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TRANSNATIONAL COLLABORATIVE GOVERNANCE IN THE INDONESIA'S HIGH-SPEED RAILWAYS INFRASTRUCTURE DEVELOPMENT POLICY

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ABSTRACT

This study aims to analyze collaborative governance among stakeholders in the implementation of high-speed railways infrastructure development policy in Indonesia during the administration of President Joko Widodo. This study develops a collaborative governance model by adding international factors and transnational actors as policy implementers. This study is descriptive qualitative research with the object of the policy of the Jakarta-Bandung High-Speed Railways (JBHSR) infrastructure development implemented by PT. Kereta Cepat Indonesia-China (KCIC), a consortium of joint ventures between the State-Owned Companies of Indonesia and China. Data were collected through in-depth interviews, observation, and documentation. Informants were selected based on the purposive sampling technique which later developed into a snowball. Data validation using the Triangulation method of data sources shows that formal collaboration occurs by including a consensus among stakeholders specifically aimed at completing High-Speed Railways infrastructure development. In practice, even though stakeholders have collaborated intensively, the study also shows that some collaboration items do not work optimally due to communication between stakeholders, governance, and a lack of understanding of national and local regulations. These various factors hamper the process of implementing the JBHSR infrastructure development policy that synergizes various stakeholders, including the involvement of transnational actor PT. KCIC as policy implementer.

INTRODUCTION

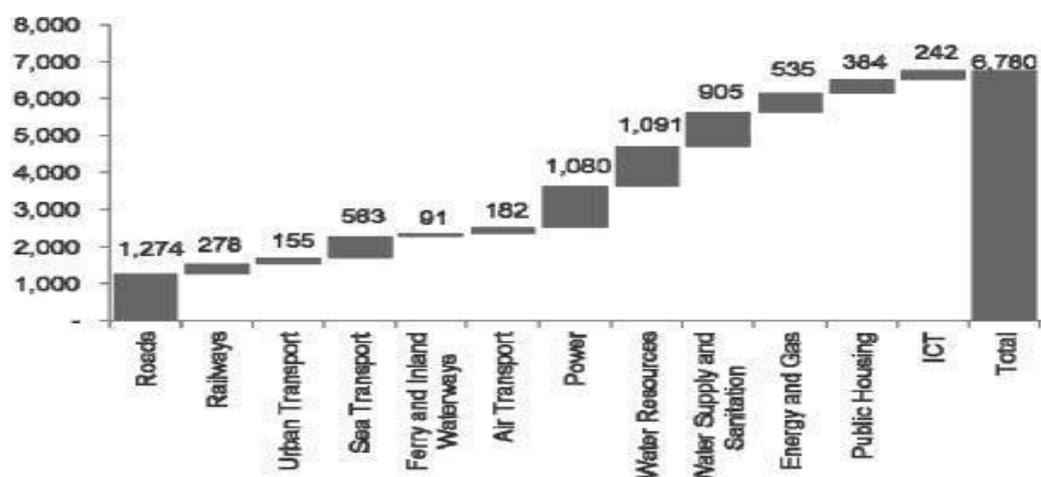
The development of JBHSR transportation infrastructure in Indonesia is an important part of NAWACITA which was initiated by the President Joko

Widodo administration in 2014. President Joko Widodo has prioritized infrastructure development as the main tool for economic growth, acceleration, and equitable distribution of national development. Infrastructure development becomes rational because Indonesia's infrastructure quality position is still ranked 92 out of 144 countries with 3.7 points based on the results of a World Economic Forum study in 2014. The poor quality of Indonesia's infrastructure is one of the causes of high and uncompetitive logistics costs. This fact can also be seen from the Indonesian logistics performance index in the range of 3.08 in 2014 (Management Institute, Faculty of Economics and Business, University of Indonesia: 2016).

Indonesia's infrastructure development policies are focused on the transportation sector, road access (roads and tolls), ports, airports, railroads, dams, and electricity, which of course require a large budget. LMEB UI also noted that in the calculation of BAPPENAS (National Development Planning Agency) contained in the RPJMN (National Medium-Term Development Plan), Indonesia needs Rp. 6,780 trillion to carry out development projects that have been planned in the 2015-2019 period. The central government, through the National Revenue and Expenditure Budget (APBN), is only able to finance Rp. 1,000 Trillion, the local government -through the Regional Budget (APBD)- can only accommodate Rp. 500 trillion, the Insurance and Pension Funds cover Rp. 60 trillion, as well as the infrastructure financing institutions covering Rp. 500 Trillion. It briefly shows that there is a critical financial gap of Rp. 4000 Trillion which must be solved from other sources of income so that the acceleration of national infrastructure development can run well, including the plan to build the Jakarta-Bandung High-Speed Railways.

