

## Collaborative Governance in the Bandung Basin Urban Area: A Case Study of Bandung Basin Urban Management Agency

<sup>a</sup> Happy Pebruman Fadjaruddin Amalputra; <sup>b</sup> Heru Nurasa; <sup>c</sup> Benedictus Kombaitan; <sup>d</sup> Sinta Ningrum

<sup>abd</sup> Faculty of Social and Political Sciences, Padjadjaran University, Bandung, Indonesia; <sup>c</sup> School of Architecture, Planning and Policy Development, Bandung Institute of Technology

### ABSTRACT

Problems that arise in metropolitan areas are often cross-border in administrative boundaries across districts that require solutions involving coordination of several local governments, such as Bandung Basin Urban Area which consists of Bandung City, Cimahi City, Bandung Regency, West Bandung Regency, and Sumedang Regency. This study aims to examine the implementation of collaborative governance in development management in the Bandung Basin Urban Area. This research was conducted using qualitative methods and descriptive approaches, through analysis and processing of primary and secondary data. Primary data was collected through in-depth interviews with informants from the Bandung Basin Urban Area Management Agency. In previous research, it was found that the Greater Bandung Metropolitan area has already been in a collaborative governance scheme but still has many obstacles thus has not been able to encourage and facilitate cooperation within the relevant local government spheres. The latest research shows that there has been progress towards a better direction for collaborative governance in the context of the Bandung Basin Urban Area in general, even though the collaboration process has only been effectively started since September 2021. The analysis process focuses on the performance of the Bandung Basin Urban Area Management Agency's functions from the aspects of initial conditions, facilitative leadership, institutional design, and collaborative processes. The novelty in this study is directed at the proposed improvement of the collaborative governance model, in the scope of institutional aspects, knowledge and capacity development, collaboration processes, and aspects of authority.

### ABSTRAK

Persoalan yang muncul di kawasan metropolitan seringkali bersifat lintas batas wilayah administratif dan memerlukan penyelesaian yang juga melibatkan koordinasi beberapa pemerintah lokal, seperti halnya Kawasan Perkotaan Cekungan Bandung yang terdiri dari Kota Bandung, Kota Cimahi, Kabupaten Bandung, Kabupaten Bandung Barat, dan Kabupaten Sumedang. Penelitian ini bertujuan untuk mengkaji pelaksanaan tata kelola kolaboratif dalam pengelolaan pembangunan di Kawasan Perkotaan Cekungan Bandung. Penelitian ini dilakukan menggunakan metode kualitatif dan pendekatan deskriptif, melalui analisis dan pengolahan data primer dan data sekunder. Data primer dikumpulkan melalui wawancara mendalam dengan informan di lingkup Badan Pengelola Kawasan Perkotaan Cekungan Bandung. Pada penelitian sebelumnya, diketahui bahwa kawasan Metropolitan Bandung Raya sudah berada dalam skema tata kelola kolaboratif namun masih memiliki banyak kendala sehingga belum mampu mendorong dan memfasilitasi kerja sama di lingkup pemerintah daerah terkait. Hasil penelitian terbaru menunjukkan bahwa secara umum telah terjadi perkembangan ke arah yang lebih baik untuk tata kelola kolaboratif dalam konteks Kawasan Perkotaan Cekungan Bandung meskipun proses kolaborasi baru secara efektif dimulai sejak September 2021. Analisis difokuskan pada performa pelaksanaan fungsi Badan Pengelola Kawasan Perkotaan Cekungan Bandung, terkait aspek kondisi awal, kepemimpinan fasilitatif, desain institusional, dan proses kolaboratif. Kebaruan dalam penelitian ini diarahkan pada rekomendasi penyempurnaan model tata kelola kolaboratif, meliputi aspek kelembagaan, pengembangan pengetahuan dan kapasitas, proses kolaborasi, dan aspek kewenangan.

### ARTICLE HISTORY

Submitted: 01-03-2023

Revised : 01-04-2023

Accepted: 01-04-2023

Published: 09-04-2023

### KEYWORDS

Collaborative Governance,  
Bandung Basin Urban Area.

### KATA KUNCI

Tata Kelola Kolaboratif,  
Kawasan Perkotaan Cekungan  
Bandung.

## INTRODUCTION

Metropolitan area is defined as a large residential center consisting of one large city and several surrounding areas with one or more large cities serving as a connection point (hub) for the surrounding cities (Kementerian ATR/BPN, 2006). The Bandung Basin Urban Area is one of Strategic Areas in Indonesia, based on Government Regulation Number 13 of 2017, which consists of the City of Bandung and the City of Cimahi as the Core Area, as well as the surrounding area which includes Bandung Regency, West Bandung Regency, and five sub-districts in Sumedang Regency. The development policy for the Bandung Basin area in the context of improving development management that is cross-regency/city-wide has been set forth in the Regional Spatial Plan (RTRW) of West Java Province for 2009-2029. In a metropolitan city, the city and its surrounding areas are a unified system, especially in the provision and management of infrastructure. There is a need for area management by considering various problems in the Bandung Basin Urban Area related to public services, which are cross-regional and multi-sectoral in nature, so that they cannot be carried out by just one local government. For this reason, inter-regional cooperation in metropolitan areas is needed in providing and managing public facilities and infrastructure (Talitha & Hudalah, 2014).

