



Analysis of Urban Planning Policies Towards Sustainable Development and Ecological Justice in Konawe Regency

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ABSTRACT

Urban planning in Konawe Regency faces challenges, including regional development disparities, environmental pressures, and the suboptimal integration of sustainability and ecological justice principles into local policies. This study analyzes urban planning policies in promoting sustainable development and the equitable distribution of environmental benefits to the community. It is academically significant because it expands the discourse on the relationship between urban governance, sustainability, and ecological justice in developing regions, and it is practically relevant for local governments in formulating inclusive spatial policies. The method employed is a descriptive qualitative approach through policy and regulatory analysis and a review of literature related to regional planning. The findings indicate that planning policies in Konawe Regency accommodate economic growth and infrastructure provision but remain weak in controlling land-use conversion, ensuring equitable access to green public spaces, protecting vulnerable areas, and promoting community participation in decision-making. This research concludes that integrating ecological justice principles into urban planning is a strategic necessity to bridge the literature gap on environmentally based regional development. Practical implications include reformulating spatial planning policies, strengthening cross-sectoral coordination, and developing mechanisms for public participation.

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■ INTRODUCTION

Sustainable urban development requires efficient resource management and meeting the needs of current and future generations. Sustainable urban development encompasses many areas, such as efficient energy use, natural resource management, reducing greenhouse gas emissions, developing environmentally friendly transportation, improving waste and water management, and increasing community involvement in decision-making processes (Bonakdar & Audirac, 2020). In addition, stakeholders such as local governments, communities, the private sector, and academic institutions work together to achieve sustainable urban development. Research on sustainable urban development continues to grow as public awareness of its importance increases. Sustainable urban development is a holistic process that considers social, economic, and environmental aspects to create a comfortable, healthy, and environmentally friendly city for residents by ensuring everything runs well. Sustainable urban development also involves integrating

policies and practices that minimize negative impacts and maximize benefits for cities and their residents. Sustainable urban development must consider all aspects of development comprehensively, including land use, transportation, waste and water management, energy supply, and urban governance (Mahriadi et al., 2023).

The concept of an ecological city, also called an ecocity, is a model of urban development that focuses on the environment. From a practical perspective, ecocity development is characterized by technological advances and implementation models spread across regions worldwide (Puchol-Salort et al., 2021). These practices show that no single implementation model exists and that new actors are beginning to engage through various forms of public-private partnerships. Positioning ecocity within urban ecology and sustainable cities shows that local communities in Indonesia can support local environmental sustainability (social ecology). Approach to ecocity: Develop urban environmental development by reflecting local ecological

conditions to support resilient, sustainable urban communities. Resiliency means ecocity resources must be locally available in nearby ecosystems, and ecocity development should not only show that they are available locally but also use them sustainably (Mayonna, 2021).

To understand the impact of humans on ecosystems in the context of urban ecology, it is important to use an integrated approach of social and ecological aspects, as shown in Figure 1.

The ecology of the city is shaped by the model of "sustainable design", which is intended to provide energy efficiently in the long term. Sustainable development is an important aspect of ecological development today, taking into account future generations' ability to meet their needs. An overview of the position of ecocities in the concept of sustainable cities is presented in Figure 2.

Amid these urban paradoxes and aberrations, urban planners and other key actors in shaping urban development must urgently address this core problem. It seems time for everyone to formulate and clearly articulate a vision for the city. For future Indonesian cities, it would not be wrong to raise banners for sustainability. Sustainability in urban development includes social, cultural, and economic sustainability. An experienced planner or city manager must have a broad view and understand the importance of preserving biodiversity, natural heritage, and cultural heritage. In addition, they must integrate land use with infrastructure, transportation networks, and social balance (Van Oijstaeijen et al., 2020). No less important is understanding the ins and outs of institutional and governmental structures. To make a city sustainable, five basic principles are called the Five E: Environment (Ecology), Economy (Jobs), Justice, Engagement, and Energy. For cities in Indonesia, two additional E's apply: Development Ethics and City Aesthetics (Nazarudin, 2015). As cities grow,

developers are developing new ideas by converting land previously used for infiltration into urban facilities, housing, buildings, and transportation infrastructure. However, these developers do not consider the environmental impact. Developers focus only on economic gains (Sepuhtra et al., 2024).

Environmental damage is often linked to disasters caused by natural and human activities. In development, social and environmental impacts are often overlooked when building residential and industrial facilities. Most islands in Sumatra and Kalimantan are covered by forest fire smoke because forests are being converted into industrial land. This disaster even crossed into neighboring countries, Malaysia and Singapore. In addition, flash floods and landslides hit various areas across Indonesia, from Lohseumawe in Aceh and Solok in West Sumatra to Manokwari at the eastern tip of Papua, causing extensive environmental and natural damage (Adiyanta, 2019). Local governments are essential in developing and implementing sustainable cities. A city consists of a local government (a system of control) and a society (or population) as a homeostatic object. Through the policy-making process, local governments act as legitimate institutions responsible for sustainable city development and implementation. Local governments need several indicators to ensure their policies stay on track when they create city policies aimed at achieving sustainable conditions (Bellastuti & Fathurrahman, 2023).

According to the Regional Disaster Management Agency (BPBD) of Konawe Regency, Southeast Sulawesi, in 2024, as many as 17 villages and sub-districts in eight sub-districts, including Anggalomoare, North Tongauna, Lambuya, Anggaber, Uepai, Abuki, Padangguni, and Puriala Districts, will be flooded due to very high rainfall with water levels of around 50 to 100 centimeters. The flood affected 1,004 people and 310 family

