the division of space structure plans according to (Pengembangan Pusat Sumber Daya Manusia Kementerian ATR/BPN, 2021) The division of spatial structure plans consists of: 1) Service center plan map containing service centers, 2) transportation network plan, 3) energy network plan, 4) telecommunications network plan, 5) water resources network plan, 6) network plan drinking water, 7) waste water network plan and management of hazardous and toxic waste (B3), 8) drainage network plan, 9) solid waste network plan, and 10) other infrastructure network plans.

CONCLUSION

Obstacles in implementing the ATR/BPN Ministerial Regulation Number 14 of 2021 relating to the preparation of the database and presentation of RDTR maps which include obstacles such as: re-delineating the Kalibawang RDTR map according to the Kulon Progo Regent's Decree Number 190 of 2021, adjusting the time of RDTR image recording data, lack of RDTR data and information from various sectors, and checking the spatial pattern map compared to other images. The recommendation to implement a policy of one spatial data or one map is a solution to minimize differences in data held by agencies in preparing the RDTR in

particular. re-delineating the Kalibawang RDTR map in accordance with Kulon Progo Regent's Decree Number 190 of 2021, adjusting the timing of RDTR image recording data, lack of data and information on RDTR compilers from various sectors, and checking the spatial pattern map against other images. The recommendation to implement a policy of one spatial data or one map is a solution to minimize differences in data held by agencies in preparing the RDTR in particular. re-delineating the Kalibawang RDTR map in accordance with Kulon Progo Regent's Decree Number 190 of 2021, adjusting the timing of RDTR image recording data, lack of data and information on RDTR compilers from various sectors, and checking the spatial pattern map against other images. The recommendation to implement a policy of one spatial data or one map is a solution to minimize differences in data held by agencies in preparing the RDTR in particular.

This is adapted to the policy of the Ministry of ATR/BPN to launch a single spatial data policy that collects data from ministries and local governments related to the preparation of the RTRW and RDTR so that obstacles in preparing the RDTR can be minimized due to one of the obstacles in preparing the RDTR, among several obstacles encountered, namely the lack of spatial data and information to compile the RDTR because the use of spatial data and information serves to determine whether development conditions in an area are appropriate or not by its designation. In preparing the RDTR, it is best to prepare detailed data and information regarding a planning area and carry out a review once every five years to see the development of planning for an area if there are changes in the strategic environment, changes in regional boundaries, changes in regional territory, natural disasters, and changes in national policies of nature. strategies stated in statutory regulations. According to (Gunawan et al., 2022), spatial planning is the main tool for achieving social development goals (community welfare), namely, regulating and directing the best possible use of space based on natural and environmental conditions and its designation by taking into account the carrying capacity and capacity of space intended for the benefit of the community.

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