

**THE IMPLEMENTATION OF THE PALU CITY REGIONAL SPATIAL PLAN
BASED ON DISASTER MITIGATION****Siti Ainaya Alfatihah¹, Mohammad Tavip², Idham Chalid³,
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Abstract

The formulation of the problem in this research are: 1) What is the urgency of disaster mitigation in the spatial plan of the city of Palu?. 2) What are the efforts of the Palu City Government in implementing a spatial plan based on disaster mitigation?. The purposes of this paper are: To find out what is the urgency of disaster mitigation in the spatial plan of Palu City. To find out how the Palu City Government's efforts in implementing the Palu City regional spatial plan based on disaster mitigation. Research is a means to develop knowledge, both from a theoretical and practical point of view. Research is a major part of science, which aims to know more about all aspects of life. This research is a normative legal research method. normative legal research method is legal research that puts the law as a building system of norms. The system of norms in question is about principles, norms, laws and regulations, court decisions, agreements and doctrines (teachings). The conclusions in this study are: The urgency that underlies

the Palu City Spatial Plan must have a disaster mitigation perspective, namely the City of Palu seen from its geographical location is an area that is very vulnerable to natural disasters where natural disasters such as earthquakes, landslides, floods, tsunamis and liquefaction can occur and in PERDA No. 16 of 2011 concerning the Spatial Planning of Palu City for 2010-2030 does not have a disaster mitigation perspective. What can be done by the City government in implementing the Palu City Spatial Plan based on disaster mitigation is the need for socialization to the community regarding the RTRW based on disaster mitigation and taking into account the potential for disaster seen from the historical aspect and local wisdom of the Palu City community.

Keywords: *Disaster Mitigation; Spatial Plan; Palu City Area*

INTRODUCTION

Indonesia is an archipelagic country which consists of islands, oceans, mountains and land so that Indonesia is quite vulnerable to natural disasters, as in the last few years there have been many natural disasters in several areas in Indonesia, earthquakes, landslides, tsunamis, volcanic eruptions, and flash floods. . The number of natural disasters that are prone to occur in Indonesia has pushed the need for regional management in accordance with disaster-based standards.

Every region in Indonesia has a Regional Spatial Plan (RTRW) in which the city's spatial plan is the basis for issuing permits for development locations and land administration. So that each development has been assigned a division and location, but in some areas we find very many developments that are not in accordance with the RTRW so that they are vulnerable to disaster risk. Disaster is an event or series of events that threatens and

disrupts people's lives and livelihoods caused, both by natural factors and/or non-natural factors as well as human factors, resulting in human casualties, environmental damage, property losses, and impacts. psychological.¹ There are many definitions or definitions of "disaster" which generally reflect the characteristics of disturbances to human life patterns, the impact of disasters on humans, impacts on social structures, damage to aspects of building governance systems, etc. as well as community needs caused by disasters.² In general, there are disaster events that occur repeatedly every year, even now disaster events are becoming more frequent and alternate, for example from drought to fire, followed by floods and landslides.³

¹Prih Harjadi, *Pengenalan Karakteristik Bencana Dan Upaya Mitigasinya Di Indonesia*, Direktorat Mitigasi, Jakarta, 2007, hlm. 3.

²Nurjanah, *Manajemen Bencana*, Alfabeta, Bandung, 2013, hlm. 10.

³Moh Rifaldi, "KEWENANGAN DALAM PENETAPAN STATUS BENCANA," *Tadulako*

Palu City is one of the seismically active areas in Indonesia because it is traversed by fault segmentation that has the potential to generate strong earthquakes, namely the Palu-Koro Fault which extends from Palu to the south and south-east. Judging from the depth of the earthquake, earthquake activity in this zone appears to be dominated by shallow depth earthquakes ranging from 0 to 60 kilometers. Thus, these activities are at risk of causing a tsunami.

