

JAKARTA-BANDUNG HIGH-SPEED TRAIN INFRASTRUCTURE DEVELOPMENT

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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 this high-speed train construction is not simple, because it involves various stakeholders, including Central and Chinese Government, West Java Provincial Government, the Regency/City Governments that the high-speed train line passes, and the people. The research has purposes to reveal the implementation of collaboration among all stakeholders. The method which applied in this research is qualitative descriptive. The research outcome is clarified that there are still various technical obstacles faced so that the accomplishment from this Jakarta-Bandung high-speed train progress runs slowly. A proper collaboration model found to be applicable in infrastructure development is the Transnational Model.

Keywords: Collaborative Governance, Development, Infrastructure, High-Speed Train, Transnational Model.

INTRODUCTION

The construction from high speed train of Jakarta-Bandung is one of major part of Nawacita launched by President Jokowi's government in 2014. One of Jokowi's Nawacitas states that to arrange the 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 harmonious with the results by Demurger's research defined that infrastructure is the main factor as a motive of economic expansion (Ramesh, 2017). Shi (2018) also declares that the establishment of high-speed trains is necessary for next expansion to growth as big cities. A Vital point as the main concern in formulating the concept of development in President Jokowi's administration is the speed and distribution of development. Therefore, the development of strategic industries through infrastructure development is a priority in the implementation of development in this era (Karim et al., 2020; Riyanto et al., 2021). This is reasonable due to the Indonesia's position in infrastructure transcendence has ranked on 92 out of 144 countries with 3.7 points which quoted from the results of 2014 Work Economic Forum study (Indonesia

Investments, 2015). 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 a result from the Indonesian logistics performance index with range of 3.08 in 2014 (BUMN Research Agency, 2016). In fact, according to Peetawana & Suthiwartnarueput (2018), those aspects that influences the realization of train infrastructure projects which contribute on Thailand's logistics platform.

To catch up with development from other countries, Indonesia requires a large budget. Through calculations of the National Development Planning Agency (NDPA) stated that in the moderate term of National Development Plan (MTNDP) for the next five years, Indonesia needs IDR 6,780 trillion to perform those development planned, while the financing that capable to provide by the Indonesian Budget is only IDR 1,000 trillion, Regional Government Budget is IDR 500 trillion, insurance and pension fund IDR 60 trillion, likewise to infrastructure financing institutions of IDR 500 trillion. There is a financial hole of IDR 4,000 trillion that need to fill from other sources so that acceleration of the development for infrastructure can run smoothly (BUMN Research Agency, 2016).

To fill the financing gap, the Government of Indonesia proposed a cooperation scheme for infrastructure development which adding the participation from the private sector that so called as the Public-Private Partnership (PPP) scheme. To synchronize this project development with the PPP scheme, the Government has issued several regulations including President law No. 67 of 2005 in conjunction with, President law No. 13 of 2010 in conjunction with President law No. 56 of 2011 in conjunction with, President law No. 66 of 2013 which regulates the pattern, forms, and conditions for implementing PPP projects in Indonesia.

From these Jakarta-Bandung high-speed train construction, the Indonesian government acknowledge and decided not to use any funds sourced from the Budget, but prefer to use the source from Business to Business (B to B) scheme by Indonesian SOEs and China Trainway International Co. Ltd. This scheme also agreed to form a consortium named PT Kereta Cepat Indonesia-China (KCIC) as this high-speed train project. This support the opinion by Peetawan & Suthiwartnarueput (2018) from the results of his research which states that it is necessary to implement public-private partnerships in order to create the new trainway regulatory agency. This collaboration is performed by 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 been faced with several problems since the groundbreaking on January 2016, so the realization level of the infrastructure development has been run very slowly. Some of issue which occurred in this project was included land acquisition, financing, and licensing issues. The problem of land acquisition takes years so the project should have been completed and operational in 2019 and 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. Therefore, the development of these high-speed project must be prioritized because this development is essential planned to change effort in order to achieve a better quality of life.

