

Piil Pesenggiri as Cultural Values and Urban Planning in Kota Baru Lampung Province: Opportunities and Challenges

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ABSTRACT

Kota Baru is part of the area that is planned to be the capital of Lampung Province. This city will replace Bandar Lampung City, which has now evolved into a business city with a dense population. As the implication, Bandar Lampung City is now facing serious problems related to environmental damage. The loss of conservation areas and poor government policies in urban planning has resulted in the emergence of various disasters, from landslides to floods. This is exacerbated by the urban community's undisciplined attitude and behavior in managing the environment which also contributes to the ecological damage of the Bandar Lampung City. Therefore, the purpose of this study is to encourage the cultural values of Piil Pesenggiri to become a major part in the process of making policies and planning for the Kota Baru Lampung. Therefore, the narrative of urban development can be ecologically based and environmentally friendly. This study uses a qualitative descriptive method and data collection techniques through observation, documentation, and literature study. Based on the research, it can be concluded that the local cultural values of Piil Pesenggiri are essential in improving the understanding of the policy makers' ethics. As the result, it leads to encourage the behavioral change of urban communities.

Keywords: *Piil Pesenggiri Value System, Urban Planning and Development Practice, Kota Baru Lampung*

1. INTRODUCTION

The development of innovations in the 4.0 revolution era has brought massive disruption in urban areas. The changes paradigm of city as a center of community's economic production and life quality improvement have encouraged the availability of more adequate infrastructure, and increased the economic activity in urban areas [1], urban dynamics [2], and changing many aspects of urban processes. Unfortunately, the changes in the development mind-set that are taking place in urban areas today have presented a numerous of big problems. The most perceptible is the character destruction of urban environment and society social ethics. All this is allegedly a result of the city high population and the increasing of urbanization.

The development of new cities is one of the strategies in high urbanization management in large urban areas. One type of developments for new cities is satellite cities, which mainly function as residential cities. The aim is to overcome various problems of supply and housing needs (housing stock to meet housing need), settlement arrangement and urban transportation. In this context, it is clear that the

objectives and considerations put forward are in terms of the public interest. [3].

Bandar Lampung City is the center of the Lampung Province government. This city is attractive for its beautiful hill contour. However, Bandar Lampung City is currently stuck with the arenas of commercialize development and business, while government policies related to urban planning are in fact are not working properly. Bandar Lampung City Regulation Number 10 Year 2011 concerning Regional Spatial Planning (RTRW) of 2011-2030 which is predicted to be a benchmark or reference in planning development does not always inline, and even presents more problems.

At the level of policy implementation, dysfunction often appears. Many land areas that are not functioned in accordance with the spatial planning and even the land that should be a protected area (including water absorption areas), have been converted into industrial, residential, trade, office, and other areas. Based on the analysis of (WALHI) (Forum for the Environment) it shows that there has been a change in land cover related to the area/space that is designated as Green Open Space

in Bandar Lampung City as much as 102.43 ha or equivalent to 29.76%. The practice of land conversion in Bandar Lampung City is identified into four main exploitation activities, namely: mining, housing, tourism and settlement activities.

In addition, aspects of the urban community attitude and social behavior also contribute to the ecological damage of Bandar Lampung City. This can be seen from several things: First, Bandar Lampung City is in the top

districts and 22 urban villages were recorded as flood zones in Bandar Lampung City. Of the total 12 sub-districts included in the flood-prone zone, as many as 2,628 houses were flooded, while 2 houses collapsed due to the flood. In addition to this, 6 school buildings, 2 units of public health center, and 1 landfill building were also flooded as well as, 1 unit of four-wheeled vehicle was also swept away by the flood. Nonetheless, based on this data, there were not any casualties in the flood