Seeing the condition of Palu City containing disaster mitigation in the RTRW is one of the efforts to reduce the risk of natural disasters because the RTRW is a determinant of whether or not development can be carried out in an area and the boundaries of the area are safe from natural disasters. In the Palu City RTRW itself, Regional Regulation No. 16 concerning the Spatial Planning of Palu City in 2010-2030 actually mentions the existence of several disaster-prone areas but it is not explained in detail about it because the RTRW explains more about the area designated for tourism, industry and regional development. Protect. The lack of explanation for disaster-prone are-

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as makes development carried out without looking at the disaster risk and based on the needs of residents' residences, the area that should be a natural disaster-prone zone has changed its function into a settlement. National development is one of the efforts made by the Indonesian state in the context of realizing the country's goals as regulated in the 1945 Constitution (UUD 1945).⁴

The implementation of spatial planning really requires an active role from the local government where the local government has the authority to make a quality RTRW. 26 of 2008 concerning the National Spatial Plan into Government Regulation No. 13 of 2017. Spatial planning is a form of spatial structure and spatial pattern. Spatial planning can be interpreted as an orderly arrangement of space. Organized includes a harmonious and simple understanding so that it is easy to understand and implement. In spatial planning, what is arranged is the place where various activities and facilities and infrastructure are carried out. Good spatial planning

⁴Maret Priyanta, "THE POSITION OF STATE RESPONSIBILITY FOR ENVIRONMENTAL POLLUTION BY CORPORATE: The Legal Studies of Implementation Paradigm Polluter Pay Principle in Environmental Law Enforcement in Indonesia," *Tadulako Law Review* 1, no. 2 (31 Desember 2016): 119–38. Akses 22 Desember 2021.

can be carried out from all good organizing activities called spatial planning. In this case, spatial planning consists of three main activities, namely spatial planning, spatial planning and spatial control.⁵

Space can also be interpreted as a container for human life and other living things and as a natural resource. So space both as a container and as a natural resource is limited. As a container with limited carrying capacity. So according to the use of space, it needs to be arranged so that there is no wastage and a decrease in the quality of space.⁶

Kartasasmita stated that spatial planning generally implies a process that includes the planning, utilization, and control of the implementation or utilization of space that must be related to one another.⁷ According to D.A. Tisnaadmidjaja, what is meant by space is "the physical form of a region in geographical and geometric dimensions which is a place for humans to

carry out their life activities in a decent quality of life".⁸

Spatial planning law according to Law No. 26 of 2007 is a law in the form of spatial structure (i.e. the arrangement of settlement centers and a network system of infrastructure and facilities that function as a supporter of community economic activities which hierarchically have functional relationships) and spatial patterns (i.e. distribution of space). allotment of space in an area which includes the allotment of space for the function of protection and the allotment of space for the function of cultivation).⁹ According to Herman Hermit "as the most important legal principle is justice, the direction and framework of thought as well as approaches in any regulation (substance of legislation), including the Spatial Planning Law, must be inspired by the principle of justice".¹⁰ The task of the state in implementing spatial planning includes two things, namely; (a) police making, is the

⁵Silalahi, M. Daud, *Hukum Lingkungan Dalam Sistem Penegakan Hukum Lingkungan Indonesia*, Alumni, Bandung, 2006, hlm. 80.

⁶Kantaatmadja M.K, *Hukum Angkasa Dan Hukum Tata Ruang*, Mandar Maju Bandung, Bandung, 1994, hlm. 15.

⁷Kartasasmita G, *Administrasi Pembangunan (Perkembangan Pemikiran Dan Prakteknya Di Indonesia)*, LP3ES, Jakarta, 1997, hlm. 51.

⁸D.A Tiasnaadmidjaja dalam Asep Warlan Yusuf, *Pranata Pembangunan*, Universitas Parahiayan, Bandung, 1997, hlm. 6.

⁹Muhammad Akib, Charles Jackson, *Hukum Penataan Ruang*, Pusat Kajian Konstitusi dan Peraturan Perundang-Undangan, Fakultas Hukum Universitas Lampung, Bandar Lampung, 2013, hlm. 33.

