

Collaborative Governance in Road Infrastructure Development in Gununghalu District, West Bandung Regency

by Welly putra jaya

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Collaborative Governance in Road Infrastructure Development in Gununghalu District, West Bandung Regency

Ria Anjani, Wirman Syafri, Yudi Rusfiana

Sekolah Pascasarjana Magister Terapan Studi Pemerintahan, Institut Pemerintahan Dalam Negeri Jakarta

Article Info	ABSTRACT
Keywords: Collaborative governance, government, Gununghalu	<p>The concept of collaborative governance is now a view in government administration, sharing roles with the community and the private sector is a change that makes all sectors stand equal and democratic. This does not only apply to the central government, but also regional governments, including West Bandung Regency. This region is actively implementing accelerated development, especially in the field of road infrastructure. The aim of this research is to analyze the application of the concept of collaborative governance in the development of road infrastructure in Gununghalu District, West Bandung Regency. The research design used is descriptive analysis using survey studies as the management and a qualitative approach. Observation and interviews are techniques used to collect supporting and inhibiting factors as the required data. The results obtained from this research are the success of collaborative governance in the road infrastructure project due to supportive initial conditions, facilitative leadership, institutions that have been formed, collaboration between actors that runs smoothly, with the supporting factors of cooperation and close interaction between stakeholders being built with the principle of transparency, the concept of collaborative governance can work well</p>
<p>42 This is an open access article under the CC BY-NC license</p> 	Corresponding Author: Ria Anjani, Wirman Syafri, Yudi Rusfiana Postgraduate Master's Program in Applied Government Studies, Jatinangor Institute of Domestic Government riaanjani98@gmail.com

INTRODUCTION

The paradigm in government administration is experiencing a shift with the emergence of the concept of "governance" where the consequence of this change is that the government no longer holds a monopoly in administering the State, but must share roles both with the private sector and with civil society (society). This change has implications for the pattern of relations between government, the private sector and society to become more equal and democratic.

Osborn and Gaebler's thoughts on "Reinventing Government", namely public management practices supported by bureaucracy with a strong entrepreneurial spirit said that the administration of government affairs should be more focused on the capacity and participation of the community at the regional or regional level, also supporting the

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understanding that to achieve the objectives of administering government, collaboration is needed between government actors, namely the government, the private sector and the community.

Regional Development is an obligation that must be carried out by the Regional Government. Since the issuance of Law Number 23 of 2014 concerning Regional Government, each region has had the difficult task of realizing equitable development. To develop a better region cannot be separated from the commitment of regional leaders and other apparatus. As a process, development is a continuous activity to create changes in all dimensions of people's lives in order to achieve improvements in living standards and is also a process of adaptation to environmental changes which are also continuously undergoing change. Development can also be interpreted as a process of increasing the resilience and quality of life of the community so that it has a differential value from previous conditions.

So regional development is a process where the regional government and its communities manage existing resources and form a partnership pattern between the regional government and the private sector to create new jobs as well as stimulate the development of economic activities in the region. At a practical level, the implementation of effective and efficient regional development still faces many obstacles, including limited regional financial capacity to finance the implementation of regional development programs and activities, as well as a lack of synergy between development stakeholders.

Providing good infrastructure and facilities will have broad and multiple effects on the development process, resource management and achieving community welfare. Infrastructure and facilities must be used as a prerequisite for regional progress, both economically, socially and culturally. West Bandung Regency will also be more attractive for investment if it has adequate supporting capacity for infrastructure and facilities.

In general, the development policy strategy for West Bandung Regency for 2013-2018, which is priority in administering government and implementing road infrastructure development in the West Bandung Regency area, is the repair, construction and maintenance of road and bridge infrastructure. This development priority is of course made so that regional development can be directed and can realize accelerated and equitable development, especially in the field of road infrastructure.

West Bandung Regency is divided into 16 (sixteen) sub-districts, namely: Padalarang, Cikalongwetan, Cililin, Parongpong, Cipatat, Cisarua, Batujajar, Ngamprah, Gununghalu, Cipongkor, Cipeundeuy sub-districts with an area of 128,467 hectares or 1,284.67 km². The largest sub-district is Gununghalu District with an area of 155.07 km² or 15,508 Ha (12.7%) and the smallest sub-district is Batujajar District with an area of 31.05 km² or 3,106 Ha (2.42%).