Problems that arise in metropolitan areas, including the Bandung Basin Urban Area, with regional delineations that cross local administrative boundaries, require cross-regional governance solutions. The development of this metropolitan area will intersect with the regional autonomy system that has been implemented so far (Wardhana, 2022). Regional autonomy means the rights, powers, and obligations of the regions to regulate and manage their own households in accordance with the applicable laws and regulations. This means that the implementation of regional autonomy gives authority to the regions to manage their regional affairs while taking into account the rules of the central government (Huda, 2009). Warseno (2011) explained that there is a need for an institution that can coordinate cooperation in the management of metropolitan areas in Indonesia, this is the background for the formation of a special institution that will manage the area.

West Java Provincial Government through West Java Governor Regulation No. 86 of 2020 established the Bandung Basin Urban Area Management Agency (*Badan Pengelola Kawasan Perkotaan Cekungan Bandung*) to synchronize and coordinate programs in the Bandung Basin Urban Area. In the implementation of regional development program, there is a need for integration in managing the development of the Bandung Basin metropolitan area. However, based on the 1945 Constitution Chapter VI concerning Regional Government, the government cannot form a new government entity in between the provincial government and regencies/cities governments. Mardianta (2016) describes that the hierarchical structure of government in Indonesia consists of district/city governments, provincial governments, and central government. Thus, the management of metropolitan areas must be included in the existing government structure, namely the central government and regional governments consisting of provincial governments and district/city governments. Therefore, it is necessary to form an institutional setting with a collaborative governance approach to deal with regional development problems in the Bandung Basin Urban Area. The principle of collaborative governance is an alternative concept of governance that requires cooperation between related sectors in solving a complex problem, in this case the problem to be handled in the Bandung Basin Urban Area (Pamungkas & Inayati, 2018).

Development management in the Bandung Basin Urban Area is closely related to the implementation of governance, to achieve the development goals of the Area. Studies on collaborative governance in the aspects of program formulation and implementation from

public institutions such as the Bandung Basin Urban Area Management Agency have not been carried out much. Other similar research, such as research by Raharja (2008) which examined collaborative models in the management of the Citarum watershed, showed that there was no organizational unit that is capable of overseeing and integrating all relevant agencies, so that program implementation was still carried out separately by sectors. In line with that, Teddy et al. (2022) reviewing the cooperation model in the Sarimukti Regional TPAS, found that the implementation of programs and policies in the cooperation scheme requires collaborative management principles that are strengthened by a written agreement between the parties involved in the cooperation.

The purpose of this study is to examine the implementation of collaborative governance in development management in the Bandung Basin Urban Area, by analyzing the implementation of the functions of the Bandung Basin Urban Area Management Agency in terms of several aspects, such as initial conditions, facilitative leadership, institutional design, and collaborative processes between the Management Agency, local government, and private sector. This research then seeks to formulate a proposal for the development of an institutional structure for the management of the Bandung Basin Urban Area.

### **Literature Review**

Collaborative governance is a form of governance in which one or more public bodies act as stakeholders working together in a consensus-oriented policy-making process and deliberation with the aim of making a public policy (Ansell & Gash, 2008). Collaboration is essentially a collaboration between organizations to achieve common goals that are difficult to achieve if done independently (Utami & Pancasilawan, 2017). Studies on collaborative governance have been carried out by many researchers with various approaches. Those studies can help build on this research by drawing lessons from other collaborative governance approaches. However, this research certainly has differences from previous research from the institutional aspect studied, specifically for the Bandung Basin Urban Area Management Agency, which has never been studied before. In this study, researchers used the collaborative governance model from Ansell and Gash which is able to explain collaborative practices from four dimensions, namely the collaboration process dimension as the main orientation in this model, which is influenced by the other dimensions of initial conditions, facilitative leadership, and institutional design, in fulfilling the stages of the collaboration process carried out (Ansell & Gash, 2008).

The initial conditions shared by all parties involved can drive the desire, incentive, and need to collaborate. Some of the initial conditions that are prerequisites for the formation of collaboration such as the gap in resources, the presence of incentives, and historical burdens in the past that make us aware of the need to collaborate with each other. Facilitative leadership is a leader who gets a mandate from collaboration members and has authority and resources that support in overseeing the collaborative process. Institutional design, namely the operationalization of the collaboration itself, which has open principles, procedures, and clarity of authority of the parties involved in the collaboration. While the collaboration process means an iterative or repetitive process that does not always follow a set path. The collaboration process consists of the stages of problem determination, goal setting, and implementation. Some things that must be built in the collaboration process are face-to-face dialogue, trust, commitment to the process, and mutual understanding between the parties.

Several research on collaborative governance has been done before, such as by Raharja (2008) who examined the Citarum watershed collaborative management model using a

modification of the Agranoff-McGuire collaboration model. Raharja found that in the management of the Citarum watershed there is no organizational unit that oversees and integrates all stakeholders involved in the collaboration, so that each party tends to prioritize their own interests.

In line with that, Sudarmo (2010) who examined policy actions between stakeholders in solving the problem of street vendors (PKL) in Surakarta City using the concept of democratic collaborative governance, found that there was no real collaboration between the Regional Governments within the scope of Greater Surakarta to manage and empower street vendors. This is due to the lack of common vision, mission, and interests among related cooperation members.