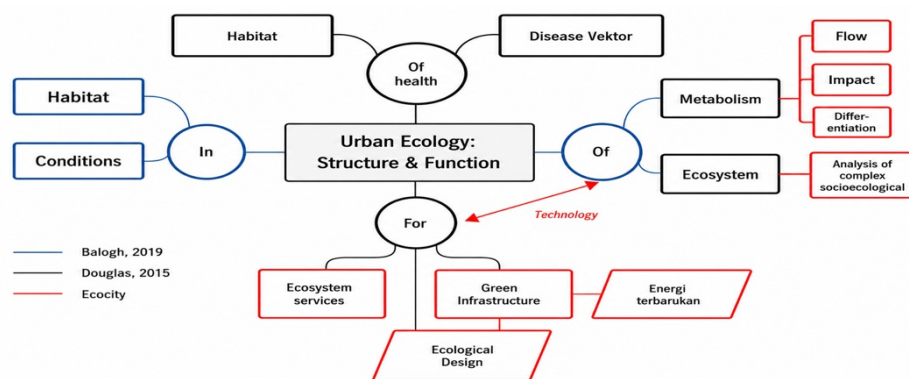


Figure 1. The concept of ecocity in urban ecology

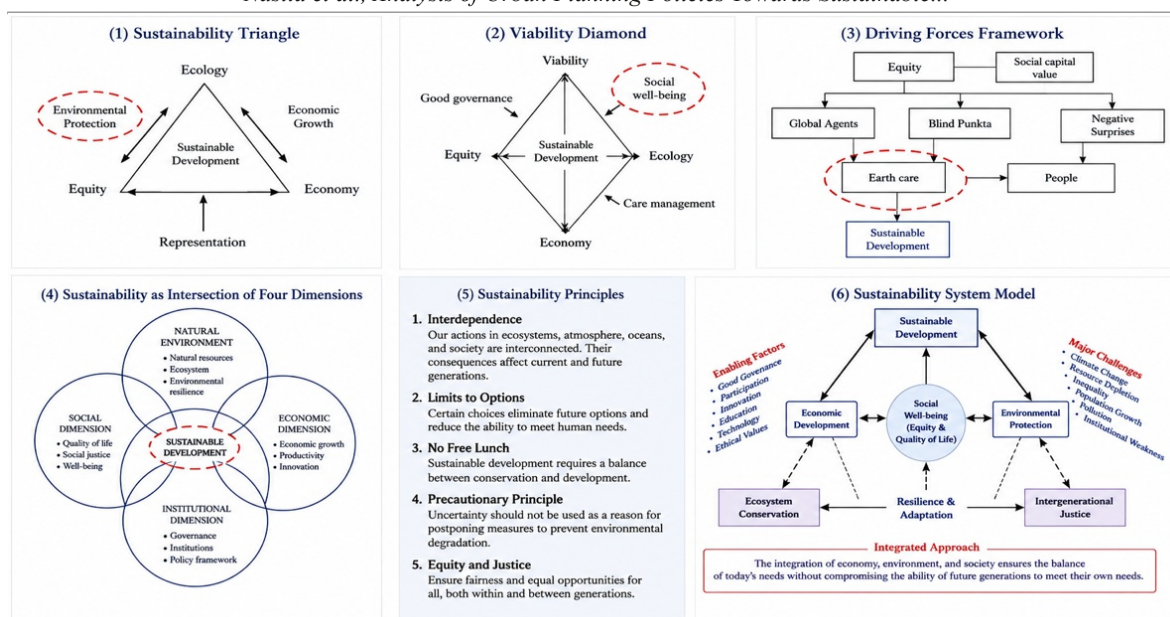


Figure 2. Ecocity in sustainable urban development

heads (KK) in the area. Konawe Regency, the subject of this study, is often affected by floods, land conversion, and land exploitation of space and natural resources, and is increasingly at risk of unpredictable natural disasters. No clear solution exists to stop the source and chain of disasters; disasters continue to occur every season (Goetz et al., 2020). On the other hand, plans, policies, and regulations for planned land distribution face obstacles. For this reason, the government and the entire community must consider the consequences through planning, management, and ideas to reduce disaster risk. This requires careful spatial planning aligned with the Konawe Regency area and community needs, considering social, economic, environmental, and technological aspects.

The Ministry of Agrarian and Spatial Planning Regulation No. 9 of 2017 on guidelines for monitoring and evaluating the use of space is used to monitor and assess spatial planning/urban planning in the Konawe district area. This regulation stipulates that space use in the existing city area must align with the area's spatial plan. Evaluation activities help determine whether the program has achieved its main goal; they can also assess whether a policy or activity is worth continuing, needs improvement, or should be stopped. Evaluating urban planning policies can strengthen the existence of a sustainable and environmentally just city in Konawe Regency (Mokodongan et al., 2019).

This study aims to find out the future potential of the Konawe Regency government to implement sustainable development by

paying attention to the internal management indicators of the Konawe Regency local government if they want to develop and implement policies that are more focused on sustainability, especially in terms of handling and managing environmental problems in their area. This research evaluates Konawe Regency's urban planning policies in planning a sustainable city and promoting ecological justice. Konawe Regency was chosen as the research subject because natural disasters in the area resulted from poorly organized or implemented spatial and urban planning policies, creating problems and affecting the community.

Urban planning is a strategic tool for guiding regional development so that it proceeds in an orderly, efficient, inclusive, and sustainable manner. In developing regions, urban planning policies address not only infrastructure provision and economic growth but also the distribution of development benefits, environmental protection, and equity across regions and social groups. This study analyzes urban planning policies aimed at achieving sustainable development and ecological justice in Konawe Regency. This focus is critical because many regions face a dilemma between accelerating physical development and preserving environmental carrying capacity while ensuring equitable public access to spatial resources (Childers et al., 2019).

The urgency of this article lies in the fact that urban development in various regions often results in economic growth without

corresponding equitable distribution of welfare and environmental quality. Phenomena such as the conversion of productive land, the reduction of green open spaces, increased flood risks, and disparities in access to basic infrastructure indicate that regional planning has not yet fully been grounded in sustainability principles. Konawe Regency, as a developing region with potential in agriculture, mining, and residential expansion, faces similar challenges. Without appropriate planning policies, regional growth can exacerbate ecological damage and social disparities. Therefore, this article is significant because it offers a critical analysis of regional policy directions and recommendations for improving development governance (Enright & Rossi, 2018).

In academic literature, sustainable development is generally understood as integrating economic, social, and environmental dimensions, as articulated by the Brundtland Commission. Studies on sustainable urban planning emphasize efficient land use, environmentally friendly transportation, adequate housing, and public participation. Meanwhile, ecological justice has evolved from environmental justice, which highlights the equitable distribution of environmental burdens and development benefits among different social groups (Marks & Pulliat, 2022). Various studies indicate that spatial planning policies insensitive to justice issues can marginalize peripheral communities, exploit vulnerable areas, and trigger land-use conflicts. Studies in Indonesia also confirm that many local governments remain focused on economic growth and investment, while sustainability issues are often treated as mere administrative add-ons (Kajosaari et al., 2024).

