Bridging Spatial & Tourism Development through Effective Collaboration (Case Study: Sail Morotai 2012, North Maluku - Indonesia)
This thesis is written as a final assignment for the Master Degree in Urban Environmental Management, specialization Land Use Planning, at Wageningen University

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<tr>
<td>RTRW</td>
<td><em>Rencana Tata Ruang Wilayah</em> (Spatial Planning Act)</td>
</tr>
<tr>
<td>RIPPDA</td>
<td><em>Rencana Induk Pengembangan Pariwisata Daerah</em> (Tourism Development Master Plan)</td>
</tr>
<tr>
<td>BAPPEDA</td>
<td><em>Badan Perencanaan Pembangunan Daerah</em> (Local Planning Agency)</td>
</tr>
<tr>
<td>BAPPENAS</td>
<td><em>Badan Perencanaan Pembangunan Nasional</em> (National Planning Agency)</td>
</tr>
<tr>
<td>MUSRENBANG</td>
<td><em>Musyawarah Perencanaan Pembangunan</em> (Province Annual Planning Meeting)</td>
</tr>
<tr>
<td>MUSRENBANGNAS</td>
<td><em>Musyawarah Perencanaan Pembangunan Nasional</em> (National Annual Planning Meeting)</td>
</tr>
<tr>
<td>MUSRENBANGDES</td>
<td><em>Musyawarah Perencanaan Pembangunan Desa</em> (Sub-district Annual Planning Meeting)</td>
</tr>
<tr>
<td>DPRD</td>
<td><em>Dewan Perwakilan Rakyat Daerah</em> (Province Legislative Body)</td>
</tr>
<tr>
<td>BPS</td>
<td><em>Badan Pusat Statistik</em> (Statistic Bureau)</td>
</tr>
<tr>
<td>PTD</td>
<td>Peace Through Development Program</td>
</tr>
<tr>
<td>UNDP</td>
<td>United Nation Development Program</td>
</tr>
<tr>
<td>RPJMD</td>
<td><em>Rencana Pembangunan Jangka Menengah Daerah</em> (Provincial Medium Term Development Plan)</td>
</tr>
<tr>
<td>RPJM</td>
<td><em>Rencana Pembangunan Jangka Menengah</em> (Medium Term Development Plan)</td>
</tr>
<tr>
<td>RPJP</td>
<td><em>Rencana Pembangunan Jangka Panjang</em> (Long Term Development Plan)</td>
</tr>
<tr>
<td>RENSTRA</td>
<td><em>Rencana Strategis</em> (Strategic Plan)</td>
</tr>
<tr>
<td>RAKOR</td>
<td><em>Rapat Koordinasi</em> (Coordination Meeting)</td>
</tr>
<tr>
<td>PDAM</td>
<td><em>Perusahaan Daerah Air Minum</em> (Regional Public Water Company)</td>
</tr>
<tr>
<td>PKN</td>
<td><em>Pusat Kegiatan National</em> (National Activity Center)</td>
</tr>
<tr>
<td>PKW</td>
<td><em>Pusat Kegiatan Wilayah</em> (Regional Activity Center)</td>
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<td>PKL</td>
<td><em>Pusat Kegiatan Lokal</em> (Local Activity Center)</td>
</tr>
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</table>
ABSTRACT

This research was conducted to examine the implementation of a collaborative planning approach on bridging the spatial and tourism development in North Maluku. The analysis conducted in this research focused on a specific case study; the event of Sail Morotai 2012. Sail Morotai 2012 is a part of the Sail Indonesia programs that was introduced in potentially touristy regions in order to improve the populations’ economic and social conditions and to achieve a balanced development between the different regions in Indonesia. Firstly, this thesis acknowledges the importance of spatial planning as a multi tool for the government in order to exert both spatial and social control. Secondly, the research showed that tourism is a sector that is becoming increasingly popular and has the potential to boost regional development in Indonesia. Lastly, to deal with the spatial and tourism integration process, this research investigates how collaborative planning approach played a key role on bringing together all the stakeholders that were involved in the Sail Morotai 2012 (case study) to achieve consensus and to balance the power between all actors on the plan-making process.

Keywords: spatial planning, tourism, collaborative planning, public participation, Sail Morotai 2012
SUMMARY

The shift from centralized to decentralized governmental structures has resulted in regional governments developing their own spatial plan and agenda to boost regional development. To boost spatial development plan, the tourism sector has been identified as a good strategy through the Sail Indonesia program. National tourism program of Sail Indonesia has contributed to regional growth since it created opportunities for infrastructure development and economic benefit for the local residents. North Maluku through the Sail Morotai 2012 event being held, led to infrastructure development. This became a tangible evidence of how spatial development and tourism planning should be go hand in hand in the implementation of development programs. However, the main problem faced on delivering the event was the collaboration between stakeholders. Not only in the implementation of the event, North Maluku’s government has also been challenged to encourage more public participation in the planning system. To conduct this research, interviews were led, document analysis and literature review was undertaken and a case study was used as the main data collection methods.

The evolution of planning system from top-down to bottom-up approaches has influenced the way planning system is run in North Maluku. Decentralization has also pushed this province to independently form its own spatial planning act that can guide provincial growth. Similarly, tourism has contributed to significantly changing provincial infrastructure development, more particularly newly developed regional areas such as Morotai. A potentially touristic area the ability of the region’s local government and local citizens is at stake. Will they be able to improve their region following the Sail Morotai 2012 event? The collaboration process between stakeholders on succeeding in holding the event was necessary. The reality on how local government relies so much on central government to accomplish this event has also indicated that bottom-up planning approach is not yet effectively implemented when it relates to national programs such as Sail Morotai 2012 event that was subsidized by APBN.

The conclusion is that spatial, tourism and collaboration planning approaches are inter-related to each other. Spatial planning in this case plays a central role in steering the suggested development in an area. While, tourism is a sector that has the potential to boost regional development, it is required to be in line with the spatial development, so as to cope with infrastructure development and future uncertainties such as natural disasters and social conflicts that may occur. To deal with this spatial and tourism integration process, the involvements of many stakeholders are necessary. Therefore, collaborative planning approaches played a central role in bringing together all the stakeholders that were involved in this process to gain consensus and to balance the power between all actors on the plan-making process. On this, government, private sectors and local citizens at each governmental level have a significant influence on delivering the development process in an area.
1. INTRODUCTION

1.1 Background

The transformation of the Indonesian governmental system from a centralized to a decentralized system has influenced spatial planning systems in the country, more particularly the spatial planning system in regional areas (Hadiz, 2004, Hudalah and Woltjer, 2007, Firman, 2009). According to Firman (2009) and Hudalah and Woltjer (2007), this transformation also resulted in the transfer of responsibility and authority from national to local governments with regards to managing regional area’s spatial planning systems. As a result, local governments have been forced into developing regional development plans adapted to local area’s needs. However, even though decentralization has changed the spatial planning system in the country, development is still unequal between large and medium cities in Indonesia (Firman, 2002). In order to minimize this development gap, national and local governments are collaborating on delivering programs that can enhance the development of these areas by improving the tourism potential in each region. Developing the tourism industry has become one of Indonesia’s priorities as it contributes significantly to regional economic, social and infrastructure development (Ghimire, 2001, Dredge, 1999, Smith, 2008, Walpole and Goodwin, 2000). In contrast, this sector is often over exploited for economic benefit without further considering how it could be managed to diminish the negative impact on the environment (Walpole and Goodwin, 2000, Cohen, 1978, Timothy, 1998). Consequently, there should be a balance between urban and tourism development in regional areas. The integration of spatial and tourism planning is seen as a way to cope with economy, social and environmental impacts (Cohen, 1978, Inskeep, 1987, Dredge and Moore, 1992) as well as a way to avoid conflict of interest between stakeholders in social, economic and environmental sectors (Jamal and Getz, 1995, Wilson et al., 2001).

Spatial planning in this integration process plays an important role as a steering wheel to control and to manage tourism development as well as to maintain the natural resources through its zoning regulation (Dredge, 1999, Dredge and Moore, 1992). And, tourism is functioned as a tool to increase the local economic income and to support other development sectors. According to Timothy (1998, p. 53) and Dredge (1999, p. 773), “tourism should be one element of broader regional development planning” because it heavily relies on “community’s stock of natural and human resources”. By integrating tourism into a spatial planning system, planners can manage the local tourism to go hand in hand with local development and be able to anticipate the impact of tourist activities on the environment (Reed, 1999, Timothy, 1998, Briassoulis, 2002). Many authors have pointed out the necessity of adapting and implementing spatial planning as a set of guidelines for the government to manage the use of space and to define the function of land for public interest (Faludi, 2000, Healey, 2004). This concept has been described as a method used by the government “to influence the future distribution of activities in space” (Friedmann, 2005, p. 198). Even though the government plays an important role in implementing this concept, the involvement of all stakeholders is also required in order to fulfill society’s needs and translate them into reality (Friedmann, 2005a, Healey, 2004, Kidokoro and Center for Sustainable Urban Regeneration., 2008). Coping with recent urban development, spatial planning is not only adapted as a tool to fulfil public’s needs (residential, tourism, transportation and place of work), but also as a bridge
for stakeholder’s collaboration to “plan, monitor and manage” today’s urban development (Kidokoro and Center for Sustainable Urban Regeneration, 2008, p. 12).

Integrating spatial and tourism planning requires input and participation from various parties. The collaborative planning approach has been distinguished as the most appropriate concept to be applied in this setting. Friedmann (2005, p. 225) acknowledged that in recent times, planning is “an inherently collaborative practice”. It does not only offer a method for dealing with many stakeholders involvement in planning and development process (Jamal and Getz, 1995, Timothy, 1998), but it is also an effective instrument to deal with many different policies in different governmental levels (Reed, 1999, Timothy, 1998). Collaborative planning as stated by Allmendinger (2009) is communicative planning, because it offers a method to assess the way all stakeholders can cooperate together to share the same value and goal for development purpose. This approach can be applied to encourage more participation and equity in a planning process, which includes the involvement of both citizens and the private sector (Abbott, 2001, Allmendinger, 2009) More specifically, collaborative planning is seen as a way to gain consensus between stakeholders in the planning process in order to build the same vision and mission in deliberating a plan (Abbott, 2001).

1.2 Problem Statement

North Maluku is one of the newly formed provinces in Indonesia that has created a draft of RTRW (North Maluku Spatial Planning Act) and RIPPDA (Regional Tourism Development Master Plan) in order to deal with the area’s spatial and tourism planning. However, it is still uncertain whether or not these plans have been integrated into one. Many problems are still found in the implementation of these plans, one of which is the unclear division of land use in this province. Besides, problems such as inadequate transportation nodes to reach tourist destinations, lack of accommodations in touristic areas and lack of awareness regarding the potential to develop local tourism is also an obstacles for spatial and tourism development in this province. Therefore, further investigation is required to analyse whether or not spatial and tourism planning in North Maluku has effectively cooperated together. To support this research’s analysis, the integration between spatial and tourism planning in this province has been assessed through interviews with relevant stakeholders and the analysis of documents of RTRW and RIPPDA. Furthermore, the collaboration between stakeholders in delivering spatial and tourism plans has also been examined. on this, a case study of Sail Morotai 2012 event was chosen to support this research. This event was selected as the case study because it was the biggest tourism event that has been held in North Maluku based on KEPPRES No. 4 Tahun 2012 (2012a). The event is not an ordinary tourist event but it is one of the Indonesian government programs in order to boost the regional development in North Maluku (2012a). Morotai is the location of this event and is the newest regional area in North Maluku. Even though this region does not have adequate infrastructures, the strategic location of this region (on the coast, surrounded by Pacific Ocean) has led decision makers to choose this area to hold the Sail Morotai 2012 event. Many infrastructure developments were built and developed in this region in order to succeed the event. Many stakeholders were also involved in organizing this event, not only the public sector at the national, provincial and regional level; but also the private sector such as local business owner, tours agencies and citizens were also involved. Moreover, in the success of this event, the government was not only required to build infrastructures but was also required to develop tourism areas. Therefore, this event could be tangible evidence on how spatial and tourism planning was cooperated, as well as how the collaboration between stakeholders was conducted.
1.3 Research Objective

The aim of this research is: (1) to examine the implementation of spatial planning system in North Maluku; (2) to observe the contribution of tourism in the development of North Maluku; and (3) to analyse the implementation of collaborative planning approach in North Maluku planning system, by evaluating the execution of Sail Morotai 2012 event.

1.4 Research Question & Sub-questions

North Maluku is a new provincial area in Indonesia. Until now, the province still has not owned its Spatial Planning Act on implementing planning development agenda on the area. However, similar to other Indonesian provinces, the North Maluku government refers to existing planning laws to manage the development in this province. Hence, this research examined;

RQ1. How will spatial planning system be implemented in North Maluku without currently owning the Spatial Planning Act as its guidance?
• What are the obstacles in the implementation of planning system in this province?

To improve the development in regional areas, Indonesian government has promoted the tourism sector to boost regional developments in Indonesia, one of which is to introduce the Sail Indonesia program. North Maluku has become one of the host areas for Sail Indonesia through Sail Morotai 2012. This event is initiated by the national government program to develop the economic sector in rural areas by promoting tourism development potential in the area. This event highlighted the importance of the tourist industry in supporting the development of North Maluku. RIPPDA was also created to improve the tourism contribution in the province’s growth. Nevertheless, many problems still occur in relation to land use and tourism purposes. Therefore, the integration of tourism into North Maluku’s spatial planning is required to be analysed;

RQ2. How does the tourism sector contribute to develop the area of North Maluku?
• Has tourism sector been integrated in North Maluku spatial development?

Many stakeholders are involved in delivering the Sail Morotai 2012 event, these are stakeholders from the public sector: central governments from Jakarta, provincial governments of North Maluku, local governments of Morotai, and stakeholders from the private sector; academician, NGO, local business actors and citizens. This Sail Morotai 2012 event is a program initiated by the central government. Therefore, there is much anticipation on how this event was promoted and how it was delivered to the local communities in order to gain support and involve all stakeholders;

RQ3. How is the collaboration planning approach implemented in North Maluku planning system?
• How is the collaboration process conducted between all stakeholders in executing Sail Morotai 2012 event?
• What is the government strategy to encourage more collaboration in North Maluku planning system?

1.5 Thesis Structure

This thesis report will be structured in six chapters. The first chapter will briefly describe the research background, problem, objective and end with the research question and sub questions. The second chapter
will illustrate the research method applied in conducting this study that contains the research strategy and the research framework. The third chapter is about the theoretical framework that later will be used to analyse the research findings; which includes the concepts of spatial, tourism and collaborative planning. In the fourth chapter, a case study, interview results and documents analysis will be explained. Chapter five will include the discussion about the research results. Lastly, the conclusion and the recommendations of the study will be provided in order to support the future implementation of the collaborative planning approach in integrating spatial and tourism planning in North Maluku – Indonesia.

1.6 Conclusion

The shift in governmental structures from a centralized to a decentralized system in Indonesia has resulted in the delegation of local development plan from central to local governments. Consequently, some areas are much more developed than others. To boost the growth of less-developed areas, Sail Indonesia programs are introduced to improve regional tourism potential. North Maluku has become one of the host areas for this event through Sail Morotai 2012. Since this event was a joint partnership between national, provincial and local government as well as private stakeholders and the citizens, the complexity of the collaboration process was indicated. Thus, this research was conducted in order to investigate how spatial planning is implemented in North Maluku as one of the new provincial area in Indonesia; how tourism contributes to the province’s development and how collaborative planning approaches are implemented in North Maluku, by examining the collaboration process on executing Sail Morotai 2012 event.
2 RESEARCH DESIGN

In this second chapter, an explanation on the method and strategies used to conduct this research is given, including a description of the data collection and analysis process.

2.1 Research Methods

This research is provides a qualitative analysis of the collected data. This method was used because it helps to examine the current phenomena of spatial, tourism and collaborative planning approaches that occurred in North Maluku province (Verschuren and Doorewaard, 1999). As described by Denzin and Lincoln (1994, p. 14), “qualitative research is endlessly creative and interpretive”. It provides many possibilities for the author to explore the research scope as well as developing the research theories in order to achieve the research’s goals.

2.2 Research strategy

In this research, both grounded theory and a case study were used to answer the research questions and draw conclusions.

2.2.1 Grounded Theory

The qualitative design of grounded theory is used because it shows step by step details on how the writer can gain more knowledge and information to answer the research questions through interviews and writing documents (Creswell, 1998). This strategy helps to develop theories framed on this research by using interview and document analysis for the data collection methods (Denzin and Lincoln, 1994). In this research, interview with relevant stakeholders; and result analysis on RTRW and RIPPDA documents have facilitated the writer to gain more information on how spatial and tourism planning is implemented in North Maluku.

2.2.2 Case Study

According to Stake (in Denzin and Lincoln, 1994), case studies have a significant role on improving our understanding on certain things because it helps to narrow the research’s scope. In order to specify the analysis conducted in this research, the event of Sail Morotai 2012 was chosen as the case study for this research. The event of Sail Morotai 2012 is the biggest and the first international event in North Maluku. Taking into account the limitation of research time, it was not sufficient to analyze the complete implementation of collaborative approach in managing spatial and tourism plans in North Maluku. Therefore, by choosing the case study of Sail Morotai 2012, this research can be more focused on getting an overview of how collaborative planning approaches were implemented. Only the collaboration process on delivering Sail Morotai 2012 event has been analyzed. So that the research’s scope will not be broadened to other implications related to this event. This is because, there were many complex implications raised by this event and it could influence the results’ analysis of this research. Thus, the research only focused on the appropriate data and information related to this study and did not elaborate on the research process to be presented in this report. This case study has assisted the writer to attain all three research goals, particularly the third objective of this research, to investigate the implementation of collaborative planning approach in North Maluku province. The details of the results of the case study Sail Morotai 2012 are compiled in Chapter 4.
2.3 Data Collection

For the data collection process, there are three techniques applied; interview, the assessment on governmental documents and literature review (Figure 1):

2.3.1 Interview

As shown in Figure 1, the main source of data collection method is based on the interviews with relevant stakeholders. Considering the lack of data regarding the spatial and tourism planning in North Maluku province, interviews have become the first data collection method to gain more information and understanding about the research’s objective. This data collection method is conducted in order to gain more understanding about any issues that relates to the research’s aim (Gillham, 2000). Besides, it is a learning process where a writer could directly gain deeper information from the source or from people who are responsible to run the object of this study (Babbie, 2008). It is not only useful to do the direct observation face to face with the source including ‘non-verbal forms of communication (e.g., gestures, shrugs, etc.)’ (Neuman 2003, p. 395) but also ‘involves a mutual sharing of experiences’ (Neuman 2003, p. 390).