In contrast to that, Jahro (2019) in his study of collaborative governance regarding waste management in several sub-districts in Pasuruan Regency, shows that the success of implementing collaborative governance in managing waste banks can be achieved, even though this collaboration is still semi-formal. This was realized because of a shared commitment among the stakeholders involved.

Another success of collaborative governance is found in Mungkasa (2020) which examines collaborative governance in the design of public policies for the implementation of sustainable development goals (SDGs) in Indonesia, using the Ansell and Gash model. Mungkasa found that the success of collaborative governance is influenced by several factors, such as regular face-to-face meetings, proactive and communicative leadership, availability of quality human resources, integration of shared resources, and smooth communication.

In addition, Andi Oetomo in 2019 conducted research regarding the Greater Bandung Metropolitan area, also using the Ansell and Gash's collaborative governance model. The results of his research show that at that time the Greater Bandung Metropolitan Area had a collaborative governance scheme equipped with basic rules of cooperation. However, at that time they were unable to encourage and facilitate this collaboration due to regulatory constraints that still overlapped and there was no clarity. In addition, there is no visible leadership role in initiating and facilitating consensus among members for collaboration.

Based on this explanation, the collaborative governance model is an alternative method that can be used to measure the achievement of success among stakeholders involved in a program based on common goals. In this case, the Bandung Basin Urban Area Management Agency, which has a mandate from the West Java Provincial Government in managing the Bandung Basin Urban Area, makes various efforts to synchronize and coordinate programs within the Bandung Basin scope with relevant stakeholders from elements of local government, non-government, and private sector.

## **RESEARCH METHODS**

This study uses a qualitative method with a descriptive approach. Qualitative research attempts to construct reality and understand its meaning so that it pays attention to processes, events, and their authenticity (Somantri, 2005). The descriptive approach means that researchers do not manipulate or give specific treatment to variables so that all events, activities, circumstances, and all aspects of components and variables run as they are (Sukmadinata, 2005). Data collection techniques were carried out by literature review and field studies, while the data sources came from primary data and secondary data. Primary data were obtained from field

observations and in-depth interviews with relevant informants. There were 9 informants interviewed consisting of 3 officials from the Bandung Basin Urban Area Management Agency, 5 local government officials, and 1 non-government party. While secondary data comes from documentation studies which include regulations, performance reports of the Bandung Basin Urban Area Management Agency, and other relevant reports.

The research was conducted in the Bandung Basin Urban Area, as a National Strategic Area which covers 5 cities/regencies, i.e. Bandung City, Cimahi City, Bandung Regency, West Bandung Regency, and Sumedang Regency (limited to five Kecamatan).

The analysis process focuses on the collaboration aspect by using four dimensions of measurement, i.e. initial conditions, facilitative leadership, institutional design, and the process of collaboration between the Bandung Basin Urban Area Management Agency, related regional governments, and non-governmental parties. This research will produce a proposal for the development of an institutional structure for the management of the Bandung Basin Urban Area.

## RESULTS AND DISCUSSIONS

Interviews were conducted with several informants which were categorized into 3 groups, namely Bandung Basin Urban Area Management Agency (Provincial Government), Municipal Government, and non-Government.

### Analysis of Collaborative Governance in the Bandung Basin Urban Area

The results of the interviews show that the stakeholders have the same motivation based on the common need to solve regional scale problems in the Bandung Basin Urban Area. This is stated in the MoU (Memorandum of Understanding) with municipal leaders in the area (Regents and Mayors) who are part of the area. In practice, there are adjustments to the interests of each party where the emphasis depends on each other's interests, for example on the spatial planning aspect for the completion of the RDTR, and this is well received by all related parties. Meanwhile, there is a resource gap that occurs especially between provincial government and local government stakeholders, both in terms of budget capacity, information, and human resources (number, skills, and knowledge). Then there is still the impression that the government sees non-government stakeholders only as complementary parties. Apart from that, in the findings of the initial condition dimensions, there are still differences in values that give rise to potential conflicts that can hinder collaboration between parties. All of these conditions will not become a significant obstacle in building a collaboration process if the goals of the collaboration are clear which are manifested in the form of a clear vision and mission. As for the elaboration of this dimension, there is no clear common goal that is complemented by mutually agreed indicators in the realm of program operations, as well as unclear incentive mechanisms from the Central and Provincial Governments.

On the facilitative leadership dimension, the provisions in the Governor's Regulation concerning the Bandung Basin Urban Area Management Agency are the Governor as Chair of the Steering Committee in coordination of management, together with municipal leaders (Regents and Mayors) in the area, and the Head of Bandung Basin Urban Area Management Agency as executor of development program management. Active participation and expansion of the scope of activities is carried out through outreach, dissemination, advocacy, issuance of regulations, communications, and public campaigns by utilizing public communication channels. In practice, the bureaucratic process is often more dominated by the subjective influence of the leader, so that the process that occurs is very dependent on the extent of political support and efforts made by the leadership, in this case the regional head, to succeed in certain agendas. In

other words, the current system is still driven by a leader that relies on people figures, and cannot operate regularly based on a shared vision and mission. The absence of a clear mechanism as a medium for channeling local government contributions optimally could be due to the limited area of authority owned by the Bandung Basin Urban Area Management Agency, and the potential for other stakeholders outside the government to be involved. The initial socialization phase of the program has been running in a directed manner, but there has been no more intensive coordination at the Steering Committee level, as well as the need for the involvement of echelon 2 officials to improve the process of negotiation and joint decision-making.