Nevertheless, significant gaps remain in the existing literature. First, previous research in Indonesia regarding sustainable urban development, environmental quality, green open spaces, and spatial justice has tended to focus on major cities. For instance, (Setiawan, 2007) examined sustainability indicators in Semarang, Surabaya, Bandung, and Yogyakarta; (Budiman et al., 2014) investigated changes in green open spaces in Jakarta, Bandung, Semarang, Yogyakarta, and Surabaya; (Kustiwan & Ramadhan, 2019) analyzed inclusive and sustainable urban development in Bandung; (Syukri & Purnomo, 2023) compared the implementation of green urbanism in Jakarta and Surabaya. This pattern suggests that prior research has largely focused on major cities characterized by intensive urbanization and dynamic development. In contrast, studies on developing regencies such

as Konawe Regency remain relatively limited. Second, previous studies have tended to address sustainable development and ecological justice in isolation, despite their close interconnection within urban planning policies. Third, research examining how local policy documents, spatial plans, and development priorities accommodate the principles of distributive environmental justice remains limited. This study addresses these gaps by analyzing spatial planning and urban development policies in Konawe Regency (Sulistyaningsih et al., 2024).

Methodologically, this study employs a descriptive qualitative approach using policy document analysis, literature review, and public policy interpretation. This approach was chosen because it can clarify policy substance, development orientations, and the relationships among economic, social, and environmental interests in regional planning (Caprotti et al., 2017). This article is organized into several sections. The first section introduces the background, urgency, literature review, and research objectives. The second section outlines the research methods used. The third section presents the results and discussion regarding the direction of urban planning policies in Konawe Regency as well as the level of integration of sustainable development and ecological justice. The final section presents the study's conclusions and its academic contributions to regional planning policy studies in developing regions.

This study employs the ROCCIPI framework (Seidman et al., 2001) to analyze the factors influencing the implementation of urban planning policies. According to this framework, policy implementation is shaped by the substance of the regulations and by factors that affect how actors implement them. ROCCIPI encompasses seven aspects: rules, opportunity, capacity, communication, interest, process, and ideology. This study utilizes ROCCIPI as a conceptual foundation to identify the various obstacles and components influencing urban planning policy implementation in Konawe Regency. This framework enables deeper analysis of the relationships among policy substance, institutional capacity, actor behavior, and the conditions affecting implementation.

Given these conditions, the research question is: To what extent have urban planning policies in Konawe Regency integrated the principles of sustainable development and ecological justice, and what factors hinder their implementation? This study aims to: (1) analyze the direction of urban planning policies in Konawe Regency; (2) assess the level of

integration of sustainability and ecological justice principles in local policies; (3) identify implementation challenges; and (4) formulate recommendations for more inclusive and sustainable policies.

This study aims to analyze urban planning policies in Konawe Regency regarding the integration of sustainability and ecological justice principles, including implementation challenges, to serve as a basis for formulating more inclusive and sustainable policy recommendations. The research context focuses on Konawe Regency as a region experiencing regional development dynamics. The units of analysis include local policy documents, spatial planning regulations, development programs, and institutional actors involved in the planning process.

■ METHOD

This study employed a qualitative descriptive policy regulation analysis approach. This approach examines the legal norms, legislation, and policy frameworks governing urban planning in Konawe Regency, particularly those related to sustainable development and ecological justice. This approach is relevant because the analysis focuses not only on social behavior but also on the adequacy, consistency, and effectiveness of the regulations guiding urban development. To strengthen the legal analysis, this study also incorporates empirical qualitative data from relevant stakeholders and communities affected by planning policies (Johnny, 2006).

Research Subjects

This study involved informants based on their involvement in and knowledge of the processes of spatial planning, implementation, and control in Konawe Regency. Informants included local government officials responsible for development planning, spatial planning, and environmental protection, as well as community members who have experienced or understand changes in land use within the study area. Government agencies included the Regional Development Planning Agency (BAPPEDA), the Department of Public Works and Spatial Planning, the Department of the Environment, and relevant local government bodies. Community informants included community groups that had experienced or understood land-use changes within the study area. In addition to informants, policy documents such as the Konawe Regency Spatial Plan (RTRW), the Medium Term Regional Development Plan (RPJMD), and the Annual Regional Work Plan (RKPD), environmental protection regulations, and

spatial planning policy implementation documents were used as data sources to examine the substance and consistency of policies.

Research Design & Approach

To better understand the urban planning policy system in Konawe Regency, this study uses a qualitative case study approach. This method was chosen because issues of sustainability and ecological justice are linked to the substance of regulations, implementation, inter-institutional coordination, institutional capacity, and community reactions to policies. The analysis focuses on how land-use policies, development policies, environmental protection, and spatial management practices interact to achieve sustainable development and ecological justice. To identify gaps between policy and implementation, as well as their effects on the distribution of spatial benefits and environmental sustainability, the study selected Konawe Regency for contextual analysis.

Data Collection

Data were collected through in-depth interviews, field observations, and document analysis. Semi-structured interviews were conducted with government officials and community members to gain insight into the policy formulation and implementation processes, institutional coordination, spatial use control, and community perceptions of the impacts of spatial planning policies. The actual conditions of land use and environmental changes were also identified through observation. The documents evaluated included the Konawe Regency Spatial Plan (RTRW), the Medium Term Regional Development Plan (RPJMD), the Annual Regional Work Plan (RKPD), local regulations and regional head regulations related to spatial planning and the environment, and other planning and implementation documents. These three methods were used simultaneously to obtain comprehensive data, allowing for triangulation between sources and methods.

Data Analysis & Data Validity

Data analysis was conducted in stages through data condensation, presentation, extraction, and result verification. Interview results were transcribed, coded, and grouped based on key themes, such as the coherence of spatial planning policies, institutional capacity, policy implementation, environmental sustainability, and ecological justice. Next, data from documents and observations were compared with information from the interviews

to determine consistency or discrepancies between policy provisions and on-the-ground practices. Source triangulation, methodological triangulation, and member checking helped ensure data validity. The analysis was conducted repeatedly so the results not only describe the policy landscape but also elucidate the relationships between policy design, implementation capacity, and their socio-ecological consequences.

Types and Sources of Data

This study used primary data and secondary data. Both primary and secondary data were used in this study.

