

## JAKARTA-BANDUNG HIGH-SPEED TRAIN INFRASTRUCTURE DEVELOPMENT IN COLLABORATIVE GOVERNANCE

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### ABSTRACT

*In accelerating economic growth, Indonesia is actively implementing infrastructure development. One of the developments currently underway is the construction of the Jakarta-Bandung high-speed train infrastructure. Jakarta as the nation's capital and Bandung as the capital city of West Java Province as a buffer for the capital city have high mobility in the use of transportation means including trains. To support the business activities between the two cities, the government considers the development of high-speed train infrastructure as a priority development. Due to the limited Indonesian Budget, Indonesia decided to collaborate with the Chinese government in its development and financing.*

*However, the implementation of the construction of the Jakarta-Bandung high-speed train infrastructure is not simple, because it involves various stakeholders, including the Central Government, the Chinese Government, the West Java Provincial Government, the Regency/City Governments that the high-speed train line passes, and the people. This study aims to describe the implementation of collaboration among all stakeholders. The research method used is qualitative descriptive. To collect data is interview and documentation. The results of this study indicate that the right collaboration model found to be applicable in infrastructure development is the Transnational Model.*

**Keywords:** Collaborative Governance, Development, Infrastruktur, High Speed Train, Transnational Model.

## INTRODUCTION

In accelerating economic growth, Indonesia is actively implementing infrastructure development. One of the developments currently underway is the construction of the Jakarta-Bandung high-speed train infrastructure. Jakarta as the nation's capital and Bandung as the capital city of West Java Province as a buffer for the capital city have high mobility in the use of transportation means including trains.

The construction of the Jakarta-Bandung high-speed train infrastructure is an important part of the Nawacita launched by President Jokowi's government in 2014. One of Jokowi's Nawacitas is to prepare infrastructure development to support Indonesia's economic growth in which good infrastructure in Indonesia reflects progress and stability that lead to the welfare of the people. This is in line with the results of Demurger's research in 2000 quoted by the Ministry of Finance (2014), that infrastructure is the main factor as a driver of economic growth. Shi, Q (2018) also states that the development of high-speed trains is indeed conducive to the further growth of big cities. The important point of the main concern in formulating the concept of development in President Jokowi's administration is the speed and distribution of development. Therefore, infrastructure development is a priority in the implementation of development in this era. This is reasonable because Indonesia's position in infrastructure quality is ranked 92 of 144 countries with 3.7 points based on the results of a 2014 World Economic Forum study. Statistically, Indonesia is only better than the Philippines (98), but far below compared to Singapore (2), South Korea (22), China (69), and India (87). It is the cause of high logistics costs that are not competitive as 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). In fact, according to Waralee Peetawana Kamonchanok Suthiwartnarueput (2018), the factors that influence the success of train infrastructure development projects contribute to Thailand's logistics platform.

To catch up with development from other countries, Indonesia requires a large budget. In the calculations of the National Development Planning Agency (NDPA) stated in the Medium-Term National Development Plan (MTNDP) in the next five years, Indonesia needs Rp. 6,780 trillion to carry out the planned development, while the financing that can be done through the Indonesian Budget is only Rp. 1,000 trillion, the Regional Government Budget is Rp. 500 trillion, insurance and pension fund Rp. 60 trillion, as well as infrastructure financing institutions of Rp.

500 trillion. There is a financial gap of Rp. 4,000 trillion that must be met from other sources so that the acceleration of infrastructure development can run well (Management Institute, Faculty of Economics and Business, University of Indonesia: 2016).

To fill the financing gap, the Government of Indonesia proposed a cooperation scheme for infrastructure development involving the participation of the private sector which became known as the Public-Private Partnership (PPP) scheme. In regulating the implementation of project development with this PPP scheme, the Government has issued several regulations including Presidential Regulation No. 67 of 2005 in conjunction with, Presidential Regulation No. 13 of 2010 in conjunction with, Presidential Regulation No. 56 of 2011 in conjunction with, Presidential Regulation No. 66 of 2013 which regulates the pattern, forms, and conditions for implementing PPP projects in Indonesia (Ministry of Finance: 2014).