The interview was applied as an unstructured interview because the interviews were conducted with many different stakeholders, so the questions asked to the interviewed were flexible depending on the participants states (Kumar, 2005). By conducting an un-structured interview, it provided more freedom to writer to spontaneously ask further questions related to the answer given by the person interviewed (Denzin and Lincoln, 1994). To support the unstructured interview, an in-depth interview has been performed where the writer has had direct conversation with the respondents (Kumar, 2005). By doing
this, the writer not only can listen to the answer but can also directly observe how each respondent reacts to the interview question.

In order to find out more information to support this research, the interviews were conducted with ten stakeholders in three different locations; Morotai (the location of Sail Morotai event), Ternate (former administrative city of North Maluku) and Sofifi (the capital city of North Maluku). These ten participants were considered as relevant sources where their answers were very informative and valuable as findings to this study. One interview was conducted in English and nine interviews were conducted in Indonesian in order to get a clear explanation and information from the participants. The allocated time in conducting those interviews was from 50 minutes to 80 minutes, and with 10 to 15 questions were asked. The validation of the interview results was done by emailing interview transcripts to each participant to be checked and confirmed before it was quoted and coded on this report. As the primary data source for this study, this part has helped writer to reveal the three research objectives because it covers all information the researched needed to answer the research questions, which included information on the implementation of spatial, tourism and collaborative planning approaches in North Maluku.

2.3.2 Document Analysis
In completing this study, many documents and bureaucratic data was used. The documents of RTRW and RIPPDA were used as secondary sources for the data collection purpose. These two documents as well as other supplementary documents have been analyzed as if it addresses the tourism contribution on spatial planning in North Maluku province. Moreover, this type of data collection will also help the writer to gain more extensive knowledge on planning situations in North Maluku aside from the information acquired from the interview (Creswell, 2003). The use of bureaucratic data has been described as affordable data that could be used by the social researcher because it provides information on what governments have done in the past and what plans are for the future (Gomm, 2004). To collect all necessary data, the researcher first requested permission from North Maluku provincial government through BAPPEDA (Planning Agency) by sending them the copy of the research proposal and the official letter from Wageningen University (Figure 19) (see APPENDIX 2) describing the purpose and the need to get access to these two governmental documents. The access obtained to read these two documents is valuable input for this study considering the infrequent access given to the public to reach governmental documents in North Maluku. Besides these two important documents, the writer was also able to attain quantitative data provided by North Maluku Statistic Bureau through Maluku Utara Dalam Angka (North Maluku in Figures) document in order to obtain more information on characteristic, geographical and demographical condition of the research area. Document analysis method has benefited for the writer to reach the first and the second objective of this study; the implementation of spatial planning system in North Maluku and the assessment of the potential contribution of tourism in North Maluku.

2.3.3 Literature Study
To support the interview and document analysis process, literature study was also conducted. The literature study in this research was an essential part to gain deeper understanding about the theories related to the research objective. Besides, it is also supplementary tool to obtain many data needed to complete this research. Moreover, the literature review was useful in achieving the first research goal, as it alleviated the writer to gain more information about the implementation of spatial planning system in Indonesia.
2.4 Data Analysis

In the data analysis process, the interview results, document analysis and all the data that have been found were used to answer the research questions. The final results of this analysis were also combined with theories of spatial, tourism and collaborative planning that have been described in Chapter 3. Later in the data analysis stage, open coding is used to describe the research results. Open coding has been stated as systematic data analysis adapted in the grounded theory approach that is used to illustrate the research findings from the interviews (Creswell, 1998, Kumar, 2005).

2.5 Research Framework

This study was presented as shown in Figure 2. In the first step, the literature review on theories related to the objective of the research was undertaken along with the information obtained from interviews, documents analysis, literature review and the case study. In the second step, the analysis on the research findings in Step 1 was performed. Finally, in Step 3, the result of Step 2 was examined in order to reach this research’s goal.

![Figure 2: Research Framework](image_url)

2.6 Conclusion

Interview, document analysis and literature review as well as case study have become the main means to collect data to conduct this research. Interview process has informed the writer more about unwritten information and participant’s experience related to this research objective, while document analysis has provided much valuable information on how spatial, tourism and collaborative planning approaches are
currently structured and formulated in North Maluku. The review of existent literature has provided more general understanding about the research topic, while, the case study has helped the writer to narrow down the research scope in answer the research questions and focus on the research goals.
3 THEORETICAL FRAMEWORK

In this third chapter, the theories of spatial, tourism and collaborative planning will be defined and explained and the concept of urgency on integrating spatial and tourism planning will be explained. The results of this chapter will then further be used to analyse the research findings in chapter 5. Spatial planning concept is required to assist writers evaluating spatial planning system in North Maluku; Tourism planning concept is described considering tourism sector as currently being one of the fastest growing sectors in North Maluku. As a result the biggest tourism event was held in this province. Therefore this concept has supported the writer on explaining tourism contribution in North Maluku development process. Collaborative planning approach is the third concept used to analyse the collaboration process between stakeholders on executing Sail Morotai 2012.

3.1 Spatial Planning

3.1.1 The Planning Process

At the present time, the role of planning is not only about creating and functioning a space but also conducting to sustainable practices (Wong and Watkins, 2009). According to Friedmann, planning has been invented in a “bi-continental” concept where the concept itself has been influenced by the “European and American planning system” and later has been adopted by most countries in the world (Friedmann, 1998, p. 245). The profession and the concept of planning has also become more flexible depending on urban needs (Friedmann, 1998). Ideally, planning as illustrated by Friedmann as being a mix of “action” and “knowledge” where people from different backgrounds and expertise have the same goals on creating a better urban environment, thus being able to execute their plan into action (Friedmann, 1998, p. 248). This system has evolved over time (Table 1). Planning is no longer about how government can operate and manage an area, but more about how the government can effectively cope with the present condition and innovatively plan what an area should have in the future state (Couclelis, 2005).

Table 1: Planning Actions & Functions; from past to future (Couclelis, 2005, p. 1357)

<table>
<thead>
<tr>
<th>Time Orientation</th>
<th>Planning Actions</th>
<th>Planning Functions</th>
</tr>
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<tbody>
<tr>
<td>Past</td>
<td>React</td>
<td>Operational</td>
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<tr>
<td></td>
<td>Respond</td>
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<td></td>
<td>Mitigate</td>
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<td></td>
<td>Control</td>
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<td></td>
<td>Manage</td>
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<tr>
<td>Present</td>
<td>Adapt</td>
<td>Managerial</td>
</tr>
<tr>
<td></td>
<td>Anticipate</td>
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<td></td>
<td>Prepare</td>
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<tr>
<td></td>
<td>Change</td>
<td></td>
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<tr>
<td></td>
<td>Shape</td>
<td></td>
</tr>
<tr>
<td>Future</td>
<td>Create</td>
<td>Strategic</td>
</tr>
</tbody>
</table>
Spatial planning is related to the creation and design of cities with diverse opportunities to fulfil human needs (Todes, 2011). It has been illustrated as a tool of “social control and spatial control” (Mazza, 2009, p. 114), because it is not only about “the art of building cities” but also as an instrument used by the government to organize the use and the function of land, as well as to control social activities of a certain community (Mazza, 2009, p. 114). With today’s necessity of creating more sustainable urban environment, spatial planning has become a must have tool for governments in many countries in order to transform the needs of society into the form of physical reality without bringing harm to the environment (Faludi, 2000, Sparrow et al., 2004). The plan itself, is not only about how a space of land should be functioned but also how it should be integrated into other aspects of human’s life (Nichersu and Iacoboaea, 2011, Wong et al., 2006).

3.1.2 The Concept of Spatial Planning
Spatial planning refers to Haughton et al. (2010, p. 1) is simply defined as a “better place-making”, while Nichersu and Iacoboaea (2011, p. 67) have described spatial planning as “the change in distribution of activities in space by converting forms of land use and property”. The concept of spatial planning has been widely adapted to varying people’s interest (Faludi, 2000, Sparrow et al., 2004, Mazza, 2009, Priemus and Zonneveld, 2004). It has been linked to all government structures, through its political and cultural identity (Friedmann, 2005b). The plan is commonly produced, based on the needs of the society as well as the social and cultural structure of a region or a country (Kunzmann, 2004). It has been stated that a complete spatial plan must be able to accommodate all aspects of urban patterns, which include “green, blue, traffic, ICT and urban networks” (Priemus and Zonneveld, 2004, p. 292-293):

- Green network takes into consideration the ecological dimension of (biodiversity), the landscape and the opportunities for adapted agricultural opportunities to take place as part of a resilience strategy as well as leisure;
- Blue networks particularly concerns water catchments and its sources;
- Traffic networks consist of roads, cycling paths, pavements, rail infrastructures, inland waterways, seaways and aviation routes;
- ICT (Information Communications Technology) networks;
- Urban networks, include existing occupation patterns of housing, employment, shopping and recreation locations and other services.

Furthermore, spatial planning has been described as the process of how planners react, convene and plan for future development pattern to be recommended in their areas (Kunzmann, 2004). Haughton et al. (2010) states four dimensions required to determine of a spatial plan on today’s urban development:

a) There is a need for strategic and long-term vision on creating a spatial plan. A spatial plan should be able to create a strategy that will not only benefit the current urban development process but should also be able to innovatively prepare a back-up plan for future development processes (Albrechts, 2006, Booher and Innes, 2002)

b) Spatial plan is an instrument used to formulate policy that has been completed by the collaboration of many stakeholders (government, private sectors and citizen) in order to cope with all development aspects (Sparrow et al., 2004). Governments play an important role in implementing the plan while private sectors and the citizen are the partners and the observers of how the plan is accomplished (Faludi, 2000)
c) Spatial planning is a *steering wheel* to direct the community in order to create more sustainable environment (Sparrow et al., 2004). The plan itself is not simply a strategic document to be implemented but also an essential instrument used by the government to control and manage its citizens (Sparrow et al., 2004).

d) A spatial plan should be more *down to earth* (Fincher and Iveson, 2012). It conveys urgency of socially inclusive planning that reach a wider society and it emerges how a planning document should be accessible for all stakeholders whether in capital, provincial or even regional areas (Fincher and Iveson, 2012).

### 3.1.3 The Challenges of Spatial Planning

These days, the implementation of spatial planning is difficult as there is a gap between theory and practice in order to adapt with the current planning approach (Wong and Watkins, 2009, Couclelis, 2005). Since spatial planning is part of a long-term process, it includes a series of uncertainties (Christensen, 1985) seeing the impossibility to account for future unpredictability. Even though many scenarios have been prepared to deal with the problems that might arise, there is still ambiguity that certain things might occur and affect the plan (Abbott, 2005). Abbott stated that uncertainty is not only about its influence by the social and environmental condition, but it also has a power to influence the people on taking any further action (Abbott, 2005). Similarly, Macks describes uncertainty as “....the gap between what is known and what needs to be known to make correct decision” is important and has critical repercussions (Abbott, 2005, p. 238). This statement is supported by Abbot (2001, p. 117), who mentioned that “a good planning process has to manage a number of dimensions of uncertainty” where planners need to be capable and have adequate planning skills to accommodate the future uncertainties. Furthermore, there are other difficulties that arise from the implementation of planning, for instance, environmental and economic issues that intersect with spatial planning and have a direct influence on its implementation (Wong et al., 2006). Likewise, conflict of interest based on political power has also become a barrier on implementing a spatial plan (Friedmann, 2008). On top of that, there is still a gap to fill between central and local government in order to synchronize the *bottom-up* development plans, because the central government still has the main power on approving the plan (Van Den Brink et al., 2006). Friedmann (2008, p. 12) has acknowledged that “the linkages between urban and national development are still inadequate to be understood”. Therefore, a good strategy on implementing a spatial plan is essentially desirable in order to cope with many future *uncertainties* and expected hindrances that might impact the implementation of a plan (Couclelis, 2005).

### 3.1.4 Strategic Spatial Plan

Strategic spatial planning is described as the approach used by the government to effectively implement a plan that is functional and realistically applicable (Sparrow et al., 2004). The participatory and decentralised approach to spatial plan provides more chances for actors at each governmental level to deal with their own spatial plan (Sparrow et al., 2004). This has been labelled as strategic because it provides opportunities for planners of all governmental structures to form their own development plan based on the regional criteria and needs (Sparrow et al., 2004). Moreover, the strategic spatial plan does not only include the design of the plan, but also the formulation of the vision, strategic policy, funding, output and outcome of the plan (Haughton et al., 2010). The details derived from a spatial plan are key in formulating and synchronizing all development plans from the bottom to the top of governmental levels; whether it is at national, provincial or regional levels (Haughton et al., 2010). The importance of adapting and implementing strategic spatial plan has emerged in order to diminish environmental impacts as a
result of today’s urban development (Ohgaki et al., 2008), as well as to cope with future uncertainties that might arise in a long-term plan (Abbott, 2005).

There are four recommendations to form a strategic spatial plan: (1) vision, (2) short-term and long-term actions, (3) the involvement of other actors and (4) public involvement (Abbott, 2001, Albrechts, 2010). Strategic spatial plan is the joint rationalities that accommodate all policies and issues in a development process for the current and future conditions (Albrechts, 2010). First of all, a strategic spatial plan need to envision and account for future uncertainties; secondly, the plan must be created with the involvement of all key stakeholders; thirdly, it is able to offer solutions for future problems that might occur in its implementation and lastly, there is a necessity that the plan to be based on mutual decisions with major public involvement (Albrechts, 2010).

3.2 Tourism Planning

Planning is key in achieving adequate tourism planning (Lai et al., 2006). Similar to other development plans such as transportation and infrastructure plans, tourism plans are a crucial step to develop the tourism sector as well as to avoid the impact that this sector may have (Lai et al., 2006). As it has been noticed, tourism has become the world’s largest industry (Simão and Partidário, 2011). This sector is widely known as one of the major contributors and factor influencing urban environments, since it tends to lead to (over) exploitation of natural resources (Dredge, 1999). The need to create a tourism plan has been acknowledged as the way to integrate tourism with another development plan, as well as to encourage local community to be involved in the planning process (Moscardo, 2011). Yet, planning tourism development is commonly done only by the government without the involvement of other stakeholders such as the private sector and citizens participation (Moscardo, 2011). The contribution of all actors to a tourism plan is crucial, because this sector requires other supporting services such as “accommodation, transportation, travel services, food services, recreation, culture, entertainment (activities and attractions) and retail goods” (Smith, 1988, p. 184). Without all these supporting aspects (Figure 3) and actors (Figure 4), the tourism plan will not be able to be implemented (Smith, 1988, Moscardo, 2011).

3.2.1 Theory of Tourism Planning

Tourism has been illustrated differently depending on its functions and its routines (Smith, 1988). Government and business people have seen tourism as an “industry” (Smith, 1988, p. 181) while many experts have their own perspective on defining it. Mathieson and Wall for example (in Tribe, 1997, p. 640) define tourism as “the temporary movement to the destination outside the normal home and workplace, the activities undertaken during the stay, and the facilities created to cater for the needs of tourist”. Whereas Tribe (1997) described it as a set of human activities performed that involves the movement from one place to another place for leisure interest. Jafari (in Smith, 1988, p. 180) offers a different perspective, who acknowledged the performance of tourism and how it is going to affect the destination area; “tourism is the study of man away from his usual habitat, of the industry which responds to his needs and of the impacts that both he and the industry have on the host’s socio-cultural, economic and physical environments”. Taking into account the forthcoming tourism effect, the implementation of a tourism plan is an approach used by planners to investigate the future problem along with the possible solutions and actions to tackle the problem (McCool and Lime, 2001).
Figure 3: Study of Tourism Choice of Discipline & Approach (Tribe, 1997, p. 648)

Figure 4: Stakeholders in the local government tourism marketer (Wheeler, 1995, p. 42)
Joint action to tackle the impact of tourism is needed and requires the collaboration of many sectors to create a tourism plan. Collaboration in relation to tourism planning has been defined as “a process of joint decision making among autonomous, key stakeholders...to resolve planning problems...and/or to manage issues related to the planning and development [of tourism]” (Reed, 1997, p. 568). Furthermore, to take the full advantages of tourism planning, Moscardo (2011) stated that there are five categories obliged to form a tourism plan:

1) “Boosterism – tourism is a good use of cultural and physical resources” (Moscardo, 2011, p. 429); it is widely known that tourism relies on cultural, natural and physical resources such as local traditions, landscape values, beach, mountain, lake and many other resources for it purposes.

2) “Economic – tourism can be used like other industries to generate revenue and employment” (Moscardo, 2011, p. 429); the economic factor has always become a driving key factor to promote the tourism industry, as this sector demands for many supporting services such as accommodation, food services and transportation that can bring more profits as well as provide more job opportunities in a country or region (McCool and Lime, 2001).

3) “Physical/spatial – tourism can be controlled through a consideration of its spatial and environmental features” (Moscardo, 2011, p. 429); by identifying a space for tourism, it can prevent the mistreatment and the misuse of land including preserving its environmental condition (Hall and Lew, 2009).

4) “Community – need for local control and balanced development” (Moscardo, 2011, p. 429): related to the interests of various parties, tourism sector must be able to accommodate the needs of all stakeholders particularly the local citizens on creating the plan. By doing this, it can minimize future problems between the government and local citizens as well as maintain stability and control on the development of this sector (Reed, 1997).

5) “Sustainability – integrated of social, economic and environmental aspects into planning systems” (Moscardo, 2011, p. 429): integration is a fundamental point to balance the development of economic, social and environmental aspects, hence the implementation of planning development in an area is not biased or just focused on one development aspect (Sparrow et al., 2004).

