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Submission date: 02-Nov-2023 02:48PM (UTC+0700)

Submission ID: 2215065748

File name: 2243-4897-1-SM.pdf (2.31M)

Word count: 3468

Character count: 20061



2
Sustainable City: Government, Private Sector and Public Cooperation, and Environment Siding with Infrastructure Development

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3
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ABSTRACT

Infrastructure is the mover of economic growth and road and river are infrastructure facilities. Traffic congestion and flood phenomena in urban area can be perceived as the shortage of physical infrastructure, which means space is needed. Urban regulation on physical infrastructure development is part of development process, a product of negotiation that is affected by economic, juridical, and information aspects of the actors.

In the field, the realities are permits are source of income, market oriented urban development, and participatory and community-based development which is more of an implementation of a project. This shows that development actors who possess the resources still focus on their own interests.

The siding on one of the actors as political authority shareholder to less fortunate group will have a positive influence on a more just decision. If the role of the city is recognized as the developer of economic power for all and all actors have the willingness to side with environmental and general public interests, city development will progress sustainably.

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2
Keywords: Sustainable City, Government-Private Sector-Public Cooperation, Environment siding

1. Introduction

Sustainable development based on Brundtland report has become the leading concept in the 21st Century. Sustainable development lays out a development that corresponds to the present generation needs without jeopardizing the opportunities of the future generation. Sustainable development has become an important objective of all sectors of life such as ecology, socio cultural, and economy. Ecological approach seeks environmental balance and preservation, conservation of vital natural resources, and prioritizing the enhancement of non-material

quality of life. Socio-cultural approach is justice and equal access to natural resources and public service, and respect cultural diversity and gender equality. Economical aspect approach is economic growth intended for public welfare that can be achieved through innovative technology with minimum impact to the environment (Rogers, 2008).

Sustainable development can be achieved by maintaining the existing resources (Brunckhorst *et.al*, 2006). In order to maintain the resources, approaches in the development that should be done are: a) Environment Protection with the orientation on protecting and maintaining natural and built environment,



b) Social Development with the orientation toward community self-help and solidarity, potential enhancement of all community element in order to create a strong and self-sufficient community, c) Economic Development. Harmonizing material welfare requires capacity building to increase income by taking into account physical environment impact and social impact.

Sustainable city is a city capable of competing successfully in global competition and maintaining cultural vitality and environmental harmony. The concept of sustainable city is a strong global concept that is expressed and actualized locally. Approaches in city planning that are currently done are deviating a lot from and abandoning welfare and preservation aspects. This happens a lot in various world cities with great background and history (Antariksa, 2004). City development and planning becomes part of city modernization without taking into account the aspect of society culture.

In the context of sustainability, partnership among the development actors, the implementation of Public Private Partnerships (PPPs) or government and private sector cooperation (KPS), i.e. cooperation between public actors (government and society) and private sector, public sector, and private sector and community sector is considered as the right mechanism to achieve the objective of sustainable development, in this case is urban infrastructure development. Therefore, “good governance” becomes an important issue and a guarantee for the donor to aid the development. Government, private sector and public cooperation has been successfully used by some developing countries especially related to management and finance.

Public Private Partnerships (PPPs) or government and private sector cooperation (KPS), in this case is cooperation between public actor (government and society) and private sector, by some experts (Bult-Spiering and Geert, 2006 and Wong, 2009) is a cooperation of public actor (government and society) and private sector in actualizing and managing infrastructure. The form of cooperation has been successfully used by developed and developing countries in management and funding aspect. Private sector holds an important role in managing, funding, designing, constructing, and operating public facility such as infrastructure. This model of cooperation has been developed to build infrastructure such as road, bridge, water treatment, school, and hospital although the community has had small contribution in this model of cooperation. The benefit obtained from this cooperation is social responsibility and environmental concern related to finance, technology, efficiency and entrepreneurship aspects (<http://America's N.C. on Public Private Partnership.org>).

Healey (1992) through his institutional development theory stated that in each process of development there is a negotiation among the actors involved in each event in the development process. This negotiation process will be influenced by power relationship among the actors, with their own resources. According to Elias (in Verhage and Needham, 1997: 2056), power and dependency are reciprocal. According to Verhage and Needham (1997) negotiation is necessary, because there are dependencies among the actors which include economic, juridical and communication/information dependencies.

In negotiation, there is a term known as “win-win solution”. This can be interpreted that all actors involved in the negotiation process will obtain the benefit they desire in accordance with the cost they can bear. In other words, no actors feel their interests are being harmed or “beaten” by other actors.

