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Synergy of the Urban Infrastructure Development Policy at Jakabaring Area

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***Abstract*—Space is a resource that is fully limited and has characteristics that are not uniform so that it does not have all kinds of functions that can be developed in the available space. Space limitation is needed for spatial planning activities that those designed according to the designation are adjusted, using development permit instruments. Jakabaring area as the center of urban development is the alternative to minimize the old city crowded, challenging traffic jams with old buildings had narrow streets. Within 20 years Jakabaring has developed as a new city that is facilitated all the new requirements for all and also made changes to the environment of the area that used to be a tidal swamp farming area and landfill. In implementing the policy of reclamation and development of urban infrastructure, it is often constrained such as: 1. The policies are not synergized between levels; 2. Submission of information and procedures for policies and the use of appropriate and environmentally friendly technologies, are not approved in a comprehensive, in discussions between agencies / institutions within the local government. The slow implementation of the synergy of development policies is caused because each part is related to the regulations given by each agency / institution, along with the budget set for the program that must be implemented in accordance with targets that must be agreed by each agency / institution. In the relationship between the center and the region, the existence of the Regional Autonomy Law, the synergy of development policies between the center and the regions is cut off because each region has the right to develop development policies in its area, while the center will assist the region in accelerating infrastructure development in the regions that produce policy at the central level.**

Keywords—synergy; infrastructure development; policy

I. INTRODUCTION

A. Background of Study

Space is a resource that is fully limited and has characteristics that are not uniform so that it does not have all kinds of functions that can be developed in the available space. The space limitation is the space needed for spatial planning activities which consist of spatial planning that produces spatial planning documents, utilization of the space needed in the applicable spatial documents, and control of the space taken to improve the system developed by spatial planning, including using development permit instrument.

Space needs for development is one of the problems in the field of public policy, is a policy that is related to shared life, and not the distribution of one's life or group [1]. The series of public policies itself is very large, and the first form of public policy is the formal and legal regulations that are configured.

The need for space for development in the earlier housing areas, such as the Jakabaring Region as the center of city development which had just begun from reclamation activities in 1993. was crowded, challenging traffic jams, because the old city with old buildings had narrow streets. As an alternative development policy for the Governor of South Sumatra, the decision to increase investment in the future through tidal land reclamation in the southern part of Palembang city. In the past 20 years Jakabaring has developed as a new city that is not only for housing, government offices, new economic centers and sports complexes, it has also undergone changes to the environment of the area that used to be a tidal swamp farming area and landfill.

The reclamation policy to increase land cover must be taken when it wants to build city infrastructure. In implementing the policy of reclamation and development of urban infrastructure, it is often constrained by: 1. policies that do not need to synergize between levels starting from the upper, middle and operational levels, including synergies will be carried out; 2. Submission of information and procedures for policies and the use of appropriate and environmentally friendly technologies, are not fully and comprehensively approved, in discussions between agencies / institutions / institutions within the local government.

As time goes on, the development of the city of Palembang, is directed nationally to support a variety of space needs in the city of Jakarta such as the need for the implementation of multi-event sports starting at the national, regional, and even international scale. To meet these space requirements, the initial land typology in the form of tidal swamps is buried into land for development. This research will be carried out in the Jakabaring area, where the land used for the existing development comes entirely from tidal swamps in Palembang City as additional land for expansion of development originating from reclamation. Development policy in the reclamation area is required to be regulated, considering that based on the Spatial Planning and Regional Planning of the City of Palembang in 1999-2009, about 30% of the total area of

Palembang, which amounted to 400.61 Km² was in the form of swamps or 5,835.19 ha and was divided into conservation swamps, swamp cultivation and reclamation swamps.

The development of the reclamation area on swamps is necessary in order to avoid the various problems that will arise as a result of future development considering that the Jakabaring area was originally a tidal area with economic value that has not been utilized to its full potential, transformed into a new area that is better and more beneficial. One of the problems that exists at this time is the reduction in land for water absorption which causes water inundation in the event of heavy rain. New land areas have been used for settlements, businesses, offices, alternative transportation routes, integrated environmental management areas, and to become an integrated sports tourism area, if not addressed properly, it will have an impact on the benefits of social and economic growth in the future.