LITERATURE REVIEW

Siagian defined that development is business and series from growth and sequence efforts that are planned and conducted thoughtfully by a nation, state and government regarding the modernity in the context of developing the nation (Yunita, 2021). The implementation of development cannot be separated from its objectives, nation-building, or socio-economic development. Development in a country is very dependent on the paradigm adopted by the government in that country through fundamental reforms in creating good corporate governance (Riyanto & Prasetyo, 2021). In this regard, Korten in Semali (2021) suggests two approaches to development, first, "top-down" which comes from the government, while the community only acts as an object of development and, second, "bottom-up" which places the community in a position as development center or change center, so that they can be involved from planning, implementation, and evaluation. Furthermore, Jhingan suggests three main characteristics of developing countries which are both the causes and at the same time the interrelated effects of poverty (Ehigiamusoe & Lean, 2018). 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. These 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. Then, Nugroho & Dahuri (2016) concluded that all development contains the following elements: 1) Development is a continuous process, 2) It is a conscious effort, 3) Oriented to change and growth that leads to modernization, and 4) Aims for continuous development of the nation to upgrade the society welfare.

Relates to development concern which has been discussed in this research, the construction of Jakarta-Bandung high-speed train infrastructure, by means of the concept which is directed to infrastructure development which conducted by the government. The basic public infrastructure such as Jakarta-Bandung high-speed train has functions to support various community activities in social & economic Indonesia, particularly in West Java Province and Jakarta as the nation's capital. Grigg (2015) states that infrastructure relates to a physical system that were included the transportation, irrigation, drainage, buildings and other public facilities that have to filled requirement of basic human needs in the social and economic sphere. Furthermore, Grigg (2015) suggests that there are six major categories of infrastructure which include 1) Group of roads (highways, bridges); 2) Transportation service group (train road, port, airport); 3) Water groups (clean and dirty water, all water systems including waterways); 4) Waste management group (solid waste management system); 5) Established Group and outdoor sports facilities; 6) Energy production and distribution group (electricity and gas). According to Stone in Tran & Noguchi (2022), infrastructure is a physical feature which evolved 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 et al. (2019) 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 carried out by B to B Cooperation with bilateral agreement between Indonesia and China are indivisible from collaborative governance theory and public policy theory. Elicited from Ansell & Gash (2018), the concept of collaboration is developed as an alternative to pluralism of interest groups

and failure of managerial accountability. Furthermore, Ansell & Gash (2018) defined those factors in collaboration are face-to-face dialogue, building trust, developing commitment and mutual understanding. 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 (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, Emerson & Nabatchi (2015) mentioned, that this framework supported a broad conceptual map for locating and discovering 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 et al. (2013), argue that the intercity passenger train projects in the American Recovery and Reinvestment Act 2009 revives resumed efforts to expand intercity passenger train transportation in the United States (Castillo et al., 2016). 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, Kasraian et al. (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 Makhatova et al. (2021), stated, that if there is a difference of opinion or conflict, the solutions start from informal agreements to cost and revenue sharing to legal integration for the duration of the franchise agreement. The latter only viewed as proper areas whereas one franchisee dominates train operations. Thus, the public policy becomes important and must be considered in the implementation of collaborative governance.

According to Parsons, implementation is considered to have made the most influential contribution in the development of the study of public policy implementation (Wu et al., 2017). Hagrove quoted by Wahab (2021) 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, Mazmanian & Sabatier quoted by Wahab (2021) argue that implementation can be interpreted as something to understand what happened after a program was declared valid or formulated events, and activities arising after the adoption of state policy guidelines. Meanwhile, Lester & Stewart in Amir (2020) 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 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 both Indonesian and Chinese counterpart and also between 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 this high-speed train project.

RESEARCH METHODS

The research was designed by qualitative method. Taylor et al. (2015) revealed that qualitative research is a stage to construct an illustrative data through notes or spoken words from people and its observable behavior. Meanwhile, Guba & Lincoln quoted by Antwi & Hamza (2015) defined that qualitative research could conduct in an independent and free natural setting in the context of purity or entity, so that entity must appear as it is and there is no influence as well as certain interests. Interviews were conducted with the Minister of SOEs, the Chairman of Commission VI of the House of Representatives, and 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 that determined by people who know policies and data regarding about the construction of these high-speed train project. The technique used to reveal the validity from data could be done by triangulation and data analysis as defined by Miles & Huberman in Farquhar & Michels (2016) through interactive models of analysis which have three components, data reduction, data display along with verification or conclusion. Research location was conduct throughout 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 conference in Myanmar on November 2014, the President of the Republic of Indonesia, Joko Widodo had introduced and explained the agenda in an effort to

create Indonesia as a World Maritime Axis known and also as the Global Maritime Fulcrum by the international community. For Indonesia, the world maritime appear as visionary step to revive the maritime culture by committed to advancing infrastructure and connectivity through building marine highways, deep seaports, logistics, shipping industry and maritime tourism. Indonesia can emerge the maritime diplomacy by jointly eliminating sources of conflict at sea, cooperating with other coastal and archipelagic countries. This opportunity has a chance to improve Indonesia's position among Southeast Asian countries, particularly at the Association of Southeast Asian Nations or ASEAN (Soselisa, 2019). Through these concept which 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 (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 build up the strategic partnership in infrastructure, business and investment within 65 other countries that collectively account up than 30 percent of global gross domestic product, 62% of the population and 75% of energy resources. China views Indonesia's tactical position through realization of BRI with various geo-economic and geopolitical considerations of Indonesia in the world.