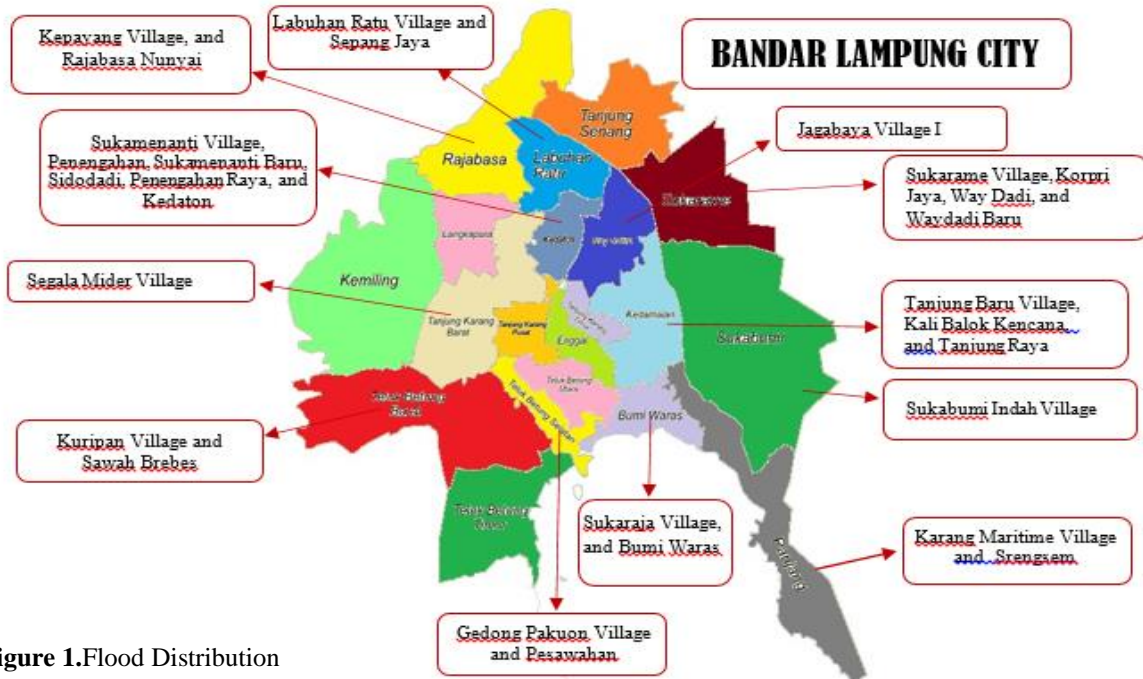


Figure 1. Flood Distribution

ten cities that produce waste reaching 1,000 tons/day, this high productivity of waste is not accompanied by good management aspects, resulting in a waste landslide disaster at the Bakung TPA in 2019. Second, the large number of people establishing slum settlements in coastal areas, along the River Border Lines, and hill areas, has resulted in low awareness and knowledge of the community in practicing clean living and preserving the environment. According to Korten, a development approach that is too growth-oriented has resulted in social exclusion and three major crises, namely: violence, poverty, and environmental destruction [4].

The disaster that has the most impact to people's lives in Bandar Lampung City due to the absence of a clear feasibility study on urban planning is the flood disaster. In the last 10 years there have been at least 2 (two) flood disasters, in 2013 and 2019. The biggest impact of the flood was it took lives and resulted in severe and minor damage to houses. In 2019, 12 sub-

incident.

In order to unravel urban problems in Bandar Lampung City, since 2007, the Governor of Lampung Sjachroedin ZP has offered a superior program in the form of a policy of moving the provincial government center from Bandar Lampung City to Kota Baru in South Lampung Regency. Regional Regulation Number 2 Year 2013 concerning the Development of the New Town of Lampung is the legal basis for this long-term development project. In terms of budget, the Lampung Provincial Government has managed a development fund of 300 billion. The funds were used for the construction of the Lampung Provincial Government office complex of 18.9 billion and the construction of the main gate of 1.5 billion. The Lampung Provincial Government also built 4 (four) main buildings, namely the governor's office (72 billion), the DPRD building (46 billion), the traditional hall (1.5 billion), and the grand mesjid (20 billion).



Figure 2. Master plan for the administrative center of Kota Baru Lampung

The purpose of this new city development can be seen in at least two things; first, to decentralize some urban activities in Bandar Lampung to the surrounding areas within Bandar Lampung metropolitan area, namely the activities of the central government, residential areas and some commercial activities; second, for regional development in order to capture investment opportunities in the business world through the development of business areas, infrastructure development, and property, in order to support Lampung's flagship program. The new city development plan includes several things, such as independent cities, green cities, limiting growth according to capacity, limiting large-scale housing development with small crossovers, and giving a large portion of movement and motor vehicles. In supporting the program, the parties directly involved are: Lampung Provincial Government, Special Committee on Spatial Planning of the Lampung Provincial DPRD, Bandar Lampung City Government, South Lampung Regency Government, PT. Perkebunan Nusantara VII, the Raden Intan II Airport Authority, the Ministry of Home