With the consideration of accelerating infrastructure development, President Joko Widodo (Jokowi) on March 20, 2015, signed Presidential Regulation (Perpres) Number 38 of 2015 concerning Government Cooperation with Business Entities in Infrastructure Provision. In this Presidential Decree, it is stated that the Minister / Head of Institution / Regional Head can cooperate with Business Entities (BUMN, BUMD, private sector, foreign legal entities, or cooperatives) in the provision of infrastructure development.

Picture of Indonesia's Infrastructure Budget for 2015-2019



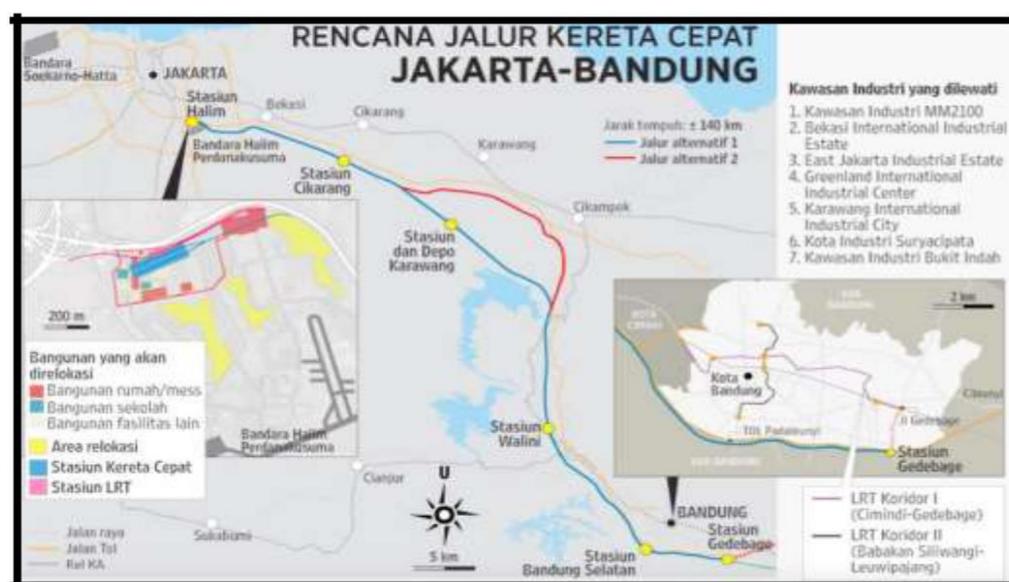
Source: Bappenas RPJMN 2015-2019 in Lembaga Management Fakultas Ekonomi dan Bisnis Universitas Indonesia (Biro Riset BUMN, LM-FEB UI, 2016)

On October 6, 2015, President Joko Widodo also issued Presidential Regulation (Perpres) Number 107 of 2015 concerning the Acceleration of Implementation of High-Speed Railways Infrastructure and Facilities between Jakarta and Bandung. The Presidential Decree regulates the JBHSR construction is implemented by the consortium of Indonesian state-owned companies as the executor of the policy; is not allowed to use national budget; does not get any financial guarantees from the Indonesian government. This Project funding must independently be carried out by the consortium through the issuance of bonds and seeking loans from any national and international financial institutions.

The Indonesian government then has more technically regulated the JBHSR development in the scheme of B to B (business to business) by Indonesian BUMN and China's Railway International Co. Ltd. by forming a new company, namely PT. Kereta Cepat Indonesia-China (KCIC) as the executor of the construction of the JBHSR (VoaIndonesia, 2015).

The JBHSR development policy is the first policy ever in the history of Indonesia's national infrastructure development policy which is implemented by private parties without using the state budget and without obtaining government guarantees. It is interesting to examine how the implementation of the transportation infrastructure development policy is seen from the government study/discipline. Besides, the involvement of transnational actors, namely PT. KCIC as the implementer of national transportation infrastructure development policies is within the framework of international government collaboration between the State of Indonesia and China through funding assistance from China's Belt and Road Initiative (BRI).

Picture of the JBHSR Track



Source: <http://darikita.com/aher-restui-kereta-api-cepat-bandung-jakarta-2/>

At the implementation level, the policy for the development of Indonesia's JBHSR infrastructure, which started with a route from Jakarta to Bandung city, has experienced various problems since the groundbreaking in January 2016. As a result, the development progress has run very slowly until this article was written in 2020 or a one-year delay from the initial completion and operation target (The year 2019). Some of the problems hindering this project include issues of land acquisition, financing, and licensing related to national Spatial Planning (RTRW) regulations. Broadly speaking, this research finds several problems faced by the JBHSR development policy stakeholders which can be described as follows:

1. In terms of financing, the value of the Jakarta-Bandung rapid project has swelled from the previous USD 5.1 billion to USD 5.9 billion.
2. At the time of the groundbreaking, the construction of the JBHSR had not yet received complete licensing documents following the prevailing laws and regulations in Indonesia. At the beginning of the construction of the JBHSR, the Minister of Transportation of the Republic of Indonesia (at that time Mr. Ignatius Jonan) did not come to inaugurate the first stone crushing, as a form of protest because PT KCIC as the executor of the construction had not completed the permits.
3. The Indonesian Ministry of Public Works and Public Housing (PUPR) through Letter No BK.03.03-KZ / 2S Committee has temporarily suspended work on the JBHSR project starting March 2, 2020, as a result of many construction problems arising from the JBHSR construction process in several construction sites.
4. From the planning aspect, the JBHSR development policy which was included in the National Strategic Project (PSN) during the administration of President Joko Widodo was not included in Indonesia's 2015-2019 National Mid-Term Development Plan (RPJMN).
5. In terms of processing the AMDAL Permit (the National Environmental Permit), there are irregularities where the AMDAL permit is issued within 1 month, whereas other national strategic projects require at least one year.
6. Spatial planning in the process of JBHSR construction was problematic from the start because the JBHSR was not regulated in the national legislation on Indonesia's National Spatial Planning nor was it regulated in regional regulations on spatial planning.

Based on the above background, the problem formulation of this study is stated as follows, there are two questions research such as (1) How is Transnational Collaborative Governance implemented in the Jakarta-Bandung High-Speed Railways development policy in Indonesia and (2) What are the obstacles that arise in this collaborative governance?

Theoretical framework

Collaborative Governance is a response to changes in the governance/policy environment in terms of the form and number of policy actors, the expansion

of policy issues, limited government capacity, the increase and variety of institutions outside the government. Changes and shifts in policies in any government will undoubtedly always occur with the consequence that the government must follow the circumstances surrounding the issues and problems. The government must be able to adapt to current issues and problems by collaborating with the private sector and the public who have any interest and are affected by public policies.

Ansell and Gash (2007: 544) define collaborative governance as: "A governing arrangement where one or more public agencies directly engage non-state stakeholders in the active decision-making process that is formal, consensus-oriented, and deliberative and that aims to make or implement public policy or manage public programs or assets." This opinion is supported by Kirk Emerson et.al. (2011: 2) which states collaborative governance as: "The processes and structures of public policy decision making and management that engage people constructively across the boundaries of public agencies, levels of government, and/or the public, private and civic spheres to carry out a public purpose that could not otherwise be accomplished".

Collaborative governance includes the involvement of institutions that initiate collaborative efforts, and what the initiatives of each institution (stakeholders) are in determining/defining goals, assessing results, causing change, and so on. In this case, the initiator can be seen through three aspects:

1. First, the initiative must start from players/actors who have clear demands to reflect the larger public interest.
2. Second, each collaborating stakeholder or institution must have a role in determining collaboration goals.
3. Third, the relationship between the institutions involved must be strategic, meaning that each institution in taking action can always be seen transparently and the others respond to this transparency (Donahue in Sudarmo, 2011).

The main point of collaborative governance is the government's responsive efforts in government management and the implementation of government programs where the government collaborates or makes partnerships with the public and the private sector to overcome the complexity of public problems. Collaborative governance as stated by Ansell and Gash (in Sudarmo, 209: 124) becomes urgent because of:

1. Failure to implement policies at the field level.
2. The inability of groups mainly due to the separation of power regimes to use other institutional arenas to impede decisions.
3. Mobilization of interest groups.
4. High costs and politicization of regulations.

DeSeve (in Moore: 2009) states that there are eight measures of the success of a governance collaboration:

1. Networked structure: the relationship between one element and another that is united together, reflecting the physical elements of the network being handled.
2. Commitment to goals: the reason why a collaboration must exist, namely because of attention and commitment to achieve positive goals.
3. Trust among the participants/actors: The belief that participants entrust the information or efforts of other stakeholders in a collaborative network to achieve common goals.
4. The clarity in governance:
 - a. Boundary and exclusivity: Affirming who is a member and not a member in the network/collaboration.
 - b. Rules: Affirming several behavioral restrictions for members with the threat that they will be excluded if their behavior is deviant (inconsistent or contrary to mutually agreed agreements). There are clear rules for what should be done and what should not be done.
 - c. Self-determination: the freedom to determine how the network or collaboration will be run and who is allowed to run it.
 - d. Network management: regard to resistance/challenge resolution, allocation of resources, quality control, and organizational maintenance. Then there are competent human resources that meet the requirements and there are adequate and sustainable financial resources.
5. Access to authority/power: the availability of standards (measures) of clear procedures that are widely accepted.
6. Division of accountability/responsibility: the sharing governance (joint arrangement, management, management) and sharing some decision-making with all network members, meaning sharing responsibility for achieving the desired results or goals as well.
7. Information sharing: The easy access for members, protection of privacy (confidentiality of one's identity), and limited access for non-members as long as it is acceptable to all parties.
8. Access to resources: the availability of financial, technical, human, and other resources needed to achieve network goals.