Primary data

Primary data were collected directly through documentation, field observations, and semi-structured interviews. Using purposive sampling, informants were selected based on their knowledge, experience, authority, or direct involvement with spatial planning policies and their impacts on communities and the environment. This method was chosen because the study required informants who could provide substantive information on the formulation, implementation, and monitoring of spatial planning policies, as well as their impacts on society and the environment. Informants were drawn from the Konawe Regency Development Planning Agency (BAPPEDA), the Department of Public Works and Spatial Planning, the Department of the Environment, subdistrict and village governments, community leaders, academics/planning experts, local business owners, and residents affected by land conversion or infrastructure development. Prior to the interviews, the researcher explained the research objectives, data usage, informants' rights, and identity protection measures. Informant consent was obtained via an informed consent form. All informants participated voluntarily, and their identities were anonymized using codes in the

presentation of the research findings. The details regarding the informants are as follows:

Secondary data

Secondary data consisted of legal and documentary materials. Primary Legal Materials: These are binding and authoritative legal sources, including: The Constitution of the Republic of Indonesia, Law on Spatial Planning, Law on Environmental Protection and Management, Law on Regional Government, Regional Regulations (Perda) of Konawe Regency, Regent Regulations related to urban planning, Official legislative records, and explanatory memoranda. Secondary Legal Materials: These sources explain or interpret primary legal materials, including Books on public policy and administrative law, scientific journals on urban governance and sustainability, Previous research reports, Expert opinions and academic manuscripts, and Policy evaluation reports. Supporting Statistical and Planning Documents: RPJMD Konawe Regency, RTRW Konawe Regency, RKPD annual plans, Environmental Strategic Assessment (KLHS), BPS statistical reports.

Data Analysis Techniques

Data were analyzed qualitatively using inductive reasoning, systematically interpreting findings from legal documents and field evidence. Analysis was conducted through: (1) Legal Interpretation Analysis; assessing consistency, hierarchy, and conformity of regulations. (2) Content Analysis; identifying sustainability and ecological justice principles in planning documents. (3) Comparative Analysis; comparing legal provisions with actual implementation. (4) Thematic Analysis; classifying interview findings into major themes.

Regulatory Impact Assessment (RIA)

To evaluate the effectiveness of planning regulations, the study applied the Regulatory Impact Assessment (RIA) method. RIA

Table 1. Research informant

No.	Stakeholder	Quantity	Informant Code
1	BAPPEDA	1	KWE-01
2	Public Works and Spatial Planning Agency	1	KWE-02
3	Environmental Agency	1	KWE-03
4	Sub-district government	1	AGM-04
5	Village government	1	AGM-05
6	Community leaders	1	AGM-06
7	Academics/planning experts	1	LKD-07
8	Local business owners	1	MND-08
9	Affected residents	2	AGM-09
Amount		10	

assessed whether existing regulations produce positive social, economic, and environmental outcomes. The stages included: (1) Problem Identification and Analysis. (2) Goal Setting. (3) Development of Policy Alternatives. (4) Assessment of Alternatives and Selection of Best Policy. (5) Development of Implementation Strategy. (6) Public Consultation (Ida Zuraida, 2022).

Expected Output of Analysis

This combined method enabled the study to produce: (1) Evaluation of urban planning regulations in Konawe Regency. (2) Identification of legal and institutional gaps. (3) Assessment of ecological justice in planning outcomes. (4) Community perspectives on planning fairness. (5) Policy recommendations for sustainable urban governance.

■ RESULT AND DISCUSSION

Urban Planning Policy Direction in Konawe Regency

Konawe Regency Regional Regulation No. 9 of 2014 on the Regional Spatial Plan (RTRW) for 2014-2034 serves as the primary instrument for guiding land use in line with sustainable development principles. This regulation governs spatial structure, spatial patterns, protected areas, cultivation areas, infrastructure networks, and guidelines for controlling land use. Normatively, the RTRW aims to create balance.

However, the research findings indicate that the implementation of the RTRW has not fully proceeded in accordance with the established objectives. Document analysis, interviews, and field observations reveal ongoing conversion of agricultural land, land use that does not conform to its designated purpose, ineffective oversight, and weak coordination among local government agencies. These findings indicate that the gap between policy and implementation is not solely due to regulatory weaknesses but is also influenced by institutional factors,

organizational capacity, and the dynamics of the various stakeholders' interests. The discrepancies between the actual conditions and the expected conditions are identified as shown in Table 2.

The RIA analysis shows that, in substance, Konawe Regency Regional Regulation No. 9 of 2014 contains relatively comprehensive objectives, targets, and provisions on land use. However, its effective implementation still faces various obstacles. Local governments have not fully understood ecological justice, so policy directions deviate from the rights of living and abiotic beings, causing inequality and natural imbalances (Kalaba, 2016). This also happened in Konawe Regency, where three main actors were involved: a weak government (infirm policies), a less aware community, and an exploitative industry that caused environmental damage. The importance of environmental justice must also be understood in the context of intergenerational relationships. The development decisions made today will have a long-term impact on the environment and the well-being of future generations. Therefore, it is important to consider the needs and rights of future generations in any development decisions made today (Wellmann et al., 2020). Policies made without considering long-term impacts make Konawe Regency one of the districts that is always affected by floods when the rainy season begins; the community suffers both material and non-material (health) losses. This cannot continue, so it is necessary to evaluate existing policies and follow up as soon as possible to resolve this problem (Löwe et al., 2017).

Analysis and evaluation of the spatial and regional planning policy (RTRW) of Konawe Regency, as shown in Figure 3. In this study, the Konawe Regency Spatial Plan (RTRW) was evaluated as a policy instrument using Regulatory Impact Analysis (RIA). RIA was used to assess the extent to which the regulation can address spatial planning issues

Table 2. Thematic mapping of urban planning problems and empirical evidence

Thematic Issue	Key Actors	Empirical / Documentary Evidence	Regulatory	Implication
Environmental degradation and land-use pressure	Community, Government, Industry	Field observations and interviews identified changes in land use, pressure on agricultural/environmentally sensitive areas, and environmental degradation associated with development activities.	RTRW Konawe No. 9/2014, particularly provisions on spatial utilization and protected areas.	Increasing pressure on ecological functions and agricultural land
Weak spatial-use control	Bappeda, PUPR, local government, developers	Field findings indicate land use that is not always consistent with designated spatial functions and limited monitoring effectiveness.	Spatial control should include zoning, licensing, incentives/disincentives, and sanctions.	Gap between spatial planning regulation and implementation