Regional accessibility in West Bandung Regency as a whole can be expressed with an accessibility index of 0.88 km/km² and a mobility index of 0.7 km/1,000 people. Both

figures are still below the minimum service standards for districts, namely an accessibility index of 1.5 km/km² and a mobility index of 2.5 km/1,000 people. To catch up, at least more than 800 km of roads are needed.

Based on the data presented above, we can see the phenomenon that the development of road infrastructure in the West Bandung Regency area still needs to be improved, especially in the sub-districts in the Southern Region, including Gununghalu Sub-district, which has the furthest distance from the sub-district capital from the capital city. Districts and villages in the Gununghalu District area have the lowest levels of infrastructure factor index difficulty.

This phenomenon is homework which of course must be completed by the Regent and Deputy Regent elected as a result of the 2018 Regional Head General Election, namely Mr. H. Aa Umbara Sutisna and Mr. Hengki Kurniawan. However, it turns out that in implementing the program several obstacles were found, including the regional financial condition which could not meet the need for road infrastructure improvements to the southern region if it was carried out simultaneously in 2019.

In a statement Mr. H. Aa Umbara Sutisna as Regent of West Bandung for the 2018-2023 period stated that development of the southern region is one of his priority programs in fulfilling political promises to the people of West Bandung Regency. To encourage the development of road infrastructure in the southern region, the Regional Government of West Bandung Regency allocated funds of Rp. 324,000,000,000,- (three hundred and twenty four billion rupiah) which came from regional loan funds to PT. Multi Infrastructure Facility to be used to finance improvements to road infrastructure in the southern region starting from Cililin District to Rongga District so that community accessibility in the southern region is smoother to support all community development activities, based on a statement made by the Regent of West Bandung to the mass media.

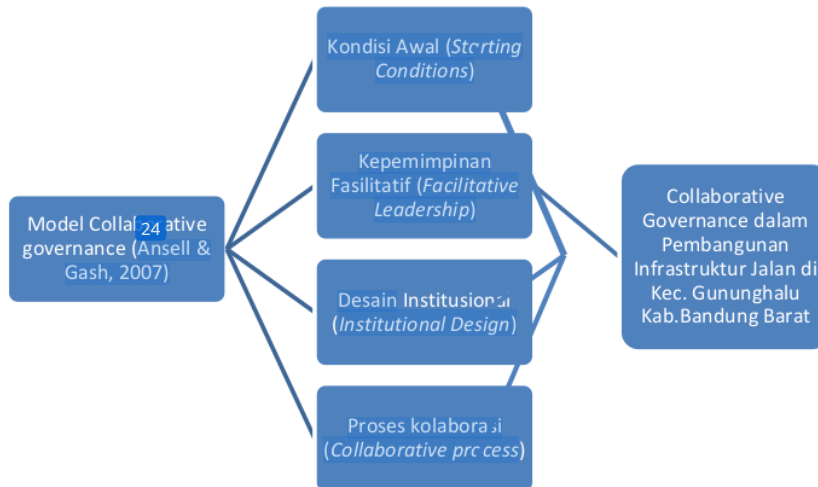
Collaboration with vertical agencies is also carried out by the Regional Government of West Bandung Regency with the TNI through the ranks of Kodim 0609 Cimahi in the BSMSS (Bhakti Siliwangi Manunggal Satata Sariksa) activity which is their annual routine program so that the program carried out in the form of village road repairs is carried out at the location of Gununghalu District. Several universities that carry out PPM (Community Service Program) activities are also directed to help improve infrastructure in the Gununghalu District area. The sub-district government, village government and communities in the Gununghalu sub-district area are also directed to participate when there is a road infrastructure development program in their area so that accessibility difficulties for residents in villages where transportation is difficult, as in the data previously submitted, can be resolved.

The regional government's limitations in carrying out road infrastructure development in West Bandung Regency, is trying to raise the concept of Collaborative Governance by involving various parties/stakeholders which is expected to be a solution in overcoming

existing public problems. Relevant parties/stakeholders, apart from being involved in participating in helping to develop road infrastructure, also benefit from their involvement in terms of achieving organizational goals, economic and social benefits.

METHOD ¹²

The research design used is descriptive analysis. The research approach used is a qualitative approach, namely to obtain research focus, understand the meaning behind visible data, to understand social interactions, to understand people's feelings, to ensure the truth of the data, and to develop concepts/theories. .