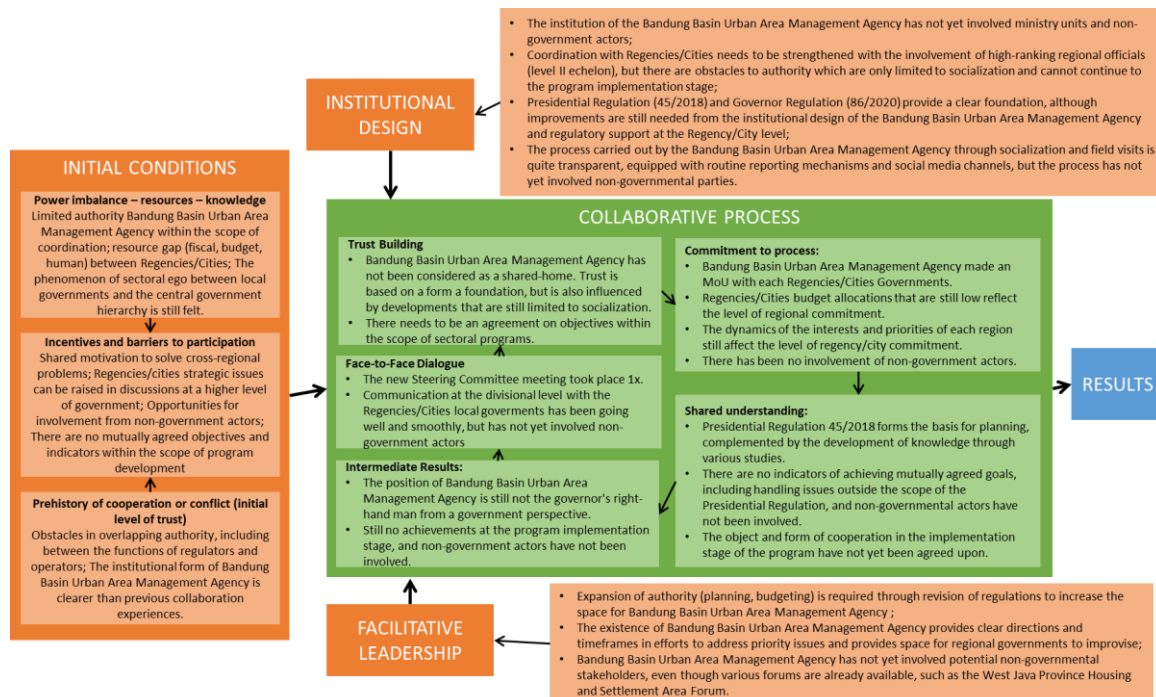
In the institutional design dimension, coordination from the Bandung Basin Urban Area Management Agency was limited to only involving government elements, and not yet complemented by the involvement of non-government elements. In fact, there are already various potential networks that accommodate various non-governmental actors in districts/cities. The Bandung Basin Urban Area Management Agency structural scheme has not yet been equipped with a coordination pathway with representatives from ministerial technical units to support the process of coordinating and developing planning substance. The regulations from the Provincial Government are clear, but their implementation has not been optimal due to the limited authority of the Bandung Basin Urban Area Management Agency, and has not been followed up with Regional Regulations in Regencies/Cities. Even so, there is already a reporting mechanism for routine institutional activities of the Bandung Basin Urban Area Management Agency on social media information channels, including program socialization activities, and visits to Regency/City Governments.

Furthermore, on the dimensions of the collaborative process that occurs within the scope of the Bandung Basin Urban Area, it shows that the process is underway which was pioneered by the Bandung Basin Urban Area Management Agency, although it is still limited only in the scope of the main tasks and functions it has. It is necessary to maintain the intensity of the meetings held in frequency, to anticipate a decrease in the level of stakeholder trust in the institution, which may result in the emergence of a feeling that Bandung Basin Urban Area Management Agency is still not a common home for stakeholders. On the other hand, the Bandung Basin Urban Area Management Agency does not yet have a formal mechanism to ensure commitments from the Regencies/Cities Governments. Formal regulations that are already available are the common basis for building trust. However, this level of trust is still influenced by the progress of development activities in the field, and faces threats because the achievements of program implementation in the field are still limited to the socialization stage, and have not yet moved on to a more concrete program implementation stage in each sector.

The analysis of the output and impact dimensions shows that the collaborative process has resulted in several public policies in the form of presidential regulations, ministerial regulations and governor regulations, as well as a smoother and well-running process of coordination and communication across government hierarchies. However, the implementation of the coordination and partnership functions is still not optimal as a result of the limited authority of the Bandung Basin Urban Area Management Agency.

The overall portrait of the collaborative governance process in the Bandung Basin Urban Area is shown in Figure 1.

**Figure 1.**  
**Portrait of Collaborative Governance Process in the Bandung Basin Urban Area**



Source: Analysis Results (2023)

### Improvements to the Collaborative Governance Model in the Bandung Basin Urban Area

Based on the conditions of the initial dimensions that have been described, there are regulatory provisions regarding the distribution of authority which seem to limit the space for local government efforts, especially when the regional government has issues related to cross-regional matters. This requires follow-up in the form of updating the law regarding the division of authority, because this is related to a clear division between the functions of the regulator and the function of the operator. With a clearer division, it is hoped that a better focus will be obtained in the framework of providing services to the people in the metropolitan area. Apart from that, there have been many suggestions that the authority of the Management Agency can be expanded so that the achievements and processes that are already underway can continue to the implementation stage.