3.2.2 Key Actor on Implementing Tourism Planning
As noticed from what has occurred in many countries, tourism is regarded as a commodity for many in the private sector, and it still depends on the policy formulated by the government (Simão and Partidário, 2011). The government intervention in the tourism sector generally plays an important role on setting up the facilities and infrastructures that later will become a supporting aspect on delivering tourism in place (Simão and Partidário, 2011). Nevertheless, this intervention may also become a boomerang if the government is excessively intervening in the tourism policy, because the realization of tourism planning is required for general participants of the public and other stakeholders (Simão and Partidário, 2011). Similar to other urban development plans in general, the implementation of tourism plan and its implementation is complex (McCool and Lime, 2001). The challenges are generally based on which actor’s opposed or contradicting perspective; whether its government, private sectors or even local community (Simão and Partidário, 2011):
a) Government; governments play a role in formulating strategies, policies and development plans to back up a tourism plan (Simão and Partidário, 2011). However, it seems that often a tourism plan is formulated independently by the government without the participation of the local community, leaving them as “silent stakeholder” (Simão and Partidário, 2011, p. 381). This becomes a challenge for the government to elaborate a plan that satisfy everyone’s interests as well as accommodates for the needs of the local community, in order to gain more support and avoid problems at the local level (Reed, 1997). Besides that, the government is also challenged in creating a space for tourism as well as preserving natural conditions in an area (Moscardo, 2011). Therefore, encouraging more experts and stakeholders together with local communities to assist the government on deciding more appropriately of a tourism plan is necessary (Moscardo, 2011).

b) Private sectors; currently, worldwide, public-private partnerships are emerging in the tourism industry, where there is a strong networking-relationship between the government and the private sectors to operate a tourism plan (Zahra, 2011). However, similar to public involvement, the private sectors also relies on the willingness of the government to engage in a tourism project or plan (Simão and Partidário, 2011). The private sector who runs the tourism industry is required to engage the local community into their business as well as to bring a positive impact to the local’s economic and social values (Zahra, 2011). Yet, sometimes the private sector is not on the same page with both the government and the local community (Moscardo, 2011). This is because they generally focus more on earning economic benefit and see tourism as an industrial sector rather than a public sector (Moscardo, 2011). Consequently, they need to balance their interests between obtaining more profits and delivering tourism as planned by government in accordance with local community to avoid a clash of interests (Reed, 1997).

c) Community; many authors have described local communities as being the most affected victims from the tourism sector (Zahra, 2011, Dredge, 1999, Tribe, 1997). The development agenda on introducing tourism to boost economic conditions in a region in fact leads to the opposite (McCool and Lime, 2001). The locals hardly earn profit from this sector; instead they suffer more from the invasion of tourism in their social and environmental conditions (Mbaiwa, 2005). Rather than gaining benefits from this sector, most of the time, the locals are required to sacrifice their agriculture or residential land to be occupied for tourism purpose (McCool and Lime, 2001). Moreover, social values of the community are rapidly changed in order to be more opened and adaptable for tourists (Mbaiwa, 2005). Finally, land use changes in an area undoubtedly influences both regional environmental conditions and local citizens (Tribe, 1997). All these difficulties have generally become barriers for local community to accept and to cooperate in tourism planning (Tribe, 1997).

Tourism has been considered as a complicated fragment because it cannot stand independently and needs to be structured along with other policies (Figure 3) (Tribe, 1997). Besides, this sector is highly dependent on all actors who are dealing with the formulation and the implementation of tourism policy and strategy in order to be run effectively (Figure 4) (Wheeler, 1995).
3.2.3 The Impacts of Tourism

Tourism is a valuable sector and very important segment to be developed (Leiper, 1979). It “involves a wide cross section of component activities including the provision of transportation, accommodation, recreation, food and related services” (Leiper, 1979, p. 392). Regrettably, the flip side is that the tourism industry may also impact communities negatively if the economic, socio-cultural and environmental aspects are considered (Hall and Lew, 2009):

1) Economic
Even though the tourism sector helps the development of local and regional area by providing more employment opportunities and improving public services and infrastructure facilities (Padure and Turtureanu, 2010, Leiper, 1979), the economic income achieved from this sector is more profitable for the private sector and government rather than local community who are mostly affected by its implementation (Archer et al., 2012).

2) Socio-cultural
On the one hand, tourism according to Mbaiwa (2005) brings many downsides to the social and cultural aspects of human life, for instance the clash and changing cultural values and norms in an area that might not be suitable with the original traditions. On the other hand, this sector can also trigger the improvement of many public and social services in an area, such as banking, airlines and even toll road infrastructure that will bring direct advantages to local communities (Mbaiwa, 2005).

3) Physical environment
The most negative impact of tourism is the degradation of the environment and natural resources. In fact, the tourist industry thrives from the exploitation of natural resources (Dredge, 1999). Many environmental problems have also occurred as the impact of the tourism sector; for example, the creation of waste island, a dumping site in the Maldives (Domroes, 2008) and the lost of various coral reefs to accommodate coastal tourism in Bali (Wong, 1998). On the contrary, this sector can also be used by the government to promote and adapt sustainable tourism in order to preserve local environmental conditions (Brunet et al., 2001).

Thus, as explained by Lai et al. (2006), a strategy to create a tourism plan is needed in order to diminish its impacts. This can be achieved by (Lai et al., 2006):

a) Integrating a plan from all governmental levels (bottom up planning approach) from regional, provincial and national levels to identify what is the priority development required in each area;

b) Employing a knowledgeable planner who can comprehensively run the plan and has assessed the identity and the potential of the tourism area;

c) Maintaining continuity networking where planner and other stakeholders are willing to collaborate before, during and after the planning process for cooperation and communication process.
3.3 Collaborative Planning

3.3.1 The Concept of Collaborative Planning
Planning has evolved from the top-down approach, where government plays a significant control on implementing a plan, to becoming a bottom-up planning approach where public participation is urgently required to set a plan (Healy et al., 2012). In order to guarantee the planning process is well executed, many planning concepts are created to support the implementation; one of which is collaborative planning concept (Friedmann, 1998). This method of planning has been noticed as the solution to overcome a conflict of interest that mostly arise between relating parties (Healey, 2003, Allmendinger and Tewdwr-Jones, 2002).

Healey (in Allmendinger and Tewder-Jones, 2002, p. 22) stated that collaborative planning is “about why urban regions are important to social, economic and environmental policy and how political communities may organize to improve the quality of their places”. The same author has also mentioned that collaborative planning is a concept used to “neutralized power”, which means it becomes an intersection to align the interest between the government and citizens (Healey, 2003, p. 113). Besides, it is also believed that this concept plays a vital role in system planning because it results in balancing “network power”, as collaboration can open many opportunities between stakeholders to cooperate and unify their visions (Booher and Innes, 2002, p. 221). Additionally, Booher & Innes (2002, p. 226) point to the fact that the power of networking through the collaborative planning approach can only be achieved if it fulfils three basic conditions where:

- Agents in network with diverse backgrounds – public agencies (government), private sectors and citizen
- Agents must be in a situation in which their ability to fulfill their interests depends on each other’s actions and in which they recognize this interdependence
- Assessing authentic dialogue; there is a need for mutual trust to be established and transparent means of sharing information between agents that will be mutually beneficial

3.3.2 The Challenges on Implementing Collaborative Planning
Although the implementation of collaborative planning approach offers great benefits, it is still complex to apply it in practice. As it has been highlighted by Allmendinger (in Allmendinger and Tewder-Jones, 2002, p. 23), collaborative planning concept is “not simply a theory but a world view”. Nowadays, this concept is always related to the implementation of both planning theory and practice (Tewdwr-Jones et al., 2010). In the reality, the application of this method is still far from real (Nienhuis et al., 2011). There is a tendency that in the current situation, local citizens who hold less power tend to lack the confidence to contribute or raise their voice to influence practices and public policies (Nienhuis et al., 2011). According to Nienhuis et al. (2011, p. 105) our publics’ willingness to participate in the planning process can be divided into three categories:

- The active locals – who are actively involved in the planning process in order to improve the livelihood of their environment
- The doubters – who are less active in the neighborhood planning project but have a willingness to be involved in the process.
- The sideliners – who are not concerned with being involved in the neighborhood planning project even though it is held for their community
Besides this problem of public participation, factors such as socio-political condition, economic issues and environmental concerns are also barriers to the implementation of collaborative planning approaches (Healy et al., 2012);

- Social problems generally arise from the gap between status regarding the rich and the poor, which sometimes gives the assumption that only rich people interests will be accommodated in a planning process (Healy et al., 2012);
- A political problem is revealed when the government and politicians decide to develop a plan that is not representative of the needs of the citizens but more in favor of a specific group or political party’s interests (Nilsson, 2007);
- Economic issues occasionally occur when the economic benefit gained from the plan can only be possessed by some groups such as government and private sector and not for the local community (Archer et al., 2012);
- Environmental concerns are of prime importance to planners (Brunet et al., 2001). In the process of creating a plan, they need not only to consider the priorities regarding development plans but its environmental impact (Couclelis, 2005). Every so often, a development will result in land use changes and tourism development is highly dependent on natural resources exploitation that can impact negatively the local environment (McCool and Lime, 2001).

All of these problems aforementioned are the main barriers for the implementation of the collaborative planning concept, since each sector and each actor in a development process has to deal with their own ego before reaching consensus in a collaboration process (Healey, 2003).

3.4 The Role of Collaborative Planning in Integrating Spatial & Tourism Plans

A spatial plan has been designed based on many inputs achieved from many stakeholders in the public sectors (Albrechts, 2004). When applying a bottom-up planning approach, the community has an opportunity to participate in the plan-making process, in other words it is a grassroots process (Fincher and Iveson, 2012). However, even though the implementation of spatial and tourism planning has a similar aim in the way it contributes to local development, both plans have different functions and purposes. Spatial planning gives guidance on all plans and it is created based on the development needs in an area (Faludi, 2000). The plan generally encompasses many perspectives and the public sector’s interests, such as land use management and functions (Albrechts, 2006, Faludi, 2000). While the tourism plan is highly dependent on the support of many development plans to be implemented (Lai et al., 2006). Without additional supporting strategies and policies, tourism planning is not single-handedly applicable, because it requires accessibility to transportation, public services, such as accommodation and infrastructure facilities (Figure 3) (Lai et al., 2006).

Both spatial and tourism planning in its vision, can affect the economic, socio-cultural and environmental regional conditions (Friedmann, 2005b, Dredge, 1999). In theory, the implementation of spatial and tourism plans should account for public’s interests. But in practice, tourism plans often fail to engage public participation that causes many displeasing situations between the government and local citizens (Healy et al., 2012). Thus, the concept of collaborative planning is presented as an alternative way to bridge differences as well as to unify differing visions between all actors who are involved and who are affected by both spatial and tourism planning (Booher and Innes, 2002, Healey, 2003). Collaborative
planning approach is also believed to overcome “power imbalances” by involving all stakeholders in a process that meets their needs (Reed, 1997, p. 567). With the collaboration, there is an effort to reduce the gap between the powerful (government and private sector) and the powerless (local community) (Reed, 1997). This process can also result to an increase in the level of trust between all actors involved as the collaboration provides more transparency and solutions to overcome existing problems (Nilsson, 2007).

By coordinating spatial and tourism planning, a consensus between the two visions can emerge. Spatial planning can help highlight tourism potential in certain areas. With the use of these plans policy makers are able to plan for transportation and infrastructure development to support the implementation of the tourism plan (Booher and Innes, 2002). While tourism plans can be adapted to fit the spatial plan, a guidance to contribute to greater economic and social benefits and reduce negative environmental impacts (Moscardo, 2011, Kunzmann, 2004). In order to proceed to the collaboration process, adaptive planning process and procedures need to be conducted (Table 2) with the purpose of achieving the consensus between spatial and tourism plan (Reed, 1997).

Table 2: Characteristics and requirements of adaptive planning processes (Reed, 1997, p. 336)

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<tr>
<th>Characteristics of adaptive planning processes</th>
<th>Requirements</th>
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<td>Collaboration of interests</td>
<td>- Identification of stakeholders</td>
</tr>
<tr>
<td></td>
<td>- Recognizes that participants are in the best position to identify issues and resolutions</td>
</tr>
<tr>
<td>Identifications of values</td>
<td>- Participants must have genuine desire to build consensus and reach mutually acceptable solutions</td>
</tr>
<tr>
<td>Progress through structured improvements</td>
<td>- Provisions of a step-wise process</td>
</tr>
<tr>
<td></td>
<td>- Establishment of checkpoints and feedback mechanisms</td>
</tr>
<tr>
<td>Continuous learning and modifications</td>
<td>- Mechanisms for on-going monitoring</td>
</tr>
<tr>
<td></td>
<td>- Willingness to implement required changes</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Characteristics of adaptive organizations</th>
<th>Requirements</th>
</tr>
</thead>
<tbody>
<tr>
<td>Well defined mandates, flexible processes</td>
<td>- Minimum critical specification</td>
</tr>
<tr>
<td></td>
<td>- Some autonomy or authority granted to planning organizations</td>
</tr>
<tr>
<td>Innovative memberships</td>
<td>- Dedicated to continuous learning and self-evaluation</td>
</tr>
<tr>
<td></td>
<td>- Members explore new approaches</td>
</tr>
<tr>
<td>Multi-participant systems</td>
<td>- Anticipatory scanning</td>
</tr>
<tr>
<td></td>
<td>- Allow public scrutiny</td>
</tr>
<tr>
<td>Integration and co-ordination of related processes</td>
<td>- Establish link to diverse interests and functions</td>
</tr>
<tr>
<td></td>
<td>- Implementations capability</td>
</tr>
</tbody>
</table>
3.5 Conceptual Model

In order to better understand on the theories described in this chapter, a conceptual model is drawn to illustrate the relations that link all theories that have been explained in this research paper (Figure 5). As shown in Figure 5, both spatial and tourism plans will impact economic, social and environmental regional conditions. Collaborative planning plays a role in the integration of these two plans through creating cooperation between stakeholders in different governmental levels in order to synchronize and unify the development process. With this collaboration, the integration between spatial and tourism plans can be achieved by implementing strategies that will accommodate both visions included in these two plans. Further elaboration of these strategies will be discussed in Chapter 5.

![Figure 5: Conceptual Model](image-url)
3.6 Conclusion

Over time, spatial planning has been transformed from being applied in a top-down to bottom-up approach. As a result, the bottom up approach increases the probability of greater public participation in the planning process. The involvement of more stakeholders in the spatial planning process is vital, considering spatial planning is strategically formulated not only to suit current development plans but also is suited to future growth. Similarly, tourism plan is also formed by the involvement of many stakeholders in order to succeed in the implementation. Considering tourism has become an instrument to boost regional economic conditions, the integration of tourism into broader regional development plans is necessary. Therefore, collaborative planning approach was adopted in order to mediate the integration process as well as to balance the power between all stakeholders so that a consensus between all actors and interests can be reached.
4 CASE STUDY RESULTS

This chapter will be divided into four sub-chapters. First of all, there will be explanations about spatial planning in Indonesia as well as spatial planning systems in North Maluku. Secondly, there will be information on the research’s location; North Maluku, as well as the case study Sail Morotai 2012. Thirdly, the interview results will be illustrated, following by the analysis obtained from North Maluku Spatial Planning Act (RTRW) and Regional Tourism Development Master Plan (RIPPDA).

4.1 Spatial Planning in Indonesia

The first objective of this research is to investigate how spatial planning is implemented in North Maluku. Therefore, this sub-chapter will briefly explain the spatial planning systems in Indonesia in general and later will describe how spatial planning systems in North Maluku are applied, based on the findings from the interviews, the North Maluku Spatial Planning Act document and the literature review.

The Indonesian planning system has been influenced by three political cultures (Liddle, 1988 in Hudalah and Woltjer, 2007, p.294):

(a) Javanese, that offers a much more centralized administration system with a high consideration for “paternalistic social relationship” and “hierarchic social structures”
(b) Outer Islands, that approaches more “egalitarian social structure and a more decentralize[d] and democratic public arrangement”
(c) Dutch culture that “maintains the hierarchical social order but develops a more extensive bureaucratic administration and legal system”

Initiated in 1926 the development of the Indonesian planning system was very much adopted from Dutch regulations (Hudalah and Woltjer, 2007). The planning framework derived from “the promulgation of Town Planning Ordinance or Staadvormings Ordonatie (SVO)” in 1948 and “its implementation regulation known as Staadvormings Verordening (SVV)” in 1949 that only focused on “improving urban housing” on the Java islands (Hudalah and Woltjer, 2007, p. 293). The Indonesian government pushed this program throughout Indonesian areas in the “post-colonial period” (Hudalah and Woltjer, 2007, p. 293). For a deeper understanding of the Indonesian spatial planning system, Murdiono (1998) has divided the history of Indonesian planning systems into two eras: before and after 1992.

4.1.1 Indonesia’s Spatial Planning Before 1992

By legalization the Spatial Planning Act no. 24, in 1992, the Indonesian government was taking steps to allocate and distribute land (Murdiono, 1998). However, the allocation and the distribution of land were still very flexible according to market demand and foreign investments (Murdiono, 1998). Up until 1992, this country’s spatial planning system was still controlled and managed by the Ministry of Home Affairs (Figure 6) (Murdiono, 1998). The planning development was based on economic activities, where the areas with more economic possibilities were the areas intended for improvement (Murdiono, 1998). Consequently, the number of undeveloped areas was rising. There were problems of “uncoordinated land development, ineffective land use and undervalued land scattered around the country” (Murdiono, 1998, p. 31). Anwar and Rustiadi (2010, p.13) described why the Indonesian government failed on implementing their spatial planning system by stating several factors;
1) The reformation of economic structures through GDP (gross domestic product) did not lead to more job opportunities.

2) The policy makers focused on economic gain based on the modernization of the industrial sector in big cities rather than on agriculture in rural areas. Consequently natural resources and environmental conditions have been degraded along with an increase of social inequality.