The meeting point of interest both Indonesia and China was also successfully sealed the signing of MoU regards 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, while this GDP is still contributed by 80 n% of production activities on the island of Java. The implementation of the construction of the Jakarta-Bandung High-Speed Train infrastructure requires the Indonesian government to cooperate with the Chinese counterpart, due to the limitations of the Indonesian budget. The two countries appointed a private party, PT KCIC are pointed 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, several issues that have been experienced to accomplish 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 Jakarta-Bandung high-speed train structure: a) Trigger of flooding; b) The workers' carelessness caused the PERTAMINA pipe to explode; c) the cause of cracks in people's houses; and d) Damage to roads, due to the large number of heavy project vehicles passing by;
3. COVID-19 pandemic factors which affected the accomplishment of these project. 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 that this process run slowly;

4. Regulatory factors, such as Presidential laws No. 107 of 2015 concerning about the Acceleration of realization for this Jakarta-Bandung High-Speed Train project which had been issued since the inauguration of the project by President Joko Widodo in 2016, it turns out that its derivative technical regulation, Government laws No. 13 of 2017 regarding the Amendments to Government laws No. 26 of 2008 relates to National Spatial Planning which 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

Moreover these are the roles of each stakeholder such as:

1. President of the Republic of Indonesia, in the Collaborative Governance has function as central government, has signed Presidential laws No. 3 of 2016 regarding with Acceleration of realization of National Strategy, amongs that is the construction of the Jakarta-Bandung high-speed train on January 8, 2016. He considered by accelerating the realization of national strategic projects to fill the basic needs and level up the society's welfare;
2. The Ministry of Transportation has issued the Decree of the Minister of Transportation No. KP 25 of 2016 regarding to 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 for East Jakarta and Bekasi was held in Jakarta on December 21, 2015; while for Bandung City, Bandung Regency, Cimahi City, and Bandung Barat Regency it would be held in Bandung on 22 December 2015, as for Bekasi, Karawang, and Purwakarta Regencies on 23 December 2015. After all the improvements done by KCIC were supervised by the Ministry of Environment and Forestry issued the Environmental practically 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 it written on President laws No. 107 of 2015, stated that 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. The Provincial Government did progress efforts for the project by issuing the Governor of West Java Decree No. 593/kep 793-Pemksm/2017 regarding the revealed of the location for land acquisition for the construction of Jakarta-Bandung high-speed train route and station at 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.

DISCUSSION

Evaluation towards the Solution of Constraints Factors and Difficulties from the Technical Aspect

This research earned the analysis resulted relates to solution factors of constraints and difficulties from the technical aspects which could be seen as follows:

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; and 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 this project must obey the health protocols imposed by the government, such as swab checks and other health guideline in order to avoid that Covid-19 expansion. 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 needs to be implemented in the Implementation of the Jakarta-Bandung High-Speed Rail Infrastructure Development

Determine the success of the realization 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 described relates to the policy that benefits and show has positive affect in implementing the policy. Through this realization 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 strength, intrigue and strategies from the parties which involved. This indicator explains that a policy needs to consider its strengths and the powers, the interests and the strategies adopted by them in facilitating this realization. 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 West Java, 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

First, collaborative governance between Indonesia and China, specifically 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 realizing the Jakarta-Bandung High-Speed Train Infrastructure Development Policy need to be implemented internationally alongside 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 which transnational actor PT KCIC was determined as the implementer of the policy through President laws Number 107 of 2015 regarding with Acceleration of the realization of the Jakarta-Bandung High-Speed Train infrastructure and facilities between Jakarta and Bandung.

Second, this implementation of 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, those planned completion still delayed from 2019 till 2022. In addition, funding has also increased, from 5.1 trillion US dollars to 5.9 trillion US dollars.

Third, 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 these project with no utilize government budgets and guarantees).

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