

Strategies For Spatial Planning Policy In The Development Of Kisaran City Asahan Regency

Abdul Hamid Akhyar Samosir¹, Satia Negara Lubis², Suwardi Lubis³

^{1*} Author: Regional and Rural Development Planning, Graduate School, Medan, University of Sumatera Utara

^{2,3} Regional and Rural Development Planning, Lecturer, Medan, University of Sumatera Utara

Corresponding author: akhyarsamosir007@gmail.com



Abstract – This research delves into the existing conditions and development potential of Kota Kisaran in Asahan Regency. The analysis encompasses land utilization patterns, an evaluation of conformity with the Regional Spatial Plan (RTRW), and considerations of natural disaster impacts. The SWOT analysis and Analytical Hierarchy Process (AHP) methods are employed to identify the prioritized sequence of spatial planning concepts crucial for regional development. The findings reveal that Kota Kisaran is still predominantly characterized by plantation areas, posing potential risks of fire and floods. Inconsistencies with the RTRW regarding unforeseen developments highlight the need for a revision. The AHP results emphasize the highest priority on the decentralization concept, followed by functional integration and growth centers. Recommendations include a reconsideration of the RTRW, strengthening community roles in supporting the economy and tourism, improving infrastructure in densely populated areas, and directing growth centers to residential zones that still have space for new infrastructure. This research provides a comprehensive overview to support structured and sustainable regional development planning for Kota Kisaran.

Keywords – Development, Kisaran, Spatial Planning, SWOT, AHP.

I. INTRODUCTION

Human life is intricately connected with the geographical dimension, involving natural resources and life-supporting facilities. In Indonesia, similar to other nations, the geographical aspect holds paramount importance as all activities of its inhabitants take place within the nation's territory. Therefore, sustainable regional development is key to enhancing societal well-being and responding to environmental changes.

The significance of structured and sustainable planning in regional development is acknowledged as a response to multidimensional aspects such as social, economic, socio-cultural, and political factors (LIPI, 2014). For instance, the construction of roads not only considers infrastructure aspects but also examines its holistic impact on the environment, society, and the economy.

Effective regional development requires spatial planning that takes into account the existing conditions of the developed areas, considering Indonesia's geographical features composed of numerous separate islands. The utilization of Strategic Environmental Assessment (KLHS) by Wedanti (2016) is a strategic step to ensure policy sustainability without negative environmental repercussions. The formulation of Regional Spatial Plans (RTRW), tailored to the potential and conditions of each region, is crucial for success.

RTRW plays a role as a framework in the development of regional potential. Its creation needs to be systematic to achieve harmony between the utilization of natural resources and societal value systems (Harun, 2001). This RTRW is then detailed further through Detailed Spatial Plans (RDTR), formulated by all levels of government from the central to the regional, reflecting the principles of decentralization or regional autonomy.

The RDTR of Asahan Regency is elaborated in more detail through Regional Regulation Number 3 of 2012, amending Regional Regulation of Asahan Regency Number 7 of 2001. The government's development plan involves urban facilities and utilities, such as offices, education, health, trade, and transportation. Data indicates that aspects of infrastructure, particularly roads, still require improvement as over 50 percent of road conditions are classified as damaged to severely damaged (see Table 1).

Table 1 Road Condition Categories in Asahan Regency for the Year 2021

Category	Percentage (%)
Good	30.26
Fair	9.13
Damaged	5.27
Slightly Damaged	24.58
Severely Damaged	30.76

Source: BPS, Data Processed 2022

Facing public protests concerning trade facilities such as supermarkets, convenience stores, modern markets, and traditional markets, the Regional Government of Asahan Regency is grappling with significant challenges. Regional Regulation Number 3 of 2012 serves as the foundation to guide trade facilities, with city-scale services concentrated in the local center and small-scale services dispersed in residential areas. However, the presence of Irian Supermarket in Kisaran City has sparked controversy as it is deemed a cause of traffic congestion and a violation of local regulations (Regulation of the Asahan Regent Number 1 of 2012 and Regional Regulation of Asahan Regency Number 14 of 2011) according to the report by Harahap (2022).

