

## Collaborative Governance in the Regency Development Plan (Study in Tangerang District, Banten Provincy, 2021)

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### Abstract

*The Regional Government of Tangerang district carries out development through the planning process discussed in the Musrenbang. During the Covid-19 pandemic, budget diversion was prioritized for health care. So that other sectors which are also a priority are not implemented both in quality and quantity. The purpose of this study is to determine the mechanism of the exclusive planning process on the quality of planning, to analyze the differences between exclusivity and inclusivity and to build an inclusive planning model in collaborative governance (CG) as a reflection of equitable development planning and achieve people's welfare. The research method uses the basic theory of Collaborative Governance (CG) by Ansell and Gash in the development planning process. The implementation domains are participatory, inclusiveness, synergy, transparency as measured by commitment, synchronization, control and sanctions in favor of the people, supported by the theory of Government Science and the triple helix's theory. Collecting data by interview method, questionnaires, secondary data and observation. Processing of data with a qualitative approach supported descriptive statistics. This research shows that the government domain is still very dominant, while other actors have low participation and tend to be formal. The synergy of the actors is not optimal. The transparency trail is only accessible to an exclusive group. Thus, commitment is only made by the dominant group, access to control of other actors is closed and not involved when planning changes occur, there are no sanctions, so that the quality of planning does not meet the target. There is no official dialogue forum initiated by the government as a forum for discussing development planning by actors. Based on these conditions, the proposed collaborative governance model is to prepare a forum (dialogue forum) that functions as a participatory implementation of actors to answer problems in the development planning process with a commitment to achieve people's welfare.*

### Keywords

collaborative governance; dialog forums; development; dialog; people welfare



## I. Introduction

Problems that arise in Tangerang Regency related to community involvement in the development planning process have not been optimal, as is the involvement of entrepreneurs and academics. Regional development planning is dominated by local governments on a top-down or exclusive basis and tends to be closed. (Department of Highways and Water Resources of Tangerang Regency, 2020).

It was found that the realization was not in accordance with the plan. The targets for making FS and DED have been made according to the plan but no further action has been taken, because land acquisition is constrained, and community participation is required in land acquisition. The first is that in community planning, it is not involved or closed by government actors only. At first the changes in development planning were not criticized by the community or other development actors. The development of sectoral development, especially the industrial sector, these changes disrupt the smooth running of business businesses, especially the certainty of protracted licensing completion, some even have not been completed for more than 2 years and according to regulations must revise the FS (Feasibility Study) and DED (Detailed Engineering Design). ) and other requirements to be submitted again, this is very detrimental to the entrepreneur. Especially during the COVID-19 pandemic (2019-2021) the disparity between planning and realization is getting higher. Sihombing (2020) state that Covid-19 pandemic caused everyone to behave beyond normal limits as usual. The outbreak of this virus has an impact especially on the economy of a nation and Globally (Ningrum, 2020). The problems posed by the Covid-19 pandemic which have become a global problem have the potential to trigger a new social order or reconstruction (Bara, 2021).

Another finding is that when the government carries out development planning and carries out land acquisition in the process of land acquisition or transfer of rights, there is also an obstacle to smooth development because the landowner community takes advantage of the opportunity by raising high land prices, so that land acquisition for development implementation which is actually for the benefit of the people becomes acceleration is hampered. (Department of Public Works, Tangerang Regency, 2020).

This is the main problem that the development journey in Tangerang Regency often goes through. Through this research, it is intended to uncover problems that are influenced by internal and external factors in development planning in order to gain an understanding as a basis for improving the development planning process, especially regional development planning.

The dimensions of development in Indonesia are, the first dimension of national development is the development of the nation's community (nation building), the second dimension is socio-economic development, efforts to improve the welfare of a just and prosperous society. The third dimension of development towards modernization (advanced society). The process of modernization also means the process of changing values in society (Bintoro Tjokroamidjoyo, 1995, pp. 4-10).

Further explanation from Bintoro modernization demands the advancement of organizational and management capabilities, especially in the field of business and entrepreneurial behavior (entrepreneurship). And as the fourth dimension, namely sustainable development, this development is entered at a more increasing level and requires a more advanced system. This includes the continuous development of economic infrastructure, complemented by the development of Commercial Law and Corporate Law. This must be followed by a society that is more open in creativity, initiative and passionate about realizing (productive) development, taking advantage of alternative thinking opportunities and dialogue within the constitutional corridor. The acceleration of human resource development is inevitable, because development is carried out by humans to improve the quality of human/society life related to the rights and obligations of both individuals and as independent citizens. The independence in question is a resource that has high skills, productivity and use value, including building without destroying (environmentally friendly).