In the construction of the Jakarta-Bandung high-speed train infrastructure, the Indonesian government decided and agreed not to use funds sourced from the Indonesian Budget, but to use the Business to Business (B to B) scheme by Indonesian SOEs and China Trainway International Co. Ltd (PT Wijaya Karya (Persero) Tbk, March 2016). The scheme also agreed to form a consortium named PT Kereta Cepat Indonesia-China (KCIC) as the executor of the Jakarta-Bandung high-speed train project. This is in line with the opinion of Waralee Peetawana Kamonchanok Suthiwartnarueput (2018) from the results of his research which states that it is necessary to implement public-private partnerships; and the creation of a new trainway regulatory agency.

This collaboration is carried out through SOEs subsidiaries, PT. Pillar Sinergi BUMN Indonesia (PSBI) and China Trainway International Co. Ltd. PSBI is a SOEs consortium consisting of PT Wijaya Karya, PT Kereta Api Indonesia, PT Jasa Marga and PT Perkebunan Nusantara VIII. At the implementation level of the infrastructure development, it has experienced various problems since the groundbreaking in January 2016, so the implementation of the construction has been run very slowly. Some of the problems in this project include land acquisition, financing, and licensing issues. The problem of land acquisition takes years so the project that should have been completed and operational in 2019 has been corrected to 2021 and revised again to 2022. This land acquisition is a crucial point because it is related to the obligation to revise the Government Regulation on the National Spatial Planning (NTP). Meanwhile, a serious obstacle in terms of licensing is that the permits have not been issued in an integrated manner from several institutions,

such as the Ministry and Local Governments. Several of these obstacles caused the swelling of the financing that had to be mutually agreed upon, which was originally from USD 5.1 trillion to USD 5.9 trillion.

The development of the Jakarta-Bandung high-speed train infrastructure must be prioritized because development is essentially a planned change effort to achieve a better quality of life. This is in line with the opinion of Mohammed Sabirul Karim, et al (2020) which states that the fast-growing garment industry in Bangladesh is creating increasing demand for intercountry transportation of raw materials, intermediate products, and finished goods. Furthermore, Mohammed Sabirul Karim, et al (2020) stated that the rail network is best able to serve anticipated trade patterns while offering alternative transport options for existing flows. In addition, by utilizing the long-distance competitive advantage of rail transport, the TAR has a major role to play in bringing a more even distribution of economic opportunities and benefits. Frederic (2019) thinks that The dissolution of trade barriers, reinforced by uninterrupted opportunities for physical access is likely to have a transformant impact on the more backward and landlocked countries/regions within BYIMT, such as Bangladesh, Yunnan, the North Eastern States of India, Myanmar, and Thailand.”

Jhingan (2000: 12) suggests three main characteristics of developing countries which are both the causes and at the same time the interrelated effects of poverty. The first characteristic is inadequate education infrastructure and facilities, resulting in a high number of people who are illiterate and do not have skills and expertise; the second character is poor health facilities and consumption patterns so that only a small part of the population can become productive workers. This results in a slow pace of economic growth; and the third characteristic, the population is concentrated in the agricultural and mining sectors with outdated or traditional production methods.

In connection with the focus of development discussed in this research, the construction of the Jakarta-Bandung high-speed train infrastructure, meaning that the concept is directed at infrastructure development carried out by the government. The basic public infrastructure such as the Jakarta-Bandung high-speed train functions to support various community activities in social & economic Indonesia, especially West Java Province and Jakarta as the nation's capital. The opinion states that “Transport corridors are nowadays treated as development corridors internationally which open up the opportunity for spatial development. In a multi-modal transport

culture, nobody will wait for someone hesitating to take a timely decision. If a country does not open up its frontier, alternatives will automatically come up. Political fragmentations are not standing in the way of economic integration.” (Abdul, 2018). This clarifies why so many regional economic groups are evolved and change is being noticed everywhere. “Bangladesh has also a unique position in the TAR regional scenario. It can avail of the opportunity to shortest routes to international and inter-country destinations and hinterland of the region. We should rise to the occasion and play a pivotal role in developing proper understanding amongst the countries concerned to serve the best interest of the countries and their vast population.” According to Stone in Kodatie (2005:101), infrastructure is physical facilities developed or needed by public agencies for government functions in the provision of water, electricity, waste development, transportation, and similar services to facilitate economic goals. Furthermore, Effendi (2002:48) mentions the importance of developing adequate infrastructure so that people can move more dynamically and facilitate economic activities, and so that investors are willing to invest in the region.