The reclamation policy for the construction of urban infrastructure is one way to encourage economic growth of a country, which will affect the increase in government revenues. The role of the government in implementing infrastructure development policies is very important and dominant because it involves the availability of the development budget.

This study needs to be carried out considering that infrastructure development activities that are not based on synergistic policies and ignore the linkages between policies related to each other are slow and tend to require higher funding. The slow implementation of the synergy of development policies is due to the fact that each part is related to the regulations governing each agency / institution, the budget that has been set and the program must be implemented to meet the targets that must be achieved by each agency / institution. In the relationship between the center and the regions, with the existence of the Regional Autonomy Law, the synergy of development policies between the center and the regions seems to be interrupted because each region has the right to regulate development policies in the region, while the center will assist regions in accelerating infrastructure development in the regions based on policy outcomes at the central level (Interview, Head of Pusdatin, and Head of BPIW Ministry of PUPR, December 5 and 11 2018).

Reflecting the current condition of Palembang city, the proliferation of infrastructure development has an impact on the low capacity of existing land to absorb rainwater if there is a high intensity of rainfall in a long time (over 4 hours). The city of Palembang has been inundated at 19 points, with the 5 worst distribution areas, of which 4 areas are in the center of the city, due to continuous rainfall since Monday evening November 12 2018.

Development is a very important aspect in the development of a country. One form of development that can be done in a more tangible form is infrastructure development. Basically, infrastructure development aims to provide basic facilities or structures, equipment, installations that are built and that are needed for the functioning of the social system and economic system of the community. Although development has many positive values in improving the community life system, many negative things can be generated, one of which is in the aspect of land use for infrastructure establishment [2].

In the implementation of this development requires a synergy of policies so that the implementation of development can run as expected. The synergy problem of this development policy occurred between BAPPENAS as the owner of the program which was handed down to BAPPEDA, Ministry of PUPR as the executor of infrastructure development that produced DED and the Development Vision was subsequently handed down to District / City PUPR Service, Ministry of Agrarian Affairs and Spatial Planning which was subsequently handed down to the State Land Agency in the Region regarding land availability and acquisition. In the implementation of the synergy of infrastructure development policies experiencing problems between the physical infrastructure development institutions, with the construction of necessary utilities such as PDAM (Local Government Water Company) and PLN (State Owned Electricity Company).

B. Problematic

The existence of the phenomenon of diminishing water catchment areas in urban areas has the logical consequence that the greater the change in the use of water catchment areas into urban use (non-agrarian) will provoke irregularities in land use changes by commercial activities that are not in accordance with existing policies. Palembang City with an area of 400.61 km2 while based on the calculation of the extensive map of Palembang City covering an area of 36,484.94 Ha, 54% of which is swamp land used as water catchment areas of the City of Palembang. Along with the development of the city of Palembang and with the development needs, the swamp land has been touched to become a built area [3].

C. Research Problem

Based on the description in the background, the research problems can be formulated as follows:

- What factors influence the formation of synergies between city infrastructure development policies, and other policies in Jakabaring Area?
- How can the synergy of development policies be held in Jakabaring Area?

II. LITERATURE REVIEW

Policy synergy in general is very often used in the interests of companies / corporations / businesses, literature review and journal / article publications in general the initiative to make synergies in making average decisions starts from the study of business circles, especially for the interests of mergers and acquisitions that have often been done since 1965 where each shareholder (shareholders) was asked to do a synergy on the basis of agreed values / costs [4].

In development policy studies, especially infrastructure development, the effort to carry out synergy in development in Indonesia is basically still relatively and not so long ago, in the 2010-2014 RPJM activity documents have been produced to synergize infrastructure development between the center and regions, but not as planned. The impetus to carry out the

synergy of this policy is seen to be stronger from the results of consultations between stakeholders in the Regional Musrenbang (Development Planning Deliberation) which were continued in the National Musrenbang forum, resulting in the Final Draft of the 2015-2019 RPJMN. This guide can then be used as a guide for the central and regional governments to carry out development activities in each region [5].