Thus, the points regarding sustainable development require increasing public openness, human independence and caring for the environment. The 2015-2019 RPJMN clearly spells out the direction of national development according to Trisakti and Nawacita. In addition to the achievement of the material aspect, socio-cultural development has also received great attention, including how to overcome various inequalities.

Development that favors the people is carried out by strengthening the direction of development that is more oriented towards just goals for the greatest prosperity of the people. Progress and prosperity as a result of development must be able to address disparities and inequalities in income groups and promote regions or regions that have been lagging behind. This can be seen in the National Development Strategy which includes the norms for the development of the Working Cabinet in 3 (three) Development Dimensions, namely the Human Development Dimension, the Superior Sector Development Dimension (priority) and the Equity and Regional Dimension.

Regional planning is undergoing a transformation, especially the roles and functions of actors involved in policy making and development planning. Along with the 'collaborative transformation' of development actors, at first only certain actors involved have an impact on development outcomes in various 'sustainable-just spectrum' to benefit certain actors and occur 'inequality', 'discrimination', the emergence of unemployment and others in the regions.

Related to regional development planning, there is also a 'spatial transformation' which has an impact on the emergence of ups and downs of regional progress: cities, towns and villages, or the center and the outskirts, the Center Business District (CBD) and various inequalities between regions. On the other hand, temporally (historically), the capacity of Natural Resources (SDA), Human Resources (HR), Cultural Resources (SDB), and other resources of each region has never been the same.

In its development, the parties involved in making regional planning policies need to be aware of making development plans objectively, so that the holistic regeneration of an area moves forward. The steps taken include the 'rationalization of partnerships'. This is very necessary because there is a disruptive era and the Information Technology (IT) era where there is a global maturation related to the rights to live on earth humanely from all levels of world society.

The involvement of development planning actors in the early 1960s focused on collaboration between economists and academics (economics and knowledge/technology until the peak of the industrial era), accepting criticism that historical, cultural and environmental sustainability also played a role, furthermore since 1990 that community actors cannot be left out. The development of the study of actor roles can be explored when the concept of Triple Helix's, Quadruple Helix's and n-Helices emerges, with an emphasis on integration or synergy or mutual cooperation in accordance with the function of actors with the control of agreed norms in a development area.

The problem of regional development planning in Indonesia, is it the hegemony of the government (government), politicians/parties? Or entrepreneurs (business), are academics (scientists), or community or even conservationists (environmental conservationists) or a combination of them, or are these actors already synergizing or still in their respective desires? Is it a top down or bottom up policy choice?

How is the position of 'trauma colonialism' still being a scapegoat or has moved to post colonialism to determine the fate of the community/citizens? Is it inclusive or exclusive in development planning policies? Etc.

Collaboration is the key to the success of the government now and in the future. Collaborative governance is the result of the development or operational form of the concept of good governance which explains how the process of stakeholder involvement in governance is carried out. Collaboration is directed at achieving the goals that are shared by

each individual, group, and organization in the form of a meaningful and sustainable result.

Community participation in regional development planning is one approach in the implementation of collaborative governance, thus the government is not the only party that controls the course of development planning both at the national and regional levels, the participation of other stakeholders in development planning is part of efforts to create conditions more measurable and mutually controlled. Awareness of opening "space for the public" to play a role in development planning has been carried out by developed countries in the world. The importance of the community with a 'sense of ownership' of the area, will relieve all parties.

In regional development, there are three pillars that play a significant role, namely the state or government (the state), investors or the private sector (the private sector), and civil society organizations (civil society organizations). According to Michael Edwards (2004. p.2). The concept of civil society is currently entering the world stage for several reasons, one of which is the longing for togetherness in a world that seems increasingly insecure, and makes the world a better place. Furthermore, Mechael (2004.h.54) explains that what is meant by the public is the entire government that cares about the common good supported by the capacity to discuss it democratically, this is the main idea of civil society.