¹⁴ **Figure 1** conceptual framework

The data collection techniques used in this research are as follows: Interview, Observation, Documentation. The data processing and analysis techniques used are qualitative processing and analysis. Qualitative data processing and analysis techniques use an interactive model developed by Miles and Huberman, namely by describing, explaining, classifying and conceptualizing primary data and secondary data through words, sentences, pictures, symbols, charts, graphs, tables and matrix. The steps for qualitative data analysis are as follows: Data reduction, data display/presentation, drawing conclusions.

RESULTS AND DISCUSSION

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Paying attention to the phenomena and initial data that researchers observed, development in the Gununghalu District area is still lagging behind compared to other sub-district areas

in West Bandung Regency, including in the development of road infrastructure. Gununghalu District has an area of 160.64 Km² and is divided into 9 (nine) villages, namely Cilangsari Village, Sindangjaya Village, Bunijaya Village, Sirnajaya Village, Gununghalu Village, Celak Village, Wargasaluyu Village, Sukasari Village, and Tamanjaya Village.

Table 1. Villages with the Lowest and Highest Infrastructure Factor Index Difficulty Levels in West Bandung Regency in 2017

No.	Subdistrict	Village	Transport Difficulty Value
1	2	3	4
1	Cisarua	Jambudipa	3.10
2	Padalarang	Padalarang	3.27
3	Lembang	Jayagiri	3.37
4	Lembang	Kayuambon	3.37
5	Cililin	Cililin	3.70
...
161	Cavity	Sukaresmi	20.96
162	Cavity	Bojongsalam	20.96
163	Gununghalu	Cilangari	22.77
164	Gununghalu	Sindangjaya	22.77
165	Gununghalu	Sukasari	23.01

Source: West Bandung Regency Geographic Difficulty Index 2017, West Bandung Regency BPS

Based on the data in table 1, the villages with the lowest and highest infrastructure factor index difficulty levels in West Bandung Regency in 2017 above, shows that 3 (three) out of 165 (one hundred and sixty five) villages that have the lowest transportation difficulty scores are in Gununghalu District namely Cilangari Village, Sindangjaya Village, and Sukasari Village. After 10 (ten) years, West Bandung Regency separated from Bandung Regency, since it was inaugurated on June 19 2007, regional development programs, especially road infrastructure, appear to have not been evenly distributed in the southern part of West Bandung Regency. The sub-districts in West Bandung Regency in the southern region such as Cililin, Sindangkerta, Rongga and Gununghalu have not yet had their needs met. basic infrastructure to support community mobility and economic, social and cultural development as stated in the data above.

The collaborative governance theory that researchers used as the basis for carrying out research on road infrastructure development in Gununghalu District, West Bandung Regency, using the theory of Ansell and Gash (2007) where the collaborative governance model is divided into 4 (four) broad dimensions, the following are the results of the research that has been carried out towards Collaborative Governance in Road Infrastructure Development in Gununghalu District, West Bandung Regency, namely:

1. Initial Conditions

The development of road infrastructure in Gununghalu District is of course influenced by several conditions, one of which is the availability of existing resources. The sub-district area is quite large, of course it needs to be supported by adequate human resources and financial resources in carrying out the road infrastructure development program.

This program was implemented by PPK and PPTK at DPUTR involving Abipraya Bodiac CSO and Basuki Lesindo KSO as contractors in the construction of this road, because trained human resources were needed. The local government, in this case the DPUTR, is the official affairs agency.

The condition of human resources for the apparatus in Gununghalu District is very minimal because in Gununghalu District there are no civil servants who have special competence in the field of planning or building road infrastructure, as per the results of interviews conducted with the Head of Gununghalu District, Mr. Hari Mustika J., S.Sos who said that there is not one (1) employee, whether structural or implementing, who has an educational background or competence in the field of infrastructure planning or development.

Several universities that carry out PPM (Community Service Program) activities, such as STKIP Siliwangi, Widyatama University, Indonesian Education University, are directed to help develop road infrastructure in the Gununghalu District area both in terms of planning studies, models, or improving the community's economy. With the availability of human resources who are of course qualified and competent in their fields, collaboration with academic stakeholders is a factor that supports the road infrastructure development process in Gununghalu District.

Apart from the differences in resources owned by the actors, the pre-history between the actors before implementing the collaboration also influences how high the motivation is to carry out the collaboration. The process of building road infrastructure in Gununghalu District is not easy because there are problems with people who feel their mobility is disrupted due to traffic jams caused by road construction work and residents' land being affected by road construction. There is also distrust of the government regarding the suitability of work specifications and the quality of the roads being built.