¹⁰Herman Hermit, *Pembahasan Undang-Undang Penataan Ruang*, Mandar Maju, Bandung, 2008, hlm. 68.

determination of the state's direction; (b) executing tasks, namely the implementation of tasks according to the direction set by the state.¹¹

In the Spatial Planning Law, the planning of the national regional spatial plan, the provincial regional spatial plan, and the regency/municipal spatial planning plan cover land space, sea space, and air space, including space within the earth. National Development Planning is divided into three types of planning, namely: Long-Term Plans, Five-Year Plans, and Annual Plans.¹²

Legal Problems

Based on the background that has been described, the authors can formulate the problem, namely:

1. What is the urgency of disaster mitigation in the Palu City spatial plan?
2. What are the efforts of the Palu City Government in implementing a spatial plan based on disaster mitigation?

DISCUSSION

The Urgency of Disaster Mitigation in the Spatial Planning of the City of Palu

Palu City is a Level II Regional Municipality which is also the capital city of Central Sulawesi Province where its development is quite significant and fast in terms of development and infrastructure, as a form of development Palu City certainly has a spatial arrangement that includes spatial planning, space utilization, control of space utilization which is planned set forth in the Palu City Spatial Plan which is then stipulated by a Regional Regulation. Spatial planning is a form of plan that has taken into account the interests of various sectors of community activity in allocating land/space and the resources contained therein (comprehensive). Spatial planning is a product plan that contains a spatial structure development plan and a spatial use pattern plan to be achieved at the end of the planning year. The spatial structure is formed by the activity center system and infrastructure network system which includes transportation network systems (land, sea, air), energy and electricity network systems, telecommunications network systems, and water resources network

¹¹Ridwan HR, *Hukum Administrasi Negara*, Radja Grafindo Persada, Jakarta, 2006, hlm. 13.

¹²B.S. Muljana, *Perencanaan Pembangunan Nasional, Proses Penyusunan Rencana Pembangunan Nasional Dengan Fokus Repelita V*, UI-Press, Jakarta, 2001, hlm. 4.

systems. While the pattern of spatial use is a description of the allocation of space for various types of planned land uses. A quality spatial plan is a prerequisite in the implementation of spatial planning.

Spatial planning based on disaster mitigation is an important thing to do, especially for disaster-prone areas. Various natural disasters that have occurred have opened the eyes of all parties to the importance of efforts in disaster management. The designation of a disaster-safe regional spatial plan is important.

The Palu City area is one of the seismically active areas in Indonesia because it is traversed by fault segmentation that has the potential to generate strong earthquakes, namely the Palu-Koro Fault which extends from Palu to the south and southeast. Judging from the depth of the earthquake, earthquake activity in this zone appears to be dominated by shallow depth earthquakes ranging from 0 to 60 kilometers. Thus, these activities are at risk of causing a tsunami. The vulnerability of the earthquake and tsunami in Palu City and its surroundings is proven by several historical records of the earthquake and tsunami that have taken place since 1927, such as the 1927 Palu earthquake and tsunami, the 1968 Tambu

earthquake and tsunami, and the Toli-Toli earthquake and tsunami. Hammer 1996.

It is undeniable that regional development planning is something that cannot be ignored in the development of the country as a whole. Formally it can be defined that planning is a process to determine the right action. Actions are said to be appropriate if they are in accordance with the objectives. So, planning deals with the question of what goals to achieve and how to achieve them. Thus, the choices that must be made in the planning process consist of three stages. The first is the selection of goals and criteria, the second is the identification of alternatives that are in line with these goals, the third is the selection of guidelines for action towards these goals. So, it can be concluded that planning is the selection of actions for the future according to our wishes.¹³

The Law of the Republic of Indonesia Number 26 of 2007 concerning Spatial Planning implies that the preparation of a spatial plan must include land space, sea space, and air space, including space within the earth, arranged in stages which in the end the spatial plan is determined by regulation. their respective areas. The

¹³Siti Sutriah Nurzaman, *Perencanaan Wilayah Dalam Konteks Indonesia*, Penerbit ITB, Bandung, 2012, hlm. 5.

government has full authority in determining the spatial planning of a city and it has become an obligation that in its preparation the government must pay attention to all social, cultural, economic and community aspects.