The theory of Collaborative Governance by Christopher Ansell and Alison Gash from the University of California, Berkeley, written in the Journal of Public Administration Research and Theory Advance Access published November 13, 2007, states that collaborative governance brings together government and non-government actors in a common forum for decision making. consensus oriented. In particular, collaborative processes such as the theory of Ansell and Gash (2007). namely as follows:

- a. face-to-face dialogue
- b. trust building
- c. commitment to the process
- d. Shared understanding
- e. intermediate outcomes

## **II. Research Methods**

This research is a research in the study of government science. The research entitled "Collaborative Governance in Regional Development Planning in Tangerang Regency". Based on the formulation in Chapter 2 regarding the problems studied, the objectives and benefits as well as the results to be achieved in this research, this scientific research uses a qualitative, descriptive multidisciplinary approach to produce an alternative model of collaborative governance in regional development planning.

Multidisciplinary that contributes to the procedure in problem solving, namely; theory of government science, public planning, Collaborative Governance, (especially collaboration in the sense of the process), development theory in addition to the public private partnership approach, dynamic governance, organizational culture. And using an approach from the supporting sciences including; regional approach to natural resources, historical (historical), social and cultural capital. Research design and methods refer to rules, techniques, procedures, and methods. Dolet Unaradjan (2000:1) defines research methods as follows: "Research methods are all principles, regulations, and techniques that need to be considered and applied in data collection and analysis efforts". The following is the identification of elements or parts of the procedure according to type, approach, subject, location, ways of collecting data, analysis techniques to formulating conclusions as problem solving solutions.

### III. Discussion

#### 3.1 Evidence of Development in the Social Sector

Development in the social sector is in the medium (S) and high (T) categories, which tend to be positive on the right side of the histogram. Meanwhile, in in-depth interviews (on the left side of the histogram), the implementation of social development, especially in sub-sectors, is still low, especially: a) Alleviating poverty (S-1); b) Healthy life and well-being (S-3); c) Quality education, including the existence of educational gaps (S-4).

The percentage of poor people in Tangerang Regency in 2016-2019 tends to decrease from 5.29 percent to 5.14 percent, then in 2020 it increases again to 6.23 percent. The distribution of poverty pockets in Tangerang Regency in 2018 tends to be on the north coast. In 2020 the Tangerang Regency government has carried out poverty reduction programs, both through central and local government programs: 1). The Poverty Reduction Program through the Central Government as carried out in Kronjo Village, Kronjo District and Kohod Village, Pakuhaji District, Tangerang Regency. 2). Poverty Alleviation Program Through the Tangerang District Government Program, namely Complete Village, Joint Community Movement to Overcome Dense, Slum and Poor Areas (Gebrak Pakumis). This was done in Pangarengan Village, Rajeg District, Pangalam Village, Teluknaga District, and Kiara Payung Village, Pakuhaji District.

Education is the basic capital in human development, according to the United Nations Development Program (UNDP), in the Human Development Index (IPM) that one of the measures to measure the average achievement of a country or region in human development is education which is measured based on the average length of schooling. and the literacy rate of the population aged 15 years and over. Although it cannot measure all dimensions of development, it is able to measure the basic dimensions of human development which are considered to reflect the status of the population's basic capabilities.

The Human Development Index (HDI) is an index that measures human development from three basic aspects, namely: health, education and the economy (expenditures). HDI can be classified into four classes, namely HDI in the Low category, HDI < 60; medium category with a score of 60 HDI < 70; High category with a value of 70 HDI < 80 and Very High if HDI 80. The HDI of Tangerang Regency and Banten Province in 2014 – 2020 tend to be stable and fall into the High category (70 HDI < 80).

The health component measured by life expectancy at birth in Tangerang Regency is 69.89 years, almost the same as Banten Province, which is 69.96 years. The education component measured by the average length of schooling in Tangerang Regency is 8.39 years, while in Banten Province it is 8.89 years; while the sub-component of long-term school expectations in Tangerang Regency is 12.89 years and in Banten Province 12.89 years. In the economic component, the per capita expenditure in Tangerang Regency is Rp. 12,203,000, while in Banten Province it is Rp. 11,964,000. This explains that planning success indicators can also be measured by HDI (Human Development Index) in the position of a moderate score for health (69.89), education average length of schooling (equal to the value of Banten Province) and the expected length of schooling below the provincial score, whereas economically (per capita expenditure is above the provincial value).