Despite a juridical study related to Regional Regulation of Asahan Regency Number 12 of 2013, this research emphasizes the need for further analysis regarding spatial planning and regional development. The aim is to minimize spatial planning program overlaps in the development of Kisaran City, Asahan Regency. Therefore, an analysis is required concerning the sequential urgency of spatial planning aspects in regional development.

Based on this background, the research problem formulation encompasses the existing conditions of spatial arrangement in Kisaran City, the level of compatibility of the Regional Government's spatial planning policy strategies with the existing

conditions, and the sequential urgency of spatial planning dimensions in regional development. With the goal of understanding existing conditions, analyzing the compatibility of policy strategies, and determining the sequential urgency, this research is expected to provide valuable information for various stakeholders, including readers, the Asahan Regency Government, and future research in this field.

II. LITERATURE

According to Harmantyo (2007), the term "region" can be distinguished into two concepts: the first is objective region, seen as a goal; if it is viewed as a means to achieve an objective, then the concept is subjective region. While region is closely related to space, space is not synonymous with region. From a subjective perspective, a region constitutes parts of space. In this concept, a region is created to describe a space based on certain criteria (Nurzaman, 2012).

Law Number 26 of 2007 concerning Spatial Planning defines a region as "space with geographical unity and all related elements whose boundaries and systems are determined based on administrative and/or functional aspects." The term "region" is often used interchangeably with "area." However, these two concepts differ; "region" is a term used for the general division of space, while "area" refers to space with administrative boundaries regulated by the government (Tarigan, 2005).

According to Akil (2006), regional development is a unified effort to optimize both natural and human resources while maintaining a balance in regional development. This unity aims to achieve harmony among regions and the integration of involved sectors through spatial planning to attain the goal of sustainable development within the Unitary State of the Republic of Indonesia as its framework.

2.1 Regional Development Concepts

The concept of regional development was first introduced through location theory by Von Thunen, which states that economic activities will occur in a specific area due to economies of scale. Bappenas (2006) reveals four regional development concepts that have been applied in Indonesia:

- a. Resource-Based Regional Development Concept.
- b. Spatial Planning-Based Regional Development Concept.
- c. Integrated Regional Development Concept.
- d. Cluster-Based Regional Development Concept.

The Growth Pole Theory, proposed by Perroux in 1950, posits that growth will not occur everywhere; there will always be a region acting as a growth pole, an industrial center capable of driving the economy, creating dynamic growth, and complementing various industries. This theory is particularly relevant when developing growth centers constrained by geographical dimensions.

Kisaran City serves as the capital of Asahan Regency, divided into two areas: West Kisaran District and East Kisaran District. As the regency's capital, Kisaran is a center for governance and trade equipped with urban facilities. Over time, activities in Kisaran have developed in terms of economy, governance, and socio-cultural aspects, requiring regional development, especially in spatial terms.

Spatial planning-based regional development is one concept applicable to Kisaran City. Regulations on spatial planning are grounded in the National Spatial Plan (RTRWN), adjusted to each region's conditions through Provincial Spatial Plans (RTRW) and Regency Spatial Plans (RTRW). The RTRW for Asahan Regency is issued through Regional Regulation Number 2 of 2013. Spatial details, especially for Kisaran City, are outlined in the Detailed Spatial Plan (RDTR).

The implementation of RTRW and RDTR in Kisaran City is not without public dissatisfaction. Community discontent is evident through protests regarding the quality of public facilities such as roads and the existence of specific buildings, leading to new issues like traffic congestion. Therefore, an analysis is necessary regarding spatial planning policies for regional development and the selection of spatial planning-based development priorities in Kisaran City.

Research on tourism development strategies in regions has been a focus for several researchers, as seen in the study by Primadany et al. (2014) in Nganjuk Regency. Titled "Analysis of Regional Tourism Development Strategies," the research employed a qualitative descriptive method and SWOT analysis. Results indicated that Nganjuk Regency has four potential tourist attractions,

but their development is suboptimal due to a lack of regulations governing these attractions. Collaboration with relevant stakeholders, especially with Perum Perhutani, which oversees part of the tourist attractions, is deemed crucial to maximizing their potential.