3) Planning Bias:
   a. It adopted a top-down planning approach. The Indonesian planning system was chosen by the central government without recognizing the current conditions in provincial, regional, municipal and district areas. Also it did not take into account local culture;
   b. The misinterpretation of The Constitution of 1945 (Article 33, Paragraph 3) about the Control of Natural Resources by the State where the term “the State” was interpreted as central government. Consequently, local communities risked losing their property rights and did not have the power to refuse the central governments “urban biased” decision making.

In 1989 the central government through the Agency of National Development Planning concentrated more on developing areas with much potential in term of natural resources, without involving the local governments in the decision making process (Murdiono, 1998). This caused confusion and later resulted in unsynchronized national and local plans (Murdiono, 1998). So rather than reducing the spatial disparity problem, the central government caused a bigger economic gap between urban and rural areas by not involving the locals on the plan-making process (Rustiadi, 2001). Moreover, the profit from the utilization of natural resources in these local areas benefited the central government rather than the local government (Rustiadi, 2001, Anwar and Rustiadi, 2010). Rustiadi (2001, p. 9) referred to this as the Indonesian government’s failure on “setting and designing programs that has affected on rural impoverishment”. Therefore it was not surprising when there were many regional areas that desired to become separate from the Republic of Indonesia (Rustiadi, 2001).
4.1.2 Indonesia’s Spatial Planning After 1992

After 1992, the implementation of the Spatial Planning Act No 24 was more focused on (Murdiono, 1998, p. 33);

- Recognizing the local autonomy
- Integrating urban and non-urban planning
- Including sector planning in urban planning
- Integrating every level of planning;
- Recognizing environmental protection in planning

However, even though the implementation of this concept began, the focus of development was on urban areas such provincial areas, and not on district or regional areas (Murdiono, 1998). The main revolution of the Indonesian spatial planning system occurred after the monetary crisis in 1997 (Hudalah and Woltjer, 2007). With the adoption of “North American land use management” the distribution and the allocation of land become not only the central government’s concern but also the provincial and regional government’s responsibility (Hudalah and Woltjer, 2007, 293). As shown in Figure 7, based on the draft of the Spatial Plan Act 2005, each level of Indonesian government is required to synchronize their spatial plans, whether they are formed at national, provincial, regional or local levels (Hudalah and Woltjer, 2007).

![Figure 7: Spatial Plan System in Indonesia (Hudalah and Woltjer, 2007, p. 294)](image)

In 2001, the governmental structure of this country changed from a centralized to a decentralized structure where most of the spatial planning responsibilities were delegated to the local governments (Hudalah and Woltjer, 2007). The detailed scope of spatial planning was also divided into three components. These consisted of the “plan-making process (perencanaan ruang), development promotion (pemanfaatan ruang) and development control (pengendalian pemanfaatan ruang)” and this created more opportunities for public participation (Hudalah and Woltjer, 2007, p. 296).
4.1.3 Spatial Planning in North Maluku

Owing to the lack of information related to spatial planning systems in North Maluku, most of the information provided in this sub-chapter has been assembled from interviews, document analysis and the media.

Planning systems in North Maluku are guided by the provincial, regional and municipal planning agencies. The province’s Spatial Planning Act was drafted in 2001 and is continually being revised. The last consultation meeting to finalize the draft was held in December 2012 and was passed to DPRD Maluku Utara (North Maluku legislative body) to be examined and legalized.

Similar to other provincial spatial planning, the North Maluku Spatial Planning Act took into account Government Regulation 47 of 1997, where all the provincial spatial plans must be able to embrace National Spatial Planning as its “spatial reference” for (BAPPEDA, 2007, p. 1-2):

1) A principal land use policy in the country
2) Governmental and non-governmental agencies in formulating policies and programs in accordance with their respective fields
3) The formulation of national development programs
4) Achieve unity, coherence, relevance and a balance of development between regions within the country
5) The implementation of provincial and, regional municipalities’ spatial plans in accordance with their respective authorities.

The North Maluku Spatial Plan was formed over a 20 year period, based on what had been specified in Law no. 26 of 2007 (BAPPEDA, 2007). This law allows the regulation of characteristics of provincial spatial planning where it has to be (BAPPEDA, 2007, p. I-1):

a) The objectives, policies, and strategies for provincial spatial planning
b) Spatial structure plans that include provincial urban systems in the region associated with the service in rural areas and the infrastructure network systems in the province
c) The pattern of spatial planning that includes protected areas and areas of cultivation that have strategic value
d) Determining the province’s strategic areas
e) A spatial plan that contains an indication of the main five-year medium-term program

In order to efficiently run the planning system in this province, BAPPEDA (North Maluku Planning Agency) holds annual MUSRENBANG (provincial level meetings) which are attended by representatives from regional institutions including regional and municipal planning agencies such as governmental institutions (including vertical agencies), local citizens, NGO representatives and university academics (P9). This planning meeting is also directly reviewed by representatives from BAPPENAS (National Planning Agency) (P9). In addition to this annual planning meeting, there is also a regular meeting held by the North Maluku planning agency (BAPPEDA) which is attended by members from all of the governmental institutions including the regional and municipal BAPPEDA. These meetings are held every 3 months to discuss the development process in each region (P9).

4.1.4 The Limitations of Spatial Planning in North Maluku

Many adjustments are necessary in formulating spatial planning in North Maluku province, as this area has experienced many obstacles since splitting from Maluku province. Two of the main obstacles on implementing spatial planning systems in this province as analysed in this research are;
(a) Conflict: different from the 1997 conflict in Ambon, North Maluku experienced huge conflict in 1999 that caused the deaths of more than 3000 people (Alhadar, 2000) and injured more than 200,000 people (Hermkens and Timmer, 2011). Initially religion was the root of the conflict then later ethnicity became a factor (Alhadar, 2000, Hermkens and Timmer, 2011, Wilson, 2005). This province is still threatened by internal conflict that sometimes occurs during local elections or as a result of changes in the democratic system in Indonesia (Jusuf and Utomo, 2000).

(b) The geographical location of North Maluku makes it vulnerable to natural disasters (www.undp.or.id). This problem has also been highlighted in in the province’s Spatial Planning Act (BAPPEDA, 2007, p. IV.1-IV.2);

- North Maluku Islands Territory is in the vicinity of three tectonic plates, resulting in the formation of a complex geological structure.
- Two volcanic arcs are separated by 250 km along the Moluccas’ Sea, the Sangihe arc in the West and in the East Halmahera arc.
- The West and North of the island of Buru are known as the collision zones. In Sulawesi, Maluku, there is oceanic crust and mantle on the North Maluku is also lies within the Pacific Ring of Fire which means the area is contains a chain of some of the world’s most active volcanoes. Consequently, North Maluku province is prone to volcanic eruptions and earthquakes.

To overcome the difficulties mentioned, the Indonesian government has created many plans and programs to tackle the problems;

- After the conflicts in North Maluku, many development programs were implemented such as PTD (Peace Through Development) which partnered BAPPEDA (North Maluku Planning Agency), BAPPENAS (National Planning Agency) and UNDP in order to rebuild the public infrastructure that was damaged as a result of the conflict (P6).
- In formulating the provincial Spatial Planning Act, the planners have focused on reducing the risk of natural disaster by designing the Disaster Vulnerability map and the Hazard map (BAPPEDA, 2007).

By the time this research was conducted, the Spatial Planning Act of North Maluku is still to be finalised, which means this province still does not have its own Spatial Planning Act.

4.2 Research Location

For deeper understanding of the research location, this sub-chapter will highlight the sociogeographical characteristics of North Maluku and the case study of Sail Morotai 2012.

4.2.1 North Maluku

The province of North Maluku is one of the largest sultanate territories in Indonesia (BAPPEDA, 2008). In the past the area was divided into four imperial territories; Sultanate Ternate, Sultanate Tidore, Sultanate Bacan and Sultanate Jailolo, and each area consists of various tribes, languages and traditions (BAPPEDA, 2008). However, nowadays only Sultanate Ternate influences local customs and rules (BAPPEDA, 2008). This area is also famously known its natural resources such as cloves, nutmeg and mace, that have been sources of attraction for sailors from Japan, China, England, Portugal, Spain and the Netherlands (BAPPEDA, 2008). There are more than 28 tribes who live in this area who speak 29 languages. At the present time, North Maluku has become home to not only the local people but also for many Indonesians who come from different regions (BAPPEDA, 2008). This province was officially named one of Indonesia’s provincial areas in 1999, based on Law No. 46/1999
concerning the Establishment of the Province of North Maluku, Buru District and West-Southeast Maluku Regency. (BAPPEDA, 2008). In the era of President B.J Habibie, under Law No. 1/2003 about the Regional Growth of North Maluku Province, in 2003 the area was divided into five regional areas (BAPPEDA, 2008) and it has since currently transformed into 9 regional areas (BPS, 2012a).

4.2.1.1 Local Characteristic

The total area of this province (Figure 9) is 145.819.1 km² where 69% is marine area and only 31% is the mainland (Figure 8) (BPS, 2012, p. 5). This province borders (BPS, 2012, p.3):

- The Pacific Ocean on the north side
- Halmahera Sea on the east side
- Maluku Sea on the west side
- Seram Sea on the south side

In terms of its topography, most of the land in this province is mountainous and hilly. It consists of volcanic islands and coral islands whereas the mainland is only partly. (BAPPEDA, 2008). According to the Meteorological and Geophysical Agency of Baabullah Ternate, the highest temperature in this province was 31.6°Celsius in August and the lowest temperature was 23.9°Celsius in September, with an average humidity of 82.4% (BPS, 2012a). Administratively, this province is divided into 9 regional and municipal areas that include 7 regencies and 2 municipalities, which are Halmahera Barat, Halmahera Tengah, Kepualuan Sula, Halmahera Selatan, Halmahera Utara, Halmahera Timur, Pulau Morotai, Kota Ternate and Tidore Kepulauan; with 112 sub districts and 1071 villages/wards (Table 3) (BPS, 2012, p. 25).

The capital city of this province is Sofifi. Yet from 1999 to 2010, the province’s administration was run from Ternate. But in 2010, the provincial activities were officially moved to Sofifi (Wibisono, 2010). Formerly, Ternate was the temporary capital city for North Maluku province because the infrastructure in Sofifi was not able to support the government’s duties (Wibisono, 2010). The total population in North Maluku by 2011 was 1.063.117 (Table 4) (BPS, 2012, p. 47) with a population density of 23, 59 person/km² (BPS, 2012, p. 53). The working population is 687.284 of whom 67.45% (463.604 people) are part of the labour force (BPS, 2012, p 47). 55, 12% of the population (241.341 people) work in the agricultural sector and others work in trades, restaurants or the service sector (BPS, 2012, p 47).

Furthermore, for a deeper understanding of the areas of North Maluku, Figure 10 portrays how this province is surrounded by 752 islands where only 68 of which are occupied and 684 islands are vacant (BAPPEDA, 2008). The three areas that have been highlighted on the map are Ternate, Sofifi and Morotai are regarded important in order to show the North Maluku’s complexity, based on the geographical conditions of the area.
Figure 8: the Percentage of North Maluku Land & Sea Territory (BPS, 2012, p. 5)

Figure 9: The Location of North Maluku in Indonesia (Wikipedia, 2007)
Table 3: Region Area & Number of Administrative Units in North Maluku (BPS, 2012, p. 7)

<table>
<thead>
<tr>
<th>Kabupaten/Kota Regency/Municipality</th>
<th>Luas Area (km²)</th>
<th>Banyaknya Kecamatan</th>
<th>Banyaknya Desa</th>
</tr>
</thead>
<tbody>
<tr>
<td>Halmahera Barat</td>
<td>14 235,66</td>
<td>8</td>
<td>140</td>
</tr>
<tr>
<td>Halmahera Tengah</td>
<td>8 381,48</td>
<td>8</td>
<td>56</td>
</tr>
<tr>
<td>Kepulauan Sula</td>
<td>24 082,30</td>
<td>19</td>
<td>133</td>
</tr>
<tr>
<td>Halmahera Selatan</td>
<td>40 263,72</td>
<td>30</td>
<td>255</td>
</tr>
<tr>
<td>Halmahera Utara</td>
<td>24 983,32</td>
<td>17</td>
<td>197</td>
</tr>
<tr>
<td>Halmahera Timur</td>
<td>14 202,02</td>
<td>10</td>
<td>77</td>
</tr>
<tr>
<td>Pulau Morotai</td>
<td>...</td>
<td>5</td>
<td>64</td>
</tr>
<tr>
<td>Ternate</td>
<td>5 795,40</td>
<td>7</td>
<td>77</td>
</tr>
<tr>
<td>Tidore Kepulauan</td>
<td>13 857,20</td>
<td>8</td>
<td>72</td>
</tr>
<tr>
<td><strong>Maluku Utara</strong></td>
<td><strong>145 801,10</strong></td>
<td><strong>112</strong></td>
<td><strong>1 071</strong></td>
</tr>
</tbody>
</table>

Table 4: Region Area & Number of Population in North Maluku (BPS, 2012, p. 53)

<table>
<thead>
<tr>
<th>Kabupaten/Kota Regency/Municipality</th>
<th>Luas/Area (km²)</th>
<th>Penduduk/Population (orang/people)</th>
<th>Kepadatan Penduduk Population Density</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>(1)</td>
<td>(2)</td>
<td>(3)</td>
</tr>
<tr>
<td>Halmahera Barat</td>
<td>2 612,24</td>
<td>5,80</td>
<td>102 845</td>
</tr>
<tr>
<td>Halmahera Tengah</td>
<td>2 276,83</td>
<td>5,05</td>
<td>43 847</td>
</tr>
<tr>
<td>Kepulauan Sula</td>
<td>9 632,92</td>
<td>21,37</td>
<td>135 719</td>
</tr>
<tr>
<td>Halmahera Selatan</td>
<td>8 779,32</td>
<td>19,48</td>
<td>203 707</td>
</tr>
<tr>
<td>Halmahera Utara</td>
<td>3 132,40</td>
<td>6,95</td>
<td>165 749</td>
</tr>
<tr>
<td>Halmahera Timur</td>
<td>6 506,20</td>
<td>14,44</td>
<td>74 872</td>
</tr>
<tr>
<td>Pulau Morotai</td>
<td>2 314,90</td>
<td>5,14</td>
<td>53 968</td>
</tr>
<tr>
<td>Ternate</td>
<td>250,85</td>
<td>0,56</td>
<td>190 184</td>
</tr>
<tr>
<td>Tidore Kepulauan</td>
<td>9 584,00</td>
<td>21,22</td>
<td>92 226</td>
</tr>
<tr>
<td><strong>Maluku Utara</strong></td>
<td><strong>45 069,66</strong></td>
<td><strong>100,00</strong></td>
<td><strong>1 063 117</strong></td>
</tr>
</tbody>
</table>
Figure 10: Map of North Maluku (BPS, 2012, p. iii)
4.2.1.2 Ternate
The area highlighted in yellow is Ternate Island (Figure 10). This island was the former transitory capital city of North Maluku and it is where all activities are centred. Governmental offices and activities mainly take place on this island. As shown in Table 4, this city has the highest population density compared to other areas in North Maluku. Most people live in this area because it is the main activity centre of North Maluku. Considering the significant increase in the population and the limited amount of space on Ternate, the provincial government decided to move governmental activities from Ternate to Sofifi in 2010 (2012d). This not only gave the North Maluku government to potentially reduce the population density in Ternate but also to develop Sofifi as a new attraction for people to come and live (2012d).

4.2.1.3 Sofifi
The area highlighted in black is Sofifi (Figure 10), the capital city of North Maluku. Currently, there are still many infrastructures being built in this region, as this area was only a village before it was chosen as the capital city of North Maluku Province. Lacking of infrastructure such as public transport, accommodation and electricity, there are many limitations, particularly in communication technology as problems with phone and internet networks has proved a huge barrier to public services in Sofifi (Wibisono, 2010). Until now, most of the provincial agendas and meetings have taken place in Ternate Island. Even, the attendance of civil servants at work has become a massive problem in this province, since 90% of the civil servants live in Ternate Island and come to work in Sofifi just once a week (2012b). This is because of the expense required for transportation from Ternate to Sofifi by a speed boat or ferry (2012b). At the moment with strict rules and the threat of dismissal for indiscipline civil servants have been applied by the provincial officers in order to maximize the attendance of the civil servants and to increase public service capacity. (Taher, 2013). The government has also built 1200 home-offices to accommodate all of the employees so they will no longer need to travel from Ternate to Sofifi every day (Dewi, 2012).

4.2.1.4 Morotai
Lastly, the area with the red outline is Morotai Island (Figure 10). This island was the location of the Sail Morotai 2012 event. Morotai is the newest regional area in North Maluku province. It was legally formed in 2008 based on Law No. 53/2008 (BPS, 2012b). As shown in Figure 10, this region is located outside of Indonesian territory, surrounded by the Pacific Ocean, Sulawesi Sea, Halmahera Sea and the Strait of Morotai. There are 33 islands in Morotai, 7 of which are inhabited. (BAPPEDA, 2012). The strategic location of this region has brought significant advantages for the islands and its residents. Morotai has also become a Mina-Megapolitan Area and a Special Economic Zone that has been used by the Indonesian government as an “entry point” to boost regional development in North Maluku (Sakti, 2012).

4.2.2 Sail Morotai 2012
The case study of Sail Morotai 2012 was chosen in order to observe the important role tourism has played in developing regions in North Maluku, and also to facilitate the writer in determining stakeholder collaboration to implement the event.

North Maluku is famously known for rich culture and traditions (BPS, 2012a). Regencies and municipality areas in this province have much potential to attract both foreign visitors and local visitors. Yet, up until now only Ternate City has had the infrastructure to serve and benefit from the tourism sector (BPS, 2012a). Therefore, the tourism sector has been promoted because it may assist the development of
this province. The Indonesian government aimed to promote tourism through an event called Sail Morotai 2012 (2012c). This event is a Sail Indonesia event that has run annually since 2001 (2012, 2011).

