

Review: Political Analysis of Public Policy for Sustainable Infrastructure Development

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Subject Area: Social Sustainable development

Abstract

Infrastructure development is carried out to create community welfare. However, infrastructure development hurt the socio-cultural conditions of the community. This research will explain the political analysis of public policies regarding the social risks and benefits of infrastructure development for the community. The research method was carried out with a systematic literature review by referring to reputable journal articles published through www.sciencedirect.com and other relevant reference sources. The research results explain that the risks of infrastructure development from social and political aspects include: people's aspirations are not accommodated by the government; creating forced displacement and poverty for communities; changes in the quality of social life. Then the scientific novelty that can be developed is to explain the risk analysis and potential benefits from the social aspect, through the concept of bottom-up decision making in infrastructure development policies.

Keywords: {Decision making; Development; Infrastructure; Social Aspects}.

Introduction

Development is a physical reality and a state of mind in which society has some combination of social, economic, and institutional processes, securing the means for a better life. (Todaro & Smith, 2011). Infrastructure development aims to serve the interests of the community and in the future can improve economic prosperity, improve social life, and preserve the environment (Kumari & Kumar Sharma, 2017).

In its implementation, it turns out that infrastructure development has several problems

(especially physical infrastructure development such as roads). Among the problems are related to infrastructure development decision making which tends to be top-down (Visser, Binsbergen, & Nemoto, 1999); the process of land acquisition for road construction is relatively detrimental to the affected communities (Jefferies, Gameson, & Rowlinson, 2002); the application of pluralism law - the application of two or more types of law such as State law and customary law also creates problems in the management of the land (Djurfeldt, 2020; Huizenga, 2019; Rohe, Govan, Schlüter, & Ferse, 2019); Impoverishment Risk due to the

displacement of development for the public interest, including public infrastructure; losing ground; lost jobs and income and health services (Cernea, 2000, 2004; Cernea & Schmidt-Soltau, 2006; Eguavoen & Tesfai, 2012; Vanclay, 2017). Another problem is the destruction of the social order of the community (social community disarticulation) which endangers the social and cultural structure of the local community as a result of the infrastructure development. (Cernea, 2000, 2008; Sapkota, 2000); cause environmental problems such as damage to nature, soil structure, air pollution, water pollution, and so on (Chehlafi,

Literature Review

Political

According to Bismarck, politics is also interpreted as the art of government, namely as the exercise of control in society through making and enforcing joint decisions (Heywood, 2014). Furthermore, politics is interpreted as a public affair, (this concept comes from Aristotle's thought), namely ethical activities related to efforts to create a just society. (Heywood, 2014; Miriam, 2008). There are five ontological objects of political science, namely power; Country; decision-making; general policy; division (Miriam, 2008).

Decision-Making Theory

Decision-making theory is the study of normative claims about rational decision making (Roeser, Hillerbrand, Sandin, & Peterson, 2012). In the theory of rational decision making, it is understood that a decision is believed to be achieved but it is also assumed that the decision will cause certain effects or risks. This happens because of certain beliefs and desires that

Kchikach, Derradji, & Mequedade, 2019; Palomino & Parvania, 2019; Sun, Zeng, Lin, Meng, & Yu, 2019),), infrastructure development that does not pay attention to natural conditions also causes landslides, floods and others (Turner & Turner, 2018).

Therefore, it is necessary to conduct studies and analysis on decision making in public policies so that the risks of infrastructure development can be overcome and the potential social benefits can be optimized so that sustainable development can be realized.

determine actions. Related to decision making, there are four interdisciplinary models in decision making, namely the rational model; organizational model; political model (incremental); process model (Harrison & Harrison, 1993).

A decision is to choose between several alternatives, while the term decision making refers to the process that occurs until the decision is reached. Decision-making as the main concept of politics concerns decisions that are taken collectively and which bind the whole society. The decision or public policy for road infrastructure development is aimed at efficiency; economic orientation; road safety; environment; infrastructure and urban structures (Visser et al., 1999).

The tendency of the policy life cycle in the public policy decision-making process is top-down and bottom-up (Lebeau, Macharis, Mierlo, & Janjevic, 2018; Visser et al., 1999). Top-down decision-making tends to be based on government decisions because they have the resources (power, funds) (Ernan Rustiadi, Sunsun Saefulhakim,

2018). Meanwhile, bottom-up decision making also involves other parties such as the private sector (Visser et al., 1999) and also community participation (Lebeau et al., 2018), because road infrastructure is a community need, and it is assumed that the community best understands their needs so that the bottom-up approach is considered more innovative and can reduce the difference between policy actors (legislative and executive) (Arundel, Bloch, & Ferguson, 2019).