Limited environmental compliance	Government, Industry	Official regional planning documents indicate that compliance of business/activity actors with environmental permits and environmental regulations was only 25% in 2020, 12.5% in 2021–2022, 33.33% in 2023, and 40% in 2024.	Environmental licensing and environmental management provisions	Weak enforcement increases ecological risk
Environmental complaints and conflict management	Community, Government, Industry	The 2024 RKPD allocated a target of 5 environmental complaints to be followed up and 2 environmental disputes to be handled by the Environmental Agency.	Environmental complaint and dispute-management mechanisms	Indicates continuing demand for environmental governance and conflict resolution
Limited community participation in spatial governance	Community, Village government, Local government	Interviews indicate that community participation is not yet consistently translated into influence over spatial utilization and control decisions.	Community participation is explicitly provided for in planning, utilization, and spatial-control stages.	Participation gap and potential procedural injustice
Institutional coordination gap	Bappeda, PUPR, DLH, Kecamatan/Desa	Interviews identify coordination problems among agencies in implementing and monitoring spatial policies.	RTRW requires spatial-control instruments and coordinated implementation.	Fragmented governance weakens policy implementation.
Ecological justice and distributional inequality	Community, Government, Industry	Field observations and community interviews indicate that development benefits and environmental burdens are not always distributed proportionally among affected communities.	RTRW objective emphasizes environmentally oriented spatial planning and community participation.	Unequal distribution of development benefits and ecological risks

and achieve its established objectives. The RIA examined relevance, efficiency, sustainability, environmental and social impacts, and procedural aspects. The analysis used these results to assess the success of implementing spatial planning policies, including gaps between regulations and their implementation on the ground. Furthermore, as part of the explanation of policy performance, this study examined implementation aspects related to institutional capacity, interagency coordination, the availability and integration of spatial data, leadership, oversight mechanisms, and regulatory enforcement.

Based on the framework derived from an evaluation using the Regulatory Impact Assessment (RIA) approach, the implementation of Konawe Regency Local Regulation No. 9 of 2014 on the 2014–2034 Regional Spatial Plan reveals a significant gap between the ideal conditions for a sustainable city and the reality on the ground. This evaluation is crucial for improving spatial planning policies to be more inclusive, equitable, and sustainable, as shown in Table 3.

These findings indicate that strong regulatory standards do not automatically lead to effective policy implementation. Konawe

Table 3. Evaluation of the implementation of the regional spatial plan using regulatory impact analysis

RIA Components	Findings	Parameters Evaluated
Regulatory Relevance	High relevance	The policy is highly aligned with the issues and needs of regional planning.
Clarity of Objectives	Good	The policy goals and objectives are clearly formulated and provide a clear sense of direction.
Implementation	Not yet optimal	Implementation has been inconsistent due to limitations in coordination, resources, and oversight.
Effectiveness	Moderate	The policy is sufficiently effective in achieving its objectives, yet issues and outcome gaps persist.
Efficiency	Low	The expenditure of costs, time, and resources is not yet commensurate with the results achieved.
Environmental Impact	Not yet optimal	Environmental protection and the equitable distribution of ecological benefits have not yet been optimally implemented.
Social Impact	Not yet evenly distributed	The benefits of development and access to resources are not yet evenly distributed across regions and social groups.

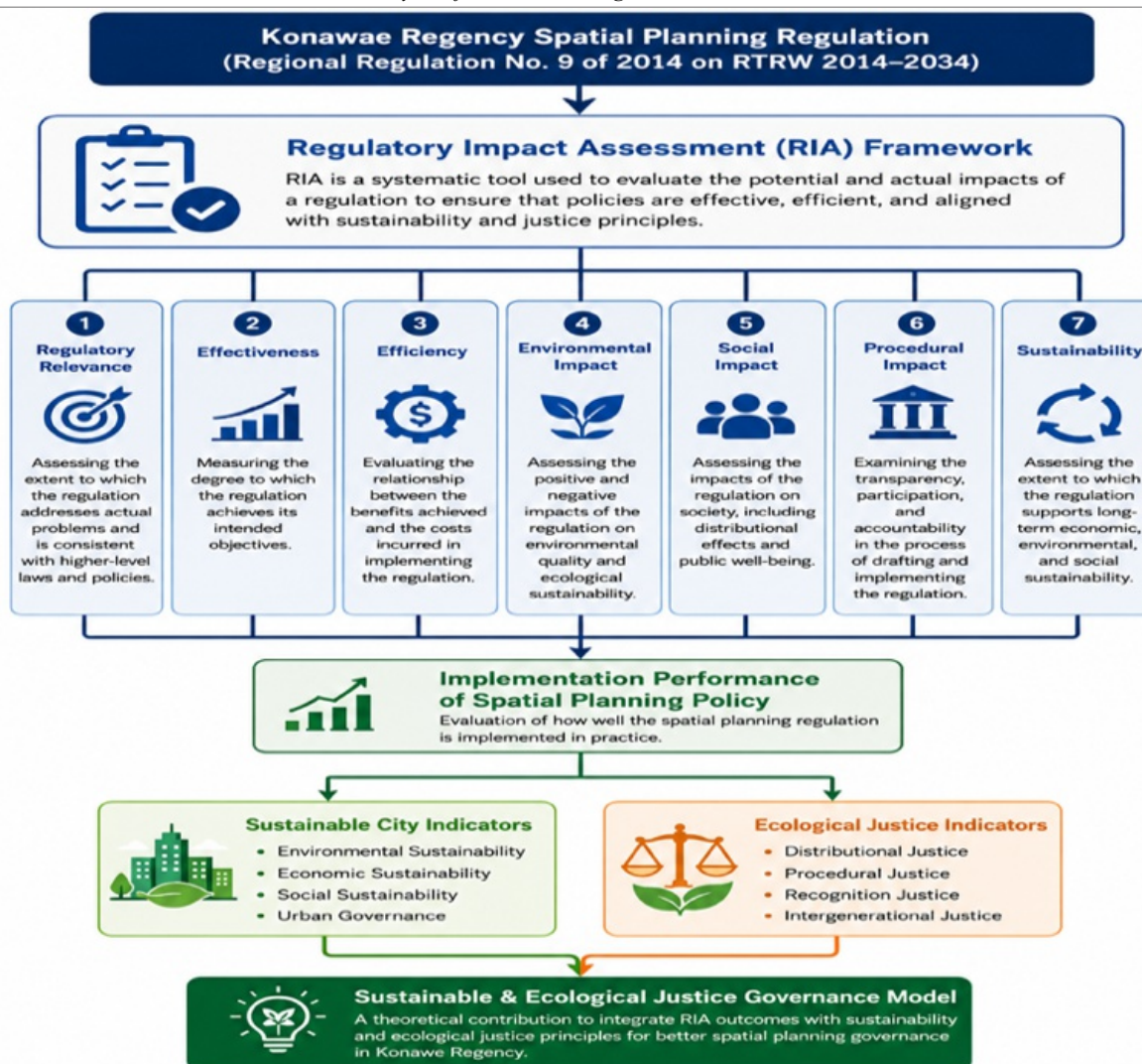


Figure 3. Conceptual framework: evaluation of regional spatial planning policy (RTRW)