Thalia and Nugroho (2019) conducted a study titled "Development Strategies for Sayan Ubud Village, Gianyar Regency, Bali, as a Nature-Based Tourism Village." Using qualitative descriptive methods and SWOT analysis, the research aimed to identify the potential of Bija's natural resources as the focal point for tourism activities in Sayan Village. The findings underscored key strategies for the development of the tourism village, including establishing a brand image, providing stakeholder training, packaging tourism potential, promoting to both locals and tourists, developing tourism infrastructure, preserving natural resources, and enhancing stakeholder collaboration for sustainable tourism village management. These two studies offer crucial insights for formulating sustainable local tourism development strategies.

III. RESEARCH METHOD

This study adopts a qualitative descriptive approach with the primary goal of explaining and depicting the research subject. The research method follows the steps of description, reduction, and selection, in line with the chosen approach. The descriptive phase involves a comprehensive overview of Kisaran City, covering geographical, astronomical, physical, and demographic aspects. Data is gathered through direct field observations, interviews with the Public Works and Spatial Planning Agency of Asahan Regency, and the collection of documents such as the Regional Spatial Plan (RTRW) and Detailed Spatial Plan (RDTR) of Asahan Regency.

Subsequently, field data is analyzed using the SWOT method to identify strengths, weaknesses, opportunities, and threats in the regional development strategy. The Analytical Hierarchy Process (AHP) method is also applied to facilitate the selection of the best decision among existing alternatives. The research is conducted in Kisaran City from September 2022 to November 2023.

IV. RESULTS

4.1 Profile of Kisaran City, Asahan Regency

Kisaran City, as the capital of Asahan Regency, consists of two districts, namely East Kisaran and West Kisaran. This area has the highest population and density in Asahan Regency. Kisaran City is inhabited by a multi-ethnic population, including the Malay, Javanese, Batak, Minang, Acehnese, and others. Economically, Kisaran City is supported by various industries, with oil palm plantations being one of the main sectors. The economy is also sustained by trade, livestock farming, agriculture, and gardening, especially in plantation areas that produce oyster mushrooms, long beans, cucumbers, and Chinese cabbage.

The topography of Kisaran City is generally lowland with white and red clay mixed with sand. The Asahan River is a crucial element, flowing through the city. The average rainfall is around 1,680 mm/year. Kisaran City often experiences natural disasters such as tornadoes, fires, and floods. Damage to homes due to natural disasters requires attention, as seen in 2022 in the districts of East and West Kisaran.

The spatial arrangement of Kisaran City still adheres to the Regional Spatial Plan (RTRW) of Asahan Regency, valid until 2033. Land use is concentrated along the Trans-Sumatra Highway and the Asahan River, with the northern region dominated by plantations and agriculture. Changes in land use over the past 10 years are observable, and this needs consideration in discussions about the future development and spatial planning of Kisaran City.