From a theoretical point of view, synergy research in policy making is widely used among companies / corporations / businesses. From the literature search results, synergy plays a key role in mergers and acquisitions. Synergy is one of the most important motives for merger and acquisition operations [6]. Eccles et al., emphasizing that many failures occur, though, only because the acquiring company pays too much for the acquisition, suggesting inaccurate synergy assessments as one of the possible reasons for the failure of mergers and acquisitions [7]. In the assessment process, it is very important to assess the risk of poor synergy assessment [8-10]. Value creation in merger and acquisition transactions depends on the expected value of synergy and the effectiveness of the assessment process. Hope ambiguity is one of the main problems in mergers and acquisitions because if there is no true synergy between companies joining in the first place, even high quality, low cost merger implementation can cause only benefits to be ignored [11]. In this case, Sirower observed that synergies are often promised but rarely realized, though without reporting detailed findings about the assessment of potential synergies [12].

In the study of public organizations, a synergy approach to international policy began in the early 1970s, in which developed countries pressed the South to implement sustainable forest management. However, developing countries, grouped in the G77, demand that global funding forests be created to finance lost opportunity costs, arguing that developed countries share responsibility in tropical deforestation through their unsustainable consumption of tropical forest products [13]. But developed countries rejected this proposal and despite new efforts, all international forest negotiations failed to solve financial and technological problems for the satisfaction of developing countries. The 1992 Rio Summit succeeded in launching the Convention Framework on changing climate and on biodiversity, but negotiations on forest management again failed to reach consensus. Five years later, the Kyoto protocol only succeeded in including forestation and reforestation in the Clean Development Mechanism (CDM), as a project for reducing emissions in developing countries.

The synergy of policy in the development of urban infrastructure has become a new trend for public organizations. In Indonesia this activity is formally stated in the Final Draft of the 2015-2019 RPJMN. This guide can then be used as a guide for the central government and local governments to carry out development activities. The concept of synergy which initially is only horizontal, between parts / bodies / institutions that are of an equal nature there is no subordination between each other, and there is no causal relationship, but the consequences of agreed collective decisions on the basis of different roles and responsibilities the same with management in it [14]. Each institution conducts an open interaction system and continuously interacts with its external environment [15-17]. In the concept of public policy / management, this concept undergoes a process of change, which initially is only equivalent / horizontal, developing also towards vertical relations, namely between institutions at the top level with institutions that at the lower level / between the center and the region.

The City of Paris 2010-230 urban climate policy interacts with other policy objectives, such as the economy, competitiveness or social issues. This interaction can lead to compromise and in the implementation of its policies there will be obstacles, or even synergies. Requires a broad interdisciplinary approach, using new integrated city models, providing the first quantification of exchanges and synergies, conducting multicriteria analysis of three urban policies: green belt policies, zoning policies to reduce the risk of flooding, and transportation subsidies. The need to emphasize mainstreaming climate policy in urban planning. [18]. Parties involved: All stakeholders in determining urban climate policy. The application of synergy is carried out through: 1. Studies between policies needed such as economics, competitiveness and social; 2. Model of urban integration through green zone policies, zoning, and transportation subsidies; 3. The possibility of a combination development policy as a win-win strategy; 4. Adaptation and mitigation policies that are free of political interests; 5. Mainstreaming climate policy in urban planning.

A. Synergy of Policy in the Public Sector

In the study of articles published in several journals, the synergy has very extensive studies starting from the international, national and local levels. For international standards, the focuses of the studies that have been carried out include: Forestry / tropical rainforest policies; Policy guidelines for the conservation and use of sustainable ecosystems; Agricultural Policy in the European Union; Policies in vulnerability to poverty and vulnerability to climate change. At the national level, the focus of the policy synergy study that has been carried out includes: Energy development policies in the United States; Educational policy in Canada; Climate change adaptation policy in Mexico; Environmental policy in New Zealand; The dilemma of implementing agricultural policy in Malawi; Rural Development in Brazil. As for the local level, the studies carried out included: Synergy of the Management Model of Corporate Development in Japan; Policy for facilitating climate adaptation in Vietnam; Urban climate policy, Paris City 2010-2030; Local air pollution policy in Sweden; Education policy in Singapore; Urban development policy and flood risk management in Hanoi; and Creation of synergies between policies, procedures and implementation of child welfare systems based on evidence based models.