In the context of institutional analysis, what is of concern is the institutional structure of the Bandung Basin Urban Area Management Agency which is still limited to government elements. The Bandung Basin Urban Area Management Agency institution has not yet formally embraced non-government parties, whereas active participation from other stakeholders is needed to carry out various programs and activities. Available forums such as the West Java Province Housing and Settlement Area Forum, which is a network between government actors, as well as non-government actors which include elements of academics, practitioners, entrepreneurs, communities, who also have an interest in the development of the Bandung Basin Urban Area, can be involved to increase the institutional inclusiveness of Bandung Basin Urban Area Management Agency. Coordination with stakeholders from government units also needs to be expanded, including involving technical units from ministries, such as balai and regional offices. Elements of business entities, non-governmental organizations, practitioners, and academics also have potential interests and strengths that can be utilized to support program implementation. The Management Agency needs to take on a role so that it can become a

partnership hub with these non-governmental elements.

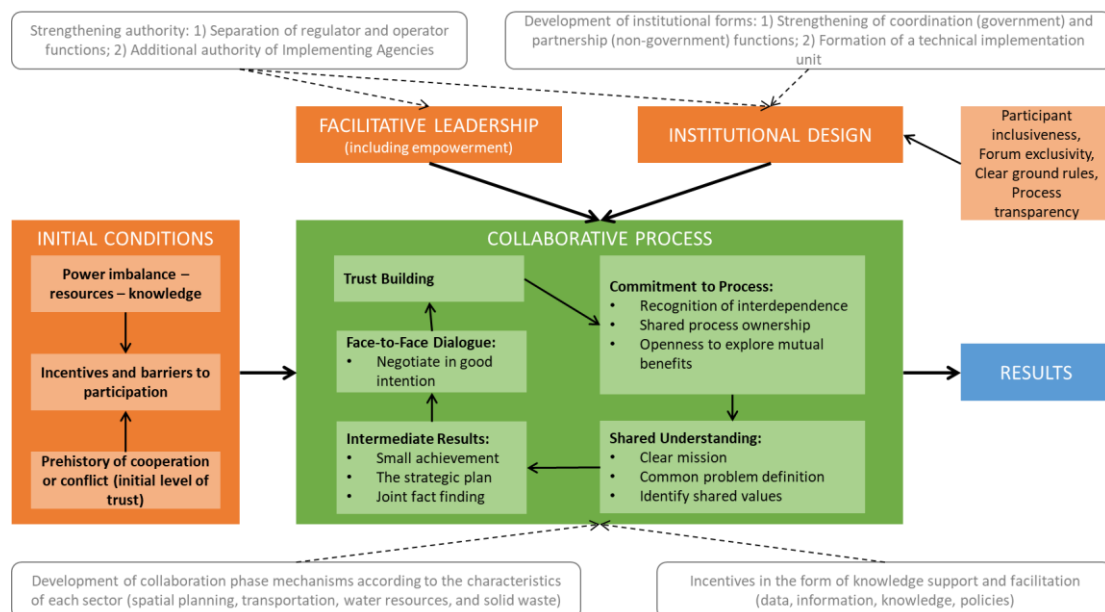
Provincial governments has formulated the institutional roadmap that leads to the establishment of a Regional Public Service Agency (*Badan Layanan Umum Daerah/BLUD*) and a Regional Owned Enterprise (*Badan Usaha Milik Daerah/BUMD*) in the framework of providing services through the implementation of projects. In the operational scope, it is necessary to consider the existence of existing technical institutions such as BLUDs and BUMDs. In addition, efforts to form the required new implementing unit can also be considered, so that various processes towards operationalization of the program can be carried out. However, there are still points of ambiguity regarding the technical efforts that need to be taken in fulfilling the roadmap, including from the perspective of regional authorities. This has resulted in the regulations that have been formed not being optimal in their implementation, due to unclear division of institutions within the scope of these regulators and operators.

Another important aspect is improving the ongoing collaboration process, by developing detailed mechanisms within the scope of each division. The procedures developed will of course be different for each sector, reflecting the various work processes according to the characteristics of the sector.

Furthermore, the analysis on aspects of knowledge with fundamental urgency regarding the need for databases and information to support a decision-making process. The data and information that is processed into this knowledge can improve the quality of the collaborative outputs that are developed, including in the scope of policy. This knowledge can also maintain the continuity of the collaboration process, encourage innovation, and increase the capacity of the stakeholders involved. With this understanding, it can be concluded that the existence of these knowledge aspects can be a form of incentive given to stakeholders.

The overall description of the proposed improvements to the collaborative governance model in the Bandung Basin Urban Area is shown in Figure 2.

**Figure 2.**  
**Proposed Improvements to the Collaborative Governance Model in the Bandung Basin Urban Area**



Source: Analysis Results (2023)

Regarding the institutional aspect, the recommendations given are:

1. Institutional separation is required for the functions of regulator and operator. The technical operator unit needs to be supported by the accumulation of authority and budget for planning and program implementation. One of the proposals is in the form of a holding company jointly formed by the Regional, Provincial, and Regency/City Governments.
2. Proposed contribution of budget support from Regency/City Government.
3. The recommendation output from the Bandung Basin Urban Area Management Agency should have binding power to make it more effective.