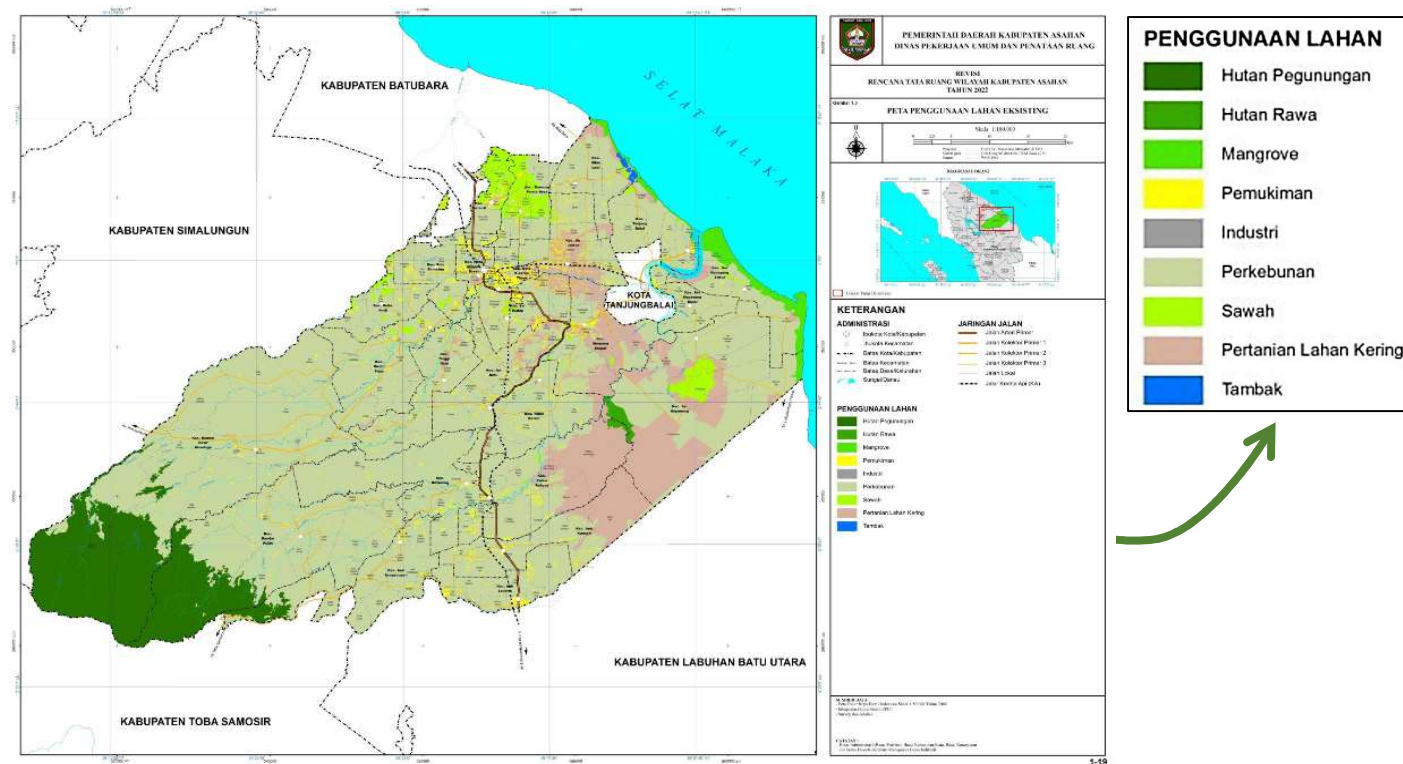


Figure 1 Land Use Map of Asahan Regency

Source: Dinas Pekerjaan Umum dan Penataan Ruang, 2022

4.2 SWOT Analysis

The land use permitted by the government is entirely based on the Regional Spatial Plan (RTRW) of Asahan Regency. The spatial planning and land use strategies for regional development were gathered from limited interviews, where the same set of questions, guided by a pre-prepared interview script, was presented to several authoritative figures in the field of spatial planning for regional development.

SWOT analysis in this context consists of two analyses: Internal Factors Analysis Strategy (IFAS) and External Factors Analysis Strategy (EFAS).

4.2.1 Analysis of Internal Factors (IFAS)

Table 2 Summary of IFAS SWOT Analysis

Factor	Description
Strengths	Capital of the regency, serving as the center of various activities
	Easy access to public facilities
	Abundance of natural and man-made tourist destinations
	Still has green areas for future development
	Highest population, indicating a high level of human resources
Weaknesses	Central area of the city is densely populated
	Many roads in residential areas and some commercial areas are in poor condition
	Insufficient number of teachers/schools
	Prone to flooding due to the Asahan River passing through

Source: Analysis Result, 2023

4.2.2 Analisis dari Faktor Internal (IFAS)

Table 3 Summary of EFAS SWOT Analysis

Factor	Description
Opportunities	- Bordering districts have the potential for development, providing an opportunity for organized growth. - Asahan Regency is the center of development for Region IV in North Sumatra. - The opening of the Kisaran toll gate presents an opportunity for new regional development.
Threats	Managing numerous community aspirations due to Kisaran City having the highest population in Asahan Regency. - Risk of flooding and fires. - High risk of malaria for residents. - Many damaged roads in residential areas and some in commercial areas. - Non-compliance with spatial planning regulations by some users. - Ongoing conflicts of interest among policymakers threaten the effectiveness of spatial planning decisions for regional development.

Source: Analysis Result, 2023

Upon analyzing the IFAS (Internal Factors Analysis Strategy) and EFAS (External Factors Analysis Strategy), the following are formulated strategies for spatial planning policies that can be implemented to support the development of Kota Kisaran in the Asahan Regency.