In the JBHSR development policy, collaborative governance is implemented by the President of the Republic of Indonesia as the policymaker with the Chinese government and PT. KCIC and other stakeholders in completing the JBHSR development.

RESEARCH METHODS

The type of research used in this research is descriptive qualitative to determine the collaboration carried out by the JBHSR development policy stakeholders: the Indonesian government, the Chinese government, PT. KCIC and some local (city/regency/provincial) governments. In this case, the researcher will conduct a data-based description regarding the collaboration carried out by relevant stakeholders in the implementation of JBHSR development policy following the description of the obstacles that occur in the collaborative governance process; then the effectiveness of the collaboration

will also be analyzed. Sources of data in this study are Primary Data, which data obtained from interviews with informants, and Secondary Data.

In this study, the documents used were a variety of good literature from books, journals, and mass media that were relevant to the research objectives. In this study, the sampling technique chosen was purposive sampling. However, from these selected informants, information was obtained about other sources who had data that could complement the research, so the researcher also used "snowball sampling". Following the form of qualitative research and the types of data sources used, the data collection techniques used in this study are In-depth interviews (in-depth interviews), Direct Observation, and Review Documents

Data validation in this study was used through the source triangulation technique, namely synchronizing similar data from several data sources whose information was extracted with three components of analysis, namely data reduction, data presentation, and drawing conclusions or verification. The data analysis technique used in this study refers to the data analysis technique of the Miles and Huberman model. The research will focus on how the collaboration between the Indonesian government, the Chinese government, PT. KCIC and some related local governments in implementing the JBHSR development policy by using the eight indicators of successful collaboration made by deseve.

RESEARCH RESULTS

This article discovers the fact of a collaborative governance process in the implementation of the JBHSR Development Policy. Non-State Actor (in this case PT. KCIC) is appointed as the implementing actor based on Presidential Regulation of the Republic of Indonesia Number 107 of 2015 concerning the Acceleration of Implementation of High-Speed Railways Infrastructure and Facilities between Jakarta and Bandung. The President of the Republic of Indonesia as the policymaker handed over the authority for the JBHSR development policy of the transnational actor PT. KCIC, a non-state actor in the form of a joint venture between the Indonesian BUMN Consortium and the Chinese State-Owned Enterprises Consortium. The findings of this study lead to the conclusion of a new model of government collaboration, namely the Transnational Collaborative Governance Model which emphasizes the following aspects:

1. The Policymakers are Actors of Two or more Countries in terms of KJCB Development Policy, the Indonesian and Chinese Governments made a JBHSR development policy in 2015. The agreement between the Indonesian and Chinese Governments to cooperate in making policies is international or inter-country.
2. The Policy Implementer is a private party or non-state actor with the full authority granted by the policymaker, namely the State / Government based on rules and regulations with delegations and bonds that strongly bind other stakeholders to be obeyed and implemented.

3. The Private parties implementing policies are companies that are formed across the jurisdiction of state borders and comply with international agreements agreed upon by the Government as policymakers from two or more countries involved in policy treaties.

4. The Funding in the implementation of development policies is carried out by non-state actors (in this case PT. KCIC) which must seek its funding independently for the construction of JBHSR (with funds from a joint venture consortium and loans from international banks). This means that public policies, although made by the government, are implemented without using the State budget and without government guarantees.

Systematically, the Transnational Government Collaboration Model in the Implementation of the JBHSR Transportation Infrastructure Development Policy has the following driver actors and policy stakeholders.

THE DRIVER ACTORS OF JBHSR DEVELOPMENT POLICY

President of the Republic of Indonesia

The President of the Republic of Indonesia is a driver actor in the framework of collaborative governance, issuing Presidential Regulation Number 107 of 2015 concerning the Acceleration of Implementation of High-Speed Railways Infrastructure and Facilities between Jakarta and Bandung. This Presidential Regulation is a reference and a legal umbrella that is discretionary for the implementation of collaborative governance between the government and non-state or private actors in implementing the JBHSR transportation infrastructure development policy. The President of the Republic of Indonesia - to accelerate the implementation of national strategic projects to meet basic needs and to improve people's welfare- on January 8, 2016, also signed Presidential Regulation (Perpres) No.3 of 2016 concerning the Acceleration of Implementation of National Strategic Projects, one of which is the JBHSR Development. President Joko Widodo on July 20 2018 again signed Presidential Regulation Number 56 of 2018 concerning the Second Amendment concerning the Acceleration of Implementation of National Strategic Projects which was also promulgated by the Minister of Law and Human Rights. This second amendment changes the Attachment to Presidential Regulation Number 3 of 2016 concerning Acceleration of Implementation of National Strategic Projects in the State Gazette of the Republic of Indonesia of 2016 Number 4 which is continued with amendments to Presidential Regulation Number 58 of 2017 concerning Amendments to Presidential Regulation Number 3 of 2016 concerning Acceleration of Project Implementation National Strategy in the State Gazette of the Republic of Indonesia Year 2017 Number 119. This amendment regarding the Acceleration of National Development Projects also includes the construction of the JBHSR as a PSN.