The parties involved include: 1. For the international level: (A). All countries care about synergized policy issues; (B). Communities affected by the policy. 2. For national and local levels include: (A) All states / regions related to synergy policies; (B) Economic and Business Institutions related to policy synergy; (C). Institutions / Agencies related to the focus of policy synergy implemented; (D) Higher Education / University as a place of study / technology provider that is in accordance with the policy synergy that is built.

Implementation of policy synergy is carried out through: analysis of policy formulations, inter-policy coordination that will be synergized, implementation of synergized policies, and evaluation of policies that have been synergized. In its implementation, a set of agreed rules that are needed in the implementation of policy synergy, coordination patterns, management and leadership styles that are suitable in implementing / implementing policy synergies, and a synergy of policy models that are suitable for implementation in the public sector.

In implementing synergies in the public / government sector, corporations / businesses, and civil society, as part of the network contemporary society is increasingly confronted with complex social problems. Efforts to deal with this problem can lead to an ongoing policy-making process, policy implementation, and delivery of public services that are difficult to manage properly. Examples can be given from complex governance processes such as: 1. Complex decision-making processes related to the realization, operation and maintenance of public infrastructure works (such as trains, roads, airports, irrigation projects, waste incinerators, power plants, and parks wind turbines) where the government is faced with various stakeholders (private companies, citizen groups, other public actors, environmental interest groups, and so on); 2. The process of restructuring inner cities where the municipality needs to work together with non-profit organizations (such as housing associations), private actors (developers) and citizen groups. [19].

Implementation of synergy can be interpreted as: 1. A breakthrough to look for efforts to improve performance; 2. Linking gaps between team / group work theory and practice; 3. Linking gaps for individuals as agents of change in an organizational environment that is constantly looking for new ideas to be applied in an organizational environment, but is constrained by costs, time, and issues surrounding culture and organizational readiness; 4. As a new idea that must be added to be understood comprehensively in the work environment and organization that can be used to help achieve the effectiveness, efficiency, and expected outcomes; 5. Change the paradigm from competition to collaboration; 6. Offering a unique perspective as a whole, through the unification and application of ideas from many sources, so that working groups can view them from various perspectives, and produce new ways to improve customer satisfaction and group performance; 7. Provide opportunities to create a balanced measure of success between work groups and work outcomes in the organization, and control of the measure of success; 8. Bringing together quality technology in group work that can manage its own working group (self-managed team); 9. Creating a real breakthrough; 10. Build quality work a truly; 11. Through the use of available technology; 12. Through the approach of organizing one's own working group and directing the work group itself, it creates opportunities to create group integration as a whole that reflects the best organizational mindset [20].

III. Research Method

A. Research Design

This research is a mix method approach combining post-positivist and constructionist, and qualitative and non-closed methods to use quantitative data as a complement to the analysis, including flashbacks to previous times. This study will look at the synergy of regional development policies both in terms of the meaning and efforts of new city development policies in the Jakabaring region, by looking at the linkages of regional governance spatial policies along with the derivative policies of the role of regional governments in formulating urban development policies.

This research is designed to look at the actual situation, thus this research is qualitative in nature which involves interpretive and natural approaches [21]. Qualitative research processes emphasize the process of studying a problem, collecting data carefully, considering the participants involved in the study are in the real situation [22].

Preference of qualitative research in the research of the synergy of development policy because it requires detailed elaboration and understanding of complex situations. Problems concerning the synergy for the public sector in Indonesia include a concept that is still relatively new to be used, while for companies / corporations it has been used for a long time. Considering that the study is relatively new, it is necessary for further understanding, henceforth the process of understanding can be built a model of synergy that is the right policy for infrastructure development in Indonesia, so that it can be sustainable.