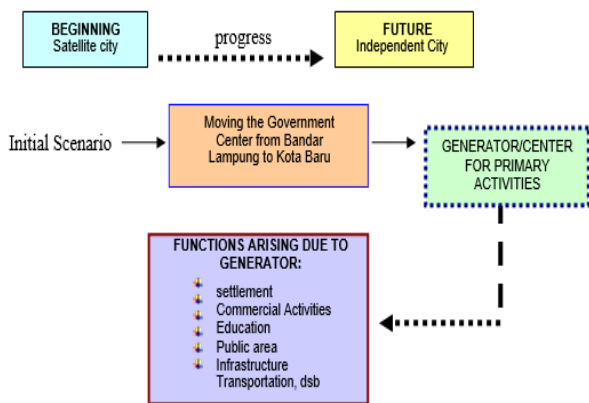


Figure 3. Lampung New Town Development Scenario Source: Mukhlis, M. (2017)

Affairs, the Planning Expert for the Master Plan Document for the New Town of Lampung, and the Environmental NGO in Lampung.

However, the formation of a new city is not only based on big values. Factors emphasizing on geographical conditions, economic growth, and political power are in substantial reasons for the establishment of a new city, especially if the establishment of a city is in the arena of a conflict of interest that leads to the loss of the local community [5]. Nevertheless, the new city planning needs to consider the local value system, in this context the local value in question is 'Piil Pesenggiri'. With the existence and internalization of the value system, the hypothesis of this research sees that there is a strong influence on how the actors can reach a common understanding in determining problems, determining goals, and implementing a new city development plan that is profitable and meet the needs of the community, especially urban planning narratives can be ecologically-based and environmentally friendly.

2. RESEARCH METHODS

The method used in this research is descriptive. In this research, descriptive method is used to find out and describe how the internalization of Piil Pesenggiri's cultural values in the process of making policies and planning for Kota Baru Lampung. Thus, the narrative of urban development can be ecologically based and environmentally friendly.

2.1 Data Collection Techniques

The data collection method used in this research is a literature study by collecting data and information through documents, such as written documents, photographs, pictures, and electronic documents that can support the writing process: supported by photographs or existing academic and artistic writings. In this study, the use of library research is to find data through references, such as written data in the form of books, research reports, articles, manuscripts, magazines, and newspapers related to the Piil Pesenggiri concept, urban planning and policy making.

2.2 Data Analysis Techniques

The results of the observations obtained, starting from data collection, identifying all existing aspects regarding the dynamics of the Bandar Lampung City, about the progress of the development of the New City, the dynamics and motives that appear. Furthermore, after identifying all this aspect, it is seen that the position is a point that needs to be strengthened while at the same time encouraging the idea of Piil Pesenggiri concept in the realm of formulation to implementation of the New City policy. From the results of the analysis that has been described, a conclusion is drawn about how Piil Pesenggiri can be encouraged and internalized within the scope of the policy of Kota Baru Lampung.

3. DISCUSSION

3.1 Lampung New Town Development Plan, Motives and Dynamics That Emerge

The New City is a long term flagship project. This program was initiated by the Governor of Lampung Sjachroedin ZP with the collaboration of relevant stakeholders. At the beginning of its planning, Kota Baru became an icon of the flagship program in order to decentralize some urban activities in Bandar Lampung and open access to the new economy. The authority of Sjachroedin ZP as the Governor of Lampung at that time also gave a vast influence in making these policies. At the end of his first term officiate Lampung, the New City Policy became a very strategic issue and was even appreciated by the community. It is proven from the re-election of Sjachroedin ZP as Governor for the second time.

However, the ideals and hopes for the formation of an independent city have experienced ups and downs. The flagship program, which was predicted to be the best policy during the Sjachroedin ZP era as regional head, in fact did not work as expected, political and economic issues were allegedly the main reasons for the emergence of the new city dynamic development. Since Sjachroedin ZP left Mahan Agung in 2014 and was replaced by M. Ridho Ficardo, the construction of mega projects in the area has stopped. The transfer of power to the new governor has also changed the priority targets for development in Lampung Province, including the Kota Baru project. Under the command of Ridho Ficardo, the policy of moving the capital city of Lampung Province as well as the development of the New City is not a strategic and urgent policy, especially since the program is not supported with adequate budget.