President Jokowi to accelerate the implementation of national infrastructure development including the JBHSR- again issued a strategic policy, namely Presidential Decree 66/2020 concerning Land Acquisition Funding for Development for Public Interest in the context of implementing PSN. This regulation also revokes Presidential Regulation Number 102 of 2016

concerning Funding for Land Acquisition for Development for Public Interest in the Context of Implementing National Strategic Projects (State Gazette of the Republic of Indonesia of 2016 Number 267), because it is no longer in line with the development of PSN land acquisition funding needs. Presidential Regulation 66/2020 concerning Funding for Land Acquisition for Development in the Public Interest in the context of Implementing National Strategic Projects aims to accelerate land acquisition funding for development for the public interest in the context of implementing National Strategic Projects which have been stipulated by Presidential Regulation No. 102/2016 on Funding for Land Acquisition Development for Public Interest in the Context of Implementing National Strategic Projects. The Central Government has also issued Government Regulation (PP) Number 13 of 2017 concerning amendments to Government Regulation Number 26 of 2008 concerning national spatial planning to accelerate the development of national strategic projects such as the JBHSR development.

President of China

The Chinese government places Indonesia - within the framework of the BRI Silk Maritime Route - as a country that is geographically central and in dire need of investment in infrastructure development to increase the rate of economic growth. Indonesia, through a firm statement by President Joko Widodo, seeks great opportunities and receives great benefits from large-scale trans-regional connectivity initiatives such as BRI. Anand (2017) argues that the BRI Collaboration Program includes the construction of railways, roads, oil and gas pipelines, seaports, airports, energy transmission lines, and new industrial complexes along the Silk Road, as well as coordination of economic policies and trade facilitation. BRI Line countries investment and community relations (National Development and Reform Commission 2015 Xinhua 2015).

On May 14, 2017, President Joko Widodo made a bilateral agreement with the President of the People's Republic of China (PRC) Xi Jinping at the East Hall, Great Hall of the People, Beijing, China. The two-state leaders witnessed the signing of the Jakarta-Bandung JBHSR project facilitation cooperation carried out by the President Director of PT KCIC Mr. Hanggoro with the President Director of the Chinese National Development Bank Mr. Hu Huaibang with a cooperation commitment value of US \$ 4.498 billion, and the signing of a cooperation document on the implementation of a comprehensive partnership between Indonesia-China strategic period 2017-2021 carried out by Indonesian Minister Retno Marsudi with Chinese Foreign Minister Wang Yi, as well as the signing of the China-Indonesia Economic and Technical cooperation document carried out by the Indonesian Minister of National Development Planning Bambang Brodjonegoro with Chinese Trade Minister Zhong Shan (Liputan6 .com, May 15, 2017)

THE STAKEHOLDER ACTORS OF JBHSR DEVELOPMENT POLICY

The Indonesian Ministry of Transportation

The Ministry of Transportation (Kemenhub) issued a permit to PT Kereta Cepat Indonesia China (KCIC) as the operator of the JBHSR for the determination of the alignment that was stipulated on January 12, 2016, namely the Decree of the Minister of Transportation Number KP 25 of 2016 concerning the alignment of the fast railroad between Jakarta and Bandung with the Halim-Tegalluar route. Besides, the Ministry of Transportation has also designated KCIC as the operator of public rail infrastructure which was established on January 15, 2016, based on the Decree of the Minister of Transportation Number 32 of 2016 concerning the establishment of KCIC as a business entity that operates JBHSRs between Jakarta and Bandung.

The Indonesian ministry of environment and forestry

Within the framework of Collaborative Governance Implementation of the JBHSR development, the Ministry of Environment and Forestry of the Republic of Indonesia is tasked with granting AMDAL (Environmental) permits to PT. KCIC in 2016 carried out the construction of the JBHSR line with a length of 142.3 KM starting from Halim station in Jakarta to Tegalluar station in Bandung Regency.

The Indonesian coordinating minister for maritime affairs and investment

In 2018 - to support the construction of the JBHSR as a National Strategic Project, the Coordinating Minister for Maritime Affairs of the Republic of Indonesia also took part in Collaborative Governance by holding coordination meetings between related stakeholders including PT. KCIC as the executor of development policy, some related Ministries, and regional governments. The Coordinating Minister for Maritime Affairs of the Republic of Indonesia Mr. Luhut Binsar Pandjaitan chaired a coordination meeting for the acceleration of the construction of the Jakarta-Bandung JBHSR on Thursday, 8 February 2018 which resulted in an agreement on land acquisition settlement, licensing process, and loan disbursement. In 2020, the Coordinating Minister for Maritime Affairs and Investment Luhut Binsar Pandjaitan also held a coordination function again by calling some officials for a coordination meeting (Rakor) regarding the construction of the JBHSR on Friday, February 21, 2020, with the Minister of Transportation also attending, President Director (Managing Director) of PT Kereta Cepat Indonesia China (KCIC) and Chinese Ambassador (Ambassador) to Indonesia, Mr. Xiao Qian.