From research that initially only concerns a particular area, with qualitative and quantitative data obtained from informants in the study, it is expected that the built model can be used for the scope of research elsewhere on a wider and more complex scale.

B. Definition of Concept

1) Synergy: can be interpreted as: 1. A breakthrough to look for efforts to improve performance; 2. Linking gaps between team / group work theory and practice; 3. Linking gaps for individuals as agents of change in an organizational environment that is constantly looking for new ideas to be applied in an organizational environment, but is constrained by costs, time, and issues surrounding culture and organizational readiness; 4. As a new idea that must be added to be understood comprehensively in the work environment and organization that can be used to help achieve the effectiveness, efficiency, and expected outcomes; 5. Change the paradigm from competition to collaboration.

2) Synergy of development policy: is analysis of policy formulations, inter-policy coordination that will be synergized, implementation of synergized policies, and evaluation of policies that have been synergized.

3) City/urban infrastructure: consist of covering various urban utilities such as puddles, traffic congestion, garbage,

transportation, housing and slums, clean water and street lighting/electricity.

C. Research Focus

This research was carried out in the area of Jakabaring with a focus on the policy of reclamation in providing land availability for urban infrastructure development, in response to the high demand for land in urban areas to meet the needs of housing, offices, sports, and other space needs, in areas that were originally tidal swamp farming area.

- Factors influence the synergy of the Urban Infrastructure Development and Reclamation Policy in Jakabaring area as well as existing environmental policies, to avoid various problems that will arise as a result of future development considering changing an area to become a new area that is better and more beneficial, requires study right.
- How the synergy of the main development policies, and derivative / supporting policies including: existing regional governance spatial master plans, to be re-examined with derivative policies that held in Jakabaring Area.

D. Data Analysis Unit

The data analysis unit in this study is an organization, namely the Synergy of Development Policy carried out in the Jakabaring Region, which requests central and regional level organizations.

E. Research Informant

The informant of this research is the subject who understands the information of the research object as the perpetrator and other people who understand the object of research, data, information, and facts from the object of research determined based on the purposive sampling technique proportionally. The informants in this study are:

- Head of the Provincial Development Planning Agency and the City of Palembang
- Head of Provincial and Municipal Public Works Service
- Implementing physical development with utility providers

If the information obtained is still incomplete, the researcher will look for other people who are seen as more knowledgeable and can complete the data from previous informants, including experts in fields related to triangulation techniques.

F. Type, Data Source and Data Validity

1) Type of data: The types of data used are as follows:

- Primary Data is the main information obtained directly from the parties involved in this study. The data is in the form of in-depth interviews of informants who have been determined in this study and other parties needed according to the needs of data clarity.
- Secondary Data is information supporting primary data related to research problems that have been processed by other sources. Secondary data sources are obtained from books, research reports, work reports, scientific journals, and data that have to do with this research so as to provide an understanding of the subject of research.

2) Data source: Data sources are the subject from which data is obtained. Sources of data from this study were conducted using library research, namely research taken from books, newspapers, internet whose sources have relevance to the problems to be studied.

3) Data validity: The validity of the data used in this study is Triangulation. Triangulation is a different data source by examining the evidence that comes from these sources and uses it to build coherent themes justification. Themes that are built on a number of data sources or perspectives from participants will add to the validity of the study [22].

G. Data Collection Technique

The steps of data collection include efforts to limit research, gather information through observation, interviews, documentation, audio and visual material.

- Qualitative observation is when researchers go directly to the field to observe the behavior and activities of individuals in the research location. In this observation, the researcher recorded / recorded both structured and semi structured activities at the research site.
- In-depth interviews, researchers conduct face-to-face interviews with participants, interview them by telephone, or engage in focus group interviews (interviews in certain groups) consisting of six to eight participants per group.
- Qualitative documents. In this qualitative document it can be public documents (for example, newspapers, papers, office reports) or private documents (for example, diaries, diaries, letters, e-mails)
- Qualitative audio and visual material. This data can be photos, art objects, videos, or any type of recording.

