

## **Policy Coordination on Transportation Infrastructure Development in Palembang City**

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### **Abstract**

On a national level, Palembang is positioned to support various spatial and developmental needs of Jakarta, the capital city. Hosting the Asian Games 2018 was one such initiative, which necessitated accelerated transportation infrastructure development in Palembang. This required innovative approaches to policy coordination in infrastructure development. This study aims to examine the mechanisms and challenges of policy coordination in transportation infrastructure development. The research highlights that coordination efforts have faced delays due to institutional constraints, as agencies and institutions are tied to their own regulations, budgets, and programs while striving to meet their individual targets. Adopting a post-positivist approach, this study employs qualitative methods, including in-depth interviews with stakeholders, and applies qualitative data analysis techniques. The findings reveal that coordination challenges have been mitigated to some extent through the national strategic development project framework, with the entire coordination process being directed by a top-down approach led by the Committee for the Acceleration of Infrastructure Provision (KKPPI).

Keywords: coordination, transportation infrastructure development, public policy

### **Abstrak**

Secara nasional, Palembang diarahkan untuk mendukung berbagai kebutuhan ruang dan pembangunan ibu kota, Jakarta. Penyelenggaraan Asian Games 2018 menjadi salah satu upaya tersebut, yang membutuhkan percepatan pembangunan infrastruktur transportasi di Palembang. Hal ini memerlukan terobosan dalam koordinasi kebijakan pembangunan. Penelitian ini bertujuan untuk mengkaji mekanisme dan tantangan dalam koordinasi kebijakan pembangunan infrastruktur transportasi. Penelitian ini mengungkap bahwa upaya koordinasi mengalami hambatan karena keterbatasan institusi, di mana setiap lembaga terikat pada regulasi, anggaran, dan program masing-masing sambil tetap berusaha mencapai target individu. Dengan pendekatan post-positivisme, penelitian ini menggunakan metode kualitatif, termasuk wawancara mendalam dengan para pemangku kepentingan, serta menganalisis data menggunakan teknik analisis kualitatif. Hasil penelitian menunjukkan bahwa tantangan koordinasi sebagian besar dapat diatasi melalui kerangka proyek strategis nasional, dengan keseluruhan proses koordinasi diarahkan melalui pendekatan top-down yang dipimpin oleh Komite Percepatan Penyediaan Infrastruktur (KKPPI).

Kata Kunci: koordinasi, pembangunan infrastruktur transportasi, kebijakan publik

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## **INTRODUCTION**

Transportation has a very important role in supporting the economic growth of society and is the lifeblood of a country's economic development (Deng, 2013; Saidi et al., 2020; Tong & Yu, 2018). Therefore, successful development in the economic sector must be supported by the development of a good transportation system, in accordance with the needs and developments of the times. Development in the transportation sector as a support for the development of other sectors in realizing national development targets in all regions, both in urban and rural areas (Cook et al., 2017; Lee, 2020; Leung, 2016).

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Transport infrastructure investments play an important role in driving economic growth. The development of large-scale infrastructure systems increases demand for goods and services from customers in different locations, expands regional and national transportation networks, and reduces company costs (Hu et al., 2020; Persyn et al., 2023). Moreover, investment in transportation infrastructure can reduce bilateral transportation costs between connected locations, which has a direct effect on the spatial distribution of economic activities through three main channels, namely (i) trade in goods, (ii) population migration, and (iii) travel (Li & Ma, 2022). Transport infrastructure investments also have important indirect effects, as firms and workers respond endogenously to changes in transport costs by shifting firms' operational location choices. This means that even locations that are not directly affected by such infrastructure investments can indirectly benefit through increased economic activity in nearby connected locations (for example, through increased accessibility of distant markets).

Apart from the above, the development of transportation infrastructure is also sometimes political in nature to support various international events (El Silisna & Susanti, 2020; Hiller, 2000; Wendt et al., 2021). One of the most important thing in the development of infrastructure in Palembang when the city become the co-host of the ASIAN Games 2018. The central government needs to accelerate the development of the supporting facilities especially in transportation infrastructure. The government should do the fast action of the development using the top-down initiation by using the national strategy project. This approach also minimizes the steps and the procedures in policy coordination among the stake holders. The policy coordination become the obstacle in accelerating the transportation infrastructure development.

In order to overcome these obstacles, the Government has taken corrective steps from a regulatory, fiscal and institutional sectors. In 2014 the Government established the Committee for the Acceleration of Priority Infrastructure Provision (KPPIP) (Salim & Negara, 2018; Verico et al., 2024; Zakir, 2023). This agency must lead the coordination of acceleration of priority infrastructure and also encourage improvement of quality of project preparation through the Outline Business Case Guidelines. The corrective steps are supported by the development of the Ministry of PPN/BAPPENAS capacity in providing project preparation facilities, and continued by the Public Private Partnership (PPP) unit in the Ministry of Finance by providing Project Development Fund (PDF) and Transaction Advisory for PPP projects, so it is hoped that investors will be interested in funding the project.