The Regional Spatial Plan contains spatial structure directions and spatial patterns. The spatial structure is the arrangement of settlement centers and a network system of infrastructure and facilities that function as a support for socio-economic activities of the community which hierarchically have functional relationships, while the spatial pattern is the distribution of space allocation in an area which includes the allotment of space for protection functions and allotment of space for cultivation function. The development of the Human Settlements sector must pay attention to the structural directions and spatial patterns contained in the RTRW, in addition to realizing livable and sustainable settlements, it can also realize the goal of implementing spatial planning, namely harmony between the natural environment and the artificial environment. The basic things that need to be understood in the Spatial Plan are as follows:

Perencanaan Wilayah oleh Tarigan menyatakan bahwa perencanaan ruang wilayah adalah perencanaan

Regional spatial development/utilization, which essentially is land use planning and movement planning in that space. The general spatial plan is a regional spatial planning tool that is compiled based on an administrative area approach which hierarchically consists of the national RTRW, provincial RTRW, and district/city RTRW. The general national spatial plan is a policy direction and strategy for the use of national space that is prepared to maintain national integrity, balance and harmony in development between regions and between sectors, as well as harmony between the natural environment and the artificial environment to improve people's welfare.

The general provincial spatial plan is an operational policy plan from the National RTRW which contains a provincial regional development strategy, through optimizing the use of resources, synchronizing sector development, coordinating across districts/cities and sectors, as well as dividing the roles and functions of districts/cities in regional development. overall. The general district/city spatial plan is the elaboration of the provincial RTRW

into district/city regional development policies and strategies that are in accordance with their functions and roles in the overall provincial area development plan. operational.

In its operationalization, the general spatial plan is described in a detailed spatial plan prepared with a strategic value approach to the area and/or area activities with a substance content that can include the determination of blocks and sub-blocks equipped with zoning regulations as one of the basis for controlling space utilization so that space utilization can be carried out in accordance with the general spatial plan and the detailed spatial plan. Detailed spatial plans can be in the form of strategic area spatial plans and detailed spatial plans. Strategic area is an area whose spatial planning is prioritized because it has an important influence on state sovereignty, state defense and security, economic, social, cultural, and/or environmental growth including areas that have been designated as world heritage. The strategic area spatial plan is an effort to translate the general spatial plan into more specific spatial use directions in accordance with the main aspects that form the background for the formation of the strategic area. The depth level of the stra-

tegic area spatial plan fully follows the physical area and its position in the administrative system.

The strategic area spatial plan does not repeat things that have been regulated or become the authority of the spatial plan that is at the level above or below it. The detailed spatial plan is an elaboration of the RTRW in a limited area, into a utilization regulation plan that has a binding physical dimension and is operational in nature. The detailed spatial plan functions as an instrument for the realization of space, especially as a reference in providing planning advice in local building arrangements and building and environmental planning plans.

The City area spatial plan (RT/RWK)

A general spatial plan for the city area, which is an elaboration of the provincial RTRW, and which contains objectives, policies, urban spatial planning strategies, urban spatial structure plans, urban spatial pattern plans, determination of city strategic areas, spatial utilization directions city area, and provisions for controlling the use of urban area space. The role of the RTRW is as a guideline to maintain the consistency of development directions and the harmony of regional

development and can create linkages between activities that are harmonious, efficient and controlled with urban development programs referring to PP NO. 15 of 2010 concerning the Implementation of Spatial Planning explains the need for spatial planning arrangements that are compiled and determined by the government, Provincial Governments and Regency/City Regional Governments in accordance with their respective authorities with the aim of realizing order in the implementation of spatial planning.