The Indonesian minister of public works and public housing

On January 12, 2016, the Minister of Public Works and Public Housing issued a Land Use Principle License for the JBHSR Transportation Infrastructure to the President Director of PT KCIC as a follow-up to the KCIC President Director's letter No. KCIC.SP.026.2015 dated 9 November 2015 regarding Application for Toll Road Space Utilization Permit and/or Arterial Road Space Permit and Permit to Implement Infrastructure

Improvement on the Jakarta-Bandung Fast Track Track. The ministry pays attention to Presidential Regulation Number 107 of 2015 concerning the Acceleration of Implementation of High-Speed Railways Infrastructure and Facilities between Jakarta-Bandung. In the Principle Permit, the Minister of PUPR said that -in principle- he approved the land use plan belonging to the Ministry of Public Works and Public Housing for the development of JBHSR infrastructure.

The west java provincial government

The Provincial Government and the West Java Legislative Institution together formulated a legal umbrella for the implementation of the plan to build the Jakarta-Bandung JBHSR, which crosses 95 villages and sub-districts in 29 sub-districts spread across eight districts and cities throughout West Java Province. Since the administration of the Governor of West Java before Mr. Ridwan Kamil, the plan to build the Jakarta-Bandung JBHSR has been written in the West Java Provincial Regulation No. 22/2010 concerning the 2009-2029 West Java Provincial Spatial Plan. During the reign of the new Governor Mr. Ridwan Kamil, the West Java Provincial Government also issued a decision to support the JBHSR development policy by issuing West Java Governor Decree No. 593 / Kep 793-Pemksm / 2017 concerning the determination of the location of land acquisition for the construction of a Jakarta-Bandung fast track and train station in the West Java region. The West Java governor's letter complements the Decree of the Governor of DKI Jakarta Province Number 1438/2017 concerning the determination of the location for the construction of the JBHSR line between Jakarta and Bandung which was published earlier on July 31, 2017.

After the issuance of a decision letter determining the location for the route and station in West Java and Jakarta, KCIC proposed the disbursement of the first tranche of loan funds to CBD worth the US \$ 1 billion or around Rp. 13 trillion. This Location Determination by the Provincial Governments of West Java and DKI Jakarta provides legal certainty from land acquisition for the tracts that will be traversed by the JBHSRs and the location of stations in West Java and DKI Jakarta Provinces is more secure. The existence of a decision to determine the location of the West Java governor also implies that landowners in locations along the designated lines and stations are prohibited from relinquishing their rights to others outside the interests of the Jakarta Bandung JBHSR project.

Provincial government (Pemprov) of DKI Jakarta

The Governor of DKI Jakarta in 2017 has approved for Location Determination on the policy of the Jakarta-Bandung JBHSR Development through the Decree of the Governor of DKI Jakarta Number 1438 2017 as amended by Governor Decree Number 1906 2017 which expires on 31 July 2019 The new Governor of DKI Jakarta Prof. Dr. Anies Baswedan on November 22, 2019, again issued a location determination through Decree Number 1640 of 2019 concerning Determination of Locations for the

Construction of Lines, Stations and JBHSR Facilities between Jakarta and Bandung. In the context of the development of the JBHSR project, the Provincial Government (Pemprov) of DKI Jakarta also curates residential areas for the benefit of land acquisition related to the construction of the Jakarta-Bandung JBHSR starting from the Halim Perdanakusuma area to the East Jakarta boundary.

Bandung city government

The Bandung City Government revised the Draft Regional Regulation (Raperda) number 18 of 2011 concerning The 2011-2031 Regional Spatial Plan (RTRW) with an emphasis on spatial planning for infrastructure, including accommodating the JBHSR transportation route and creating a transit-oriented area (TOD) adjusts the National RTRW. The JBHSR crosses 14 urban villages in Bandung City: Gempolsari, Cigondewah Kaler, Cigondewah Kidul, Cigondewah Rahayu, Margasuka, Cirangrang, Cibaduyut Kidul, Cibaduyut Wetan, Mekarwangi, Wates, Mengger, Kujangsari, Cijawura, and Mekarjaya villages. The Bandung City Government supports this national strategic program and instructs its staff to facilitate and provide the best way in land acquisition.

Bandung regency government

The Bandung Regency Government has revised the Regional Regulation on RTRW to support the construction of the JBHSR which crosses the Bandung Regency area as well as the construction of the Tegalluar Transit-Oriented Development (TOD), a TOD area of the JBHSR which covers the Cileunyi and Rancaekek districts with an area of 340 hectares.