Transportation infrastructure development in Palembang City is a part of policy implementation. Policy implementation is a public policy implemented by the government regarding three things, namely the existence of goals, the existence of activities to achieve the goals and the results of activities (Hill & Hupe, 2021; Pülzl & Treib, 2017). A successful policy implementation system will show that there is effective policy coordination (Cejudo & Michel, 2017; de Arruda Leite & Buainain, 2013). Coordination is the process of integrating goals and activities in separate units (departments or functional areas) in an organization or between organizations to achieve goals efficiently and effectively.

Policy coordination is important in the policy implementation stage for several reasons. First, coordination is important so that there is clarity of direction, objectives and actions to be taken regarding the implementation of a public policy (Cejudo & Michel, 2017; Reff Pedersen et al., 2011). This situation is important because it affects the effectiveness and harmonization of policy implementers' actions. Second, coordination will foster unity of action and methods because without coordination, policy implementing agents will proceed independently according to their respective versions (De Coning & Friis, 2011; Telò, 2002). Third, coordination allows sharing of information from implementers (Molenveld et al., 2020). This means that important clarity regarding various things needs to be discussed together to find alternatives

that will be taken to make an activity a success. Fourth, coordination will enable intensive participation and involvement from various elements and the public because it provides time and opportunities for open public involvement (Bovaird, 2007; Celino et al., 2008). Widespread public support and involvement will greatly influence the level of difficulty of policy implementation. Fifth, coordination really allows for a clear division of work between policy implementers (Bouckaert et al., 2010; Elmore, 2014) at both central and regional management levels, by coordinating who does what, to whom they are accountable, it can be managed well. This article aims to analyze policy coordination on transportation infrastructure development in Palembang City.

## **RESEARCH METHOD**

This study employs a qualitative research approach to explore various phenomena related to policy coordination in the development of transportation infrastructure in Palembang City. The data collection process included a thorough review of relevant documents and publications, as well as in-depth interviews with a range of stakeholders, including government officials, policymakers, and representatives from the private sector and community groups. To ensure the reliability of the data, triangulation techniques were applied, comparing findings from different data sources and stakeholders to validate the results.

Furthermore, the study adopts a descriptive research design to systematically describe and analyze the coordination processes, challenges, and mechanisms observed in the development of transportation infrastructure. The qualitative data were analyzed using thematic analysis, identifying patterns and themes related to coordination challenges, strategies, and the role of the national strategic project framework. By combining document analysis with stakeholder interviews, this research provides a comprehensive understanding of the policy coordination landscape, ensuring a robust exploration of the research topic.

## **RESULTS AND DISCUSSION**

### **Sustainability in Challenges and Solutions in Transportation Infrastructure Coordination**

The development of transportation infrastructure in Palembang has been fraught with significant challenges, particularly due to ineffective coordination among diverse stakeholders. These stakeholders, including government ministries, local government agencies, state-owned enterprises (SOEs), and private sector entities, operate with varying objectives, regulations, and responsibilities. This lack of alignment often leads to delays in project implementation, impeding infrastructure development crucial for economic and social progress (Sumaryana et al., 2024). As noted in KPPIP reports (2017), three major issues—land acquisition, project planning and preparation, and funding schemes—remain persistent hurdles in ensuring timely project completion.

To address these coordination challenges, a cross-ministerial committee was proposed to provide a unified framework for managing infrastructure projects. This led to the establishment of the Committee for the Acceleration of Priority Infrastructure Provision (KPPIP), replacing the earlier Policy Committee for the Acceleration of Infrastructure Provision (KKPPI). The limitations of KKPPI, including weak decision-making authority, limited involvement across project stages, and an overly complex structure, had rendered it ineffective. Presidential Regulation No. 75 of 2014 marked a pivotal step in revitalizing the

coordination framework, providing KPPIP with enhanced authority to oversee and expedite priority infrastructure projects.

KPPIP introduced a more streamlined approach to project coordination, focusing on sustainable solutions to recurring challenges. For instance, the committee established clear mechanisms for land acquisition, addressing one of the most critical barriers to project implementation. By fostering inter-agency collaboration and involving stakeholders from the outset, KPPIP has been able to mitigate conflicts and delays associated with land acquisition, which often derail infrastructure projects in Indonesia (KPPIP, 2017). This aligns with findings by Wahanisa et al (2021), who emphasize the importance of early stakeholder engagement in resolving land-related disputes.