This, apart from being a respondent's assessment, is also supported by the fact that the quality of life described by the Human Development Index (HDI) is relatively constant (in 2014-2020) in the High category with a value of 70 HDI < 80, but decreased by -0.01 percent from 71.93 percent (in 2019) to 71.92 percent (in 2020).



### 3.2 Economic Development

The assessment of four development actors on the implementation of economic development (SDG's Pillars) in Tangerang Regency in 2021 shows that all development actors assess that the implementation of economic development on average is 33%-41% in the medium (S) to high (T) category. But on the other hand, respondents from non-government actors (academics, businessmen and communities) still consider that the implementation of economic development is still very low to low, namely an average of 10 with a maximum value of 17%.

Economic development in the medium (S) and high (T) categories tends to be positive on the right side of the histogram. Meanwhile, in in-depth interviews (on the left side of the histogram), the implementation of economic development, especially in the economic sub-sector, is still considered low (average 10%, maximum 17%), especially: Decent work and economic growth and Reducing inequality between regions.

From the results of field research, it provides an illustration of sub-districts with a very high number of job seekers, there are 3 sub-districts (red color) and further includes the High classification of 6 sub-districts (brown color), Medium classification 18 sub-districts (orange color) and low classification of 2 sub-districts (gray color).

At the district/city level, there are still disparities in poverty and unemployment. The southern part of Banten, which still relies heavily on the agricultural sector, has a relatively high poverty rate. This is very different from the level of the economy in the northern region which relies on the manufacturing sector.

The position of handling Unemployment in Tangerang Regency compared to other areas in Banten Province (in 2020 is relatively high at 13.06). Based on the map description above, Tangerang Regency is included in the northern region in Banten Province which is still better than the southern region. Based on the distribution, the open unemployment rate in Tangerang Regency has increased by 4.14%, which is the highest compared to regencies/cities in Banten Province. there was an increase of 9,927 open unemployment people from the previous year. The concentration of the unemployment rate is correlated with the distribution of the poverty rate, which is in the northern region. This shows that the southern region in Tangerang Regency has better development (social and economic fields) than the northern region.

### 3.3 Environmental Development

The pillars of environmental development in accordance with the sustainable development goals (SDGs) and according to the 2019-2023 Regional Medium-Term Development Plan (RPJMD) and the 2019-2025 Regional Medium-Term Development Plan (RPJPD) in Tangerang Regency are: 1) Access to clean water and proper sanitation (L-1); 2) Regional, inclusive and safe community (L-2). 3) Responsible consumption and production (L-3). 4) Addressing the impacts of climate change (L-4). 5) Maintaining marine ecosystems (L-5). 6) Maintain terrestrial ecosystems (L-6).

In the 2013-2018 RPJMD and 2018-2023 RPJMD for Tangerang Regency itself, it is stated that sanitation and clean water are priorities for the Regency's development. Apart from that, there are also Sanitation White Papers (BPS) and District Sanitation Strategy Documents (SSK). In the RPJMD, there are also excellent sanitation programs including Sanisek (School-Based Sanitation), Sanitren (Sanitation Based on Islamic Boarding Schools), Kiprah (We Care About Waste Problems) and Gebrak Pakumis Plus (Joint Movement with People, Overcome Dense, Slum and Poor Areas).

In 2015 the population of Tangerang Regency was 3,370,594 people, so the waste generation (average generation of 3 liters/person/day) produced was 10,112 m<sup>3</sup>/day. The level of waste transportation service reached 34% or the transported waste was only 3,440.20

m<sup>3</sup>/day and the untransported waste (66%) was 6,678.04 m<sup>3</sup>/day. Conditions will certainly spread on land and environmental pollution.

The local government continues to improve waste management services by adding more fleets and facilities so that the effective waste transportation service reaches 40%. In 2020, the population of Tangerang Regency is 3,912,150 people (the average waste generation is 3 liters/person/day), so the waste generation reaches 11,736 m<sup>3</sup>/day or 2,875 tons/day. Waste that is served for transportation is 4,695 m<sup>3</sup>/day or 1,150 tons/day, thus the waste that is not transported (60%) is 7,042 m<sup>3</sup>/day or 1,725 tons/day. This is certainly very polluting the terrestrial ecosystem environment. Thus waste management becomes a priority in waste management from source to landfill.

