

MAKING OF PLACE THROUGH CREATIVE PARTICIPATORY PLANNING THE CASE OF PASUPATI CABLE STAYED FLY OVER DEVELOPMENT IN BANDUNG

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ABSTRACT

One of the current developments that changed Bandung is landscape the Pasupati Cable-Stayed Fly-Over. The project was completed in 2005. The Pasupati fly-over connects the East and West link of Bandung's major transportation system, which had been mentioned in the 1931 Carsten Plan. The obsession to build the East and West link, which was disconnected due to the Tamansari Valley, had been stated in many documents such as the Bandung Masterplan of 1971, the Bandung Detail Plan of 1985, and the Bandung RUTRK of 2003. The Bandung city government proposed to the central government to assist in the implementation of this plan by sending a letter dated 22 October 1988.

***Social problems** arose when the plan was about to be implemented in 1996. The rejection came from the people, particularly who lived under the cable-stayed fly-over in Tamansari Valley. It became worse due to the changing of the political condition from the New Order to the Reform Order governments, when the people asked for a more **democratic approach** to deal with the development. The rejection caused the project to be postponed for three years. This paper shares the experience to deal with those problems. The action research of creative **community development** and **participatory planning** had been exercised since 2000, before the Pasupati project could be executed again in 2001.*

THE PASUPATI CABLE-STAYED BRIDGE AND TAMANSARI VALLEY

The Pasupati cable-stayed bridge was developed over the Tamansari valley, which is densely populated. The Tamansari valley used to be a green valley where the Cikapundung main river of Bandung, runs through it. To develop the fly-over bridge, is a land area of 2.4 hectares should be released, which was in the shape of a corridor of 30 meters in width by 800 meters in length. The proposed area to be released was actually approximately 70% owned by the government but it was **illegally occupied** by the people. Because of the development, 300 houses needed to be resettled and built in the Cisaranten area located about 10 km East of the existing area.

The cable-stayed bridge connection across Tamansari valley added to the West and East transportation system of the city, which had been waited for a long time by the citizens of Bandung. The 300 meter bridge is part of the 2,5 kilometer fly-over road starting from the West at Pasirkaliki Street and then ending at the East at Surapati Street. Even though it is very important for the city, the plan was rejected by people who lived under the proposed fly-over bridge. The rejection of the government plan was mostly provoked by the people who lived in Neighborhood Unit no. 4 and no. 11 (RW 04 and RW 11) of the Tamansari sub-district. The land area that should be released are amongst the three neighboring units, which are RW 04, RW 11, and RW 15. The people who lived in those three neighboring units were

very sensitive to the issue of the bridge. They were easily provoked to express their rejection through several demonstrations at Tamansari or Cihampelas street near the conflicted areas.

The Tamansari valley area is very dense, with a density of around 300 person/hectare. People living there generally lived in **poor infrastructure** conditions of **slum areas**. The productive ages comprise almost 70% of the population. Based on the sub-district of Tamansari monograph data, only 60% of productive ages had a job, related to the selling of foods and services that served the needs of the universities around Tamansari.¹ The average education level was also low, of which 90% amongst them were from primary to senior high school.

NGO's were reluctant to be involved in solving the problem in such a dangerous and conflicted area. The Public Works Department through the project organization of the P3P (housing infrastructure improvement project) of West Java province assigned the Research and Social Empowerment Institute of the Institut Teknologi Bandung (LPPM ITB) to find possible solutions. Afterwards, the **community development, participatory planning** and **resettlement** was had been exercised between 2000 to 2001.

Several **premises** should be considered in the success of such **social interventions**. First is the meaningful relationship between the intervention, which is related to the **outcomes** for those whose lives are mostly affected by **outcomes**. The second is the ability to formulate and solve the **needs** of the people. The third is providing the **direction** that the people would like to go, and finally the direction of how the people are going there.² (Bennet, 1987:23). These premises were implicitly implemented in the program. The obvious outcomes for the people who lived under the fly-over bridge is discussed in the problems and general concepts of this paper. The formulation of people's needs and the direction that the people should go mostly appears in the methodology section. The **community development** program was conducted in a more wider area, which included 13 neighboring entity as one unit of the Tamansari sub-district.