The restructuring of coordination mechanisms under KPPIP also included provisions for more robust financial planning and funding schemes. The use of Public Private Partnerships (PPP) has been instrumental in securing funding for major projects, such as the Light Rail Transit (LRT) system and toll roads in Palembang. These financing mechanisms not only reduce the fiscal burden on the government but also promote private sector involvement, ensuring a balance between public accountability and operational efficiency (Presidential Regulation No. 3 of 2016). This collaborative model underscores the sustainability of KPPIP's approach to infrastructure development.

Moreover, the introduction of clear governance structures and standardized processes has significantly enhanced the operational efficiency of KPPIP. By adopting a top-down approach, the committee has been able to enforce accountability at various levels of project implementation. For example, in the LRT project, PT Waskita Karya was assigned specific responsibilities, from construction to technical evaluation, with oversight from the Ministry of Transportation. This clarity in roles and responsibilities has been crucial in maintaining project timelines and ensuring quality standards, as highlighted in the 2018 LRT operational report.

Another critical aspect of KPPIP's role in infrastructure coordination is its focus on environmental and economic sustainability (Delphine et al., 2019). In the case of the Trans Sumatra Toll Road project, KPPIP ensured that the design and execution of the project supported local economic growth while minimizing environmental impact. The toll roads, particularly the Pematang Panggang–Kayu Agung section, were strategically designed to enhance connectivity and reduce logistics costs, benefiting industries such as oil palm and rubber plantations. This dual focus on economic and environmental sustainability reflects the committee's commitment to long-term infrastructure goals.

In conclusion, the establishment of KPPIP represents a transformative shift in the way transportation infrastructure projects are coordinated and implemented in Palembang. By addressing fundamental challenges such as land acquisition, funding, and inter-agency coordination, KPPIP has laid the groundwork for sustainable infrastructure development. However, as infrastructure needs continue to grow, ongoing improvements in policy frameworks, stakeholder engagement, and environmental considerations will be essential to ensure the continued success of these initiatives. As noted by Scott, sustainable infrastructure development requires not only strong leadership and planning but also adaptive mechanisms to respond to emerging challenges (Scott et al., 2020). KPPIP's approach provides a valuable model for achieving these objectives in Indonesia and beyond.

### **Key Infrastructure Projects in Palembang: LRT and Toll Roads**

The construction of the Light Rail Transit (LRT) system in Palembang was a pivotal project, designed to integrate mass public transportation infrastructure into the city's urban landscape while supporting the 2018 Asian Games (Hairi, 2020). The LRT, which became operational in August 2018,

serves as a vital link between Sultan Mahmud Badaruddin II International Airport and Jakabaring Sport City. This line not only reduces traffic congestion in Palembang but also sets a precedent for sustainable urban transit in other Indonesian cities. PT Waskita Karya (Persero) Tbk was entrusted with the construction of the LRT infrastructure, with the Ministry of Transportation overseeing the financial management and technical evaluations. The project demonstrated the effectiveness of a Public Private Partnership (PPP) framework in delivering large-scale infrastructure solutions efficiently (Presidential Regulation No. 3 of 2016).

Another transformative project in Palembang is the Trans Sumatra Toll Road (JTTS), which enhances regional connectivity and economic integration across Sumatra. The JTTS project includes critical sections such as Pematang Panggang–Kayu Agung (185 km) and Kayu Agung–Palembang–Betung (112 km), which were constructed under PPP schemes. The toll roads aim to facilitate the movement of goods and people, particularly between Bakauheni Port in Lampung and surrounding regions. These projects reduce travel times, cut logistics costs, and improve access to key economic hubs, especially in sectors like oil palm and rubber plantations. The role of toll roads in fostering regional trade and reducing dependency on conventional routes is a testament to Indonesia's commitment to infrastructure-led economic growth (KPPIP, 2017).

The financing mechanism for these projects is also noteworthy. Under the PPP model, funding is shared between the government and private entities, with additional fiscal support provided by umbrella contracts and consultant panels. This approach ensures financial feasibility while distributing project risks among stakeholders. For instance, the Kayu Agung–Palembang–Betung Toll Road, valued at IDR 17.347 trillion, exemplifies the use of innovative financing to manage complex infrastructure challenges effectively (Presidential Regulation No. 75 of 2014).

The operational success of these infrastructure projects has also been attributed to robust policy coordination led by the Committee for the Acceleration of Priority Infrastructure Provision (KPPIP). By managing land acquisition processes, facilitating inter-agency coordination, and ensuring compliance with environmental and technical standards, KPPIP has played a central role in overcoming delays and bottlenecks. As noted in the KPPIP annual report (2017), the committee's ability to enforce accountability and monitor progress across multiple stakeholders has been critical in meeting project deadlines.