Table 4 Spatial Planning Strategies SWOT Analysis

IFAS EFAS	<i>Strength</i>	<i>Weakness</i>
Opportunities	<ul style="list-style-type: none"> - Easy access to public facilities, traversed by Sumatra's Trans-Sumatra Highway, numerous tourist destinations, and the Kisaran toll gate as a supporting facility for increased tourism. This can be supported by promoting tourism and allocating some commercial centers as souvenir shops along the Trans-Sumatra Highway. - Green areas at the border can be organized with public facilities, commercial centers, and trade centers, increasing the number of regional development centers in Kisaran City. 	<ul style="list-style-type: none"> - Fixing damaged roads to facilitate access for tourists who want to explore Kisaran City. - Supporting the formation of new tourist destinations around the Asahan River by guiding the local community or forming tourism awareness groups (Pokdarwis) in the riverside neighborhoods. - Adding educational facilities such as schools or increasing the number of teachers to reduce the student-teacher ratio. - The densely populated part of Kisaran City should be focused on becoming the economic center and development hub of Asahan Regency.
Threats	<ul style="list-style-type: none"> - The large workforce needs support with improving the quality of human resources, especially in their compliance with spatial planning rules, enforced through stricter law enforcement. - Education and a program like Kisaran City flood alert can be done in collaboration with neighborhood authorities to utilize the available workforce to reduce the risk of malaria. 	<ul style="list-style-type: none"> - The process of formulating, implementing, and evaluating spatial planning should involve the local community more to minimize inaccuracies in spatial planning and reduce the likelihood of protests in the future. Expanding, deepening, and building drainage systems in the city center and flood-prone areas, especially in East Kisaran District.

Source: Result Analysis, 2023

4.3 Analytical Hierarchy Process (AHP)

The regional development of Kota Kisaran in the Asahan Regency entails complex spatial planning projects and processes. The developmental agenda is systematically implemented in phases, adjusted according to the availability of funds, human resources, and ongoing progress. The Analytical Hierarchy Process (AHP) is employed to prioritize key concepts and actions. The results indicate that the decentralization concept, involving legal aspects and fund management, holds the highest priority.

The decentralization concept concentrates on establishing spatial planning regulations, permit rules, spatial planning arrangements, and the management of regional development funds. Emphasis is placed on legal aspects to establish a robust foundation for regional development. This underscores the significance of clear rules and regulations to support organized growth.

The concept of functional integration, highlighting the interconnectedness among regions, particularly through the development of transportation and communication networks, follows as the second priority. The focus on the development of villages or neighborhoods lagging behind in progress, especially those closest to the city center, underscores the aspiration to create balanced regional development.

Meanwhile, the growth center concept is placed last in the order of priority. Nonetheless, steps such as infrastructure development, encouragement of investments, establishment of financial institutions, and industrial development are still recognized as vital components of the development strategy. Growth centers play a role in supporting economic growth and meeting the needs of the population.

The integration of these concepts into a structured set of steps within the spatial planning process for the development of the Kota Kisaran region demonstrates an adaptable approach to future developments.

V. CONCLUSION

Conclusion from the existing condition of Kota Kisaran depicts a land utilization pattern still predominantly occupied by extensive plantations, with settlements becoming densely concentrated in the southern part, posing potential risks of fire and floods. Although this pattern aligns with the Regional Spatial Plan (RTRW) 2013-2033, there are discrepancies, especially in developments not in line with the predictions of the Asahan Regency government. Predicted flood-prone areas in East Kota Kisaran District did not experience flooding, while instances occurred multiple times in West Kota Kisaran District. The development of buffalo farming, a focal point, needs reevaluation due to its limited quantity compared to cattle.

In the context of regional development, the Analytical Hierarchy Process (AHP) analysis results indicate the order of urgency in spatial planning concepts. Decentralization receives the highest priority, involving efforts to establish spatial planning regulations, permit rules, spatial planning arrangements, and the management of regional development funds. Functional integration is in the second order, emphasizing the creation of transportation networks, village development, and the determination of hierarchy among regions. Growth centers are ranked last, involving infrastructure development, investment promotion, and the establishment of financial institutions.