Regency Local Regulation No. 9 of 2014 has a strong foundation and clear policy objectives, but it has not been fully implemented. Suboptimal implementation, moderate effectiveness, low efficiency, and suboptimal environmental and social impacts highlight these shortcomings. Therefore, the main issue does not lie solely in how well the regulation is designed; rather, it lies in how well organizations can use the standards to regulate land use, coordinate, oversee, and enforce policy.

The results are consistent with experiences in several other developing regions; research in Galan and Dukem, Ethiopia, shows that the government's ability to implement effective land-use plans is not always matched by the pressures of urbanization and industrialization. According to the study, institutional and stakeholder engagement, land-use plan implementation, and

low levels of community participation are key factors influencing planning performance. Together, these three dimensions account for about 75% of the observed variation in planning performance (Tanku & Woldetensae, 2023). These findings reinforce a study in Konawe: the mere existence of plans or regulations is not sufficient, as successful implementation depends heavily on institutional support, stakeholder engagement, and the capacity of those responsible for implementation.

Dar es Salaam, Tanzania, follows a similar pattern. As demonstrated by a study on the Kigamboni Detailed Framework and Guideline 2019-2039, there is a gap between the ambitions of the land-use plan and the local government's institutional and economic capacity to implement and enforce it. Tools such as zoning and building regulations are in place, but limited enforcement, technical

capacity, and investment support may limit the plan's impact in certain areas (Mottelson & Wolff, 2025). These findings are highly relevant to Konawe because they show that high-quality planning instruments must be supported by adequate institutional capacity, resources, and implementation mechanisms.

Experience in Huambo, Angola, also shows that weak institutional capacity, uncertainty about responsibility, and a lack of integration among stakeholders can be major obstacles to decision-making and the implementation of land-use plans. This study indicates that more realistic strategies can result from a more collaborative, transdisciplinary planning approach rather than a master planning approach that focuses solely on planning documents (Smith & Jenkins, 2015). This reaffirms Konawe's findings that regulatory improvements alone are insufficient to resolve implementation issues. Instead, strengthening inter-institutional relationships and the ability to translate plans into concrete actions are necessary.

Therefore, Konawe's findings are best understood as a local manifestation of broader global patterns in spatial planning implementation, particularly in areas under development pressure and experiencing land-use change. Discrepancies exist between policy standards and actual practices, but the factors driving them may vary by region's institutional context. Institutional capacity, interagency coordination, oversight, spatial information integration, and law enforcement are key issues in Konawe. This aligns with previous research emphasizing that cross-governmental coordination and institutional capacity are key to the success of spatial planning (Dang et al., 2021).

Thus, the RIA identified a gap between policy design and implementation performance. However, the RIA did not explain in detail the factors causing this gap. Therefore, this study continues the analysis using the ROCCIPI framework to identify how Rules, Organization, Communication, Client, Interest, Process, and Ideology influence the implementation of Konawe Regency Regulation No. 9 of 2014. This approach allows the evaluation to assess not only what has not been achieved but also why these conditions have arisen and what they mean for sustainable urban development and ecological justice.

Integrating Sustainability and Ecological Justice into Regional Policy

Integrating sustainability and ecological justice principles into Konawe Regency's

regional planning policies is not yet fully optimal. Although various regional policies reflect principles of environmental protection, spatial utilization, equitable development, and community interests, implementation still faces several obstacles. The ROCCIPI perspective helps explain this situation by examining the interrelationships among rules, opportunities, capacity, communication, interests, processes, and ideologies that influence policy implementation.

Meanwhile, the ROCCIPI Framework analysis is used to explain the reasons for suboptimal implementation, as follows:

1. Rules

The analysis shows that most informants consider the RTRW's substance sufficiently clear. However, inconsistencies remain between the RTRW and sectoral policies, such as those related to investment, mining, and infrastructure development. These inconsistencies create dilemmas for officials at the implementation level when setting policy priorities. These findings indicate that regulation quality is not the sole determinant of implementation; cross-sectoral policy consistency also matters.

2. Opportunity

Research has found that land-use violations still pose a risk due to a weak monitoring system. The limited number of monitoring personnel and the vast size of Konawe Regency make it impossible to monitor all land-use changes regularly. In addition, investment pressures in the plantation, mining, and new residential development sectors have also created opportunities for land conversion that does not fully comply with spatial planning regulations.

3. Capacity

One of the most critical factors influencing implementation of the Spatial Plan (RTRW) is institutional capacity, as shown by the government's limited ability to oversee, control, and coordinate spatial utilization. This situation is reflected in the rise of total land-use conversion cases from 310 in 2021 to 560 in 2025, alongside an increase in deforestation from 110 to 180. These figures demonstrate that as pressure on land intensifies, institutional capacity for oversight and control has not fully kept pace. Consequently, limited capacity stands as a key institutional obstacle linked to the accelerating rate of land-use conversion, as illustrated in Figure 4.

Figure 4 illustrates mounting pressure regarding land use. This situation is linked to institutional constraints, specifically weak inter-agency coordination, limited oversight, and suboptimal implementation of spatial

Annual composition of Oil Palm/Plantation Forest, Infrastructure and Mining, and Deforestation.