### **3.4 Development in the Field of Law and Governance**

The assessment of four development actors on the implementation of legal development and governance (SDG's Pillars) in Tangerang Regency in 2021 shows that the implementation is on average 26% in the medium category (S), 53% in the High category (T), and 16% in the Very Height (ST).

The results obtained from the recapitulation of the assessment by 4 actors that the implementation of the development plan in Tangerang Regency in 2021 still has many changes of 37.5%. 35.85% stated that they did not know the results of the development. Thus, based on the results above, it shows that the current conditions of planning and development outcomes in Tangerang Regency (2019-2021) have not reached the target according to sustainable development, because 73.35% think there are many changes and do not know.

### **3.5 Collaborative Governance Model**

This research tries to provide an alternative participatory development planning process based on the Collaborative Governance process by Ansell and Gash (2007) by applying the focus group discussion (FGD) method by representing 4 development actors using the Delphi Method in 3 stages; Identification of problems, solutions to development priorities and carrying out joint commitments that are in favor of the people: a. The first FGD was conducted by presenting the results of the questionnaire survey and secondary data analysis. Next, identify the exclusivity of each actor to respond to the findings from the questionnaire, which then collaboratively propose development priorities which are the main problems of development in Tangerang Regency. The results of the first FGD succeeded in identifying development problems in Tangerang Regency which were based on the findings of the analysis of the contents of the questionnaire, details from the social, economic and environmental fields. On the sidelines of the discussion, the FGD participants heard the presentation of the directions of professional resource persons in the field of regional development planning. b. In the second FGD with the process of presenting the results of the review of the identification results of the first FGD by researchers and conducting discussions of FGD participants to get solutions, each actor's representation had the opportunity in the forum (participatory for all participants) which then made a summary of the proposed solutions debated between actors in order to get a solution. collaborative or inclusive (all members are involved in decision-making) and reveal internal and external barriers. The results of this second FGD resulted in a ranking of development planning priorities and focused on the main priorities of each sector by making a development planning matrix including: targets, time, budget requirements, institutional as coordinator, legality, detailed plans, implementation, monitoring/evaluation and reporting. c. In the third FGD the researchers presented the results of the second FGD review to the participants and discussed related to the Formulation of Targets, Risks and Responsibilities and Commitment to Implementation of Development Planning

The joint strategy as a result of the Collaborative Governance model. In particular, to implement the Collaborative Governance strategy and model in the third FGD, it was agreed by the researchers and participants to choose the discussion of development priorities as a model for the Collaborative Governance process, namely; development in the environmental sector (and scheduling discussion times for other priority areas).

The environmental sector which has become a protracted problem in Tangerang Regency and has a negative impact that worries residents is the handling of waste (cleanliness of the area from waste). All participants were aware of the SDG's achievement target, which is to focus on the environment to protect terrestrial ecosystems. This was chosen because it was not possible to discuss all priority development issues that had been determined in the second FGD.

#### IV. Conclusion

1. The results of this study indicate that the role of development actors in the implementation of Collaborative Governance in development planning in Tangerang Regency is low. This can be seen from the absence of an equal role in the domination of government actors, while the participation of other actors is only a formality in development planning. Traces of transparency can only be accessed by exclusive groups, synergy between development actors has not occurred and each is busy with their interests, even awareness of their main duties and functions as moral and social responsibility does not work well. Thus, commitment is only made by the dominant group (government), synchronization between sectors does not occur, access to control of other actors is closed by no longer inviting changes to meetings (unilateral development planning changes). Efforts to control other actors do not occur, busy with their own problems. Awareness that there was something wrong in the implementation of the planning implementation but there was never any sanction. This resulted in the quality of planning is not measurable fulfillment of its targets.
2. Internal and external factors that hinder the inclusiveness of development planning, each of which is very crucial is the absence of an institutionalized dialogue forum in a participatory manner to discuss shared rights and obligations in carrying out development planning for the benefit of the people.
3. Based on the results of this study, the proposed Collaborative Governance model is initiated by the government as the ruler of public service governance, involving development actors (A, B, C and G) in a transparent manner, mutual understanding of duties and functions, rights and obligations with the establishment of a dialogue forum as a medium of communication between actors that functions as a forum for participation, inclusiveness, synergy, transparency in synchronizing answers to regional development problems to commit to planning and determining targets and carrying out joint control for the welfare of the people.

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