The impact of these projects extends beyond transportation. By improving accessibility and connectivity, the LRT and JTTS projects have contributed to the socio-economic upliftment of the surrounding regions. Enhanced transportation networks have enabled small and medium enterprises (SMEs) to tap into larger markets, thereby boosting local economies. Moreover, the environmental benefits of mass public transportation, such as reduced emissions and decreased reliance on private vehicles, align with Indonesia's broader sustainability goals (Jaeger et al., 2015).

In conclusion, the LRT and toll road projects in Palembang represent significant advancements in Indonesia's infrastructure development agenda. These projects illustrate the power of effective policy coordination, innovative financing, and stakeholder collaboration in overcoming traditional infrastructure challenges. As Palembang continues to grow, these initiatives serve as a blueprint for integrating economic, environmental, and social sustainability into urban infrastructure development.

### **Implementation and Coordination Mechanisms**

To accelerate the development of priority infrastructure projects, the Indonesian government has implemented a structured coordination framework under the Committee for the Acceleration of Priority Infrastructure Provision (KPPIP). This framework encompasses a range of strategic actions, such as the

establishment of operational teams, the conduction of pre-feasibility and feasibility studies, the development of governance structures, and the resolution of regulatory bottlenecks. These measures aim to streamline project implementation and ensure alignment with national strategic goals (Presidential Regulation No. 75 of 2014).

One of the key components of this mechanism is the use of consultant panels, which facilitates efficient procurement processes (Morledge et al., 2021). The consultant panels consist of pre-qualified service providers who are engaged through umbrella contracts to conduct various project evaluations and provide technical assistance. This approach enhances flexibility and ensures the availability of expertise throughout the project lifecycle. For example, PT Kereta Api Indonesia (PT KAI) was assigned critical responsibilities in the operation and maintenance of the Light Rail Transit (LRT) system in Palembang, demonstrating how targeted assignments can improve efficiency and accountability (KPPIP, 2017).

Similarly, toll road projects fall under the purview of the Ministry of Public Works and People's Housing, which oversees their planning and implementation. Government support for these projects is provided in both fiscal and non-fiscal forms to ensure financial feasibility. This includes incentives such as tax benefits, land acquisition assistance, and guarantees to private sector participants. The Public Private Partnership (PPP) model has been particularly effective in financing projects like the Trans Sumatra Toll Road, where private investment is complemented by government contributions to mitigate financial risks (Presidential Regulation No. 3 of 2016).

Coordination between key stakeholders has been pivotal in overcoming logistical and technical challenges (Notteboom & Neyens, 2017). For instance, PT Waskita Karya and PT Kereta Api Indonesia worked collaboratively under the supervision of the Ministry of Transportation to deliver the LRT system on schedule. This top-down approach ensures that responsibilities are clearly defined, enabling smoother execution of complex infrastructure projects. Additionally, the coordination efforts have been instrumental in addressing land acquisition issues, which often pose significant delays in infrastructure development (Napitupulu et al., 2024).

The government has also leveraged State Equity Participation (PMN) to enhance the financial sustainability of these projects (Latif et al., 2024; Napitupulu et al., 2024). This funding mechanism allows state-owned enterprises (SOEs) to access capital for large-scale infrastructure development without overburdening public finances. By combining state equity with private partnerships, the government achieves a balanced approach to resource allocation, ensuring the timely delivery of infrastructure projects while minimizing financial risks.

These coordinated efforts highlight the importance of aligning policies and fostering stakeholder collaboration to achieve infrastructure development objectives. The emphasis on governance, accountability, and efficient resource management has set a benchmark for future infrastructure initiatives. As Indonesia continues to expand its infrastructure network, the structured coordination mechanisms established under KPPIP provide a robust foundation for addressing emerging challenges and sustaining long-term growth.

## **CONCLUSION**

Policy coordination for transportation infrastructure development in Palembang has been implemented through national and regional efforts, involving central government ministries, agencies, committees, business entities, and regional governments. This top-down approach, guided by legal frameworks and self-assessment tools, has ensured the timely execution of priority development projects. The role of regional governments has been crucial in aligning local project proposals with central

government criteria, enabling projects to meet macroeconomic goals while addressing regional development needs. This alignment has facilitated the approval and implementation of key infrastructure projects that support both local and national priorities.

However, further efforts are needed to enhance the integration and sustainability of transportation infrastructure in Palembang. A more comprehensive approach should focus on creating an interconnected system between land, waterways, and air transportation. Considering the city's unique geographical conditions, such as tidal swamp areas and extensive river networks, innovative and adaptive planning is essential. Sustainable development strategies must be prioritized to ensure that future infrastructure projects not only address current demands but also promote long-term urban and regional growth.

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