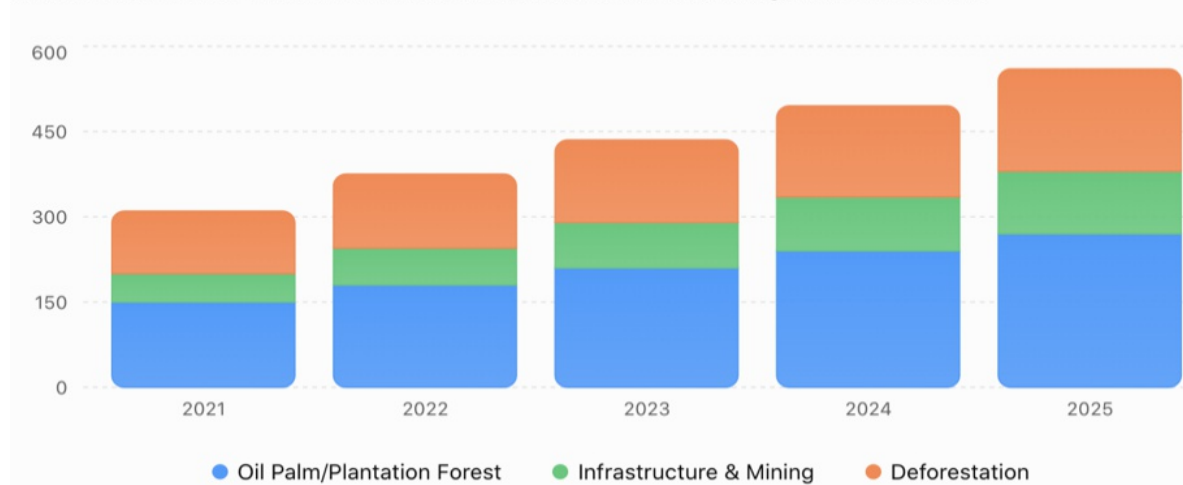


Figure 4. Land conversion and deforestation, 2021-2025

planning policies, which have hindered the effective control of land-use conversion.

4. Communication

Coordination among government agencies is a major obstacle to implementing the RTRW. Although a formal forum for spatial planning coordination exists, interview results indicate that agencies still exchange spatial data on a sectoral basis. As a result, a) data duplication occurs; b) information is delayed; c) development decisions are not always based on the same data.

5. Interest

The analysis reveals a conflict of interest between conservation goals and economic development interests. Local governments must

increase investment and local revenue (PAD), while the RTRW requires protecting conservation areas and agricultural land. This conflict is one of the main factors explaining why RTRW implementation does not always proceed as prescribed.

6. Process

Weaknesses in the institutional process are reflected in the suboptimal implementation of verification, coordination, monitoring, and follow-up stages regarding land-use changes. This ineffectiveness can create opportunities for uncontrolled land-use conversion, as shown by the rise in total conversion cases from 310 in 2021 to 560 in 2025. This trend indicates that existing control mechanisms have failed to

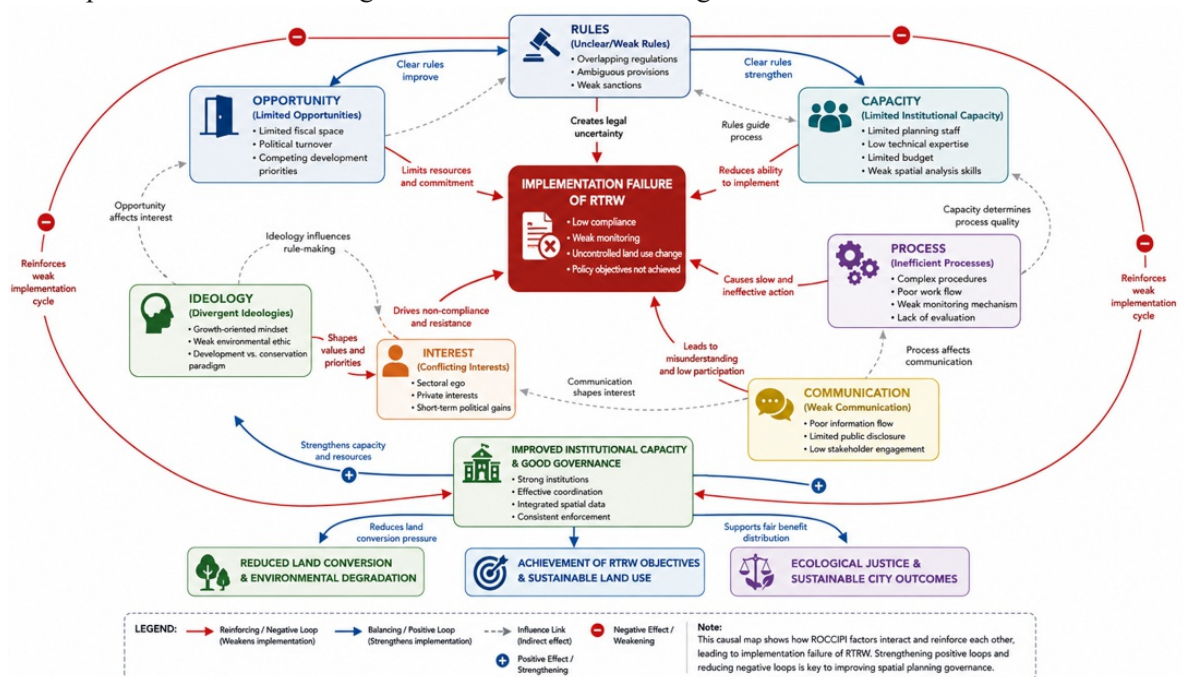


Figure 5. Thematic map of causality (roccipi analysis)

consistently prevent or respond to land-use changes; consequently, institutional process weaknesses have accelerated land-use conversion.

7. Ideology

Most government officials still view development as increased investment and economic growth. Conversely, environmental sustainability has not yet become a key foundation in the decision-making process. These findings indicate that the implementation of the RTRW is influenced by a development paradigm that remains oriented toward economic growth.

Based on ROCCIPI's analysis, this study found that failure to implement the RTRW was not caused by a single factor, but resulted from the interaction among institutional weaknesses, conflicts of interest, and organizational capacity. This relationship can be illustrated as follows:

This cycle underscores that the implementation of the Regional Spatial Plan is constrained by limited institutional capacity. This includes inadequate human resources, limited technical expertise, limited financial resources, and weak organizational capacity to enforce spatial planning regulations. These institutional limitations reduce the

government's ability to translate regulatory objectives into effective policy implementation. Consequently, inter-agency coordination has weakened; ineffective collaboration among local government agencies, overlapping institutional authorities, fragmented responsibilities, and sectoral interests hinder integrated spatial planning and policy implementation. As a result, planning decisions are often inconsistent across agencies and lack support from an integrated development strategy.