Karawang regency government

The Karawang Regency Government through the Regional Planning and Development Agency (Bappeda) has revised the Regional Regulation on Spatial Planning (RTRW) starting in 2018 regarding the construction of the JBHSR which also crosses three sub-districts in the Karawang Regency area by adjusting the national RTRW. The sub-districts in Karawang that will be crossed by the project are the areas of Telukjambe Barat, Telukjambe Timur, and Ciampel Districts, as well as the construction of Transit-Oriented Development (TOD) which also includes supporting facilities and infrastructure for TOD which are planned to be built on the land of two villages namely Wanasari and Wanakerta with an area of approximately 200 hectares.

Bekasi city government

The Bekasi City Government is evaluating the RDTR Regional Regulation to support the construction of the JBHSR that crosses nine urban villages in the Bekasi city area. The Bekasi City Spatial Planning Office assesses the Bekasi City Regional Regulation No. 5/2016 on the 2015-2035 Detailed Spatial Plan

(RDTR) as no longer relevant because there have been five national strategic projects since the last few years crossing the Bekasi City area.

Bekasi district government

The Bekasi Regency Government together with the Bekasi Regency DPRD revised the Regional Regulation on Regional Spatial Plans to support the JBHSR development plan, including assisting in the land acquisition process affected by the JBHSR project. The JBHSR line will pass through 14 villages from 5 sub-districts in Bekasi Regency.

West Bandung Regency Government

The West Bandung district government together with the West Bandung Regency Legislative Institution revised the Regional Spatial Planning Regulation (RTRW) especially to accommodate the Walini area of Cikalongwetan District as part of the development of the TOD for the construction of the JBHSR. A total of 17 villages in West Bandung Regency were affected by the liberation in the JBHSR project which stretches from Tenjolaut Village Cikalongwetan District to Mekarsari Village in Ngamprah District following the Purbaleunyi Toll Road. On this JBHSR line, there will be a 1.5-kilometer-long tunnel in Bojongkoneng Village in Padalarang District, West Bandung Regency.

Purwakarta regency government

The Purwakarta Regency Government, West Java, together with the Purwakarta Regency legislative institution revised the Regional Regulation on Regional Spatial Plans to support the JBHSR development plan, including assisting the land acquisition process affected by the JBHSR line project. Until this research is written in 2020, the discussion of the Revised RTRW Raperda 2011-2031 will be continued with discussions at the special committee level.

Cimahi city government

The Cimahi City Government was also involved in the process of preparing an Environmental Impact Analysis (Amdal) for the JBHSR project where there are areas of Cimahi City crossed by JBHSR lines, namely Cibeber, Melong, and Leuwigajah Villages with long traces in the City of Cimahi (reaching out about 5,94 kilometers). The JBHSR Amdal permit includes the preparation of the Terms of Reference (KA), Environmental Impact Analysis (Andal), the Environmental Management Plan-Environmental Monitoring Plan (RKL-RPL). Overall, the JBHSR project has been included in the revision of the Cimahi City Regional Spatial Plan (RTRW), however, the details of the points of the alignment fall under the authority of the center and KCIC.

The forms of communication and coordination in JBHSR development policy

The Forms of Communication and Coordination between Actors / Stakeholders can be the coordination meetings (Rakor) for solving some problems faced in the JBHSR development policy implementation. The

coordinating meetings were intensely held among related stakeholders which can be mentioned as follows:

1. The coordination meeting for the acceleration of the construction of the JBHSR was held on Thursday, 8 February 2018, which resulted in an agreement on land acquisition settlement, licensing process, and loan disbursement.
2. The coordination meeting was held at the Office of the Coordinating Ministry for Maritime Affairs and Investment of the Republic of Indonesia, Tuesday, November 12, 2019.
3. In 2020, the Coordinating Minister for Maritime Affairs and Investment Luhut Binsar Pandjaitan also held a coordination function again by summoning some officials for a coordination meeting (Rakor) regarding the construction of the Jakarta-Bandung JBHSR (JBHSR) on Friday, February 21, 2020, which was also attended by Minister of Transportation, President Director (Dirut) of PT Kereta Cepat Indonesia China (KCIC) and Ambassador (Ambassador) of China to Indonesia, Mr. Xiao Qian.

DATA ANALYSIS

The transnational collaborative governance in the JBHSR Infrastructure Development policy is analyzed by using 8 indicators made by DeSeve which can be described as follows:

Networked structure type

The collaborative governance is implemented formally (written agreement/contract) in an administrative entity, namely Presidential Regulation (Perpres) Number 107 of 2015 concerning the Acceleration of Implementation of High-Speed Railways Infrastructure and Facilities between Jakarta and Bandung. Each stakeholder is involved and actively participates in the network; there is a little hierarchy between the policy implementer (KCIC) and the Indonesian government although there tends to be no monopoly. In Presidential Regulation 107/2015, all stakeholder actors are equal, both in exercising their rights and obligations, also related to their accessibility opportunities.