The construction of the Jakarta-Bandung high-speed train infrastructure that its construction method is carried out by B to B Cooperation with the agreement of the Governments of Indonesia and China cannot be separated from collaborative governance theory and public policy theory. Emerson (2013), states that seeing the dynamics of the collaboration process as an oritarian cycle of interaction. Three components are the focus of attention on collaboration, namely: the movement of shared principles, shared motivation, and the capacity to take joint action. We find that a virtuous cycle of collaboration tends to develop when collaborative forums focus on “small wins” that deepen trust, commitment, and mutual understanding. Their contingency model is offered for practitioners and future research on collaborative governance. Furthermore, Kuhn, B. (2016), stated that the UN's global sustainable development emphasizes governance and partnerships involving public and private actors as key elements to achieve sustainable development goals. Then Kirk Emerson, Tina Nabatchi, Stephen Balogh (2012) mentioned, that this framework provides a broad conceptual map for locating and exploring components of a cross-border governance system that ranges from policy or program-based intergovernmental cooperation to place-based regional collaboration with non-governmental interest stakeholders to public-private partnerships. The three experts argue that this framework integrates knowledge of individual incentives and barriers for collective action, collaborative social learning and conflict resolution processes, and institutional arrangements for cross-border

collaboration. It is presented as a general framework that can be applied to analysis at different scales, in different policy arenas, and at different levels of complexity. Peterman, DR, Frittelli, J., and, Mallett, WJ (2013), argue that the provision of \$8 trillion for intercity passenger train projects in the American Recovery and Reinvestment Act 2009 (ARRA; PL 111-5) revives resumed efforts to expand intercity passenger train transportation in the United States. The Obama administration later announced that it would ask Congress to provide \$1 trillion per year for the high-speed train (HSR) project. The three experts further argue that there are two main approaches to building high-speed train: (1) upgrading existing trains and signaling to allow trains to reach speeds of up to 110 miles per hour (mph), generally on a shared track. freight train; and (2) constructing new tracks dedicated exclusively to high-speed passenger train services, to allow trains to travel at speeds of 200 mph or more. The potential costs and benefits are relatively lower with the first approach and higher with the second approach. In addition, Maat, D.K.K (2016), argues that in the early days the station followed the existing urbanization pattern. However, new stations are more likely to be located in underdeveloped areas and less likely to be located within established built-up areas, which are already served by existing stations. In addition, they encourage further growth, increasing the possibility of more urbanization around the station. As for BECK, A., Bente, H., and Schilling, M. (2013), stated, that if there is a difference of opinion or conflict, the solutions range from informal agreements to cost and revenue sharing to legal integration for the duration of the franchise agreement. The latter is only seen as appropriate for areas where one franchisee dominates train operations. Thus, the public policy becomes important and must be considered in the implementation of collaborative governance.

According to Parsons (2006:465), implementation is considered to have made the most influential contribution in the development of the study of public policy implementation. Hagrove, E. (1975) quoted by Wahab (2012: 127) questions the missing link in the study of public policy, especially in the process between policy formulation and policy evaluation. Public policy focuses on the study of the process of policymaking and policy evaluation, thus ignoring the problems of its implementation. Policy implementation is an important stage in public policy because, without implementation, it will not be possible to know the achievement of goals and impacts arising from a policy that has been implemented. In this regard, Lester and Stewart (2000:145) mention that implementation is widely seen as having the meaning of implementing the law, that as actors,

organizations, procedures, and techniques, they work together to carry out policies to achieve policy goals or programs.