2. Institutional Design

In the case of collaborative governance of road infrastructure development in Gununghalu District, the institutional and institutional design from interviews with subdistrict heads and village heads in Gununghalu District revealed that there was no special team formed to accommodate collaboration between government stakeholders in encouraging road infrastructure development in Gununghalu District .

Collaboration with vertical agencies is also carried out with the TNI through KODIM 0609 Cimahi through the BSMSS (Bhakti Siliwangi Manunggal Satata Sariksa) Program which will be implemented in 2021 in Bunijaya Village, Gununghalu District with activity

programs in the form of repairing village roads, drainage and construction of TPT. The implementation of this activity aims to foster and develop unity and unity, cohesiveness, mutual cooperation and integration between the TNI, elements of the Regional Government and the Community in resolving environmental problems that exist in the community, one of which is inadequate road access to support the community's economic activities.

3. Facilitative Leadership

The leadership of the sub-district head as the leader in the region also plays a very important role, based on the results of interviews with several village heads in Gununghalu sub-district, it was stated that the leadership of the sub-district head of Gununghalu is quite good in embracing all stakeholders in the area, including the village government, elements of Forkopicam (Communication Forum). District leaders), business world, academics, mass media, and society. One of them is funding from the Dompot Dhuafa Foundation in the form of the construction of the Montaya Bridge which connects 2 (two) villages, namely Gununghalu Village and Sirnajaya Village. During the construction process, based on the words of the Head of Gununghalu Village, Mr. Isep Heriatna, the community, TNI, Polri also helped build a temporary bridge. During the process of building the Montaya Bridge, the community was very grateful for the repair of the bridge because it is the only access road that connects the 2 (two)) the village.

With facilitative leadership, the limited resources owned by the Gununghalu District government can be supported and complemented by collaborative stakeholders involved in infrastructure development so that the common goal can be realized, namely equitable infrastructure development and the fulfillment of basic services for the community.

4. Collaboration Process

The final element of the Collaborative Governance model is how the collaboration process itself occurs. The collaboration process is carried out in several stages. A stage of the collaboration model is important to pay attention to as a strategy in the management aspect of public affairs. Although the collaborative process is difficult to implement because the characters of each stakeholder are different from each other. The collaboration process can run as marked the following stages:

a. Face to Face Dialogue (Face to Face Dialogue)

All forms of collaborative governance are built from direct face-to-face dialogue from each stakeholder involved. As with process-oriented collaborative governance, direct dialogue is very important in order to identify opportunities and mutual benefits.

b. Trust Building (Building Trust)

Collaboration is not just about negotiations between stakeholders, but more than that, it is an effort to build mutual trust with one another. Building trust needs to be done as soon as possible when the first collaboration process is carried out. This is done so that stakeholders do not experience egocentrism between institutions.

c. Commitment to the process (Commitment to the Process)

Commitment certainly has a strong relationship in the collaboration process. Commitment is motivation to be involved or participate in collaborative governance. Strong commitment from each stakeholder is needed to prevent risks from the collaboration process. Although commitment is indeed a complicated thing in collaboration. Commitment is the responsibility of stakeholders to view the relationships as something new and this responsibility needs to be developed.

Based on the results of an interview with the Head of the Highways Division of the Public Works and Spatial Planning Department of West Bandung Regency, the road infrastructure development project in the southern region of West Bandung Regency, including Gununghalu District, is a project with a very long and complicated journey. Until in the end all parties involved agreed to contract, even though there were 7 (seven) addendums.

d. Shared Understanding (Common Understanding)

In the course of government collaboration for the development of road infrastructure in Gununghalu District, we can finally understand each other and share roles with the goal that whatever problems occur in the development of road infrastructure, we must be able to solve them and get a joint solution.

For example, in the case of stalls, house yards or shops, residents affected by the road widening project initially experienced resistance and reluctance from the residents to move from the road widening location. However, with the communication and understanding provided to the community, they ultimately supported and gave up their land to become part of the road widening. The community's economic improvement will also be felt if the community's accessibility to activities becomes easier and is in good condition.

e. Intermediate Outcomes (Interim Results)

Further results from the collaboration process are realized in the form of tangible output. This is the result of a critical and essential process in developing momentum that can guide the success of a collaboration. The output to be achieved is the achievement of Road Infrastructure Development in Gununghalu District, West Bandung Regency, where in early 2018 the journey to Gununghalu from the capital of West Bandung Regency took approximately 3 (three) to 4 (four) hours due to road conditions. which is damaged and narrow, can now be reached in only about 2 (two) hours with smooth road conditions.