The idea of Sail Morotai 2012 derived from President Susilo Bambang Yudhoyono who aimed to balance regional development in Indonesia (Rianto, 2011). The Sail Morotai 2012 event was provided an opportunity for investment, economic growth and tourism in North Maluku (2012, 2011) and helped to “strengthen Indonesia’s position in the pacific” (Maryati and Ani, 2012). Morotai Island was chosen as the location for this event because of its geostrategic location and historical background (the former defence base of Allied Force commandeered by the United States in World War II) (Sobari, 2012, Sakti, 2012). The area also has much potential to be developed as a marine-industry area with integrated fisheries and historical and maritime tourism (Sakti, 2012). The festivities of Sail Morotai 2012 have been illustrated in Table 13 (APPENDIX 1).

The Sail Indonesia 2012 programme integrated activities that involve national, provincial, regional and municipal authorities; such as economic actors, academics and community components. The program includes seminars, arts and culture, marine, aquatic sports and social and community service. It also involves a fleet review of several ships and sailboats from neighbouring countries (2012, 2011). The involvement of neighbouring countries has become extremely important by means of diplomacy, cooperative relations with other countries and also when considering the accelerated investment to support the development and promotion of North Maluku. In order for this event to succeed, many stakeholders collaborated on all levels. The stakeholders involved in this event are (2012, 2011):

- Ministry of People’s Welfare
- Ministry of Economy
- Ministry of Political, Law & Security
- Ministry of Home Affairs
- Ministry of Maritime Affairs & Fisheries
- Ministry of Culture & Tourism
- Ministry of Health
- Ministry of Agriculture
- Other Ministries/ Institutions that are related
- Navy, Army, Air Force, Police
- Government of North Maluku
- Local Government Districts, Cities & Municipalities in North Maluku
- Bank of Indonesia, Banking Institutions and Economic Actors in North Maluku
- Universities
- Private sectors; tour & travel agencies, airlines company, hotels & restaurants

Considering the infrastructure limitations on Morotai Island, the central government allocated 200 billion Rupiah to subsidize the infrastructure buildings of roads, airport, bridges and public facilities to support the implementation of this event (Rianto, 2011). The implementation of this event has faced many obstacles. The government was striving to not only prepare for electricity installation, the building of roads and increase access to clean water, but to also accommodate 5000 visitors that were expected to attend the event (www.menkokesra.go.id, 2011). Based on the data gained from the Statistic Bureau of North Maluku, there were only 11 hotels with 114 rooms on Morotai in 2010 (Sobari, 2012). The surplus
number of lodging in Morotai has been tackled by preparing 400 home stays where the local government worked together with the local community to upgrade their houses for liveable-use by visitors (Maruli, 2012). As well, floating hotels were arranged by the local government, funded by APBD (Local Budget) and APBN (State Budget), where large ships were rented that could accommodate more than 900 visitors in order to deal with the accommodation shortage that might happen during the event (S, 2012). The second problem that occurred before the implementation of the Sail Morotai 2012 event was political. As previously mentioned, this area was first a village then later become a regional area in 2008 (BPS, 2012b). The local elections in Morotai were held in 2011, a year before the Sail Morotai event. Huge concerns were raised when these local election ended in chaos and this shortly become a new issue in the implementation of the event (Elin and Nila, 2011).

4.3 Interview

As it was mentioned in chapter 2, interviews are the primary data for this research. Ten interviews have been conducted with different stakeholders in order to gain deeper understanding of the research’s objective. This research was undertaken in order to (1) examine how spatial planning is implemented in North Maluku; (2) examine the role of tourism in North Maluku’s planning system and (3) examine how a collaborative planning approach has been adapted in this province. The details of interviews can be seen in Table 5. Subsequently, the results of the interviews with the ten stakeholders (Table 5) will be presented. Additionally, there will be figures provided to summarize and categorize each answer that the author obtained from the interviews.

During the interviews there were many questions raised about the three main topics of this research, spatial planning, tourism planning and collaborative planning. To achieve the research goals, each respondent was asked to provide their perspectives on North Maluku’s:

1) Spatial planning system
2) Tourism role in planning development
3) Integration of a spatial and tourism planning system
4) Implementation of a collaborative planning approach
5) Obstacles in planning
6) Applicability of spatial, tourism and collaborative planning approaches in the implementation of Sail Morotai 2012

<table>
<thead>
<tr>
<th>Numbers of Participants</th>
<th>Role of Participants</th>
<th>Regular Authority</th>
<th>Interview Date</th>
<th>Location</th>
</tr>
</thead>
<tbody>
<tr>
<td>P1</td>
<td>Planner</td>
<td>Morotai Island Planning Agency</td>
<td>6 November 2012</td>
<td>Morotai Island</td>
</tr>
<tr>
<td>P2</td>
<td>Planner</td>
<td>Secretariat Office of Sail Morotai 2012</td>
<td>7 November 2012</td>
<td>Morotai Island</td>
</tr>
<tr>
<td>P3</td>
<td>Local Citizen</td>
<td></td>
<td>7 November 2012</td>
<td>Morotai Island</td>
</tr>
<tr>
<td>P4</td>
<td>Mayor Expert Staff</td>
<td>Ternate Mayor’s Office</td>
<td>20 November 2012</td>
<td>Ternate Island</td>
</tr>
<tr>
<td>P5</td>
<td>Academician</td>
<td>Khairun University</td>
<td>8 November 2012</td>
<td>Ternate Island</td>
</tr>
</tbody>
</table>
To achieve better perspective on how spatial planning systems in North Maluku were implemented, each respondent was asked to explain how spatial planning systems in North Maluku were conducted.

As shown in Figure 11, five respondents described the spatial planning system in North Maluku as a bottom-up approach as it is regulated by the Indonesian National Development Planning System:

“Theoretically, the approach we take in implementing planning systems in North Maluku is based on Indonesian Law No. 25 about National Planning System. According to this, there are five approaches, that we have implemented; technocratic, participative, top-down, bottom-up and political. Political means we have accommodated the mission and the vision from the Governor of North Maluku as the Head of this region in RPJMD (Medium Term Development Plan). Technocratic is when the breakdown of RPJMD (Provincial Medium Term Development Plan) is delegated to each provincial agency to accomplish the plan through MUSRENBANG (Annual Planning Meeting). Top-down and bottom-up are mostly dealing with how to synchronize between national, provincial and regional development programs. Participative is the mechanism we choose to involve all stakeholders including the local community in order to encourage participation in the planning process” (P9).
Three respondents highlight the contribution of the local community as a good example of the government implementing the bottom-up planning approach, however the implementation has not yet been effectively applied;

“The condition of planning systems in North Maluku in my opinion is good because there is an attempt from the government to involve the community in the planning process. However, the implementation is still far from our expectations since what we want is never heard by the government. For example, if we ask for sanitation, they build us sewers” (P3).

Other two respondents boldly stated that spatial planning is so far only on paper and no real implementation has taken place;

“Currently the bottom-up approach is just symbolically adopted in our planning system. It is not effectively implemented as wished by our community, as personal interests and gain play a part. Firstly, participatory planning applied at grass-roots level has not been well managed. We tend to focus on what communities want rather than what communities need. Sometimes, the plan is even based on political interests in districts, and the focus is not on the community, particularly when considering the budget. Planners need to bargain with legislation to approve a plan. We should realize that the government’s duty is to serve the citizen not political parties or actors” (P7).

4.3.2 Tourism Role in North Maluku Regional Development

With the implementation of Sail Morotai 2012, it seems that tourism now ranks highly on the North Maluku planning system agenda. The respondents were questioned on their opinions about the role of tourism in North Maluku’s development (Figure 12).
Four out of five respondents believed that tourism is one of the important sectors in North Maluku so the government needs to pay more attention to improve this sector.

“Tourism has significant potential to increase North Maluku’s income. This can be seen from our Gross Regional Income (GDP) that shows that agriculture, trading and services (including tourism) and manufacturing industries are three main sectors that enormously contribute to North Maluku’s revenue” (P9),

Similarly,

“In the last three years, tourism turned out to be one of the significant sectors in North Maluku. This sector contributes as much as agriculture, marine and fishing to the province’s economy. Considering the geographical condition of North Maluku, this province has many islands and beaches that can become the tourism assets. This is why the tourism sector should be considered in our planning system” (P10).

On the one hand, many respondents acknowledged that although tourism has huge potential in this province, somehow it has still been abandoned because many tourism problems are still left in the air.

“Actually, the numbers of tourists in North Maluku are still up and down. There has not been an enormous difference since Sail Morotai 2012. Our planning system needs to be more responsive in order to attract many tourists. First of all, we should support this sector by developing facilities and infrastructure in tourism’s spots. For example, fixing ports, improving airport infrastructure, providing more accessible roads and providing more marine transport” (P8),

Also,

“Tourism planning has not yet been well implemented in North Maluku. There are still many problems in this sector, for instance the lack of strategy to operate this sector; inadequate information to analyse the power of local tourism and the ability to identify the weaknesses of this
sector. Besides, tourism planning in this province is not run by capable human resources and sufficient public participation. Ineffective government strategies on involving the private and public sector have also resulted in the lack of development in the tourism field” (P6).

On the other hand, there was also a respondent, who indicated that tourism in North Maluku is only based on the existing tourism area so it requires less attention from the local authority,

“At the moment, tourism planning is not really vital, because it is only organized based on existing historical and natural tourism spots that we have in this province” (P2).

4.3.3 The Integration Between Spatial and Tourism Planning
To identify how spatial and tourism planning has been integrated in this province, the respondents were asked whether or not two documents of RTRW and RIPPDA have been integrated(Figure 13):

![Figure 13: The Integration of Spatial & Tourism Planning (Based on RTRW & RIPPDA)](image)

Four respondents were certainly sure that spatial and tourism planning in North Maluku has been integrated, considering there had been a synchronized plan between RTRW and RIPPDA;

“The two documents obviously have been integrated. For example, in Morotai, the integration between spatial and tourism planning can be seen from the zoning of Dodola Beach as a tourism development area” (P1),

And,

“Yes, the two documents certainly have been integrated. As evidence, we have allocated a tourism area and categorized it in the local tourism zone. This zone must have also been accommodated in RTRW. If RTRW have determined areas for tourism, than this can be a reference point for RIPPDA to develop the stated tourism zones to diminish any problems that may occur in the future” (P10),

Likewise,
“The two documents should have been integrated because this relates to how we manage our environment. Tourism is a sector that is highly related to our environment including ecology. Inevitably the tourism sector needs to be integrated into our spatial planning document. The zoning of land use must be clear in order to minimize the impact in the environment. This impact cannot be avoided because the tourism sector is not only run by the government but also run by other stakeholders” (P9).

Nearly the same, one respondent agreed that there was integration between spatial and tourism planning, but both the provincial and regional governments still worked differently on synchronizing these two sectors;

“Yes, spatial and tourism planning are integrated, but only on a normative level not on an operational level. In fact, there are many programs and funds every year to help developing and promoting the tourism sector. There are also many annual tourism festivals held by governments both at provincial and regional levels, such as the Jailolo Bay Festival in West Halmahera, Legu Gam Festival in Ternate, Gura-Ici Bay Festival in South Halmahera and the last one was Sail Morotai 2012. All of these locations were strategic locations for tourism that had been set out in the North Maluku Spatial Planning Act document. Yet, in practice both provincial and regional governments are still pulling in different directions” (P6).

Nevertheless, one respondent certainly stated that there was no integration between spatial planning and tourism in North Maluku yet, considering in reality, both provincial and regional governments do not own any Spatial Planning Act documents;

“We realize that the proper procedure is that any plans must be based on the Spatial Planning Act document. Though, in the implementation, we still have no idea on how to create and process a proper planning document that can provide guidance for development in our region. In this case, the formulation process of our Spatial Planning Act is too slow” (P4).

One respondent shows vagueness on answering this question;

“At the moment we do not yet have a Spatial Planning Act. But we do have a Tourism Development Master Plan. So I think both RTRW and RIPPDA might still need to be revised depending on our area’s needs. For example, Dodola-Morotai is supposed to be a forest conservation area. But, since the area was developed as tourism zone, some cottages have been built. Another example of a new build is Dodola Dock where the location was supposed to be conserved for mangrove plantation. So, we still need to work on the structures and the patterns of the spatial plan and synchronize it with RTRW and RIPPDA” (P8).

Three out of ten respondents mentioned that they did not know whether spatial and tourism planning in North Maluku was integrated or not, because they had never seen the documents,

“I have not read both RTRW and RIPPDA. But if you ask me, I hope these two planning documents have been integrated. According to the media, RTRW is supposed to be done this year. However, we still face some problems with land acquisition. I hope these two documents can complement each other and RTRW can be an umbrella to other planning documents including RIPPDA” (P5).
4.3.4 The Barriers on Integrating Spatial and Tourism Planning

The integration process between spatial and tourism planning sometimes may face many obstacles. The opinion of respondents was acquired to gain a deeper understanding on problems that may occur in this integration process (Figure 14);

Most of the participants answered that the lack of collaboration between stakeholders was the main problem in integrating North Maluku’s spatial and tourism planning;

“Based on the experience of Sail Morotai 2012, the lack of coordination between all stakeholders involved in the event was the main problem. Although we had, each department was acting independently, particularly the provincial and local governments. As the host area, the Morotai local government sometimes did not even know the event’s schedule or the progress of the event’s preparation process” (P1)

Similarly,

“There is still no collaboration between the government and other stakeholders. For example, on creating RTRW, academics were not contacted from the beginning of the process. Sometimes we were invited into the discussion process mid-session. These discussions should have involved all the relevant parties from the beginning, especially when they related to the environment and tourism. I know that we have MUSRENBANG but it has not yet been effectively implemented. As an academic, I have never been invited to attend MUSRENBANG. So in theory we have adopted this collaborative planning approach but in the practice, it are still far from successful” (P5)

And,

“First problem is that the coordination between the national, provincial, regional and district governments is not yet sufficient to jointly develop both spatial and tourism planning. The second problem is the lack of human resources in various sectors of government, particularly those areas associated with data preparation, information and data analysis and the preparation of a grand
strategy planning concept. Another obstacle is the financial aspect that has not been optimized so that the plan can be implemented in well structured manner” (P6).

Also,

“The local knowledge on dealing with geographical condition is the main barrier on integrating North Maluku’s spatial and tourism planning. We still lack understanding of this area’s characteristics. The government is adapting a development patterns from other land areas such as Java, which is a big mistake. As a province with many islands, our spatial and tourism planning needs to be treated differently. Here, the sea is a major highway for us. For example, Manado and Ternate are connected by the Halmahera and Molucca Seas. This has to be though, so that the economic interactions as well as interactions between islands can support each other. The adaptation of the Java planning model into North Maluku’s area is obviously not appropriate. We should have many improvements in marine infrastructure such as building lots of ports and fleets so that the connectivity between islands can be improved.” (P4).

4.3.5 Collaborative Planning in North Maluku
To examine the implementation of a collaborative planning approach in the North Maluku planning system, the participants were asked to give their opinion on how a collaborative planning approach should be undertaken in North Maluku and what the strategy should be in order to increase public participation in the collaboration process. Furthermore, to observe the real implementation of a collaborative planning approach, the participants were asked how the collaboration process between stakeholders was conducted during the Sail Morotai 2012 event (Figure 15).

In the first stage, the interviewer mainly sought information concerning how collaboration processes were conducted between the government and other stakeholders in the North Maluku planning system.

![Figure 15: Collaboration Process in North Maluku Planning System](image)

Four of ten respondents described that the collaboration process in North Maluku is still inadequate;
“The collaboration process is still very low, because it is plagued by the political bias of the government, especially the provincial government. Policy and budget implementations are still dominated by political considerations rather than by loyalty to enforce spatial planning” (P6).

Three out of ten respondents stated that the collaboration process is average, which suggests there is an attempt of collaboration but it is not yet effective;

“The collaboration between government and academics generally exists, but it is not effectively organised. For example, when an academic is invited to attend a planning consultation meeting by the government, often the academic is not the one with planning expertise. So miscommunication occurs. The government and the university are collaborating because that is the normal procedure to follow (P5).

Nevertheless, the other three respondents highlighted that strong collaboration had occurred;

“I think the coordination is working well. This can be seen in how we synchronize our development programs” (P10)

In the second stage, the interview was focused on the collaboration processes between the national and provincial governments, provincial and regional governments, the government and other stakeholders and the government and the local community in the implementation of the Sail Morotai 2012 event (Figure 16).

![Collaboration among Stakeholders in North Maluku Planning System](chart)

Five out of 10 respondents indicated that there was an attempt of collaboration between the government and the local community, but the effectiveness was still low;

“We were encouraged to participate in welcoming the Sail Morotai 2012 guests, but not in any other participation. The government played the biggest role in arranging the event, society only played a small part in it” (P3).
Half of the respondents described the disappointment of the collaboration process between the provincial and regional government before and during the event;

“We had three different committees for this event, national, provincial and local committees. There were many meetings held to evaluate the event’s preparation process. However, the flow of information usually stopped with the provincial committee without further sharing the information to the local committee” (P1).

Three out of ten respondents blamed the weakened collaboration between the government and the private sector on delivering the event;

“It is a mess. First, I participated as a committee member but I did not even know when the workshop was scheduled. Second, the implementation of Sail Morotai 2012 apparently was not totally entrusted to the provincial government. Even for the seminar was handled by the Ministry of People Welfare. Consequently we did not even know the results of the seminar. Also, the event’s preparation carried out by provincial and regional committees was chaotic and unclear. The coordination was totally horrendous. All processes were handled by the central government. So I did not feel that Sail Morotai 2012 was actually North Maluku’s event. It was a national project” (P7).

Likewise,

“The main problem was found in communication. There was a lack of communication between the province and local level, because even the Morotai’s local government did not know the agenda of the event. This proves the lack of coordination among stakeholders in organizing the event. I think this was because of a lack of ability from mid-level governmental officers and top-level officers to communicate and share information” (P5).