As recommendations, a review of the Asahan Regency Spatial Plan 2013-2033 is necessary, reinforcing the community's role in supporting the economy and the tourism sector through collaborative efforts in creating tourist destinations. Focus should also be directed towards improving the quality of infrastructure in densely populated areas. The development of growth centers can be concentrated in residential zones that still have space for new infrastructure development, especially in border areas.

REFERENCES

- [1]. Akil, S. 2006. Pengembangan Wilayah dan Penataan Ruang di Indonesia: Tinjauan Teoritis dan Praktis. *Kuliah Terbuka: Program Magister KAPET*. [serial online]. <https://docplayer.info/31425251-Makalah-pengembangan-wilayah-dan-penataan-ruang-di-indonesia-tinjauan-teoritis-dan-praktis-1.html>. [5 November 2022]
- [2]. [Bappenas] Badan Perencanaan Pembangunan Nasional. 2006. Pengembangan Ekonomi Daerah Berbasis Kawasan Andalan: Membangun Model Pengelolaan dan Pengembangan Keterkaitan Program. Direktorat Pengembangan Kawasan Khusus dan Tertinggal Deputy Bidang Otonomi Daerah dan Pengembangan Regional. Bappenas, Jakarta.
- [3]. Harahap, A. A. Q. 2022, June 3. Irian Supermarket Kisaran Dituding Sumber Kemacetan. *Tribun Medan.Com*. Kota Kisaran.[serial online] <https://medan.tribunnews.com/2022/06/03/irian-supermarket-kisaran-dituding-sumber-kemacetan->

- dukun-dan-pocong-galang-protos. [8 December 2022]
- [4]. Harmantyo. 2007. Pemekaran Daerah dan Konflik Keruangan: Kebijakan Otonomi Daerah dan Implementasinya di Indonesia. *Makara*. 11 (1), 16-22. [serial online] <https://scholar.ui.ac.id/en/publications/pemekaran-daerah-dan-konflik-keruangan-kebijakan-otonomi-daerah-dan-implementasinya-di-indonesia/>. [8 November 2022]
- [5]. Harun, U. R. 2002. Penataan Ruang Kawasan Perkotaan dalam Otonomi Daerah. *Mimbar*. 17 (22): 172–188. [serial online]. <https://ejournal.unisba.ac.id/index.php/mimbar/article/view/39/pdf>. [8 November 2022]
- [6]. Nurzaman, Siti Sutriah. 2012. Perencanaan Wilayah dalam Konteks Indonesia. Penerbit ITB, Bandung
- [7]. [LIPI] Lembaga Ilmu Pengetahuan Indonesia. 2014. Pengembangan Wilayah Nusa Tenggara Timur: Dimensi Sosial. (G. Wuryandari, Ed.). LIPI Press, Jakarta.
- [8]. Primadany, Sefira Ryalita, Mardiyono, dan Riyanto. 2014. Analisis Strategi Pengembangan Pariwisata Daerah (Studi pada Dinas Kebudayaan dan Pariwisata Daerah Kabupaten Nganjuk). *Jurnal Administrasi Publik* 1 (4), 135-143. [serial online]. <https://www.neliti.com/publications/74232/analisis-strategi-pengembangan-pariwisata-daerah-studi-pada-dinas-kebudayaan-dan>. [8 November 2022].
- [9]. Tarigan, Robinson. 2005. Perencanaan Pembangunan Wilayah. Bumi Aksara, Jakarta.
- [10]. Thalia, Alinda dan Saptono Nugroho. 2019. Strategi Pengembangan Desa Sayan Ubud, Kabupaten Gianyar, Bali, Sebagai Desa Wisata Berbasis Wisata Alam Bija. *Jurnal Destinasi Pariwisata* 7 (2), 364-373. [serial online]. <https://ojs.unud.ac.id/article/download>. [8 Desember 2022]
- [11]. Wedanti, I. G. A. J. M. 2016. KLHS Sebagai Bentuk Integrasi Prinsip Pembangunan Berkelanjutan Dalam Perencanaan Tata Ruang Wilayah. *Jurnal Magister Hukum Udayana (Udayana Master Law Journal)* 5 (3): 526-535. [serial online]. <https://ojs.unud.ac.id/index.php/jmhu/article/view/23630>. [10 Desember 2022]