THE PROBLEMS AND GENERAL CONCEPTS

Besides poor social and economic conditions, the more specific problems regarding the abandoned fly-over development was due to the rejection of **resettlement**, which is elaborated accordingly first there was little government campaign regarding the important plan of developing the bridge for Bandung city and its **benefit** for the local people. There were no obvious information about **resettlement** policy and planning for a long period of time. There were no local representatives involved in the relocation process. There were no **trust** of the people to the government; and there were several persons who took benefits from the unstable conditions by provoking the people. The general concepts of action taken included:

A Clear Vision

The importance of the planned East-West transportation system of Bandung had been written in local newspapers such as *Pikiran Rakyat* over several publications, however the Tamansari **people's perceptions** was on the contrary. They felt that the development did not give any contribution to their environment other than pollution. To change this perception, a better concept of **zoning** at the area under the fly-over bridge should be introduced. The previous zoning was for a **green belt** area only. The proposed changing to the city plan was to creatively utilize the space under the bridge for the benefit of the neighborhood, such as **public open Space** for sports and for local economic activities. To give better access to the area, the street under the fly-over was planned to connect the West and Eastern parts of Tamansari sub-district. The proposal of four-stories walk-up housing, a Mosque and a traditional market was also introduced. The new concepts were informed to the people in the form of an axonometric drawing in order to be easily understood. This was one of the planning tools to give a simple clear and vision to the people that the bridge development would

improve their **built environment**. For the people who would be resettled, it also insured that their future **resettlement area** had much better conditions and facilities than the existing area.

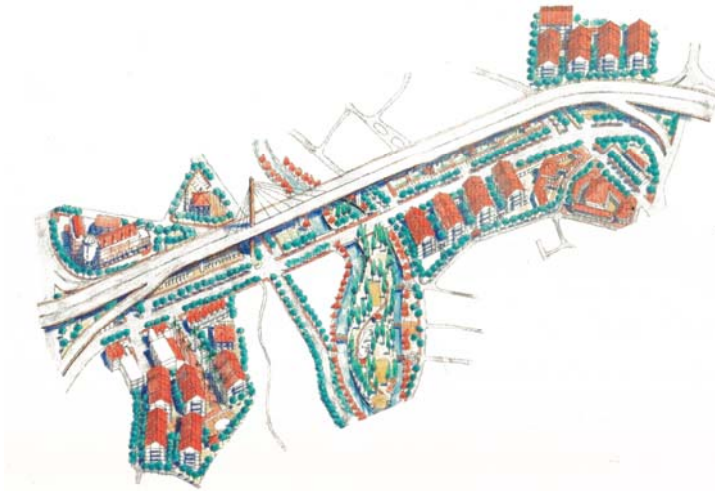


Figure 1.

This axonometric drawing is a vision of the proposed development, which was creatively programmed for the benefit of the local neighborhood. The plan includes public spaces and the areas for local economic activities under the bridge. The proposed walk-up housing is needed to reduce the density of the slum area.

Clear Information and Messages

Lack of information about the planning and the policy of the **resettlement** made **bias information** spread amongst the people. These conditions heightened the people's stress level, which made them easily provoked by persons against the fly-over development. This was especially true for the majority of people who lived illegally and felt that their lives were at stake. This situation had been taking place for a long time, so that the people developed lack of **trust** to the government program. To reduce the tension of this uncertain situation, several resettlement houses and its facilities in Cisaranten should be build as a **model** while the process of compensation was negotiated.

Effective Communication

The biased information amongst the people was not only due to the lack of information from the government team assigned for the problem but also the blocking and spinning of information by people against the bridge plan. Local **representatives institutions** such as the Neighborhood Unit leaders were not effective, especially in the conflicted areas. The representative forum should be developed consisting of the 12 neighborhood units in the Tamansari sub-district. Local representatives should be included in the government **resettlement team** to assist in producing the **compensation schemes**. This local representative would transmit information of the resettlement plan and policy more effectively.

Building Trust

To build the trust to the government program amongst the people in the conflicted areas was very difficult. The official government personnel deployed to the area were rejected. The Research and Empowerment Institute of ITB could take part as a **mediator** to implement several government programs to recover the trust. A community development with the **real plan** of community action to solve local problems should be conducted. The problems were categorized into three aspects, such as the **infrastructure**, local **economic development**, and **human resources development**. The use of a local organization should be taken to manage the community development as part of the local **capacity building** program.

Education And Training

Education and training was one of the important community development programs. The majority of the community graduated from the secondary high school. The short course and training will help to widen their horizons concerning the possibility of solving their problems. Hopefully with similiar basic information concerning the **built environment** and infrastructure problems, this creative **participatory planning** program can be fully exercised.