The road infrastructure development program that has been implemented can certainly be a driving factor in the community's economic wheels, with good road access of course investors will be more interested in investing and the tourism potential in Gununghalu District can also be further explored and promoted to increase the income of the surrounding community by balancing it. development of other regional infrastructure.

Table 2. District Road Sections in Gununghalu District, West Bandung Regency

No	No. Section	Road Section Name	Length (Km)	Width (m)	Condition
(1)	(2)	(3)	(4)	(5)	(6)
1	22.26.0.0004	Jl. Celak – Gununghalu	8,070	4.50	Good (100%)
2	22.26.0.0005	Jl. Gununghalu – Bunijaya	5,300	3.50	Good (75.47%) Medium (18.87%) Light Damage (5.66%)
3	22.26.0.0006	Jl. Bunijaya-Cilangari	10,000	3.50	Good (100%)
4	22.26.0.0007	Jl. Cilangari - Cisokan	5,200	3.00	Good (100%)
Total Road Length (km)			28,570	-	-

Source: West Bandung Regency PUTR Service

With the existence of Collaborative Governance in the Development of Road Infrastructure in Gununghalu District, West Bandung Regency, the condition of district roads in the Gununghalu District area has reached approximately 90% in good condition and can be used to improve the economy of the people of West Bandung Regency, especially the people in Gununghalu District, so that equality is achieved. development can be realized.

Supporting Factors for the Success of Collaborative Governance in Road Infrastructure Development in Gununghalu District, West Bandung Regency

In the collaborative governance process of road infrastructure development in Gununghalu District, there are several supporting factors obtained from research that has been carried out in a collaboration, including the actors involved in the collaborative process of developing road infrastructure in Gununghalu District, they have been well involved through a series of interaction processes, in the form of coordination meetings, regular weekly meetings at the sub-district level, and also informal discussions that are often held between the stakeholders involved.

With good interaction, the problems that exist in the development of road infrastructure in Gununghalu District can get solutions such as limited funds, human resources owned by the district, can be helped by collaboration with the private sector, village government, vertical agencies and the community. These things can create strong collaboration in a network and can produce appropriate problem solving. All stakeholders involved have been seen to comply with the commitments made. All stakeholders are required to be transparent with each other in carrying out all collaboration processes and accountability aspects are also fulfilled in accordance with their accountability provisions in the form of contracts or memorandums of understanding, as well as informal accountability systems.

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The West Bandung Regency Government and the Gununghalu District Government are trying to utilize various media to convey the necessary information in the form of data, documentation and other documents between the stakeholders involved. By ensuring ease of access to information, the collaboration process can run well. The limited resources owned by the sub-district government can be collaborated with the regional government, village government, vertical agencies, TNI and Polri. Likewise, the private sector and also the community have financial and personal resources which can certainly support the achievement of the goals of implementing collaboration.

Inhibiting Factors of Collaborative Governance in Road Infrastructure Development in Gununghalu District, West Bandung Regency

A number of factors can hinder or fail collaborative governance that has been built and implemented. In research conducted on Collaborative Governance in Road Infrastructure Development in Gununghalu District, West Bandung Regency, several inhibiting factors were found in the implementation of collaboration. First, collaboration can fail because there is a tendency for institutions involved in cooperation or collaboration (especially from the government side) to tend to apply a hierarchical structure to other stakeholders involved in the collaboration. The government tends to dominate all policies carried out in road infrastructure development, even though to encourage collaboration all stakeholders should be placed in a horizontal relationship, so that no one party dominates and seems to be driving the entire collaboration process unilaterally.

It was discovered that there was a road construction activity from the Government which could not be carried out due to resistance from the community and NGOs in the Gununghalu area, as explained by the Head of Gununghalu District. Such an incident shows the dominance of elements of the Government who seem to feel that in carrying out a collaboration policy it is unimportant or unnecessary with other stakeholders, they are taking a top down approach and may also make other stakeholders ignore the invitation to participate in the collaboration.