The Efforts of the Palu City Government in Implementing a Spatial Planning Based on Disaster Mitigation

1. Outreach to the Community Regarding the RTRW Based on Disaster Mitigation

Socialization is a process of interaction between speakers and people or society as audiences. Socialization can be interpreted as any activity aimed at informing, persuading or influencing the public to continue using the products and services produced. Socialization activities not only convey information about what will be delivered, but also seek support from various community groups. To suit the needs of the community, dialogue regarding the needs and interests of the

community can be served. Earthquake, tsunami, and liquefaction natural disasters on Friday 28 September 2018 caused physical damage and psychological impacts. The earthquake, which was felt on the 7.9 SR scale, caused many buildings to collapse, followed by a tsunami in Palu Bay and liquefaction in Balaroa and Peto-bo villages. The disaster claimed lives, starting from the collapse of buildings, being hit by the tsunami and liquefaction. In addition to this, the psychological impact felt by the community is exacerbated by the public's ignorance of the disaster that threatens the Palu city area. In general, the knowledge of the Palu community about the threat of disasters that occurred in Palu was still very lacking. This was marked by the panic of residents who did not know about the natural disaster that had occurred, which was exacerbated by the issues circulating in the community, adding to the panic of the residents of the city of Palu. The socialization of the Palu City RTRW is important as an effort to convey information on various spatial planning policies that have been set so that they are known together.

The socialization also aims that various strategic steps or policies in managing the city must refer to and pay atten-

tion to synchronization with the existing Regional Spatial Plan (RTRW) so that the realization of city development must be in accordance with the spatial plan. Both the urban spatial structure plan, the spatial pattern plan, as well as paying attention to the city's strategic area plan that has been determined. What the Palu City Government must do in socializing disaster mitigation is by disseminating information about disaster early warning by distributing brochures, leaflets, and early warning posters for earthquakes, tsunamis, floods, and landslides to the public. Development of a disaster awareness culture through counseling and information dissemination with the aim of increasing the understanding and knowledge of the Palu City community about the risks resulting from the occurrence of disasters and providing understanding to the community regarding areas that are very vulnerable to disasters so that people no longer build shelter in these locations.

2. Considering the Local Wisdom Aspects of Disaster in Spatial Planning of Palu City

The concept of spatial planning has experienced rapid development, both in theory and practice, and is even taught

specifically in universities. However, it turns out that long before modern sciences related to spatial planning, actually native Indonesians have known the concept of spatial planning which in various discussions and research has proven to be effective and in line with modern science, these traditional concepts are still being practiced by the community, especially indigenous peoples. in Indonesia. These community-style spatial planning concepts are a local wisdom that should be able to support and support national development. The physical and emotional closeness of humans to the natural resource environment as well as the occurrence of interactions in a system that produces processes and results of processes that are interrelated, giving and taking advantage of each other over a long period of time have given birth to knowledge that will eventually give birth to local wisdom, especially related to local wisdom. with human attitude towards nature.

CLOSING

A. Conclusion

The urgency that underlies the Palu City Spatial Plan must have a disaster

mitigation perspective, namely Palu City seen from its geographical location is an area that is very vulnerable to natural disasters where natural disasters can occur such as earthquakes, landslides, floods, tsunamis and liquefaction, and in PERDA No. 16 of 2011 concerning the Spatial Planning of Palu City for 2010-2030 does not have a disaster mitigation perspective.

1. 1. Efforts that can be made by the City government in implementing the Palu City Spatial Plan based on disaster mitigation, namely the need for socialization to the community regarding the RTRW based on disaster mitigation and taking into account the potential for disaster which is seen from the historical aspect and local wisdom of the Palu City community.

B. Suggestion

1. Seeing that Palu City is very vulnerable to natural disasters and the Palu City Spatial Plan which does not have a disaster mitigation perspective, what can be done by the government and the community is to understand the importance of an RTRW based on disaster mitigation as an effort to reduce disaster risk,
2. RTRW planning can also look at and refer to aspects of the local wisdom of

the Palu City community as a consideration in RTRW planning, it can also consider the results of research from several researchers who have previously described the condition of the Palu city area which is very vulnerable to natural disasters. This is also one of the efforts that can be done to minimize the potential damage due to disasters that can occur in the future.

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