Along with changes in the government system which is expected to be able to keep up with the development of a globalized era, each government in almost all countries in the world continues to try to keep up with the development of science and development of technology and information, so that it can continue to foster the people or society to be able to grow and develop in his life. However, there are also more complex problems arise that cannot be solved by the country itself, it must collaborate with other parties or other countries.

At this time, the policy implementation model as an embodiment of collaboration has developed rapidly, including Government to Citizens (G to C), Government to Government (G to G), Government to Business (G to B), and Business to Business (B to B).

The implementation of the Jakarta-Bandung high-speed train infrastructure development policy, the implementation model, especially regarding collaborative governance, both G to C, G to G, G to B, and B to B, was carried out. This is indicated by G to C as a collaboration between the government and the community, in this case, land acquisition is cooperation that needs to be carried out properly so that the implementation can run smoothly. G to G is between the Indonesian Government and the Chinese Government and between the Central Government and Regional Governments, while the G to B is carried out between the Indonesian Government and the SOEs involved or appointed and the Chinese Government and the Chinese Company Consortium. The B to B was carried out between the appointed Indonesian SOEs and the Chinese Company Consortium which was agreed to become PT KCIC as the executor of the Jakarta-Bandung high-speed train infrastructure project.

Research question in this study are : 1) Why is Collaborative Governance in the Development of the Jakarta-Bandung High-Speed Train Infrastructure important?; 2) What are Constraints Factors in the Implementation of the Jakarta-Bandung High-Speed Train Infrastructure Development?; 3) What are the role of each stakeholder in the implementation of the Jakarta-Bandung High-Speed Train Infrastructure development?; 4) How is the solution to the factors of constraints and difficulties from the technical aspect?; and 5) How is collaborative governance model that need to be implemented in the implementation of the Jakarta-Bandung High-Speed Rail Infrastructure development?

## **METHOD**

This study was designed using a qualitative method. The qualitative method is a type of research that explores and understands the meaning of some individuals or groups of people originating from social problems. (Creswell 2016). Interviews were conducted with the Minister of SOEs, the Chairman of Commission VI of the House of Representatives, the Regional Secretary for West Bandung Regency, the President Director of PT KCIC, and the Expert Staff of PT KCIC. Determining informants is by purposive sampling, which is determined by people who know policies and data related to the construction of the Jakarta-Bandung high-speed train. Furthermore, Creswell (2016: 347) states that the validity of the data in a qualitative study is an attempt to assess the accuracy of the findings that are well described by researchers and participants. Therefore, in this study, the authors used triangulation in validating the data. While the data analysis technique used in this study as stated by Creswell (2016: 251) is carried out by preparing and organizing the data, then reducing the data to a theme through the process of coding and summarizing the code and then presenting the data in the form of a start, table or discussion. The location of the research was carried out in DKI Jakarta and West Java Province included: Bekasi City and Regency, Kerawang Regency, Purwakarta Regency, West Bandung Regency, Cimahi City, Bandung Regency, and Bandung City.

## **RESULT AND DISCUSSION**

### **The Importance of Collaborative Governance in the Development of the Jakarta-Bandung High-Speed Train Infrastructure**

At the East Asia Summit in Myanmar in November 2014, the President of the Republic of Indonesia, Joko Widodo, introduced and explained the agenda to make Indonesia a World Maritime Axis known as the Global Maritime Fulcrum by the international community. For Indonesia, the world maritime axis is a visionary step to revive the maritime culture and is committed to developing infrastructure and connectivity by building marine highways, deep seaports, logistics, shipping industry and maritime tourism. Indonesia can also develop maritime diplomacy by jointly eliminating sources of conflict at sea, cooperating with other coastal and archipelagic countries. This opportunity can also improve Indonesia's position among Southeast Asian countries, especially in the Association of Southeast Asian Nations or ASEAN (Christ Daniel Soselisa: 2019). With the concept of the World Maritime Axis initiated by Joko Widodo a



year after the Maritime Silk Road was launched, Indonesia has become one of the goals of China's cooperation under the leadership of President Xi Jinping with the hope of becoming a mutually beneficial agreement for both countries. Indonesia and China have complementary interests (Christ Daniel Soselisa: 2019), which are as follows:

1. Indonesia is planning to develop infrastructure to connect islands that are spread out over its territory. From the Indonesian side, the world maritime axis focuses on national development on improving infrastructure and connectivity between regions that can make it easier for foreign investors to form national development projects. This will greatly assist the government in accelerating archipelagic-based national development projects, as President Joko Widodo had promised at the beginning of his term. The development of energy, transportation and port facilities is an important step to connect archipelagic regions in Indonesia and also to connect Indonesia with other Southeast Asian countries;
2. China offers loans and investments to various infrastructure projects. From the Chinese side, BRI is a policy to strengthen strategic cooperation in infrastructure, business and investment with 65 other countries, which collectively account for more than 30 percent of global gross domestic product, 62% of the population and 75% of energy reserves. China views Indonesia's strategic position in the realization of BRI with various geo-economic and geopolitical considerations of Indonesia in the world.

The meeting point of interest between Indonesia and China was also successfully realized in the signing of the MoU on cooperation between the World Maritime Axis and the Belt and Road Initiative (BRI) in 2018. According to research conducted by The Habibie Center, the World Maritime Axis only contributed 7% of Indonesia's Gross Domestic Product (GDP) of 14,300 trillion rupiahs (Kompas, 2019), while this GDP is still contributed by 80 n% of production activities on the island of Java (Coordinating Ministry of Maritime Affairs, 2019).

The implementation of the construction of the Jakarta-Bandung High-Speed Train infrastructure requires the Indonesian government to cooperate with the Chinese government, due to the limitations of the Indonesian budget. The two countries appointed a private party, PT KCIC to carry out the construction. Besides strengthening relations between the two countries, it is also bilateral cooperation that will bring benefit for them, because in this cooperation all stakeholders have the obligations and the rights.

### **Constraints Factors in the Implementation of the Jakarta-Bandung High-Speed Train Infrastructure Development**

Based on the results of the author's interviews with informants, some of the obstacles faced in the implementation of the Jakarta-Bandung high-speed train infrastructure development are:

1. Land issues, a land acquisition that is targeted to be completed in 2019 proceeds slowly. In 2018, it only reached 54% with details of 55 km having been handed over to the contractor,
2. There are problems with the construction of the Jakarta-Bandung high-speed train: a). Trigger of flooding, b). The workers' carelessness caused the PERTAMINA pipe to explode, c). the cause of cracks in people's houses, d) Damage to roads, due to the large number of heavy project vehicles passing by,
3. COVID-19 pandemic factors have harmed the implementation of the Jakarta-Bandung high-speed train. At the time this research was conducted, the land acquisition had reached 99.96% and the progress of the fast train infrastructure development as a whole had reached 44%. The Ministry of Transportation predicts that the project will be completed in 2021. However, the pandemic forced the Indonesian Government to issues regulations concerning the prevention and treatment of people affected by COVID-19. Restrictions on the number of workers and various other regulations have delayed many jobs that have been scheduled. Therefore, rescheduling the completion of the project was carried out. The condition in China, which is very affected by COVID-19 is also a problem, the process of returning Chinese workers who want to return to Indonesia requires the fulfillment of the new health protocol that has been put in place, so this process cannot be carried out in a hurry.
4. Regulatory factors, Presidential Regulation No. 107 of 2015 concerning the Acceleration of the Implementation of the Jakarta-Bandung High-Speed Train had been issued since the inauguration of the project by President Joko Widodo in 2016, it turns out that its derivative technical regulation, Government Regulation No. 13 of 2017 concerning Amendments to Government Regulation No. 26 of 2008 concerning National Spatial Planning has only been issued in the second year, it is what the Provincial and Regency/City Governments which is crossed by the Jakarta-Bandung high-speed train have been waiting for.