4.4 Document

To support this study analysis, the evaluation on two planning documents of RTRW and RIPPDA was carried out by the author. Before describing the content of these two planning documents’, an overview of both RTRW and RIPPDA are illustrated below (see Table 6);

4.4.1 The Outline of RTRW & RIPPDA

<table>
<thead>
<tr>
<th>Document’s Content</th>
<th>RTRW (North Maluku Spatial Planning Act)</th>
<th>RIPPDA (North Maluku Tourism Development Master Plan)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Objectives</td>
<td>• Create a reference to structure the</td>
<td>• Establish policy direction, strategy</td>
</tr>
<tr>
<td></td>
<td>North Maluku spatial management</td>
<td>and indicative a tourism development program in</td>
</tr>
<tr>
<td></td>
<td>system that is based on disaster</td>
<td>North Maluku province for a period of 5 to 10 years.</td>
</tr>
<tr>
<td></td>
<td>mitigation, which is binding to all</td>
<td>• Form the guidelines of national</td>
</tr>
<tr>
<td></td>
<td>parties</td>
<td>tourism development integration</td>
</tr>
<tr>
<td></td>
<td>• Create synergy and harmony of all</td>
<td>patterns into a format for integration</td>
</tr>
<tr>
<td></td>
<td>sectors in utilizing the space.</td>
<td>across sectors and territories/ regions</td>
</tr>
</tbody>
</table>
that can be used as a reference for the development of tourism in the area.

- Create **Draft Regulations on a Tourism Development Master Plan for North Maluku province.**

### Vision

- Creating a safe, comfortable, productive and sustainable living conditions in North Maluku province
- Achieve harmony between natural and man-made environments;
- Achieve balance and harmony between regions and between sectors.

Form North Maluku province as a world-class tourist destination, competitive, sustainable, unique and based on the local potential to improve regional development as well as to increase the welfare of society.

### Sustainability

- Determine the function, role and position within the framework of provincial zoning;
- Determine Disaster Risk Zoning;
- Determine basic strategy development sectors of activities, as defined in the **RPJP** (Long Term Development Plan) and **RPJM** (Medium Term Development Plan)
- Determine population policies, the number and density;
- Define spatial development, in terms of structure determination and optimal spatial patterns;
- Develop facilities and utilities, in relation to the functions to be enhanced.

- Empowerment of local communities
- Principally ensure that the tourism development process must be responsive and attentive to preserve the environment (both natural and cultural), and be able to prevent the negative impacts that can degrade the quality of the environment and disrupt the ecological balance.

### Strategic Planning

- Spatial planning programs will be adjusted with respect to;
  - National and regional policies that allegedly affect the province development plan
  - Disaster
  - Population
  - Economy
  - Natural resource
  - Service facilities and infrastructure
  - Administration/ management development
  - Existing conditions (data) for potential development and the problems encountered.

Tourism products and activities will be organized and structured based on four categories:

- Tourism Destinations
- Tourism Marketing
- Tourism Industry
- Institutional Tourism

### Stakeholder Participation

- formal institutions of government
- functional institutions
- community organizations;
- community

Implementing tourism management by using the concept of community-based tourism development through empowerment programs

### Participation Method

The forms of public participation in the preparation of the Provincial Spatial Plan

Promoting the concept of “**Sadar Wisata**” (tourism awareness) through meeting.
can be:
- Providing input in determining the direction of development;
- Identification of the potentials and problems of development;
- Providing input in the formulation of the Provincial Spatial Plan;
- Provision of information or opinions in preparation of spatial strategy;
- Filing an objection or objections to the Provincial Spatial Plan draft;
- Cooperation in research and development;
- Aid experts.

observation, interview and Focus Group Discussion

4.4.2 The Contents of RTRW & RIPPDA
To assess these two planning documents, the writer adopted criteria provided by Simpson (Ruhanen-Hunter, 2006, Simpson, 2001) because it helps the writer to formulize the analysis result in a more comprehensive manner, by categorizing the results into five main criteria (Simpson, 2001, p. 27):

- Stakeholder participation
- Vision and values
- Situation analysis
- Goals and objectives
- Implementation and review

To summarize the result analysis of the two documents, there are three terms used to illustrate the findings:

- Declared (D) which means the criteria is cited on the document
- Not Declared (ND) which means the criteria is not cited on the document
- Implied (I) which means the criteria is indirectly cited in the document

4.4.2.1 Stakeholder participation
The results in (Table 7) describe stakeholder involvement in the writing-process of RTRW and RIPPDA and their influence on the decision making process. This result supported the writer in examining the collaboration process implemented in North Maluku.

Table 7: Stakeholder Participation Criteria

<table>
<thead>
<tr>
<th>No</th>
<th>Criteria</th>
<th>RTRW</th>
<th>RIPPDA</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Central government agency (ies) took part in the planning process</td>
<td>D</td>
<td>I</td>
</tr>
<tr>
<td>2</td>
<td>Government (national OR regional OR local) opinion influenced the final strategic direction selected</td>
<td>I</td>
<td>I</td>
</tr>
<tr>
<td>3</td>
<td>The relevant regional tourism organization (s) took part in the planning process</td>
<td>I</td>
<td>I</td>
</tr>
<tr>
<td>4</td>
<td>The local tourism industry took part in the planning process</td>
<td>I</td>
<td>I</td>
</tr>
<tr>
<td>5</td>
<td>Regional/district tourism organization OR local tourism industry opinion</td>
<td>ND</td>
<td>ND</td>
</tr>
</tbody>
</table>
Ordinary local residents took part in the planning process

4.4.2.2 Vision and values

Results in (Table 8) were used by the writer to investigate how the two documents can guide planners to deal with the future development by keep preserving the local’s values.

<table>
<thead>
<tr>
<th>No</th>
<th>Criteria</th>
<th>RTRW</th>
<th>RIPPDA</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>The time dimension of the planning process reflects a long-term orientation</td>
<td>D</td>
<td>D</td>
</tr>
<tr>
<td>2</td>
<td>The planning document identifies locally important community values</td>
<td>I</td>
<td>D</td>
</tr>
<tr>
<td>3</td>
<td>The planning document identifies locally important lifestyles features</td>
<td>I</td>
<td>I</td>
</tr>
<tr>
<td>4</td>
<td>The planning document identifies current issues which are critical to residents</td>
<td>D</td>
<td>D</td>
</tr>
<tr>
<td>5</td>
<td>The planning document assesses community attitudes to tourism</td>
<td>-</td>
<td>D</td>
</tr>
<tr>
<td>6</td>
<td>The planning document assess the overall quality of the area</td>
<td>D</td>
<td>D</td>
</tr>
<tr>
<td>7</td>
<td>The planning document includes a vision of the future which aligns with local community values, attitudes and lifestyles</td>
<td>I</td>
<td>D</td>
</tr>
</tbody>
</table>

4.4.2.3 Situation analysis

This analysis assisted the writer in examining how these two documents indicate North Maluku’s potential by exploring the general information provided in each document (Table 9).

<table>
<thead>
<tr>
<th>No</th>
<th>Criteria</th>
<th>RTRW</th>
<th>RIPPDA</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>The planning document describes the area’s principal geographic features</td>
<td>D</td>
<td>D</td>
</tr>
<tr>
<td>2</td>
<td>The planning document describes the main characteristic of the local climate</td>
<td>D</td>
<td>D</td>
</tr>
<tr>
<td>3</td>
<td>The planning document identifies flora and fauna which are unique to the area</td>
<td>D</td>
<td>D</td>
</tr>
<tr>
<td>4</td>
<td>The planning document assesses the resilience and/or fragility of the physical environment</td>
<td>D</td>
<td>D</td>
</tr>
<tr>
<td>5</td>
<td>The planning document identifies current population levels and demographics</td>
<td>D</td>
<td>D</td>
</tr>
<tr>
<td>6</td>
<td>The planning document identifies current land use and ownership patterns in the area</td>
<td>D</td>
<td>ND</td>
</tr>
<tr>
<td>7</td>
<td>The planning document identifies the major economic activities in the local area</td>
<td>D</td>
<td>ND</td>
</tr>
<tr>
<td>8</td>
<td>The planning document establishes the relative importance of tourism, compared with other industries, to economic development of the local area</td>
<td>D</td>
<td>D</td>
</tr>
<tr>
<td>9</td>
<td>The planning document quantifies the economic benefit of tourism to the area</td>
<td>I</td>
<td>D</td>
</tr>
</tbody>
</table>
The planning document quantifies the employment creation ability of local tourism ability

The planning document describes the principal tourism sites in the area

The planning document evaluates the current capacity of tourism plan and infrastructure

The planning document evaluates the adequacy of business skill possessed by local tourism industry operators

The planning document includes quantitative analysis of current visitor numbers, length of stay and spending

The planning document acknowledges a need to integrate local tourism strategies with national policies for tourism development

<table>
<thead>
<tr>
<th>No</th>
<th>Criteria</th>
<th>RTRW</th>
<th>RIPPDA</th>
</tr>
</thead>
<tbody>
<tr>
<td>10</td>
<td>The planning document quantifies the employment creation ability of local tourism ability</td>
<td>I</td>
<td>D</td>
</tr>
<tr>
<td>11</td>
<td>The planning document describes the principal tourism sites in the area</td>
<td>I</td>
<td>D</td>
</tr>
<tr>
<td>12</td>
<td>The planning document evaluates the current capacity of tourism plan and infrastructure</td>
<td>I</td>
<td>D</td>
</tr>
<tr>
<td>13</td>
<td>The planning document evaluates the adequacy of business skill possessed by local tourism industry operators</td>
<td>-</td>
<td>D</td>
</tr>
<tr>
<td>14</td>
<td>The planning document includes quantitative analysis of current visitor numbers, length of stay and spending</td>
<td>ND</td>
<td>D</td>
</tr>
<tr>
<td>15</td>
<td>The planning document acknowledges a need to integrate local tourism strategies with national policies for tourism development</td>
<td>D</td>
<td>D</td>
</tr>
</tbody>
</table>

### 4.4.2.4 Goals and objectives

The goals and objectives of each planning document facilitated the writer to analyse how each document was reasonably planned and covered important aspects of development in North Maluku, which include the economy, the environment and socio-cultural as well as physical infrastructure (Table 10).

<table>
<thead>
<tr>
<th>No</th>
<th>Criteria</th>
<th>RTRW</th>
<th>RIPPDA</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>The planning document includes broadly based goals related to the nature and scale of future tourism development</td>
<td>D</td>
<td>I</td>
</tr>
<tr>
<td>2</td>
<td>The planning document includes broadly based goals related to the economic benefits of future tourism development</td>
<td>D</td>
<td>D</td>
</tr>
<tr>
<td>3</td>
<td>The planning document includes broadly based goals related to environmental protection</td>
<td>D</td>
<td>D</td>
</tr>
<tr>
<td>4</td>
<td>The planning document includes broadly based goals related to community values and lifestyle protection</td>
<td>D</td>
<td>D</td>
</tr>
<tr>
<td>5</td>
<td>The planning document includes broadly based goals which emphasize the local benefits of tourism development</td>
<td>D</td>
<td>D</td>
</tr>
<tr>
<td>6</td>
<td>Specific objectives selected are based on supply capability as opposed to market demand</td>
<td>I</td>
<td>D</td>
</tr>
<tr>
<td>7</td>
<td>Specific objectives selected are realistically achievable in the context of the current situation analysis</td>
<td>D</td>
<td>ND</td>
</tr>
<tr>
<td>8</td>
<td>Specific objectives for future tourism activity are quantified and readily measurable</td>
<td>I</td>
<td>ND</td>
</tr>
</tbody>
</table>

### 4.4.2.5 Implementation and review

This last stage assisted the writer in understanding how these two planning documents were executed as well as highlighting possible hindrances that might be faced during the implementation of these plans (Table 11).
### Table 11: Implementation and Review

<table>
<thead>
<tr>
<th>No</th>
<th>Criteria</th>
<th>RTRW</th>
<th>RIPPDA</th>
</tr>
</thead>
<tbody>
<tr>
<td>4</td>
<td>Specific objectives are prioritised in terms of implementation urgency</td>
<td>D</td>
<td>D</td>
</tr>
<tr>
<td>5</td>
<td>The planning document clearly assigns responsibility for key task</td>
<td>D</td>
<td>D</td>
</tr>
<tr>
<td></td>
<td>implementation</td>
<td></td>
<td></td>
</tr>
<tr>
<td>6</td>
<td>The planning document contains a clearly articulated review and</td>
<td>D</td>
<td>D</td>
</tr>
<tr>
<td></td>
<td>evaluation mechanism</td>
<td></td>
<td></td>
</tr>
<tr>
<td>7</td>
<td>The planning document estimates the research costs of recommended</td>
<td>ND</td>
<td>ND</td>
</tr>
<tr>
<td></td>
<td>development strategy</td>
<td></td>
<td></td>
</tr>
<tr>
<td>8</td>
<td>The planning document indicates specific methods by which the identified</td>
<td>ND</td>
<td>ND</td>
</tr>
<tr>
<td></td>
<td>research costs are to be allocated to development participants</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

### 4.5 Conclusion

The Spatial Planning Act 1992 and Spatial Planning 2005 indicate the transformation of the Indonesian spatial planning system. The changing governmental structure from a centralized to decentralized structure has forced each regional area to have its own spatial plan and program in order to boost regional development. The national tourism program of Sail Indonesia has contributed to the area’s growth as it provided many opportunities for infrastructure development and economic benefit for the local residents. North Maluku, through the Sail Morotai 2012 event, has benefited in the form of infrastructure development. Because of these benefits, this method of spatial and tourism planning should be integrated in its implementation. However, the main problem faced when delivering the event was the collaboration between stakeholders. Especially in light of the event, North Maluku’s government has been challenged to promote more public participation on their planning system.
5 DISCUSSION

In this chapter the research results from chapter four will be deliberated into theories of spatial, tourism and collaborative planning and the writer’s perspective on conducting this study will also be described. This discussion chapter will be divided into three sub-chapters; first is the implementation of spatial planning in North Maluku; second is tourism contribution in North Maluku’s spatial development and finally the implementation of collaborative planning in North Maluku, with a focus on the collaboration between stakeholders in organizing Sail Morotai 2012 event. This research was conducted (1) in order to investigate how planners in North Maluku implement their spatial planning systems without the presence of a Spatial Planning Act; (2) to determine how the tourism sector contributes on this province’s spatial development and; (3) to examine the collaboration process between stakeholders in executing the Sail Morotai 2012 event.

This study was conducted through interviews, document analysis and literature reviews. From the interview results, the perspectives of the participants may be considered biased depending on their position as government or non-government officers. The document analysis consists of the results based on what was stated in the documents and some are the implications realised by the writer when analysing the documents. Moreover, considering the writer’s position as a native resident of the research location, the following example in this discussion chapter is based on direct observation and the personal perspective of the planning conditions in North Maluku.

5.1 The Implementation of Spatial Planning in North Maluku

Planning as illustrated by Mazza (2009) is a tool of spatial and social control that is used in conjunction with policy and regulation by the government to organize an area. Not yet owning RTRW in North Maluku, in the writer’s opinion, is a worrying predicament, considering there is still no basic guidance for the local government to run their planning system. As a result, problems such as undeveloped lands are still arising in this province. Areas in cities or other regions are mainly developed, some are even over-developed with much illegal housing and many illegal street traders, while sub-district and district areas still lack infrastructure. Murdiono (1998) stated that the development in Indonesia is still driven by economic activities. So it is not surprising that provincial and regional areas with higher economic activities are developing faster than district and sub-district areas with lower economic activities.

On the other hand, even though this province does not yet have its own Regional Spatial Planning Act as its development guidance, it still has the National Spatial Act since it has many rules and regulations to deal with spatial planning system in provincial areas (BAPPEDA, 2007). Besides, regional policies such as North Maluku’ RPJMD (Medium Term Development Plan) and RPJP (Long Term Development Plan) have become guidance for the local government to manage provincial growth. The creation of RTRW has indicated the importance of spatial guidance for new formed provinces such as North Maluku. From the interviews, many stakeholders showed their enthusiasm for the creation of RTRW because this document can be guidance for other development plans and can become a legal binding policy for all stakeholders. Coucleis (2005) described how planning systems has been evolved from the past to their current condition (Table 1). By creating RTRW, it suggests that the local planners are aware that nowadays planning is not only about zoning the use of land, but also about tackling the future problems that might arise. This can
be seen in the draft of RTRW in which it specifies clearly about the need to form a *Hazard Map* and *Disaster Vulnerability Map* as the province of North Maluku is highly vulnerable to natural disasters.

### 5.1.1 Bottom up planning approach

A significant improvement in the Indonesian planning system from a top-down planning approach to a bottom-up planning approach has also been adapted in North Maluku. According to the interviews, there are forums to accommodate the input from the citizens to the government regarding planning development in this province. The forum is not only *MUSRENBANG* arranged by BAPPEDA, but other forums also exist, and have been provided by other departments to accommodate people’s aspirations related to planning. These forums exist at the lowest governmental level (*MUSRENBANGDES*) and the highest governmental level (*MUSRENBANGNAS*) (Figure 17). The bottom-up planning approach has been implemented in North Maluku planning system in order to synchronize the development programs between each sector at each governmental level.

Yet, it seems that this approach has not been effectively implemented, considering the community’s aspiration is sometimes not delivered as they expected. From the interviews with the local citizens, it is clear to the writer that some of the citizens have resisted joining in with the planning meetings because of dissatisfaction: their needs and wishes are often not fulfilled by the government. Besides, the transparency concerning government funding was never questioned by some participants who indicated this as a lack of communication from the local authorities in sharing information with the public. During the interviews, the writer noticed that the local citizens never used the word “*need*” but only used the word “*want*”. The counter opinion writer obtained from local planners revealed that sometimes the citizens are not focused on what they really needed for the area, but only on what they wanted. As understood by the writer, the meaning of development by the local citizen is only related to the infrastructure and buildings, whereas capacity development programs provided by the government such as skills training and sports activities were not considered as **development**. This fact has exposed that what is considered planning development differs between local people and local authorities. There should be a clearer understanding on what the intention of the development program is by both the government and local citizens in order to bridge these differences. Hence, the research has also discovered that local people are hardly ever
informed about the presence of planning documents because they have never had any access to the documents. The lack of transparency from the government in revealing the budget in each government program has also resulted in distrust from society. Therefore, providing more access to the public regarding government activities is vital, in order to gain more trust from the local citizens, particularly when it relates to funding, considering that the corruption of government funds has become a huge problem in this province (P3).