Weak coordination further leads to unintegrated spatial and sectoral data. Spatial information remains dispersed across government institutions without a common database or interoperable information system. Consequently, planning decisions are based on inconsistent information, data duplication occurs, and evidence-based policymaking becomes difficult. The lack of integrated information systems significantly affects monitoring and supervision. Limited monitoring technology, inadequate regulatory enforcement, and insufficient institutional oversight reduce the government's capacity to detect and prevent violations of spatial planning regulations. Consequently, supervision becomes reactive rather than preventive.

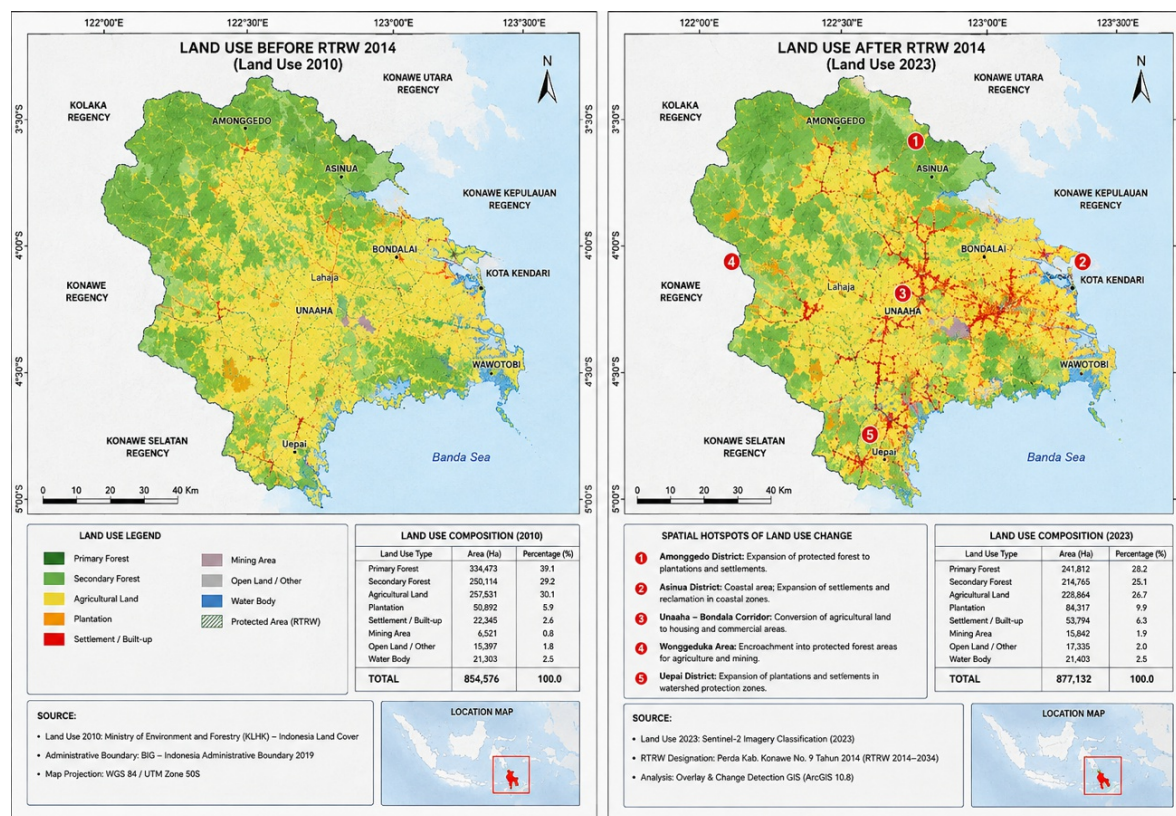


Figure 6. Comparison of land use before and after RTRW 2014

Ineffective monitoring ultimately contributes to increased land conversion, including the conversion of agricultural land, encroachment into protected areas, and land-use changes inconsistent with the Regional Spatial Plan. These spatial deviations gradually weaken environmental protection and undermine sustainable land management. The cumulative effect of these institutional and governance failures is reflected in declining ecological justice. Unequal distribution of environmental benefits and burdens, reduced ecosystem services, environmental degradation, and declining community welfare illustrate that spatial planning has not yet achieved its intended sustainability objectives. Ecological justice therefore represents the ultimate policy outcome this research evaluates. Ecological degradation and ineffective policy outcomes reinforce existing institutional weaknesses. Environmental conflicts, increasing development pressures, and declining public trust further reduce institutional effectiveness, creating a self-reinforcing cycle of implementation failure. Therefore, policy reform must address not only regulatory improvement but also institutional strengthening, inter-agency coordination, data integration, and monitoring capacity, as shown in Figure 6.

Overall, the feedback loop suggests that the failure to achieve ecological justice stems from interrelated institutional and governance issues, rather than solely from regulatory shortcomings. This perspective shifts the focus of analysis from a descriptive assessment of policy implementation to an explanation of the causal mechanisms linking regulations, institutional performance, implementation processes, and ecological outcomes.

■ CONCLUSION

This study shows that the implementation of Konawe Regency Local Regulation No. 9 of 2014 on the Regional Spatial Plan has not yet fully succeeded in achieving sustainable and ecologically just urban development. The main problem lies not in the regulation's substance, but in its weak implementation, driven by limited institutional capacity, ineffective inter-organizational coordination, a lack of integrated spatial data, and weak land-use oversight. These conditions have created mechanisms that drive increased land conversion and undermine ecological justice, as reflected in the unequal distribution of environmental benefits, low public participation in decision-making, and growing pressure on the sustainability of natural resources.

This study makes an empirical contribution by identifying gaps in the implementation of spatial planning policies and their implications for sustainable urban development and ecological justice. The study's findings indicate that the quality of regulations has not been fully matched by the effectiveness of RTRW implementation at the local level. These gaps are particularly evident in institutional capacity, coordination, oversight, and control over land use.

In practical terms, this study underscores that improving the quality of RTRW implementation requires strengthening local governments' institutional capacity, integrating spatial data and cross-sectoral information systems, enhancing coordination among local government agencies, and using digital technology to monitor land use. Furthermore, the principle of ecological justice must be integrated into the planning, implementation, and evaluation of spatial planning policies so that regional development is not solely focused on economic growth but also ensures a fair distribution of environmental benefits and sustainability for future generations. Future research could expand the study to other districts or regions with different spatial planning characteristics to compare implementation patterns and identify factors that influence the success of spatial planning policies.

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