In the aspect of knowledge, in line with previous research which emphasizes the importance and urgency of this aspect, the recommendations are:

1. In regional infrastructure management, there are still differences in the approach to problem solving, so that knowledge support is needed for stakeholders.
2. Regency/City Governments need support for preparing various types of readiness criteria from the Provincial Government, to be able to fulfill the requirements for providing sectoral program technical assistance from the Central Government. They also need network support to attract potential resources, including various financing schemes.

Regarding aspects of the collaboration process that are emphasized in the Ansell and Gash models, the input points are:

1. Pentahelix collaboration needs to be built in the development of a regional scale infrastructure management system. The forms and objects of cooperation will differ in each field (spatial planning, transportation, water resources, and solid waste).
2. The Bandung Basin BPKP has functioned well to accommodate the aspirations of the Regency/City Government, and can become a bridge and catalyst for its follow-up by the related Regional Apparatus Organizations (OPD) in the Province.
3. Incentives are needed in the form of support and facilitation of knowledge (data, information, knowledge, policies).
4. Development of collaboration phase mechanisms according to the characteristics of each sector (spatial planning, transportation, water resources, and solid waste)

The last aspect that is also important related to authority, the recommendations are:

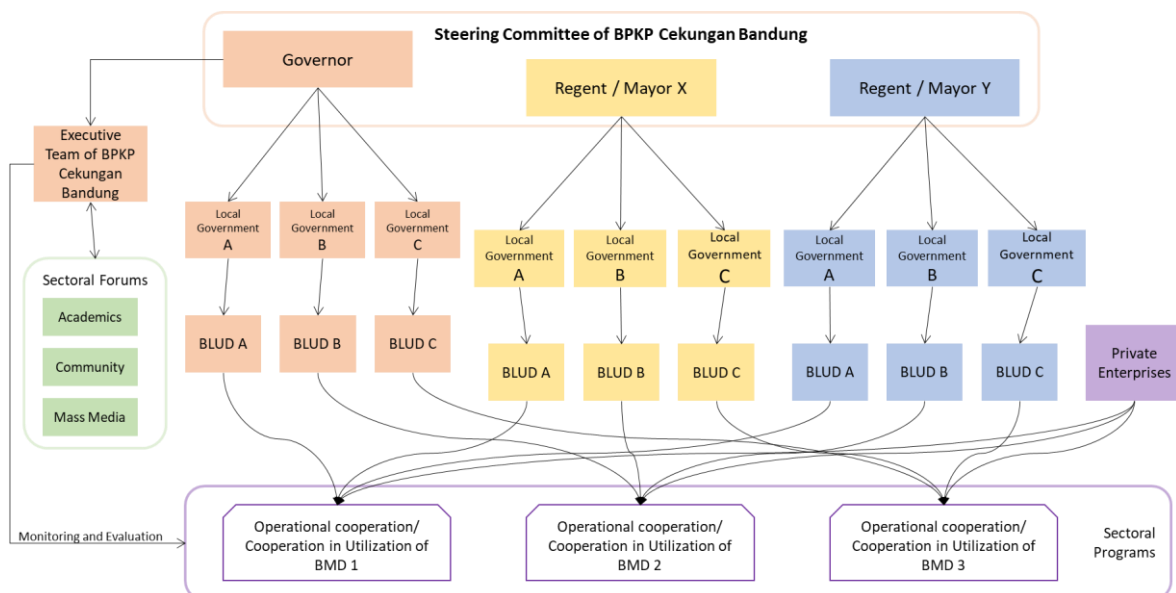
1. The institutional form of the Bandung Basin Urban Area Management Agency is not much different from the form of the previous coordinating body from the Provincial Government, so it is necessary to develop institutional forms, for example by following the model of the Authority Body.
2. The addition of authority from the Bandung Basin Urban Area Management Agency needs to be done carefully so that it does not overlap with other local governments, so that it can be focused on pushing priority programs and the coordination process.

The current conceptual road map is towards institutional transformation from the Bandung Basin Urban Area Management Agency to the BLUD form and to BUMD. This research also explores the possibility of developing the most optimal institutional form for program development in achieving the vision of the Bandung Basin Urban Area. This is with reference to the latest regulatory directives, specifically Government Regulation Number 59 of 2022 concerning Cities. Article 12 of the regulation stipulates that regencies/cities governments can form Regional Technical Implementation Unit (*Unit Pelaksana Teknis Daerah/UPTD*), BLUD, and

BUMD in the implementation of urban management.

BLUDs have flexibility in the form of discretion in financial management patterns by implementing sound business practices to improve services to the community without seeking profit. This institution can cooperate with other parties to improve the quality and quantity of services, i.e. in the form of operational cooperation and utilization of local government-owned assets. The illustration in Figure 3 shows the general scheme for developing a BLUD-based program institutional collaboration model. It can be seen that if collaboration is built on the basis of the BLUD institutional form, there are still weaknesses of complicated relations for the implementation of a particular program, because it has to go through a relatively long coordination path and is divided into each working unit. This will certainly make it difficult to achieve an effective and efficient program implementation process.