5.1.2 North Maluku Spatial Planning Act (RTRW)
The spatial plan according to Faludi (2000) and Sparrow et al., (2004) has been described as a must have tool for governments to create a more sustainable living environment. Therefore as illustrated by Priemus and Zonneveld (2004, p. 292-293) a spatial plan should be able to accommodate the basic urban patterns of green, blue, traffic, ICT and urban networks. Following this, the draft of RTRW was analyzed on how it meets the requirements described by Priemus and Zonneveld (2004):

(a) **Green network**: the document has provided maps of the North Maluku Spatial Pattern and Spatial Structure plans (Figure 20 and Figure 21 in APPENDIX 3):

- Figure 20 indicates areas of:
  - Forest Preservation Areas
  - Conservation Areas, and;
  - Cultivated areas and Farming Zones, which include agriculture areas, wetland zones, dry-land areas, settlement areas, development areas, limited forest production areas and converted forest production areas

- Figure 21 indicates central areas for development that include; *PKN-National Activity Center* (areas that can be developed to support national development), *PKW-Regional Activity Center* (areas that can be developed to support regional development) and *PKL-Local Activity Center* (areas that can be developed to support local development).

Presently, many infrastructure developments are occurring in North Maluku areas. It appears that the development infrastructure is slightly forced to fulfil the standard required to become areas with decent status. Some areas indicated as forest preservation areas (Figure 20), are required to change their function to fulfil the requirement of *PKN, PKW* and *PKL* (Figure 21). For example, Sofifi (4.2.1.3) was a village with many infrastructure limitations, but because now it has become the capital city of North Maluku, the area’s status has increased from *PKL* to *PKW* in order to cope with its new function. On top of that, land acquisitions are necessary to adapt to urban growth and to comply with the local needs for more infrastructure development.

(b) **Blue network**: there is no figure to illustrate the blue network included in the draft of RTRW, but the draft provides data and information about clean water services. The provision of clean water in areas such as Ternate and Sofifi is still insufficient because in some areas, clean water is provided for less than 12 hours a day. Even people who live in highlands, sub-districts areas and villages are still under-served clean water by the *PDAM (Regional Public Water Company)*. Consequently, those people need to own water wells to fulfill their daily needs concerning water. It appears that even though there are many existing sources of drinking water in North Maluku, there is still a lack of water management and water infrastructure to maximize the service of *PDAM* to be able to serve the all of the citizens.
(c) **Traffic networks:** (Figure 22) portrays the transportation network plan in North Maluku, which includes the plans of; existing roads network, port order, cruise lines, harbor crossings and air transport plans. Many accessibility problems have been indicated in this plan, as not all areas in North Maluku have road access. Some small islands are isolated because those areas can only be reached by water. The main problem faced in improving marine transportation is that in certain months, sea transport is disrupted by high waves. For air transportation, only Ternate has an airport with national standards and is able to accommodate large aircraft, whereas some regional areas only have small airports for small planes. Two of the hindrances the writer has found in the North Maluku transportation plan are that firstly, the local government focuses more on building physical infrastructures such as roads without any concern for the connection and the linkages of the road function. For example, the ferry port in Waitulia Village was built without firstly building a road to access the port. As a result, this port was left abandoned and unused by the community. In this regard, the local government should focus more on how their development process will have a positive impact for the community, and not just deliver a development to fulfill the demands of the region. As highlighted by Nichersu and Iacoboaea (2011) and Wong et al. (2006) a plan is not only about how a space should function but also how it is integrated into daily life. Secondly, air transportation between regions has become a vital transportation tool considering this province’s geography. Yet, overpriced fares are a problem, as inter-regional flights are much more expensive than outer-regional flights. To deal with this problem, the government should provide laws and regulations to private airlines companies in order to keep flight charges low, so it can be accessible for the whole community, especially considering marine transportation cannot be available all year because of limitations caused by weather.

(d) **ICT networks:** telecommunication is the main form of communication in North Maluku province. Many areas, even in villages and sub-district areas are now covered by wireless telephone. The one thing missing is the provision of internet network. Compared to other provinces, internet networks in this province are still limited and the connection is very slow. Still, the locals take advantage of the internet, and even students in elementary school are familiar with internet functions. Considering the high demand and the poor supply, increasing communication services is the solution to overcoming the increasing demand for this ICT network.

(e) **Urban networks:** more detail of urban networks is not illustrated in the RTRW draft. However, the links between cities are specifically described. The writer was keen to know more about urban networks in North Maluku areas. However, according to the interviews more details about planning implementation is elaborated in each regional and municipality area’s RTRW, while the province will be structured in RENSTRA (North Maluku Strategic Plan). Overall, the development pattern mentioned in RTRW is a **Linear Development Pattern** where most of non-agriculture land use is concentrated on Provincial Road Traffic. This pattern is considered ineffective considering many people live far from the traffic. So if the development is only based on Provincial Road Traffic, then it cannot reach the people. Local planners should adopt more appropriate development patterns to suit this province’s geographical characteristics in order to create more equitable developments that can be utilized by all levels of society.
5.1.3 Obstacles in the implementation of Spatial Planning in North Maluku

Couclelis (2005) described that a spatial plan is vulnerable when it is created for long-term period. The writer has also noted that planners must be able to accommodate future uncertainties and unpredicted obstacles that might appear and be able to influence the spatial plan (Couclelis, 2005). Up until now, geographical and socio-political factors are two hindrances on North Maluku’s development as well as the problem in which a bottom-up planning approach has not been effectively implemented. Based on the results obtained in chapter 4 (CASE STUDY RESULTS), the obstacles in implementing spatial planning in North Maluku are divided into four factors;

a) **Capable planner**

The indication of the lack of capable planners in dealing with the locals’ spatial planning system is one of the issues found in this study. The ability of local planners to understand the spatial characteristic is questionable. It was stated by the interview participants that many development structures in North Maluku have been adapted from Java Island. As the characteristics are different between North Maluku and Java, the local planner must be able to specify what the area really needs, and how it will suit the local conditions. Moreover, the lack of control and evaluation management has led to unsustainable development. This has been concluded by the writer as the result of direct observation in Morotai. By the time Sail Morotai 2012 event was done, there was no effort to continue a legacy. An example of this is the closing of museum that was supposed to be continually open for the public after the event, and not only during the event. In general, what the writer has found is that Sail Morotai 2012 was whose sole purpose was an event to attract investors and visitors to North Maluku. However, the essential point of sustainability and development is to maximize and serve the local people. Besides, there is also the indication that this event was only to run the central’s government program so there has been no follow-up action afterwards.

b) **Politics and Power**

Political control has also become one of the challenges in effectively implementing planning systems in this province. Since the changing Indonesian democracy for direct election of regional heads, many issues of nepotism are arising. In North Maluku for example, many positions of power change hands after less than a year in the post. Even in regional areas, people who are not in line with the regional leaders have been removed from their posts and reassigned to the districts. Goodwill on the part of elite politicians and local authorities are extremely vital in maintaining and developing the growth in this province.

c) **Vulnerability of natural disasters**

As indicated in RTRW (North Maluku Spatial Planning Act), the geographical condition of this province has a significant impact on how this province is exposed to natural disasters. By indicating areas that are vulnerable to natural disaster (Figure 23) the RTRW assists governments in preparing Hazard Maps and Disaster Vulnerability Maps. This spatial plan has fulfilled the function of a steering wheel and guidance for both the government and the society (Sparrow et al., 2004). This plan can be used to prevent people from accommodating disaster-prone land, as well as to provide policy guidance for the development agenda in North Maluku province. In other words, it delivers the
function of spatial and social control by the government to the community, on top of protecting the region from natural disasters in the future (Albrechts, 2010). Specifically, the draft of RTRW was also prepared as a spatial plan document that focused more on preventing and reducing the risk of natural disasters in North Maluku’s urban development.

d) Vulnerability of conflict
In recent times, many conflicts have occurred as a result of changing democratic systems in Indonesia. Rather than benefit the country with better democratic systems, the direct election of regional heads has turned out to create a bigger gap between ethnic groups. Every time local elections are held, they end in chaos between supporters of candidates. As this problem not only happens in North Maluku but almost in every Indonesian region, the increased awareness of voters on selecting the appropriate candidate not based on ethnicity but based on capability is required. Yet, even if conflicts between race and religion are no longer occur, preventive action is still needed to reduce the risk of potential conflict because of the social gaps in this country.

e) The central government’s role in influencing regional development
Friedmann (2008, p. 12) has acknowledged that “the linkages between urban and national development are still inadequate to be understood”. This finding can also be found in the implementation of planning system in North Maluku province. As abovementioned, a bottom-up planning approach has been adapted in this province’s planning system. Planning occurs in sub-districts and villages (lowest level) and also at a national level (highest level). The planning proposal that has been drafted will be decided by the national government, whether or not these proposed developments align with the national development agenda. This means, even though many plans are delivered from the lowest governmental level with the involvement of local society, the central government is still the one to decide which development proposals are approved. Information gathered from the interviews stated that planning proposals from sub-district and village levels sometimes do not reach the central government because it has been cut out at the regional or provincial level. This shows how central government still plays a vital role in the Indonesian planning system. However the central government is also required to obey what is stated in the province’s RTRW. For instance, in the National RTRW (National Spatial Planning Act), there are areas in Sofifi zoned as forest conservation area, but then at present the provincial government has changed the area’s function to be office and residential spaces. Then this change needs to be revised in the National RTRW (National Spatial Planning Act), so there is an integration between National RTRW and the province’s RTRW.

f) Community awareness to contribute in the planning process
Interviews with local citizens have suggested that there is a willingness to contribute in planning meetings. However, the significance of the community’s attendance is questioned as it is unclear whether it will have an impact on the development of the region or not, considering that planning the results often differ. Doubts remain over the government’s performance and this community distrust with the government’s relation to planning purpose. This also shows the different understanding in the term of development the perspective of the community and government. For the community, development is
more about physical infrastructure, while to the government, development is not only about physical infrastructure but also about social and cultural development such as health and education.

5.2 The Role of Tourism in Regional Development

Tourism is the world’s largest sector (Simão and Partidário, 2011). In Indonesia, this sector has become the third biggest sector in bringing foreign currency into the country. Therefore, by looking at the existing tourism potential that each province has, the Indonesian government initiated many tourism events to help boost their regional governments. North Maluku, as one the newest Indonesian provincial areas, was known nationally since it was declared as the location for Sail Morotai 2012. In Morotai the infrastructure was improved, each house’s fence was painted, public services such as banks, hotels and restaurants were developed in order to support the event. Tourism fever has affected provincial development altogether. Many regions and cities competed to develop their tourism spots to attract expected visitors similar to Sail Morotai 2012. In Ternate for instance, since Sail Morotai 2012, many tourism developments have suddenly appeared everywhere. Abandoned historical spots such as forts (colonial legacy) were restored, museums were built and beaches were cleaned. It appears that tourism has become very popular in this province.

The interviews have suggested that in the last three years the North Maluku tourism sector has grown. Tourism potential in this province has also been noticed and improved. The issue raised by stakeholders is not only how this potential has developed but also how to preserve and maintain it considering the benefits that this sector may provide. Referring to Moscardo (2011), this sector has five ultimate benefits for an area; boosterism, economic, physical/spatial, community and sustainability. Below describes how those five benefits were found in this research case study - Sail Morotai 2012:

(1) Boosterism; considering the potential of natural, historical and cultural tourism in this province, the Sail Morotai event created the chance for North Maluku province to promote itself. Many interview participants also highlighted how Sail Morotai 2012 became an entry point for many investors and encouraged regional promotion nationally and globally. Natural potential such as beaches, lakes and mountains are just some magnets to draw visitors. Historical heritage has also become a source of attraction for both local and foreign visitors. This province is also rich with many cultural events. Originally, many cultural events were held every year because it is a part of the local tradition. Currently, these have become tourist attractions; for instance, the kololi kie ceremony (Figure 18). This tradition at first was held when there was the possibility of a Gamalama mountain eruption. Local people ride boats around the volcano as a form of prayer to God to save them from disaster, as well as to show respect to the ancestors. Nowadays many tourists come to Ternate to attend this ceremony. As a result, this cultural heritage event has been included into North Maluku’s annual tourism program. Doing this has helped the locals to keep this cultural tradition alive.
(2) Economic; tourism can improve the regional income as well as boost profits. Residents can gain economic benefit from selling food, souvenirs and handcrafts for visitors. At the moment, the province’s souvenirs are still less varied compared to other Indonesian provinces. So the more services provided the more job opportunities can be created for residents. For instance, when the Sail Morotai 2012 event was held, many students who were majoring in English Literature were hired to be interpreters for foreign visitors. According to the interviews, food sellers during the event made a profit of Rp.12.000.000, - (approximately1000 Euro) per day. Nonetheless, this has also become a problem for many visitors because the price of food and transportation during the event was six times higher than on normal days. This has caused concern that many people will not re-visit the island because of the expensive costs on the island.

(3) Physical or spatial; focusing on the tourism sector, many infrastructure developments are prepared by the government. For instance for the event to succeed, many ATMs, banks, restaurants, hotels, residential complexes and museums were built on Morotai Island. Following that the mobile phone signal was improved, many roads were built, particularly to previous unreachable areas with tourism potential such as Tanjung Jaigila (sub-districts) and even clean water was provided, which truthfully delivered huge advantages for the locals. The Morotai infrastructures development went beyond all of those previously existing urban areas as the result of the Sail Morotai 2012 event. Additionally, the local government now focuses more on developing district areas since many of the tourism spots are located in the district areas. Moreover, local authorities stated that since this event has very much benefited the region in infrastructure development, they can use the local budget to focus on improving education and the health sector.

(4) Community; the involvement of local people in tourism is extremely essential considering they are the ones who are able to control and manage the daily operations within the touristic areas. This sector has a huge influence on improving quality of life as long as this sector is treated wisely and well managed.

(5) Sustainability; by promoting tourism, many visitors are expected to come and visit the province. So the environmental conditions need to be well managed to attract the visitors. For example, before Sail Morotai 2012 was held, Dodola beach (see APPENDIX 1-Table 13) was dirty and unregulated. But since the event, the government and local community have worked together to clean up the waste and to maintain the beach’s healthy condition.

5.2.1 Main Actor in North Maluku Tourism Planning
In new provincial areas like North Maluku, the government still plays an important role in developing the tourism sector since private sector contribution is still lacking. As found in the interviews, all the travel agencies in North Maluku are only able to sell airplane tickets. They do not provide any tour programs to be promoted. Local authorities are the only players to organize and manage the tourism potential the area has, while private sectors who are involved in this sector are hotel owners and travel agents. Local society on the other hand, contributes to this sector as tourist and businessman. Some people who live in the surrounding area take the opportunity to open food stalls. Many of them sell food and traditional snacks. However, sometimes they do not heed the rules. For instance, even though some spots are forbidden as retail areas, some still open their food stalls. The cost of the food is always over-priced, obeying regulations set by the authorities. For the locals, natural tourism such as beaches is the main source of attraction, while cultural and historical tourisms are seemingly less attractive.
Nevertheless the government is the main factor behind the tourism sector in North Maluku. Their role has also not gone well considering it is the only Tourism Agency to manage and organize all tourism affairs. As shown in Figure 3 and Figure 4, Smith (1988) and Moscardo (2011) have highlighted the importance of stakeholder collaboration when dealing with the tourism sector, because this sector must be backed-up by many facilities and public services such as accommodation, transportation, food services, retail and many more. Therefore, in North Maluku, this sector cannot be independently managed and run by one Tourism Agency. Other governmental agencies such as the city sanitation department, marketing offices and other governmental agencies are required to simultaneously develop this sector. Likewise, private sector involvement is also vital to provide services such as accommodation and transportation facilities in order to sustain the tourism.

5.2.2 The Integration of Spatial & Tourism Planning in North Maluku

In the interviews the respondents were sometimes vague when explaining whether or not RTRW and RIPPDA have been integrated into one another. All of the participants agreed that RTRW and RIPPDA must be integrated. However, some of them doubt the integration has happened, while some are uncertain because they have not read the two documents yet. As it was analysed from the interview results and the documents of RTRW and RIPPDA, integration has been done by determining tourism zones in North Maluku.

In RTRW, the tourism sector is highlighted and divided into three main development agendas, which are historical, cultural and natural tourism. RTRW has also indicated areas where tourism potential is stronger. For instance, Ternate, Sula Islands, Morotai Island, North Halmahera and Central Halmahera are some areas that have a historical heritage that can be preserved, such as European relics. So these areas are considered historical tourism areas. The areas to be developed as eco-tourism areas are also shown. These are the areas that have islands with beautiful white-sand beaches and marine parks. Natural tourism points as stated in RTRW are mostly general, since almost every region and city in North Maluku has lakes, caves, bays and waterfalls. The most significant suggestion attained from the RTRW is the possibility to provide a forest tour in the National Forest of Lolobata as it is one of the world’s top 10 forests with varied endemic species. Nevertheless, some of this tourism potential mentioned above is rarely promoted and informed to the local community. Therefore, most of the local people have no information about these existing tourism plans in this area. Also geographical location and the expense to access the islands has become one of the obstacles in developing tourism. The analysis in coping with the lack of access, facilities and infrastructure in tourism areas has not been evaluated in detail in the RTRW. The document just provides the infrastructure development plan in general. Also there is also no specific indication or figure showing detailed tourism areas. We can assume that these may be included in each regional and municipal RTRW. Overall, Figure 20 indicates which areas will function as preservation areas and which areas will be developed.