Basically, governance can be interpreted as a process of decision making and a process of whether or not the decision is implemented. Good governance has 8(eight) characteristics, **s**., participatory, consensus oriented, **transparent, responsive, effective and efficient,** evenly distributed/fair and inclusive, accountable, and follow the rule (<http://www.unescap.org/pdd/pr..>). These criteria are easy to say but difficult to be implemented, especially when capability or the mastery of information of the actors is not equal.

Participatory development, particularly community-based development, is often considered as the most “powerful” in order for the development benefit to be really obtained by the society as the subject of development. However, some experiences from several participatory development practices apparently questioned the emergence of new tyranny in development (Cooke & Kothari). Participatory approach contains paradox: efficiency effort sometimes “beats” empowerment effort, about institution that often focuses only on formal and clear local organization, etc. (Clever, 2001: 53).

2. Material and Methods

How partnership in development, as participatory, can guarantee the benefit of urban infrastructure development reaches the

communities as urban users, and how partnership is implemented, is something that should be learned further. This considers that public actor resources (government and society) and private sector seem to be very dominant compares to community actor or society.

Another question that is no less teasing is: to whom a city is built? Is it only for the residents who have id card, or city is placed in a position to generate a better live for the entire citizen? In this context, spatial planning **and the improvement of** urban space quality can be questioned its benefit, for whom?

Through this article, the authors wanted to share their opinions on the chance for the “win-win solutions” in urban development to be achieved. Lately there have been many development decisions that cause conflicts, and ended up with the exclusion of the less fortunate group of society from their place. As the “ultimate” weapon, “urban regulation” or “urban spatial regulation” are often used. Regulation, as some other regulations related to physical development can be seen as a product of negotiation too with various interests that should be kept.

This article is entirely based on literature study, particularly related to the mechanism of settlement and infrastructure development. The basic of review is the theory of government, private sector and public cooperation concept.

3. Results and Discussions

Negotiation is a form of conflict management in addition to mediation and dialogue, and is used to deal with conflict in various fields. Negotiation is a tool or

instrument for communication and management side. To learn negotiation, a communicative approach is needed that emphasizes on various interactive elements in a negotiation process. Communicative approach is an approach that explains how various symbols, messages and languages as communication tools are used to receive a suggestion and problem framework that can influence other person in the process of achieving an agreement. Negotiation has an important role for decision makers to obtain or gain better understanding on various complex problems, human factors and dynamism behind the importance of policy problem.

Some basic assumptions of negotiation theory are as follow:

1. Negotiation is a tool or instrument that is used to achieve various objectives. Some features and negotiation processes are illustrated and evaluated in relation with the various intended results.
2. Negotiation as a process that produces basic change in a dispute. This change is probably obstructing various parties in understanding conflict, relationship, situation or themselves. Change can take place at the levels of issue, actors or players, regulation, structure and context.
3. Individual as the driving force in negotiation. Individual has a role in producing various strategic options, handling relationship, managing face, and using power.

Infrastructure as a transportation facility enables people, goods and services to be transported from one place to another all over the world. The role is so important in the

production process and in supporting economic commodity distribution.

Flood and traffic congestion in urban area can be perceived as a shortage in physical infrastructure, such as shortage of green area, road length and width. Physical infrastructure, as with other physical objects will certainly need urban space or place, that no matter how wide is it, will relatively fixed, i.e. the area of its administrative boundary. This means that other space area must be reduced. If development decision is solely based on technological calculation, then the development benefit is predicted to be heavily favor the established group, while the less fortunate one will be excluded.

Technological approach tends to put public and private sectors as the main actors. Public actor, which in the planned development paradigm holds a position as the main actor, in the course of development paradigm is considered as wasteful and corrupt. Private sector is considered as an actor that is able to develop efficiently; however, in reality it facilitates more the established group. Private sector seems to focus on a place that is easy to be sold that might give comfort locally to consumers capable of purchasing the products, but doesn't contribute to the improvement of urban space quality for everyone. The established group obtains urban infrastructure with developed country standard, whereas the marginal group faces various shortages. These private developers usually "take refuge" under formal permit, in accordance with urban plan and other formal regulations.

Permit is more of an economic commodity since it becomes the source of revenue instead of tool of control; therefore,

private sector is easier to obtain space to develop, whereas less affluent society finds their own solution that is easy and less expensive: develop and be active informally, in accordance with their own capability and affordability. They are more of offender of urban development plan and rule. This happens because the regulation itself might have not consider the interest of this group. Regulations seems to be decided merely to facilitate the implementation of physical development.