## **The Role of Each Stakeholder in the Implementation of the Jakarta-Bandung High-Speed Train Infrastructure Development**

There are eight (8) stakeholders in the implementation of the Jakarta-Bandung High-Speed Train Infrastructure Development:

1. President of the Republic of Indonesia, in the Collaborative Governance function of the central government, has signed Presidential Regulation No. 3 of 2016 concerning Acceleration of Project Implementation National Strategy, one of which is the construction of the Jakarta-Bandung high-speed train on January 8, 2016. He considered accelerating the implementation of national strategic projects to meet basic needs and improve people's welfare;
2. The Ministry of Transportation has issued the Decree of the Minister of Transportation No. KP 25 of 2016 concerning the high-speed train route between Jakarta-Bandung with the Halim-Tegal Luar route to PT KCIC on January 12, 2016;
3. Dissemination efforts have also been carried out by providing an announcement in *Harian Terbit* and *Pikiran Rakyat* newspapers, on Saturday, December 12, 2015. In addition, a public consultation was held for the City of East Jakarta, and the City of Bekasi in Jakarta on December 21, 2015; while Bandung City, Bandung Regency, Cimahi City, Bandung Barat Regency in Bandung on 22 December 2015, and for Bekasi, Karawang, and Purwakarta Regencies on 23 December 2015. After all the improvements done by KCIC are monitored, the Ministry of Environment and Forestry issued the Environmental Feasibility Decree No. SK.36/Menlhk-Setjen/PKTL.0/2016 and Environmental Permit No. SK.36/Menlhk-Setjen/PKTL.0/2016 based on the AMDAL RKL-RPL improvement document and PT KCIC President Director's Letter 2016 dated January 20, 2016.
4. The Coordinating Minister for Maritime Affairs and Investment who has function as a coordinator held a meeting with some related officials, the Minister of Transportation, the President Director of PT KCIC and the Chinese Ambassador to Indonesia on Friday, February 21, 2020;
5. The Minister of Public Works and Public Housing. As stated on Presidential Regulation No. 107 of 2015, the Ministry of Public Works and Public Housing will issue a principle permit for the implementation of the construction of high-speed train infrastructure in toll roads and national highways;

6. Provincial Government did progress efforts for the project by issuing the Governor of West Java Decree No. 593/kep 793-Pemksm/2017 regarding the determination of the location for land acquisition for the construction of the Jakarta-Bandung high-speed train route and station in the West Java Region. Likewise, the DKI Jakarta Provincial Government has issued a similar decree on July 31, 2017;
7. The local government of Bandung City, Bandung Regency, Bekasi City, Bekasi Regency, Bandung Barat Regency, Cimahi City have issued local regulations concerning Regional Spatial Planning in each region based on National Spatial Planning.
8. The House of Representatives, Government of China, Consortium of Chinese Companies, China Development Bank have carried out their respective roles as stated in the agreement that has been signed.

### **Analysis of the Solution to the Factors of Constraints and Difficulties from the Technical Aspect**

There are four (4) solution to the factors of constraints and difficulties from the technical aspect as the following:

1. Land issues, the people ask for a price that exceeds the appraisal value and the requested area exceeds the target. However, KCIC has paid off all people-owned land that will be crossed by the train and currently the required land area of 139,946 km has been 100% controlled by KCIC.
2. Construction problems: a). in the construction of bridge 1, Bridge (DK10 + 643.00 to DK0 + 264.00 with a length of 264 meters) carried out by the WIKA contractor, the MEP pipe at GWT Halim Station hit the tie beam in the span area with the distance between the pipes less than 5R. WIKA has submitted a letter asking CRDC to act immediately so that the conditions related to the PERTAMINA pipeline can be resolved. b). In the construction section of bridge 1 (DK1 + 000.00 to DK1 + 445.00 with a length of 1445 meters),. There are 1666 drill piles, standing upright 111 piles, 71 bridge poles that have been built according to technical provisions, but geological drilling has not been carried out by the WIKA contractor, c), Time delay on the bridge 1 construction section (DK 1 + 590.00) to DK2 + 213.00 with a length of 2213 meters and on the other 57 points due to technical problems. However, it has been overcome.