H. Data Analysis Technique

The data analysis technique used is descriptive qualitative technique that aims to exploit and clarify a social phenomenon by describing a number of variables related to the problem and the research unit.

Analysis of the collected data relating to this research was carried out by descriptive qualitative analysis through interactive models consisting of interacting components, namely data collection, data reduction, data presentation and drawing conclusions and verification. This component is a continuous cycle, which is between data collection, data reduction, data presentation and drawing conclusions and verification. The results of the conclusions are alternative policy models.

IV. Results

A. Factors Influence the Forming of Sinergity of Policy Development of City Infrastructure in Jakabaring Area

In development activities in Indonesia, the synergy has so far put forward the coordination function approach, even though in reality it did not work as expected. Many development activities are carried out, the results run as if they were carried out without good coordination, so that the success of development activities is deemed less than expected To address the increasingly limited ability to provide increasingly expensive infrastructure development funds, the government has the initiative to synergize development policies between the central government and regional governments, between ministries / agencies and institutions at the national level, and between agencies, agencies and institutions at the regional level. In reality, many cases that explain the synergy of development in the region are very necessary to avoid various delays in development activities, cost efficiency, and the effectiveness of development activities themselves.

The synergy of policy in the development of urban infrastructure has become a new trend for public organizations. In Indonesia this activity is formally stated in the Final Draft of the 2015-2019 RPJMN. This guide can then be used as a guide for the central government and local governments to carry out development activities. The concept of synergy which initially is only horizontal, between parts / bodies / institutions that are of an equal nature there is no subordination between each other, and there is no causal relationship, but the consequences of agreed collective decisions on the basis of different roles and responsibilities the same with management in it [14]. Each institution carries out an open interaction system and continuously interacts with its external environment [15-17]. In the concept of public policy / management, this concept undergoes a process of change, which initially is only equivalent / horizontal, developing also towards vertical relationships, namely between institutions at the top level and institutions at the lower / between the central and regional levels.

To realize maximum synergy, the right leadership management is needed so that all parts can work together without significant obstacles, because so far there has been a tendency for each to run alone on the basis of the budget that has been designed and targets that must be achieved in each fiscal year, so that impressed that the synergy that has been formed already exists but is still not maximum.

B. How Sinergity of Development Policy of City Infrastructure Conducted in Jakabaring Area

The synergy of urban infrastructure development policies in the region, relatively safe without significant constraints because the average development project is an initiative from the central government, the region is only a facilitator and provider of land for development, while all designs and budgets all come from the central government.

Problems will arise when after all development project packages from the center are completed, and the area wants to develop further in accordance with the future design, problems will arise regarding the availability of the budget and conformity with the design that has been made, because there is a tendency for lack of coordination and communication over what should be carried out based on the initial design that has been agreed that there is a tendency for regional autonomy to ignore the concept of integration and synchronization to overcome problems with standing water, traffic congestion, garbage, housing and slums, and urban transportation for the area around Jakabaring.

V. Discussion

More intense coordination, communication, and synchronization is needed to build better synergy, so that each department / office / body at the provincial and city levels does not separate, so that development in the Jakabaring area can run according to what planned.

The future challenges of assessing the success of sustainable regional development still require more coordination, communication and synchronization to resolve problems with water gates, traffic jams, solid waste, housing and slums and mass transportation in the main areas and in the area around Jakabaring.

VI. Conclusion

The synergy of urban infrastructure development policies in Jakabaring Area, has been established and is running well because of the strong influence of the center to the regions to carry out infrastructure development activities within the area that have become projects and national development targets for the region, as special packages that must be carried out within the has been established. The role of the national leadership, financial support for building activities, and the target activities have been specifically regulated to be relatively without constraints. The regional government only has the duty to facilitate the provision of land and land acquisition if the land requires release.

Jakabaring's problem occurs to harmonize the development area inside the external area is not yet prepared to support the connectivity of the development policy as the receiver of the development effect from the center.

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