Public sector – at least on paper – should represent wider public interests. However, people are represented by representative of political groups, while urban space is contested by various society socio-economic interests that do not guarantee their interests are represented in certain political group that forms the basis of representative election. Based on that thinking, urban development decision should involve all parties effected directly by the decision.

“Pemberdayaan” in Bahasa Indonesia is the translation of empowerment which means making something to become powerful or to have power (Merriam Webster in Oxford Dictionary).

To enhance local community role in environmental management, democratic mechanism in daily lives is required, thereby the concept of community empowerment emerges. Public and private sector involvement in implementing community empowerment concept is necessary. The main approach in the empowerment concept is that society is not used as object of various development projects, but as the subject of their own development. Based on this concept, community empowerment should follow the following approach (Sumodiningrat, 2002).

In addition to making the kampong community to be able to stay in (not knocked out of) the kampong that has been built, kampong development is capable also of maintaining cleanliness, security and comfort and capable of developing further or in other words self-empowerment. Good houses are not supposed to be built based on an assumption of what should be needed, but it should be flexible so that the less affluent group is capable of fulfilling their needs. This can be implemented with a participatory and emancipatory policy which means that in making the decisions that will be used the subject of development should be imperatively included in equality (Swasono, 2006).

In comprehensive slums upgrading in Surabaya, bottom-up development is suitable for developing slums community that consists of various ethnics with various cultures and low education. Community empowerment is expected to be able to guarantee sustainability in development program implementation since there is a possibility of a long term program, so that the community can also monitor the implementation of the program (Umajah, 2007).

From various definitions mentioned above, a conclusion can be made that community empowerment is an effort to empower community and make the community to be self-sufficient or in other words is how to help the community to be able to help themselves.

The decision for physical development can be differentiated based on its scale of interest: macro (global, national), meso (province, region), and micro (affected area). The decision for development can also be differentiated from policy type of decision

until technical action that directly affects one's life in a certain place. Development process – in this case is infrastructure – should be designed as such that there will be a series of events that enable the involvement of the right actors for the event, so the chance to find a decision that will benefit “all” becomes more open.

However, this process still have a chance to produce a lop-sided decision or to meet a “dead end”, if the participating actors do not have equal resources to be exchanged or argued, and/or each has no spirit of siding with the environment and orienting toward win-win solution concept. This mechanism will contain negative possibility similar to that of market mechanism or participatory approach that is conducted in a narrow manner instead of more holistic development context.

Major cities in Indonesia such as Jakarta, Bandung, Medan, Surabaya and Makassar had been inhabited before the Republic was born and various regulations regarding urban development had been formed, including the knowledge of the regulation. Therefore, it is highly possible that the citizens did not act erroneously, but instead it was the regulation that was intended to manage that was inaccurate, not in accordance with the needs and capability of the citizens of Indonesia, both as product and process.

Development that opens up opportunity for all to be partners and participate is basically a means for power/resources/interest competition. Subjectively and objectively, win-win solution has a chance to be achieved, if the power and resources capital of the actors involved is relatively equal, particularly information and communication resources. Therefore, empowerment process is necessary.

The siding of public sector, as the shareholder of political authority, with the less fortunate group will have a positive influence on a more just decision. If the role of city is recognized as the developer of economic power for all and all actors have the willingness to take side with the environmental and general public interests, city development can progress sustainably.

4. Conclusion

Cooperation among public, private and community (general public) is the key of development decision through any mechanism: public planning and market or participatory partnership. Development that opens up opportunity for all to be partners and participate is basically a process to seek the substance with their (public actor, private and society) own power, resources and interests capital. The process to seek as the win-win solution concept according to subjective assessment of each actor might be less beneficial for one actor if the decision is measured objectively. This actor might have information limitation so he/she is unable to see the decision as a loss for him/her.

To reach sustainable city, a city should have a role or be placed in a position as developer of economic power for all, and all actors have the willingness to take side with environmental and general public interests so that the city development can certainly progress sustainably.

Empowerment becomes a key that should be able to complement or even precede the implementation of partnership. Subjectively and objectively, win-win solution has a chance to be achieved, if the power and resources capital of the actors involved is relatively

equal, particularly information and communication resources. Community actor (general public), particularly community with no resources, generally is less capable of competing equally with other actors. Therefore, empowerment process is necessary. The siding of public sector (as the shareholder of political authority), with the less fortunate group (general public) will have a positive influence on a more just decision. It is time for the cooperation among public, private and society to sit together with equal right to implement sustainable city through development process that is siding with the environment.

Acknowledgement

The author would like to express her gratitude to Suparti A. Salim and Ismet B. Harun for all the support and new ideas development.

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