Development

Development is defined as a process in which community members increase their personal and institutional capacity to mobilize and manage resources for the sustainable improvement of the quality of life by their aspirations. (Korten, 1990). Development is an effort to increase the economic and social aspects related to social development (Burkey, 1993).

In essence, sustainable development is aimed at seeking equitable development between the present and future generations (Rahadian, 2016). The World Wildlife Fund defines sustainable development similarly: "the improvement of the quality of human life in the carrying capacity of ecosystems (Garau, 2015).

Infrastructure

Infrastructure is a basic service (facility) for the community, for example in the fields of energy, transportation (roads; bridges; airports; ports, trains, etc.), water, telecommunications, social infrastructure (hospitals, prisons, museums, schools, and other government accommodation. (Putri, 2020; Remy, 2002). Transportation infrastructure is related to the welfare of the community because, through transportation infrastructure, the wheels of the community's

economy become more efficient and effective. Among those included in the transportation infrastructure are Road transport; Railway transport; air transport; air transport control; waterway transport / maritime transport (Hoterová, Dvořák, & Blaho, 2019). The transportation infrastructure referred to in this study is toll roads.

Development Risk Analysis

In-game theory, it is explained that risk is analogous to a lottery game with the chance of success or failure to win (Roeser et al., 2012). Meanwhile, in decision-making theory, the risk is understood as rationality exercised by decision-makers as a belief in deciding a policy (normative) or how a policy is born with certain risks (descriptive, uncertainty) (Khoshkish, 1979). Risk is the chance of an event (loss) that can be measured by the decision-maker (Roeser et al., 2012).

Risk is a part of almost every human activity and is therefore often understood intuitively, where people perceive risk as having certain common elements (Mares, 2003). The first is that people don't know what's going to happen. The second is that self-interest is subject to consequences in such situations. Risks can be categorized into technical and economic risks, namely risks that can be overcome with insurance, but if there is no insurance it is covered by the public (Remy, 2002). Technical risks (errors in estimating costs and usage) must be borne by the private company or manager (Remy, 2002). Social risk is the risk associated with human security both individually and in a broader context (Cernea, 2004; Mares, 2003).

Potential Benefits of Development

Potential benefits are positive impacts that can improve the quality or results of the activities planned or built (Cochrane, 2011; Mogul, Douglis, Feldmann, & Krishnamurthy, 1997; Singh & Agrawal, 2008). The potential benefits of infrastructure development are the main goals of infrastructure development. Public infrastructure development is carried out to improve the welfare of the people of a country, be it economically, socially, politically, and environmentally sustainable. Therefore, after assessing the risks of hindering infrastructure development, it is necessary to map the potential benefits that can be maximized from public infrastructure development (particularly roads).

Methodology

The research method used is a systematic literature review of many reputable scientific journal articles (from the Google Scholar website and also the Elsevier website and then the relevant books. The reviewed articles are related to transportation infrastructure development policies, especially toll roads. Furthermore, articles or books that analyze the risks and benefits. From the article's categorization, it is known that research gaps that can be developed in research are political analysis of public policies on road infrastructure development, especially those related to decision making.

Result and Discussion

Infrastructure Development Risk Analysis

Analysis of the risk of infrastructure development can be studied from an economic aspect; environment and social politics. However,

this article will explain the risk analysis of infrastructure development from a socio-political aspect. The risks of infrastructure development from a socio-political aspect are related to decision making on these development policies. Government stability, the quality of the bureaucracy in carrying out its duties, and providing services to the community fairly are also important aspects that must be considered in this study (Kellett & Nunnington, 2019; Ramady, 2014; S Tesfamariam, 2013; Turner & Turner, 2018). Apart from that, social risks are also related to the risk of poverty and forced displacement (Cernea, 2000; Vanclay, 2017); then also related to the quality of the community's socio-cultural relations (Cernea, 2004; Eguavoen & Tesfai, 2012); environmental sustainability (Palomino & Parvania, 2019; Sun et al., 2019).

The decision making for infrastructure development policies carried out by the government in various countries tends to be top-down, this proves that the dominance of the government as the holder of the largest resource is still ongoing (Ernan Rustiadi, Sunsun Saefulhakim, 2018). This has resulted in the construction of this infrastructure causing problems in the community. So that every country is encouraged to make bottom-up decision making by involving the participation of the community and other stakeholders. According to Hjern and Hull, decision making through a bottom-up process can be implemented through several steps (Ernan Rustiadi, Sunsun Saefulhakim, 2018) namely: first, identifying stakeholder networks (existing actors); second, understanding the objectives, strategies, activities, and relationships between existing actors; Third, based on the information obtained,

understanding and agreement are built at the local, regional and national levels including between government, private sector, experts and the community.