THE METHODOLOGY

There are four major concepts in the understanding the community development. The first is the importance of **human groupings**. In this case, the **community-based organization** (CBO) was established as a **primary group** in order to run the community development program. The second is the importance to focus in communication, uses of power and leadership in groups. The third major concept is related to social change. And the final concept is the importance of understanding and dealing with human relations.³

Those four aspects were practiced through learning by doing. LPPM ITB's role was as a facilitator and expert resource. The need of **motivation** and **dynamic groups** were exercised especially in the training and workshops. The **community development** activities were managed together with the **local community-based organization** (CBO) which were done in several stages.

Stage 1: Searching For Active Leaders Within The Community

In the **conflicted area**, there was already one organization called FKPKP (the advocacy forum for Pasupati). The activity base of this organization was at the Neighborhood Unit no. 4 (RW 4). This was the most active group to provoke people in order to reject the Pasupati cable-stayed bridge plan. We finally found young **active leaders** at Neighborhood Unit no. 11, which was in the same conflicted area and helped him to setup the neutral organization that is concerned with the poor infrastructure of this area. This community-based organization (CBO) was called **Fordamasta**, which stands for Forum Pemberdayaan Masyarakat Tamansari- or Tamansari society for empowerment forum

Stage 2: Collecting Data Using Interviews Based On Prepared Questions

The social and economic survey took a sample of about 20% of the total number of Head of Households (Kepala Keluarga) in Tamansari sub-district area. People were interviewed not only by random sampling but also the **active young people** and **leaders** in eleven **neighborhood units**. The goals of this self-help survey were not only to get a picture of the social and economic conditions, but also to find people who could participate in the **community development** process.

Stage 3: Establishing Community-Based Organizations (Cbo) In Each Neighborhood Unit.

The groups were very important to motivate the community in the community development process. Thirteen CBO in the thirteen **Neighborhood Units (RW)** were established. The primary objective of this community organization was to find creative solutions for community problems. The problems can be categorized into three aspects, namely **infrastructure**, **human resource**, and **local economic** development.

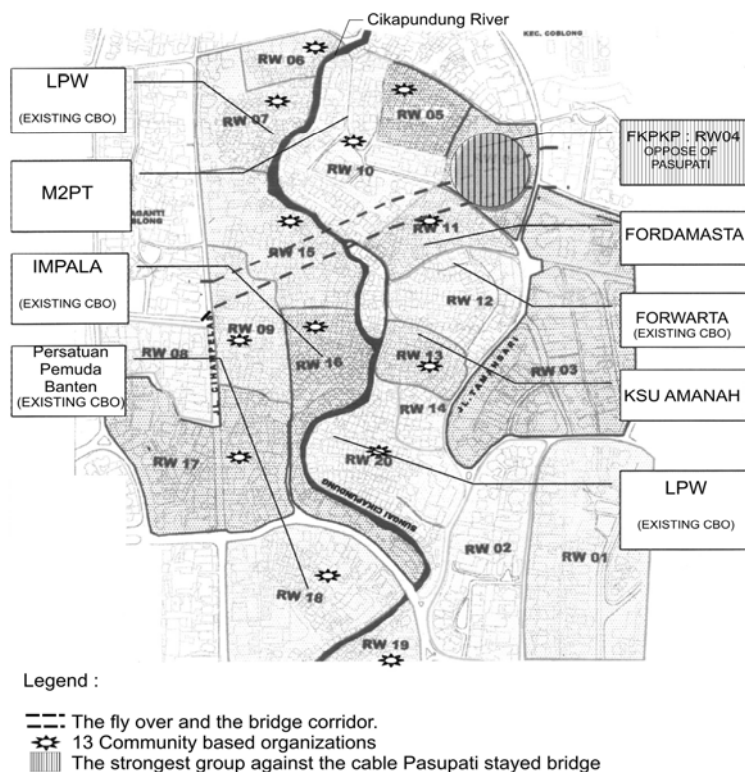


Figure 2.

There were several existing community-based organizations but their activities were mostly partial. The new local institution that was supported by the community development program was Fordamasta. The CBO's at each Neighborhood Unit (RW) were M2PT and KSU Amanah. M2PT was the Tamansari development board and KSU Amanah was a local economic institution based on cooperative principles.

Stage 4: Education and Training

The short course and training was attended by all of the thirteen CBO's. The goals were to increase the knowledge of infrastructure problems at the **community level** as well as at the **city level**. Open discussions concerning the possible solutions were also encouraged. The training was also to increase the awareness of people, such as the importance of infrastructure as one unified system from the community to the city level, the importance of vertical development given the **limited space** in the densely populated area, and the importance of **economic cooperation** amongst the people in the Cooperative (Koperasi). The training also covered the **community action plan** preparation proposal. This would help the community to formulate their needs. The community action plan would be discussed amongst the CBO's in the workshop.