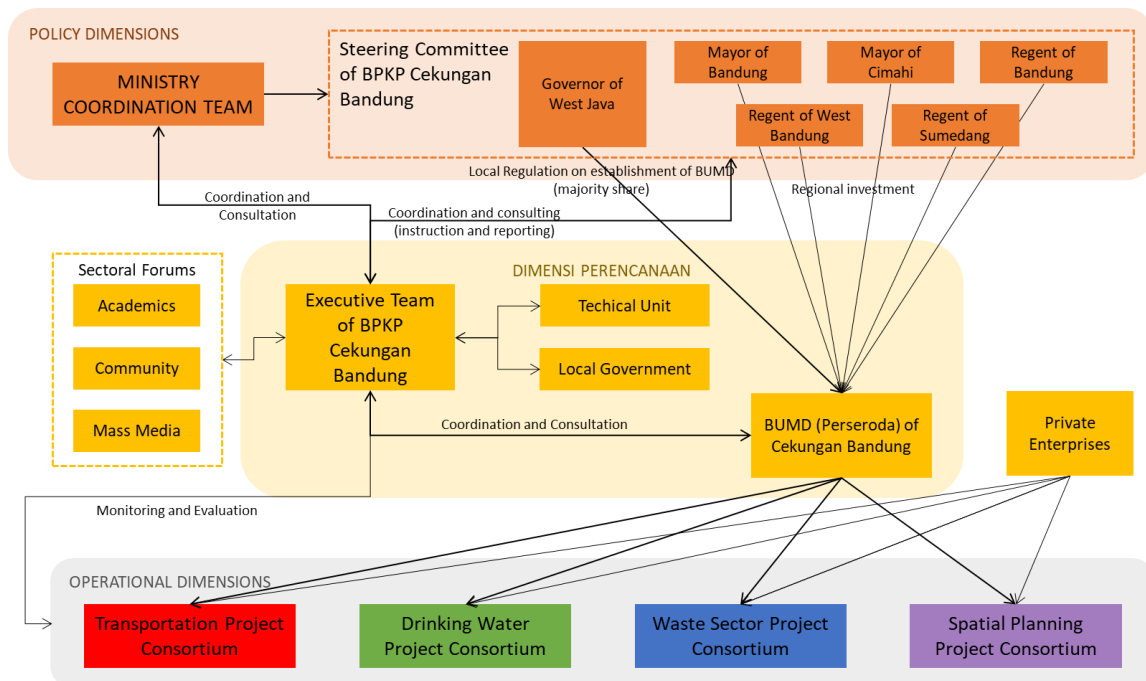
**Figure 3.**  
**Proposed Development of the Institutional Structure for the Management of the Bandung Basin Urban Area Based on BLUDs**



Source: Analysis Results (2023)

The other option is to form a BUMD which has two alternative institutional forms, namely in the form of a Regional Public Company (*Perusahaan Umum Daerah/Perumda*) and a Regional Public Company (*Perusahaan Perseroan Daerah/Perseroda*). In the context of program development in the Bandung Basin Urban Area which involves several Regional Governments at the same time, it is more appropriate to use the Perseroda format. The Perseroda Agency that was formed is positioned as a holding company which will then initiate various sectoral priority projects in the Bandung Basin Urban Area. With the proposal for a new BUMD to be formed by the Provincial Government and whose shares are owned by other Regency/City Governments, it is hoped that this will ensure long-term commitment from various relevant stakeholders. An illustration of this scheme is shown in Figure 4.

**Figure 4.**  
**Proposed Development of the Institutional Structure for Bandung Basin Urban Area Managers Based on BUMD**



Source: Analysis Results (2023)

## CONCLUSION

Collaborative governance is needed in managing various agendas in the Bandung Basin Urban Area, of which implementation is led by the Bandung Basin Urban Area Management Agency. The main motivation that drives collaboration found in this research is a shared interest in working together in managing development in the region, especially in overcoming various problems across administrative areas. In general, the process of collaboration in the region has progressed in a better direction over time. Face-to-face dialogue has been carried out with quite high frequency, involving various elements from local governments in Regency/City. This affects the process of building trust, commitment and mutual understanding, which is formally manifested in the form of a joint memorandum of understanding (MoU) between the Management Agency for the Bandung Basin Urban Area and each Regency/City Government.

Among the main factors for the successful development of the collaboration process in the Bandung Basin Urban Area is the establishment of legal and formal institutions for the management of the Bandung Metropolitan Area, so that the implementation of coordination becomes clearer and more focused. Although the implementation period is still not long enough (1-2 years), various findings and benefits have been identified from the data and information collected in this study. In addition, it can be said that the steps taken by the Implementing Body in efforts to coordinate and communicate with stakeholders in the Regency/City Government have gone well. However, various improvements and performance improvements are still needed by the Executing Agency, especially so that it can continue the process up to the implementation stage of programs and activities planned in each sector.

Recommendations that can be concluded from this research are for updating the Ansell and Gash model in the context of managing the Metropolitan Area in Indonesia with several things, i.e.: 1) Refinement of the dimensions of institutional design, by strengthening the coordination function within the government as well as strengthening the partnership function on non-governmental parties from the established implementing agencies. Then the establishment of a technical implementing unit for operationalization purposes; 2) Improvement of the facilitative leadership dimensions through strengthening authority, in terms of separating the functions of regulator and operator. Then expanding the scope of authority of the implementing agency so that it can push it to the program implementation; 3) Refinement of the collaborative process dimensions, by the development of technical mechanisms specific to each division, as well as incentives provision in the form of knowledge support and facilitation for sharing data, information, knowledge, and policies.