In RIPPDA a detailed description of tourist the attractions in North Maluku was highlighted. The issues and challenges facing the developing tourism sector have also been provided. This shows that there is still poor integration between tourism and other sectors, especially considering that the Tourism Agency is the only factor behind the province’s tourism sector. As pointed out in Figure 3 and Figure 4, tourism is a sector that is highly dependent on many other sectors (Tribe, 1997) and actors (Wheeler, 1995) in order to be run effectively. Strategically, the adaptation of a regional development approach into the tourism sector has been divided into three categories; (1) growth pole; (2) functional integration and (3)
decentralization approach. In the case of North Maluku’s tourism development, growth pole is gradually being implemented, since tourism has become the driving force of infrastructure development in regional areas (as in the case of Sail Morotai 2012). However, functional integration is still a problem considering not only the lack of adequate transport links from one tourist destination area to other destination spots, but also considering social issues given that the local’s do not utilize the tourism opportunity properly, over-charging food sellers and ignoring the rules for example. Lastly, a decentralization approach is not managed and organized properly because of a lack of funds in regional budget. Also, even though in RIPPDA the description of tourism potential in each North Maluku region has been explained in detail, there is no further explanation on how disaster risk areas in RTRW (Figure 23) will be managed. Of all the approaches adopted, none have focused on managing tourism in disaster risk areas. So if the integration was fully implemented, this information should to be taken into account considering the RTRW has specified that the North Maluku spatial planning system will be based on disaster risk management.

5.3 The Implementation of Collaborative Planning in North Maluku

A collaborative planning approach is not a new system implemented in Indonesia. As previously mentioned MUSRENBANG has become an instrument on dealing with collaboration between each development sector and each stakeholder to gain a consensus in North Maluku’s annual planning development process. Each governmental sector also has its own annual planning meeting similar to MUSRENBANG, but only to discuss one specific field such as agriculture or tourism. RAKOR (Rapat Koordinasi – coordination meeting) have also been conducted by BAPPEDA with each governmental agency attending a meeting every three months in order to discuss the development process in each area.

The documents of RTRW and RIPPDA have also highlighted the importance of public participation in forming these two planning documents. Yet, there is no explanation of how they have involved the community in the document-making process. It has however been mentioned that planners did conduct some interviews with traditional leaders regarding land occupancy in remote areas but there is no further information related to public participation.

5.3.1 Stakeholder Collaboration in Organizing Sail Morotai 2012

Before and during the implementation of Sail Morotai 2012, the collaboration and coordination process was moving slowly. There was an indication from three committees (national, provincial and regional committees), that collaboration and coordination between the provincial and regional committees was the weakest. National committees only passed on the information through the provincial government but then this information was not shared with the regional committee, particularly when the information was related to the budget. According to the interviewees, the event’s control was mostly handled by the national committee. Some participants claimed that this event was generally run by the national government and not for the locals considering almost everything was organised by the national government. Yet, the locals had no opportunity to attend the event’s opening ceremony because of the president’s security concerns. A further problem was encountered when the private sector such as academics who were on the committee did not even know the event’s schedule. They were just involved in bringing participants for seminars to support the event.

The strengths of the collaboration process were only realised when the sharing of ideas and information took place between all committee members. This shows that all members have the influence and have
power to express their opinions. However, in the implementation, the execution was different since not all committee members were fully involved. In the implementation process, it seems that national government was considered the host of the event and not the provincial or the local governments. To some participants, this implied that the Sail Morotai 2012 was a national event, and did not really focus on the local’s needs. The research found that the lack of collaboration occurred as a result of each committee member waiting for orders from the national government, and did not have the initiative (or the responsibility) to act independently. For instance, every time there was a meeting to discuss the event, it was the authorities that were late or did not attend the meeting. From the interviews and information gathered from the media, even a year before the event took place, the local authorities still had no idea about how to form the event. All of the instructions came from the central government. Below is the analysis on the strengths and weaknesses of stakeholders’ collaboration during the event (Table 12):

<table>
<thead>
<tr>
<th>Stakeholders</th>
<th>Strengths</th>
<th>Weaknesses</th>
</tr>
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<tbody>
<tr>
<td>Government</td>
<td>Sail Morotai 2012 increased the level of trust between each governmental level because the program offered by national government had a direct benefit to both province and regional areas.</td>
<td>The responsibility of each committee at a national, provincial and regional level was not clear. The central government still played a huge role in directing everything related to the event. The provincial committee took part in delivering the infrastructure development and the regional committee provided areas for the event. Yet, in the event implementation process all the information and arrangements came from the central government.</td>
</tr>
<tr>
<td>Private sector</td>
<td>This event had a huge impact on promoting North Maluku as a tourist destination. This event offered the opportunity for the private sector to work together with the government and the local people.</td>
<td>Only some huge sectors such as mining were willing to help with the event’s promotion. Some stakeholders relied on the government to support the event.</td>
</tr>
<tr>
<td>Community</td>
<td>This event made the locals aware and proud of their region. They worked together with the government to prepare for the event by cleaning beaches and other destination areas for Sail Morotai 2012, and opening food stalls.</td>
<td>The local community played a small role, even though they were keen to be more involved in the event. The interviews indicated that the government was the main player in this event. The local people were asked only to welcome the visitors.</td>
</tr>
</tbody>
</table>

5.3.2 Government Strategy to Encourage more Public Participation

*MUSREN BANG* is the only way to increase public participation in the plan-making process. However the interviews showed this meeting is not really effective in attracting public participation in the planning process. Taking into account that generally people who live in district areas are less educated, the approach taken from BAPPEDA might need to be more informal. As acknowledged by Niethuis et al., (2011, p. 105), public participation on dealing with planning-making process is varied (page 18) as some are **active** participants, some are **doubter** participants and others are **sideliners**. Therefore, more familiar approaches are an appropriate way to attract more public participation in the planning process. In this
regard, the government can attend local meetings or local events as these can attract more public attention and can diminish the power imbalance between the government and the local people.

Public participation on execution of Sail Morotai 2012 was high. Although at first this event may have been rejected by the local community, because of the political situation raised in the region, but, by the time the event was running, many people participated in order to make it a success. Many strategies were implemented by the government to encourage public participation. The attendance of North Maluku’s Governor in introducing the event *Pesta Rakyat (traditional musical concert)* was one of the ways the local government promoted participation and attracted attention. As a result, the government directly informed the society about the event they had planned, and explained what they expected from the local society. This is considered a more personal touch rather than arranging formal meetings that can only be attended by some within society. Moreover a sense of belonging and togetherness bound both government and society to work together on the Sail Morotai 2012 event.

5.3.3 Conclusion
Spatial, tourism and collaborative planning approaches have had a huge influence in the development of North Maluku. The evolvement of planning systems from top-down to bottom-up approaches has influenced the way planning systems are run in this province. Decentralization has also pushed this province to independently form its own spatial planning act that can guide provincial growth. Similarly, tourism has contributed significantly in changing this province’s infrastructure development, particularly in new-formed regional areas such as Morotai. With the support of tourism, both local the government and local citizens are tested on whether or not they are able to improve their region after the Sail Morotai 2012 event. Collaboration process between different stakeholders on delivering the event was necessary. The reality of how the local government relies so much on the central government to realise this event has also indicated that a bottom-up planning approach is not yet effectively implemented when it relates to national programs such as the Sail Morotai 2012 event that was subsidized by APBN.
6 CONCLUSION & RECOMENDATION

6.1 Conclusion

This study aimed to investigate how spatial, tourism and collaborative planning approaches have been implemented in North Maluku. First of all, this research analysed how spatial planning was applied in North Maluku without the formed of Spatial Planning Act. Secondly, it describes how the tourism sector contributed to spatial development in the province, as well as how spatial awareness and tourism is integrated to aid the province’s growth. Lastly, a collaborative approach was examined by analysing how collaboration between stakeholders was delivered during the execution of Sail Morotai 2012. Sail Morotai 2012 was the case study for this research considering the importance of this event in the province.

To conduct this study, interviews, documents and literature were the mediums used for data collection. The case study of the Sail Morotai 2012 event was chosen in order to narrow the focus of this study so that only spatial, tourism and collaborative planning approaches were analysed, as many complexities became apparent in the research findings. This event had a large influence on spatial and tourism development in North Maluku, particularly in Morotai. Many infrastructure developments were built to for the event. Local people have benefited from this event. However, a challenge for both the government and society is to sustain all the developments after the end of the event. Some facilities were abandoned when the event finished. On the one hand, it is too early to analyse how much this province has benefited from the event, considering the event was just a starter point to develop the whole regions in North Maluku. On the other hand, in reality a program in which the national government is also involved has a significant impact on driving the local and regional governments in taking action. Besides, the support from local citizens can be easily sought because of the sense of belonging and togetherness that really exists within the local society.

6.1.1.1 Spatial planning

Spatial planning is simply described as a multi tool for the government in order to direct both spatial and social control. It is a must have planning document for each region in order to guide an area’s growth. North Maluku is a newly-formed province in Indonesia. Even though this region still doesn’t have its own Spatial Planning Act, many supporting documents have so far become the province’s guide for spatial development. This suggests that even without RTRW, each province can rely on its own RENSTRA to lead the province’s planning development. Furthermore, planning development in this province is required to be integrated with national development priorities, as each province’s Spatial Planning Act must be based on the National Spatial Planning Act which is the most important of all the planning documents. The importance of the Hazard Vulnerability Map has been noted since the province’s is highly vulnerable to natural disaster. However, there is no detailed implementation on how the map will be functioned. For instance, there is no information describing building height limitations that in areas vulnerable to natural disasters. Likewise, the correlation between the Hazardous Vulnerability Map and its influence on tourism cannot be found in RIPPDA. If both documents of RTRW and RIPPDA had been effectively integrated, the detailed implementation was supposed to be indicated in the documents, so it can be a binding regulation to all stakeholders on dealing with spatial and tourism development in this area. Moreover, it notes that the planning system in North Maluku has also practiced a bottom-up planning approach. This approach is acknowledged as the most ideal approach to be adapted to this province.
planning system. However, the implementation is limited to the procedures where planning proposals come from the lowest governmental level (district areas). There is still a lack of attention paid to the outcome of this process, and there is still a problem with transparency and sharing information with the public. Consequently, the gap between the government and society is still somewhat distant because there is still distrust between the public and the local authorities. The delegation of authority between national, provincial, and regional areas during Sail Morotai 2012 has been questioned considering most actions and responsibilities were still directed by the central government. The local government played a small role on the event preparation. It appears that when the local government runs a national program, then the main actor is still the central government while the locals are only supporting actors.

6.1.1.2 Tourism planning
Tourism has become more and more popular in boosting regional development in Indonesia. The Sail Indonesia programs were introduced to areas with high tourism potential in order to increase social welfare and to balance development between regional areas in Indonesia. North Maluku with all its potential was fortunate to host Sail Morotai 2012, since this event has so many advantageous forms of infrastructure development. Not only has this even become a way to improve infrastructure development, but it has also improved the status of the region from an unknown village to be noticed in national and global scales. As a result, investors are now willing to invest in this province and this in turn creates many job opportunities. However, the implementation of this event has left a huge responsibility with both the local government and the local residents. They are challenged to focus more on developing this province after this event, since this event has provided more opportunities for the locals. If the infrastructure developments can be wisely treated and can be creatively developed, then it will benefit the locals even more. On the other hand, if it is not well-managed, this province will not only lose this opportunity but will also lose their trust in the national government when considering future proposals.

6.1.1.3 Collaborative planning
As previously stated a bottom-up planning approach was implemented in this province through the annually held MUSRENBANG. However, the interview results indicated that many stakeholders had different perspectives on this process. It appears that many citizens felt that their thoughts and ideas were not seriously taken into consideration in the annual planning meetings. Moreover, other non-government bodies were rarely involved in the meeting. Even if they attend the meeting, their attendance was merely symbolic without having any valuable contribution on the decision making process. The interviews have highlighted that the local citizens and the private sector are aware and are willing to contribute in the province planning development as long as their aspirations are heard. Examining the collaboration between stakeholders in the Sail Morotai 2012 event, we can see that collaboration is attainable obtained if it aims for public interest. Patriotism has also facilitated this coordination process. As a result, massive public attention and public involvement was obtained because of the more social approach taken by the government to involve the local residents in the event. So in fact, this is just about the strategy used by the government to encourage the participation of other stakeholders since in this province, the government is still the main actor behind all the development processes.

6.1.1.4 The hindrances in the implementation of spatial, tourism and collaborative planning approaches in North Maluku
Many obstacles were faced during the implementation of the spatial, tourism and collaborative planning approach in North Maluku. Not only because this province is a new-formed area, but also because there is
still no *specific guidance* on how planning development is supposed to be managed. Vulnerability to natural disasters is also a barrier on delivering spatial development that can be achievable by all elements of the society. Spatial planning systems in this province are required to be more flexible in order to cope with areas with a high risk of natural disasters as well as the potential risk of social conflict. Direction on what action the government should take to deal with those problems is urgently required. In this case, the capabilities of planners are vital in order to direct the province’s growth and to reduce the probability of risks. Both RTRW and RIPPDA have indicated the problems this province has. However, the problems stated do not have practical solutions. Therefore, more concrete and well executed plans are needed in order to cope with the North Maluku planning development agenda.

To sum up, spatial, tourism and collaboration planning approaches are inter-related to each other. Spatial planning in this case has a main role to steer the development proposed in an area. While, tourism is a sector to boost regional development it is required to be *in line* with spatial development, so as to cope with infrastructure development and future uncertainties such as natural disasters and any social conflict that may occur. To deal with this spatial and tourism integration process, the involvement of many stakeholders is necessary. Therefore, a collaborative planning approach played a role in teaming-up all the stakeholders that were involved in this process to achieve a consensus and to balance the power between all actors in the plan-making process. Governments, the private sector and local citizens at each governmental level have a significant influence on delivering the development process in an area.

6.2 **Recommendation**

Spatial development in each Indonesian area should be structured differently, since each area has its own specific characteristic. A bottom-up planning approach is an ideal way to form a spatial plan since the locals have more knowledge of the local conditions and the local needs. Moreover, the province’s spatial plan is used to guide North Maluku’s development. Planners are required to not only build the area based solely on the local needs but also the community’s needs. In other words, spatial development does not simply consist of building infrastructure but also making the infrastructure functional for the community.

The capabilities and willingness of planners to decide the provinces’ futures really rely on the government’s action. Therefore, political or personal interests need to be ignored if spatial development in North Maluku is to be well executed. Capabilities of governments to encourage more public participation in the plan-making process also depend on the approach they take. A More *informal* approach that culturally is more accessible for the local society will be more effective rather than just forming a formal annual *MUSRENBANG* meeting that can only be attended by some elements of society. Moreover, as the awareness and attention of the public involved in government programs rises, follow-up action to provide more responsibilities and duties for citizens is also necessary. For example in the case of Sail Morotai 2012, the citizens were only involved in welcoming the guests. Interview results pointed out that the citizens were willing to be more involved if they were given chance by the government.

Transparency has also become a main issue in forming development plans in this province. The interviews stated that some of the local citizens were not aware of the creation of planning documents. The accessibility of these documents to be available for public is also necessary in order to attract people to be more active in controlling and contributing to the plan-making process.
Related to the development of the tourism sector in North Maluku, more realistic targets are much more important than short-term targets. For example, attracting and serving local tourists should be the focus rather than only focusing on attracting national or international tourists. Existing tourism potential must not be abandoned after events have ended. On top of that, concrete action from the local government is required so that they are not only depending on the central government to build their regions but also have the power to decide what plan is the best for the province’s growth.

Overall, the implementation of spatial, tourism, and collaborative planning approach in North Maluku has been adapted in this province’s planning system. However, the implementation every so often is not effectively delivered. More appropriate strategies and comprehensive action is necessary to ensure these approaches are fully adapted to assist provincial growth. Increasing awareness, transparent systems, effective collaboration between stakeholders and the amount of integrated programs between all governmental sectors are critically important to facilitate the spatial development of this province.
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## APPENDIX 1

### Table 13: The Festivities of Sail Morotai 2012

<table>
<thead>
<tr>
<th>No</th>
<th>Event Pictures</th>
<th>Pictures Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td><img src="image1.jpg" alt="Image" /></td>
<td>One of the marketing strategy used to promote this event was by doing a contest for Sail Morotai 2012 Logo (<a href="#">ANTARANEWS, 2012</a>).</td>
</tr>
<tr>
<td>2</td>
<td><img src="image2.jpg" alt="Image" /></td>
<td>Dodola Island is located in Morotai and is becoming one of the favourite tourist destination areas in this region (<a href="#">Saputra, 2012</a>).</td>
</tr>
<tr>
<td>3</td>
<td><img src="image3.jpg" alt="Image" /></td>
<td>Soya-soya dance performed by dancers from all over North Maluku in the opening ceremony of Sail Morotai 2012 (<a href="#">www.google.com, 2012a</a>).</td>
</tr>
</tbody>
</table>
High school students participated on welcoming guests of Sail Morotai 2012 (www.vivanews.co.id, 2012).

Singing & Dancing in Traditional Cloths to welcome the President (www.setkab.go.id, 2012).

This event also supported by Indonesian Navy (www.google.com, 2012b).
Students participated on toned up the event (www.detiknews.com, 2012).

President Susilo Bambang Yudhoyono inaugurated the opening ceremony of Sail Morotai 2012 (Deskinfo, 2012).

The local citizen’s enthusiasm on welcoming Sail Morotai 2012 event by building the same fences in front of their houses (Out, 2012).
<table>
<thead>
<tr>
<th>Page</th>
<th>Image</th>
<th>Description</th>
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<tbody>
<tr>
<td>10</td>
<td><img src="image1.png" alt="Image" /></td>
<td>Yachts participating in Sail Morotai 2012 event (<a href="http://www.kkp.go.id">www.kkp.go.id</a>, 2012).</td>
</tr>
<tr>
<td>11</td>
<td><img src="image2.png" alt="Image" /></td>
<td>Sulamadaha Beach in Ternate Island (one of the destination locations for Sail Morotai 2012 visitors) (Azis, 2012).</td>
</tr>
<tr>
<td>12</td>
<td><img src="image3.png" alt="Image" /></td>
<td>Tolire Lake in Ternate with the view of Tidore &amp; Maitara Islands (neighbouring islands of Ternate) (Azis, 2010).</td>
</tr>
</tbody>
</table>
APPENDIX 2

Figure 19: Official Letter from WUR
APPENDIX 3

Figure 20: the Map of North Maluku Spatial Pattern Plan

Light Green Colour is forest preservation areas
Figure 21: the Map of North Maluku Spatial Structure Plan
Figure 22: Map Transportation Development Plan in North Maluku
Figure 23: Multi Risk of Natural Disaster in North Maluku Areas