The trade off policy of Kota Baru negates any motives or interests behind it. The dominance of power held by the main actor, namely the Governor of Lampung and his staff, plays a key role in the success or failure of a program, including continuing or terminating it. From a political point of view, it is almost impossible to discard the political factors in the policy-making process. The change of power of the new governor and the changing direction of the political coalition after the Regional Head Election (Pilkada) has encouraged policy formulation to follow the will of the authorities. Moreover, the policies made are considered unfavorable for M. Ridho Ficardo, this is because the issue of moving the capital city is not an issue raised in political promises. Hence, the policy was discontinued and replaced with more popular policy that was politically advantageous. It is customary because the ruler wants to maintain its political power in his own way.

From an economic perspective, the prospect of Kota Baru is like a "honey house" for local entrepreneurs. With the relocation of government centers and

supporting infrastructure, it opens up great economic profit opportunities for investors. Therefore, a solid decision from the authorities' political side to ensure that the Kota Baru program runs becomes an important point for both interests especially if the regional entrepreneurs have previously made "political investments". That way, the opportunity get rewards in the future in form of business opportunities, ease of obtaining contracts, or access to government projects will be wide open. This factor also became a determining reason why the policy was stopped, it was because of the consideration of things that benefits the authorities and people in his power circle would get from the policy.

On the other hand, Kota Baru policy shows an interesting fact where the dependence of other actors on the main actor is so strong in policy makers. Based on Maulana Mukhlis' analysis, the actor's lack of reaction to the dismissal was entirely based on rational choices. The diversity of motives owned by the collaborators at the beginning of their collaboration did not result in a diversity of attitudes. This happens because the diversity of their profit motives does not negate (opposite) with each other. Some collaborators feel that their interests have been fulfilled, and others who have not achieved their profit goals but actually they do not experience losses. [5].

After the defeat of M. Ridho Ficardo in the 2019 governor election in Lampung Province and was replaced by Arinal Djunaidi, the plan to continue the new city development mega project is bea priority. In 2021 Lampung Provincial Government has reviewed the New City master plan. this review is carried out to address changes of the development plan in which strategic development projects have been established around Kota Baru, namely the Sumatra Toll Road, the Sumatran Technological University, the Radin Intan State Islamic University (UNI), to the development of the Lampung University Campus II. The support for the re-development of Kota Baru and several policies that were stopped by M. Ridho Ficardo previously, cannot be separated from the politics of remuneration, in which Arinal Djunaidi is one of the elites in Sjachroedin ZP's circle. During Sjachroedin ZP's term as governor, Arinal served as Head of the Lampung Provincial Forestry Service, Development Assistant to the Lampung Provincial Secretariat, Assistant for Welfare to the Lampung Provincial Secretariat, Government Assistant to the Lampung Provincial Secretariat, and Development Assistant to the Lampung Province Regional Secretariat as Regional Secretary (Sekda) of Lampung Province.

The dynamics that have emerged in the new city development plan are very interesting to look at more deeply. How the contestation and the various motives behind it often become a dark space that can never be revealed in public. In this context, the dominant political and economic motives for these policies are far greater than the interests of the general public. The portraits of political and economic contestations that play out in the

development plan of the New City is also supported by low awareness, lack of understanding, and unprepared to implement the core of democracy (substantive democracy). Democracy is meant not to serve the elite with narrow interests, but to ensure participatory development and serve the interests and welfare of the people at large. [7]. In the end, the contestation with political and economic motives continues to adorn all aspects related to the policy.

In order to encourage the achievement of substantial democratic ideals, political struggles that lead to material gains must be stopped. This is important, so that the potential failure of needs-based infrastructure development planning, and the stability of the city's environmental ecosystem can be carried out properly. For this reason, this study seeks to emphasize the understanding of new values, especially on changing the perspective of stakeholders in planning substance-oriented policies. The value in question is Piil Pesenggiri. This value has actually lived a long time in the lives of the Lampung people, which contains moral values, to speak the truth and stand with the people. For this reason, it is important to explore these values in people's lives, especially those that can be connected and internalized to the actors involved in the arena of policy formulation.

3.2 Internalization of the value of Piil Pesenggiri in the new city development policy process

Encouraging a change in behavior among actors involved in policy formulation and implementation is a difficult task. Various rules and mechanisms have been carried out so that efforts to achieve consensus between groups of actors can take the side of the people's interests. Even so, the practice that occurs is that the arena of policy formulation becomes a "stage" for interests' negotiations or conflicts between groups of actors. [8]. In this case, the characteristics of the actors involved, the ownership of capital, whether economic, cultural, social, or symbolic from each actor to influence and pressure other actors to pursue their goals, become the most dominant points in determining the goals to be achieved. The higher the capital value owned by the personal actor or his faction, the stronger his dominance over other actors or factions will be.