Furthermore, infrastructure development policy decision making also takes into account (Wan & Choi, 2017): First, the demographic conditions of the community — age, gender, education level, place of residence. Second, the psychological condition of the community, this is related to the orientation of support and motivation by each individual for infrastructure development policies. Third, political conditions, related to people's political beliefs in infrastructure development policies carried out by the government.

Political Risk

There are political risks to road construction. First, government stability (Ramady, 2014), political risk is a risk that has emerged since the planning of road construction because road development planning naturally begins in the political process by the government and legislative bodies, then also community involvement. However, if the road development planning is not populist (it does not get support from the community in general) it will cause prolonged problems, for example, there will be a condition where the community feels unfair to the regulations made by the government which results in social and economic conflicts in various regions (such as cases in Indonesia and even abroad) in the road construction process.

Second, the rules or regulations made by the government regarding land acquisition and infrastructure development for the public interest have so far been relatively dominated by the interests of the government and developers

(Ramady, 2014), the community has always been the last party to be considered so that in the end the community is the object of development which is then made to feel unfair by government policy. The long-term economic, social, and environmental effects on the community due to road infrastructure development are less of a concern to the government and this is evident from the various regulations created for road infrastructure development that are not yet pro-people.

Third, the quality of the bureaucracy (Ramady, 2014) in providing services to the community at the planning and land acquisition stages as well as compensation for community assets due to road construction for the public interest must be considered carefully, because the problem that occurs between the government and the community in land acquisition is the unclear information to the community, which causes problems. in the process of compensation for land or land.

Fourth, the activity or deliberate act of taking state money or facilities for personal gain and outside the rules or what is known as corruption is an act of disgrace and is detrimental to the State (Ramady, 2014). However, corruption activities still occur in various countries during the implementation of development, this occurs because some gaps or opportunities are used by individual government officials and also investors to embezzle State funds and this has been proven by various cases that have occurred in infrastructure development in various countries both in developed countries or developing countries.

Social Risk

The social risks of infrastructure development consist of changing the quality of life of the community socially and culturally. This is related to a sense of human security (human security) (Kampová, 2010), related to something that affects it. The social risk can be seen from personal factors; institutions and culture (Kampová, 2010). Examples of personal social risks are in education; health; income; gender; this includes the risk of losing jobs and livelihoods. While institutional risk is the social life of the community, it focuses more on social interaction (there is disarticulation of the social community which can endanger the socio-cultural structure of society) which is affected by the disruption of infrastructure development. Furthermore, the cultural or cultural risks associated with the norms and habits of life carried out by the community are lost (Cernea, 2004; Eguavoen & Tesfai, 2012).

The development of road infrastructure has changed the structure of people's lives, the lifestyle of the people who initially lived with an agrarian pattern and relied on agricultural activities shifted to a different lifestyle, for example changing to an industrial lifestyle that relied on life on industrial aspects. Second, the communities around the road construction initially lived interacting and side by side with fellow neighbors and families then became separated and relatively individualistic, because the affected land or land had to be abandoned or separated due to road construction as a result of changing social interactions. Third, the social and cultural value of the community around the road construction area will be eroded along with the opening of the road because the outside social and cultural ethics will enter the community

and affect their social life patterns so that the values of local wisdom will decrease and even disappear due to influence. global developments. Fourth, people who are accustomed to living a healthy life with relatively pollution-free air and water have changed due to road construction which causes air pollution, water pollution, and soil pollution as a result of which public health is disturbed especially coupled with health facilities that are relatively difficult to access due to changing traffic patterns due to road construction. Fifth, guaranteeing opportunities for good education is also relatively difficult to obtain by the community due to changes in parental lifestyles and livelihoods, it is worse that there will be an increase in the condition of children dropping out of school due to limited parental access to work and income.

Analysis of the Potential Benefits of Infrastructure Development

Potential Benefits of Social and Political

Potential social benefits are a form of social sustainability implementation of road construction (Essam & Kumar, 2015). Social sustainability is a condition that improves life in society, and the processes in society that can achieve that condition which consists of principles such as equity, diversity, connectedness, quality of life, and democracy and governance (McKenzie, 2004).