3. The COVID-19 pandemic has hampered the project's work. All parties involved in the project must obey the health protocols imposed by the government, such as swab checks and other health protocols to avoid the spread of Covid-19. Thus, all workers, both from China and Indonesia, can continue their work according to the direction of KCIC.
4. Legal and regulatory issues. The delay in the issuance of the National Spatial Planning Regulation forced four SOEs to run the project as stated in Presidential Decree NO 107/2015 to become the subject of land procurement using the scheme of Law No. 2 of 2012 which is authorized to PT Pillar of Sinergi BUMN Indonesia (PT PSBI). Power of Attorney for 4 BUMN Shareholders of PT PSBI to PT PSBI was signed on 12 July 2017. There are 7 non-private agencies affected by the construction of the project, Halim Air Force, Jasa Marga, Perum Jasa Tirta II (PJT 2), Perhutani, PTPN VIII, Brigif ARMY, and KAI. They agreed on KCIC to immediately continue development.

### **Collaborative Governance Model that Need to be Implemented in the Implementation of the Jakarta-Bandung High-Speed Rail Infrastructure Development**

The success of the implementation of the High-Speed Train Infrastructure Development policy in Indonesia, which was analyzed using the theory of policy implementation proposed by Marilee, S. Grindle, known as implementation as a political and administrative process focused on two dimensions, the content of policy which indicated by six indicators and the context of policy which is indicated by three indicators. The six indicators of the first dimension are as follows:

1. Influencing interests. This indicator explains the many parties involved in the implementation of this policy. Concerning the construction of the Jakarta High-Speed Train infrastructure, there are 15 parties involved, the Government of Indonesia, the Government of China, the Ministry of Public Works and Public Housing, the Ministry of Environment and Forestry, the Ministry of Transportation, the Coordinating Ministry for Maritime Affairs and Investment, PT KCIC, the Consortium of Chinese Companies, the China Development Bank, two Provincial Governments, DKI Jakarta and West Java as well as the Nine Regency and City Governments which pass the train;
2. Type of benefits. This indicator explains that in a policy there must be several types of benefits that show the positive impact generated by implementing the policy. With the implementation of the Jakarta-Bandung high-speed train infrastructure development policy, various parties

have received positive impacts: for the Government of Indonesia to provide services to the people by providing public infrastructure and facilities to accelerate economic growth; for the Chinese Government to develop bilateral cooperation with Indonesia, so that the two countries can help each other, complement and develop their respective countries; for the Provincial Government and Regency/City Governments, it can grow trade and the economy, because it will provide many opportunities for the people to develop businesses and revive urbanization; for the people living along the railroad tracks will be able to open up new job opportunities that allow them to innovate and develop their potential to be able to live independently; for the Ministries involved can show professional performance so that the functions and duties of the government can be well demonstrated to the public;

3. The degree of change to be achieved. This indicator can explain the seriousness of the Government in inviting all stakeholders to continue to build and regulate the people they lead to be able to make changes for a better life;
4. The decision-making. This indicator describes the relationship among the Central Government, Provincial, Regency/City Government, the people, and KCIC involved in realizing the project to serve people for their mobility properly under the applicable rules. All stakeholders must carry out their respective roles and functions according to the agreement that has been made;
5. The implementation of the program, this indicator explains that the government's limitations are not a reason not to build, because cooperation can be made with the private sector, the people, and other countries, so that this cooperation is beneficial for all parties;
6. The resources used, each stakeholder has rights and obligations according to the agreement, which means that all existing resources in each stakeholder are used according to their designation and get rights that can help the development and existence of each of the stakeholders.

The three indicators in the second dimension can be explained as follows:

1. The power, interests, and strategies of the actors involved. This indicator explains that a policy needs to take into account the strengths and the powers, the interests and the strategies adopted by them in facilitating the implementation of a policy. In the implementation of the project policy, all stakeholders must respect each other's authority in the implementation of this

cooperation and are agreed upon in a memorandum of agreement by each party. This is shown by the signing of the MoU between the Governments of Indonesia and China, and the pattern built is mutual respect and assistance;

2. Characteristics of institutions and regimes. This indicator explains that a policy will influence the success of the implementation. Both the Government of Indonesia and the Government of China already knew who the current regime is and what its vision and mission are, so that this agreement has certainly been considered in depth. It is expected that the implementation of the policy will be successful. This will affect the development of the government and society of the two countries.
3. The response of the implementers. PT KCIC is the developer of the project who works under the memorandum of understanding between the Governments of Indonesia and China, and PT. KCIC has always complied with it.