In this context, to answer the challenges and encourage a paradigm shift in each actor involved in policy formulation, it is necessary to rely on a value system that contains the values of truth and justice. The value in question is Piil Pesenggiri. This value system is a level of idealistic norms that live in the daily life of Lampung people. Piil Pesenggiri is everything that concerns self-esteem, behavior and attitudes that can maintain and uphold the good name of personal and group dignity [9]. The meaning of Piil Pesenggiri is the necessity to live with high morals, high-spirited, self-awareness and obligations. Someone with high self-esteem has the awareness to be able to generate positive

values of respect for oneself and others, e.g. being able to live life with full awareness and responsibility for every action taken. Piil pesenggiri contains 4 (four) elements of value, they are bejuluk beadek (must have a position in social interaction), miei nyimah (must to visit or stay in touch, be generous and friendly to all parties, both to people who are in the same family environment, as well as people from outside the environment), nengah nyappur (prioritizing a sense of kinship/mingling), and Sakai sambayan (must have a social spirit, mutual cooperation, do good with another human beings).

The value of Piil Pesenggiri has long lived in the life of Lampung people of: This value continues to be transmitted from generation to generation, especially through family life between parents and children to the transmission of Piil Pesenggiri value itself within the life scope of Lampung traditional community. It is integral because it has values that are used as benchmarks that determine between good and bad between yes and no between right and wrong in behavior [10]. If Piil Pesenggiri value is internalized consistently and earnestly, it encourages the actor to become a pure person, a person of character, worthy of respect self-worth, and courage to say the truth.

Unfortunately, the practice or internalization of the Piil Pesenggiri value has stagnated and tends towards a setback. Piil Pesenggiri is no longer a source of guidance for the attitude and behavior of Lampung indigenous people, and even tends to be abandoned. [11]. The disruption that occurred as a result of the current Society 5.0 contributed to changing the cultural values of Lampung people. Eventually the values that have been built for a long time are abandoned and replaced by values that are pragmatic and individualistic. This phenomenon incidentally becomes one of the main reasons why the practice of moral values from Piil Pesenggiri is no longer embedded in the actors involved in the policy-making process. Therefore, this study focuses the need to re-internalize the value of morality in Piil Pesenggiri's philosophy in the policy process.

However, the value of the Piil pesenggiri needs to be actualized so that it becomes a concrete action. This is important, so the values can enter and internalized properly. In the context of policy formulation, it is necessary to build a system which the function of the Piil Pesenggiri value can apply in that arena. This system must be able to improve the responsibility function of an actor in determining attitudes, orienting to accountability, neutrality and integrity to organize responsibilities by providing people the guarantees of the partisanship value. The system can be in the form of a code of ethics, the rule of law, technology, or a whistleblowing mechanism.

4. CONCLUSION

Kota Baru is part of the area that is planned to be the capital of Lampung Province. The city will replace Bandar Lampung City which has now evolved into a business city with a dense population. The implication of this is that of Bandar Lampung city now facing

serious problems related to environmental damage and chaotic urban planning. Unfortunately, the Kota Baru policy has become a tool for the authorities to ingratiate of the public. Political and economic motives are more dominant in the narrative that was built for planning process of the New Town Development. If the motives used by actors in the process of making new city policies are pragmatic, it will allow the product of the policy to clearly fall short the needs of the community.

In order to support the existence of policies that can fulfil the values of democracy substance, it is considered appropriate to encourage the internalization of moral values, namely *Piil Pesenggiri*. The value of *Piil Pesenggiri* is an order of value system that requires a high moral life, responsibility and bravery to voice truth and justice. The lack of internalization of *Piil Pesenggiri*'s values is the main aspect why the policies made do not meet the community needs. The characteristics of the actors involved, the ownership of capital, whether economic, cultural, social, or symbolic from each actor to influence and pressure other actors to pursue their goals, becomes the most dominant point in determining the goals to be achieved. The higher the capital value owned by the personal actor or his faction, the stronger his dominance over other actors or factions will be.

To counteract this, the urgency of internalizing *Piil Pesenggiri*'s values became the main point to be expressed. The value of *Piil Pesenggiri* offered the needs to be support so that it becomes a real action. In the context of policy formulation, it is necessary to build a system or means where the function of the *Piil Pesenggiri* value can be applied in that arena. The system can be in form of a code of ethics, the rule of law, technology, to a whistle blowing mechanism.

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