Meanwhile, practical suggestions as proposals for the development of the institutional structure for managing the Bandung Basin Urban Area, namely: 1) Strengthening the Bandung Basin Management Agency as a coordination hub and technical consultation for government actors, especially with local governments; 2) Expansion of technical coordination involving technical units of ministries in the regions (such as balai and regional offices), and operational agency established in the Bandung Basin Urban Area (BLUD/BUMD); and 3) Development of partnership networks with sectoral non-governmental forums, which contain stakeholders such as academia, the private sector, the community, and the mass media.

## ACKNOWLEDGEMENT

The author would like to thank Padjadjaran University and colleagues from government and non-government who have supported this research. High appreciation and indebtedness are also conveyed by the authors for the full funding support from LPDP for this research.

## REFERENCE

- Ansell, C., & Gash, A. (2008). Collaborative Governance in Theory and Practice. *Journal of Public Administration Research and Theory* 18.4, 543-571.
- Huda, N. (2009). *Hukum Pemerintahan Daerah*. Bandung: Nusa Media.
- Jahro, S. (2018). *Collaborative Governance dalam Pengelolaan Sampah di Kelurahan Kiduldalem, Kelurahan Jogosari, dan Desa Pleret Kabupaten Pasuruan*. Universitas Jember.
- Kementerian ATR/BPN. (2006). *Metropolitan di Indonesia: Kenyataan dan Tantangan dalam Penataan Ruang*. Jakarta: Direktorat Jenderal Penataan Ruang Departemen Pekerjaan Umum.
- Mungkasa, O. M. (2020, August). *Tata Kelola Kolaboratif dalam Desain Kebijakan Publi: Studi Kasus Pelaksanaan Tujuan Pembangunan Berkelanjutan (TPB) di Indonesia*. From ResearchGate: [https://www.researchgate.net/publication/343894103\\_Tata\\_Kelola\\_Kolaboratif\\_dalam\\_Desain\\_Kebijakan\\_Publik\\_Studi\\_Kasus\\_Pelaksanaan\\_Tujuan\\_Pembangunan\\_BerkelanjutanSustainable\\_Development\\_Goals\\_TPBSDGs\\_di\\_Indonesia](https://www.researchgate.net/publication/343894103_Tata_Kelola_Kolaboratif_dalam_Desain_Kebijakan_Publik_Studi_Kasus_Pelaksanaan_Tujuan_Pembangunan_BerkelanjutanSustainable_Development_Goals_TPBSDGs_di_Indonesia)
- Oetomo, A. (2019). *Kelembagaan Metropolitan Bandung Raya*. Bandung: Institut Teknologi Bandung.

- Pamungkas, D. D., & Inayati. (2018). Kebijakan Sanksi Administrasi BPHTB untuk Pemberian Hak Baru Atas Tanah di Provinsi DKI Jakarta dalam Perspektif Collaborative Governance. *Jurnal Manajemen Pelayanan Publik Vol 2 No. 1*, 34-44.
- Permana, T., Abdullah, & Mulyadi, D. (2022). Model Kerjasama Pengelolaan Sampah pada Tempat Pemrosesan Akhir Sampah (TPAS) Regional Sarimukti (Studi Kasus Kota Bandung dan Kabupaten Bandung). *Journal of Regional Public Administration*, 16-27.
- Raharja, S. J. (2008). *Model Kolaborasi dalam Pengelolaan Daerah Aliran Sungai Citarum*. Depok: Universitas Indonesia.
- Somantri, G. (2005). Memahami Metode Kualitatif. *Makara, Sosial Humaniora Vol. 9*, 57-65.
- Sudarmo, Sonhaji, & Utomo, I. H. (2010). *Democratic Collaborative Governance Pedagang Kaki Lima: Studi Penelitian Tentang Tindakan Kebijakan Kolaborasi Antar Stakeholder Secara Partisipatif dalam Pemecahan Masalah Pedagang Kaki Lima di Wilayah Solo Raya*. Solo: Kumpulan Executive Summary Teknologi Tepat Guna LPPM UNS Surakarta.
- Sukmadinata, N. (2005). *Metodologi Penelitian*. Bandung: PT Remaja Risdakarya.
- Talitha, T., & Hudalah, D. (2014). Model Kerjasama Antar Daerah dalam Perencanaan Sistem Transportasi Wilayah Metropolitan Bandung Raya (Inter-regional Cooperation Model of Transportation System Planning in the Greater Bandung Metropolitan). *TATALOKA 16(4)*, 194-208.
- Utami, S. B., & Pancasilawan, R. (2017). Kolaborasi dalam Pengelolaan Kawasan Konservasi Taman Buru Gunung Masigit Kareumbi Provinsi Jawa Barat. *Jurnal Manajemen Pelayanan Publik Vol 1 No. 1*, 59-73.
- Wardhana, A. (2022). Relasi Kewenangan Pemerintah Pusat dan Pemerintah Daerah dalam Penataan Kawasan Metropolitan Jabodetabek-Punjur. *Jurnal Hukum IUS QUIA IUSTUM 29.3*, 494-515.
- Warseno. (2011). Model Kelembagaan Kawasan Metropolitan di Indonesia. *Jurnal Sains dan Teknologi Indonesia Vol. 13 No. 1*, 25.