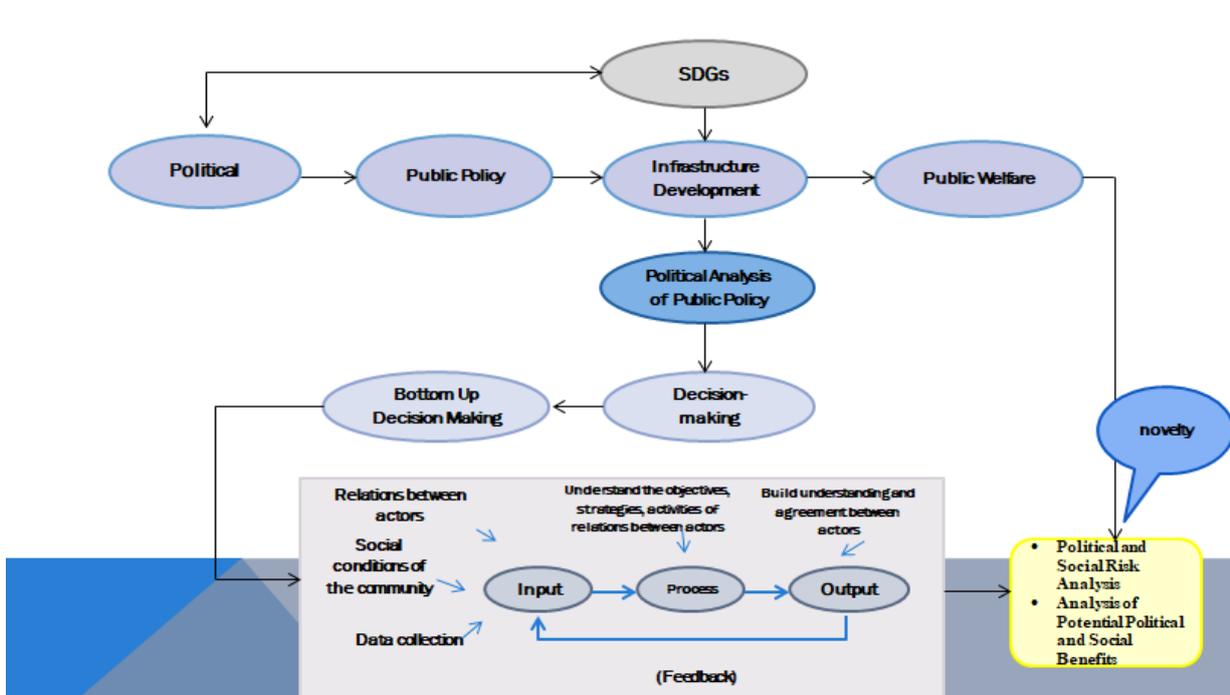
The social benefits of infrastructure development (roads) include that the central government or local governments can produce fair policies or regulations in the land acquisition process, especially for infrastructure development for the public interest (Gross, LeRoy, & Janis-aparicio, 2002; Jones, Moura, & Domingos, 2014). Furthermore, the central government or local

government as a partner for toll road managers makes an agreement (between the local community and investors as well as the government) which is called Community Benefits Agreements (CBA), which is an agreement on the provision of benefits for infrastructure development for the local community (Glasson, 2017; Gross et al., 2002). For the benefits from development (including road construction) which so far have tended to be owned by investors or developers, to be shared with the community in the form of profit-sharing (or share ownership management) for the affected community or providing employment opportunities to the community on development projects, another way is to contribute to community activities and

education for local communities (Glasson, 2017; Gross et al., 2002). Utilizing Corporate Social Responsibility (CSR), CSR is a business commitment to act ethically, operate legally and contribute to improving the quality of life of employees and their families, local communities, and the wider community. The CSR concept involves active and dynamic partnerships between the government, companies, and local communities (Anatan, 2009). CSR is a form of the company's commitment to employees, consumers, society, government, and the environment as compensation for commercial activities that the company carries out.

Figure 1.

Scheme of Political Analysis Public Policy for Infrastructure Development



Source: own elaboration based on existing literature

Conclusion

From the literature review, it can be concluded that infrastructure development

(including toll roads) is important to create community welfare. However, in its implementation, there are problems in

infrastructure development for the community, especially the social and political impacts.

There is little analysis of political and social risks from infrastructure development (roads). So that research on this subject can be carried out for the future (political and social risk analysis).

Furthermore, related to the potential benefits that can be maximized from road infrastructure development is the potential benefits social (and political), this potential has not been studied by many experts, especially experts in the social and political fields. Therefore, research on this matter is a new thing that can be developed by further researchers, particularly an analysis of the potential benefits of toll road development in developing countries.

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