Stage 5: Workshop

The workshop objectives were to find **consensus** amongst the CBO's concerning the **major needs**, problems, and proposal for the future development of Tamansari sub-district. However, the action plan based on the needs for each Neighborhood Unit were also discussed and finalized. The workshop consisted of two different agendas. The first was problem analysis, problem formulation, and **motivation training**, and the second was **participatory community** action plan and the formulation of the **representative institution** for Tamansari sub-district. The results of the workshop were the Tamansari **action plan program** and the establishment of Tamansari **development board** or M2PT, which stands for *Majelis Musyawarah Pembangunan Tamansari*. The goals of this workshop was to prepared a **community action plan** that would be presented to the local government and other city stakeholders.

Stage 6: Tamansari Development Board (M2pt) Presentation To Local Government And Other Stakeholders.

The Important recommendations of Tamansari Development Board were as follows: The first was Tamansari development board (M2PT) as one of the **local institutions representative** that could participate in the resettlement program. The second was the proposal of **Tamansari**

community action plans for the future program. The program included: the development of walk-up housing/flats, the Cikapundung river side improvement, the Neighborhood Units infrastructure improvements, and the development of local economic institutions such as Koperasi.

Stage 7: Implementation Of Neighborhood Units' Action Plan

The implementation of neighborhood action plan consisted of infrastructure development and local economic development. The program had been implemented and controlled by the community. The allocated budget was 80 million Rupiahs funded by the the West Java housing infrastructure improvement project (P2SP Jawa Barat). The infrastructure **improvement programs** were different for each thirteen neighborhood units, such as the improvement of drainage, alleys, public toilets, office of local RW, etc. The local **economic program** included the training of sewing, bread-making, etc. The Koperasi Amanah was also established as the **local economic institution** based on cooperative principles amongst the Tamansari people.

CONCLUSION – LESSONS LEARNED

Community development and **participatory planning** built **mutual trust** between the people and the government. The Tamansari **people's representative** was finally included in the government **resettlement team** based on the Mayor of Bandung's decree no.620/KEP 088 BA.HUK/2001. The **compensation** scheme and plan for resettlement was accepted by a majority of the people.



Figure 3.

The Pasupati Cable-Stayed bridge construction in Bandung in October 2001 and was complete in 2005. The previous program of community development had been conducted with the people of Tamansari living under the bridge for two years since 2000. However, the proposed community urban renewal plan by the community under the fly-over road and bridge has not been adopted by local government.

The Pasupati cable-stayed bridge was finally complete and now becomes one of the Bandung **landmarks**, however the vision of the **community urban renewal** of the **slum area** under the bridge is still neglected. The **community development** program initiated by the infrastructure housing improvement project of West Java Province has not yet been adopted by the city. This community **development program** seems *ad hoc* and just for solving the problem of the bridge development. It is very important to continue this creative program, so that the place making of Pasupati cable-stayed bridge also has **meaning** for the people who live next to it.

Creative **Participatory Planning** was practiced as part of the **community development** program. The **level of participations** were varied. Using the **Ladder of Participation** based on Arnstein, the participation ranked from the lowest to the highest as follows: Manipulation, Therapy, Informing, Consultation, Placation, Partnership, Delegated power and Citizen control. In Tamansari, the highest participation under citizen control was on the neighborhood action plan of infrastructure and its implementation. The Participation in the walk-up housing **design workshop** was considered as Partnership. While the proposed **community urban**

renewal plan as shown on the axonometric drawing was more in the level of Informing. The combination of the **bottom-up** and **top-down** policies in the Tamansari case was managed proportionately and creatively.

NOTES

1. Tim Bantuan Teknis LPM ITB (2001), *Studi Sosial Ekonomi dan Perencanaan Partisipatif pada Peremajaan Kawasan Balubur*, LPM ITB, Bandung.
2. Edward M. Bennet , ed. (1987), *Social Intervention: Theory and Practice*, The Edwin Mellen Press, Lewiston, New York.
3. James A. Christenson & Jerry W. Robinson, JR ed. (1989), *Community Development in Perspective*, Iowa State University Press, Ames, Iowa. p.160

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1. Bennet, Edward M., ed. (1987), *Social Intervention Theory and Practice*, The Edwin Mellen Press, Lewiston, New York.
2. Christenson, James A. & Jerry W. Robinson, JR. ed. (1989), *Community Development in Perspective*, Iowa State University Press, Ames, Iowa.
3. Tim Bantuan Teknis LPM ITB (2001), *Studi Sosial Ekonomi dan Perencanaan Partisipatif pada Peremajaan Kawasan Balubur*, LPM ITB, Bandung