Based on the importance of collaborative governance in the project, the obstacle factors, the role of each stakeholder, analysis of solutions to the constraints and difficulties of the technical aspects, and analysis of the policy implementation model developed by Grindle, apparently the transnational collaborative governance model is the right policy implementation model to be applied in the implementation of the project policy because all stakeholders carry out mutually supportive, helpful, and respectful their obligations and rights. The Governments of Indonesia and China signed the MoU as the basis for the actors involved to guide them, the implementing actors, PT KCIC, have been willing to carry out the development by taking into account all the provisions of the Indonesian Government as outlined in the regulations, Presidential Regulations, Government Regulations, Ministerial Decrees, Governor Decrees of DKI and Jawa Barat, as well as regional regulations from nine regencies/cities that pass the train on articles of regulations relating to the construction of the Jakarta-Bandung high-speed train infrastructure.

## CONCLUSION

Collaborative Governance in the Development of the Jakarta-Bandung High-Speed Train Infrastructure is important. Government collaboration between the Governments of Indonesia and China, especially in the economic sector, is a strategy in implementing the Jakarta-Bandung High-

Speed Train Infrastructure Development. This collaboration was pursued by the Government of Indonesia as an effort to obtain financial support from the Chinese Government to finance various national infrastructure developments to realize the acceleration of Indonesia's national economic growth. The government collaboration process in implementing the Jakarta-Bandung High-Speed Train Infrastructure Development Policy is implemented internationally by Indonesia and China, nationally by the Central and Regional Governments, in particular the two Provincial Governments, DKI Jakarta and West Java as well as eight Regency/City governments where areas are crossed by trains. the Jakarta-Bandung High-Speed Train and transnationally in which the transnational actor PT KCIC was determined as the implementer of the policy through Presidential Regulation Number 107 of 2015 concerning the Acceleration of the Implementation of the Jakarta-Bandung High-Speed Train infrastructure and facilities between Jakarta and Bandung.

There are many constraints factors in the implementation of the Jakarta-Bandung High-Speed Train Infrastructure Development. The implementation of the Jakarta-Bandung High-Speed Train development policy did not go according to expectations, both in terms of time and funding. This is because there are still many technical and regulatory obstacles, land acquisition and construction problems that are not following the agreement, the occurrence of an unexpected COVID-19 pandemic, train signaling factors, and regulatory problems that are not efficient yet, due to not integrated licensing between various related Ministries, Provincial Governments and Regency/City Governments which are crossed by the Jakarta-Bandung high-speed train. As a result, the planned completion is delayed from 2019 to 2022. In addition, funding has also increased, from 5.1 trillion US dollars to 5.9 trillion US dollars.

Many roles of each stakeholder in the implementation of the Jakarta-Bandung High-Speed Train Infrastructure Development. They are : Presidential Regulation No. 3 of 2016; Decree of the Minister of Transportation No. KP 25 of 2016; Decree No. SK.36/Menlhk-Setjen/PKTL.0/2016 and Environmental Permit No. SK.36/Menlhk-Setjen/PKTL.0/2016 based on the AMDAL RKL-RPL improvement document and PT KCIC President Director's Letter 2016 dated January 20, 2016; Presidential Regulation No. 107 of 2015; Governor of West Java Decree No. 593/kep 793-Pemksm/2017. Many solutions to manage the constrain factors in implementation of the Jakarta-Bandung High-Speed Train development, for example is all parties involved in the project must obey the health protocols imposed by the government, such as swab checks and other health protocols to avoid the spread of Covid-19. Thus, all workers, both from China and Indonesia, can



continue their work according to the direction of KCIC. The findings in this study are the Trans-National Collaborative Model which is the implementation of the Jakarta-Bandung high-speed train infrastructure development policy as a policy implementation that emphasizes the aspects of policymakers (Indonesian and Chinese government actors), policy implementing aspects (non-state transnational actors, PT KCIC) and funding aspects (PT KCIC carried out the construction of the Jakarta-Bandung high-speed train without using government budgets and guarantees)

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