Commitment to goals.

The implemented collaborative governance has been fundamental to the stakeholders' same goals, visions, and missions, namely that the construction of JBHSR must be carried out successfully. Regarding the commitment of each stakeholder, the researcher obtained data that all stakeholders both the Indonesian government and the Chinese government, KCIC, and district/city / provincial governments, are fully committed to achieving common goals.

Trust among the participants

Regarding the trust in information or data from each collaborative stakeholder, there is already trust as evidenced by the existence of the formal agreement between the Government of Indonesia and China and between KCIC and the China Development Bank (CDB). The stakeholders have a good professional

relationship because they are aware of the importance of their respective roles which are interrelated for a common goal.

Governance clarity

The clarity of who is a member and of who is not is clearly illustrated in Presidential Regulation (Perpres) Number 107 of 2015 concerning the Acceleration of the Implementation of High-Speed Railways Infrastructure and Facilities between Jakarta and Bandung. The collaboration that exists is in the form of a cooperation contract or written regulations and specifically forms a membership and rules that define the rights and obligations of members.

Access to authority

In this collaboration, all stakeholders of the JBHSR development policy already understand how the procedure flows clearly, as well as know their respective duties and obligations. KCIC as the policy implementer has brief access to the Indonesian government as the policymaker and also reports the progress of the JBHSR construction to the Chinese Ambassador to Indonesia as the policy strategic partner.

Distributive accountability/responsibility (division of accountability / responsibility).

The distribution of governance to all stakeholders already exists in the form of accountability reports which are carried out differently for each stakeholder, namely depending on the party in charge. For example, KCIC (a consortium of BUMN) as the implementer of the policy reports the progress of the JBHSR construction to the Indonesian government periodically.

Information sharing

Information sharing is carried out among stakeholders with meetings and coordination meetings to complement each other's information and data. All the process of implementing program activities can be accessed by all stakeholders, where each stakeholder states information and helps each other to solve problems.

Access to resources

To achieve the main goal of collaboration, stakeholders have made efforts to provide the necessary resources, namely financial, human, and technical resources related to the construction of the JBHSR. The Financial resources are supported by China Development Bank; the human resources involves thousands of workers from Indonesia and about 300 workers from China.

Obstacles to implementing the JBHSR development policy

At the level of implementation, the JBHSR Development Policy faces many obstacles which can be described as follows:

1. **Regulatory Barriers.** As Indonesia's central government policy, the JBHSR Development is categorized as a discretionary national strategic project, meaning that regional regulations can be ignored or in other words, the regulations under it (including regional regulations) must follow these central government regulations and policies. However, at the level of implementation, the JBHSR Development policy still faces some obstacles in regulatory aspects, especially in the National Spatial Planning Regulation. The policy was firstly issued in 2015, but the Policy Implementer, namely PT. KCIC was just only able to carry out the process of land acquisition and disbursement of funds in 2017 after the central government issued a Government Regulation or PP No. 13 of 2017 concerning Amendments to Government Regulation Number 26 of 2008 concerning National Spatial Planning to accommodate JBHSR development. This fact explains that the Indonesian Government planned and made the JBHSR development policy in 2015 without making technical regulations for its implementation.
2. **Barriers to Coordination and Communication.** This aspect of communication was experienced by the JBHSR development policy implementer (in this case: PT. KCIC) in carrying out the JBHSR construction process. For example, in terms of conveying some regulatory obstacles to the central government as the policymaker, PT. KCIC and the central and local governments do not carry out their communication and coordination functions properly. An example of a real impact found in this dissertation research is in terms of spatial regulations that became obstacles from 2015 to 2017. Until 2020, only 3 out of 8 district/city governments have revised their spatial layout to accommodate the construction of the JBHSR.
3. **Construction barriers.** This construction aspect becomes an obstacle in implementing the JBHSR development policy where KCIC as the policy implementer encounters technical difficulties ranging from land acquisition, construction that endangers the safety and security of workers to causing flooding at several construction points.

CONCLUSION

The transnational collaborative governance that occurs in the JBHSR infrastructure development policy in Indonesia is implemented by the President of the Republic of Indonesia as the policymaker, the President of China as the policy driver actor, some related ministries as policy stakeholders, PT. Kereta Cepat Indonesia-China (KCIC) as the policy implementer and 9 district/city governments and 2 provincial governments as the policy support stakeholders.

The transnational collaborative governance among the policy-making, implementing, and supporting policy actors has been running well, although there are still many problems caused by the lack of understanding of actors about regulations and a lack of understanding of the roles and programs of each actor in the success of the JBHSR development policy. So far, the collaboration tends to be incidentally reactive, which means that the meetings and some coordinations are held only to resolve and react to problems found in the field.

The Jakarta-Bandung JBHSR Development Policy is a good starting point for the future development of collaborative governance implementation in Indonesia that involves some transnational private actors as the executors of national infrastructure development policies.

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