The above is one of the phenomena seen in the collaborative process of road infrastructure development in Gununghalu District, where the private sector/business world/companies domiciled in the Gununghalu District area have also not participated, as stated by the Head of Gununghalu District, Mr. Hari Mustika, S.Sos. Entrepreneurs view road infrastructure development activities as the responsibility of the Regional Government only, even though they actually also have an obligation to submit CSR (Corporate Social Responsibility), one of which can be in the form of participation in the development of road infrastructure in the surrounding area because they are trying and carrying out economic activities. in that area and of course must be able to maintain a harmonious balance between the company and the community in the surrounding environment. However, they felt they were not involved by the Government, so they ignored the invitation to collaborate in developing road infrastructure in Gununghalu District.

Next, the second inhibiting factor found in this research is related to political factors of interest between each stakeholder. Among them, namely, from the TNI, in this case KODIM 0609 Cimahi, of course has certain targets that have been set by the Central Government. Of course, the private parties involved also have special interests from their participation in this collaboration, for example what benefits they can obtain for their companies. The Village Government also has not implemented program synchronization between the Central Government and the Regency Government.

The sub-district head, as a facilitator between the district government and the village government, has also not been able to intervene with the village government because there are no specific guidelines for setting priorities for development programs to be implemented by the village government. Not all villages prioritize the development of road infrastructure, as a result, to date the overall condition of roads with village road status in the Gununghalu District has not reached more than 50% of the village roads in Gununghalu District. So it is also necessary to have strong authority for sub-district heads to regulate the Village Government regarding budget priorities in their area.

The third inhibiting factor is the condition of a natural disaster that occurred unexpectedly, namely the presence of Covid 19 which caused all stakeholders to be affected in 2020 to 2022. The condition of the APBD and APBDes, especially in Gununghalu District, experienced changes in planning where all activities had to be focused on handling Covid 19 so that all infrastructure development programs including roads were stopped. All commitments and plans that have been made must be socialized and communicated with all stakeholders regarding changes so as not to eliminate the element of trust that has been built between stakeholders in the initial agreement in the collaboration process.

CONCLUSION

Based on the research results as discussed in the previous chapter, the research conclusion that can be constructed by the researcher is that Collaborative Governance in Road Infrastructure Development in Gunung Halu District, West Bandung Regency has gone well based on research on 4 (four) dimensions that influence each other in the Collaborative model Governance includes starting conditions, institutional design, facilitative leadership, and collaborative process according to Ansell and Gash (2007). Collaborative Governance in the development of road infrastructure in Gununghalu District, West Bandung Regency has gone well as seen from the initial supportive conditions, the institutional design that was formed, the facilitative leadership of each collaborative stakeholder/actor, and the smoothness of the collaboration process to realize the desired results. It is hoped that the condition of the road infrastructure connecting the southern region of West Bandung Regency, especially in Gununghalu District, is in good condition. Factors that support the success of Collaborative Governance in developing road infrastructure in Gununghalu District include: close cooperation and interaction between

fellow collaborative actors in the development of road infrastructure in Gununghalu District, there is a commitment and shared goal made by the West Bandung Regency Government with the stakeholders involved in the collaboration, the building of trust and transparency or openness between the stakeholders involved and the division of responsibilities of each stakeholder according to their role. Factors inhibiting the success of Collaborative Governance in development Road infrastructure in Gununghalu District comes from internal and external collaborative actors involved. Inhibiting factors for internal collaboration actors include differences in interest factors between stakeholders and the tendency for a hierarchical structure from each actor towards other stakeholders involved in the collaboration. External inhibiting factors include natural disasters and non-natural disasters that occur. Based on the results of research regarding collaborative governance in road infrastructure development in Gununghalu District, West Bandung Regency, the following are several suggestions that can be given, namely: The West Bandung Regency Government is advised to open up wider opportunities for communication and coordination with the private sector, government, vertical agencies, BUMN, BUMD, universities, and the community to synergize various existing activity programs in opening up space for collaboration in other fields besides road infrastructure development, for example in improving the community's economy or developing existing tourism potential, especially in Gununghalu District as a follow-up to the collaboration on road infrastructure development that has been implemented. The West Bandung Regency Government is expected to be able to make more focused activity planning and budgeting in accordance with the established RPJMD, accompanied by projections of potential sources of income to finance all forms of activity programs that will be implemented. Further studies are needed to calculate the achievements of the Transportation Difficulty Index for villages in the southern region of West Bandung Regency, one of which is in Gununghalu District, with the implementation of the road infrastructure development program in the southern region of West Bandung Regency until 2023, whether it has increased according to the target planned in the regional development plan.

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