

COLLABORATION GOVERNANCE IN PUBLIC TRANSPORTATION POLICY IMPLEMENTATION: LITERATURE REVIEW ANALYSIS

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ABSTRACT

Collaboration has become a major force for the Government to overcome policy problems that occur, the collaboration in question is collaborative governance that needs to be made in accordance with concrete goals, especially on public transportation issues. The presence of a public transportation program is able to have a positive impact on the environment and the surrounding community. The concept of governance in transportation studies aims because of the diversity in the dimensions or interpretation of governance which is appropriate when applied to the transportation sector and can observe its progress by following its development starting from the manufacturing process. So that in its implementation it is necessary to cooperate between different organizations but have the same sectoral boundaries. This study aims to determine the conditions of collaboration governance and obstacles in the implementation of policies related to public transportation. The data source used in this research comes from a collection of various scientific journals. The method used in the analysis of this research is to use the literature review method. The results of this study indicate that collaborative governance in implementing public transportation policies is very important and needed in the operation of a program, so that the Government involves several stakeholder sectors, especially in the private sector according to the capabilities and positions needed. This is done so that the program being run can operate properly in accordance with the initial objectives that have been discussed together. However, the collaboration process is not so easy, there are obstacles such as difficulties in accessing the system and less than optimal communication.

Keywords: *collaborative governance, implementation, public transportation*

1. INTRODUCTION

Transportation has always been an issue of problems in all major cities in the world, it seems that the transition to transportation has had a positive impact on the community as users. Despite all the positive impacts of transport, such as creating jobs and helping cities to thrive, it cannot be ignored that transport also has some negative impacts on the economy caused by the increasing number of private vehicles stretching local infrastructure to a breaking point. (Fahma & Beenakker, 2016). The negative impacts of transportation that operate on a daily basis can cause pollution, congestion, traffic accidents, noise, visual disturbances, infrastructure failure and wastage of resources. (Ren et al., 2020). To reduce the negative impact, a policy program is needed, such as public transportation in order to reduce the use of private vehicles.

One of the Government's programs in providing services to the public is the provision of public transportation. Public transportation is an important sector to study because it is still considered quite worrying, some in developed countries in the world such as Tokyo, London and cities in the United States, which until now have always carried out development strategies related to transportation policies. In developed cities, public transportation is currently recognized as an important tool for society to align mobility needs as an ongoing challenge to avoid air pollution and climate change. In order for public transportation to have a good contribution to achieving community goals, the transportation system is designed to be as attractive as possible by providing high quality to attract more passengers. (Khan et al., 2021).

Countries with the most use of public transport in the world,

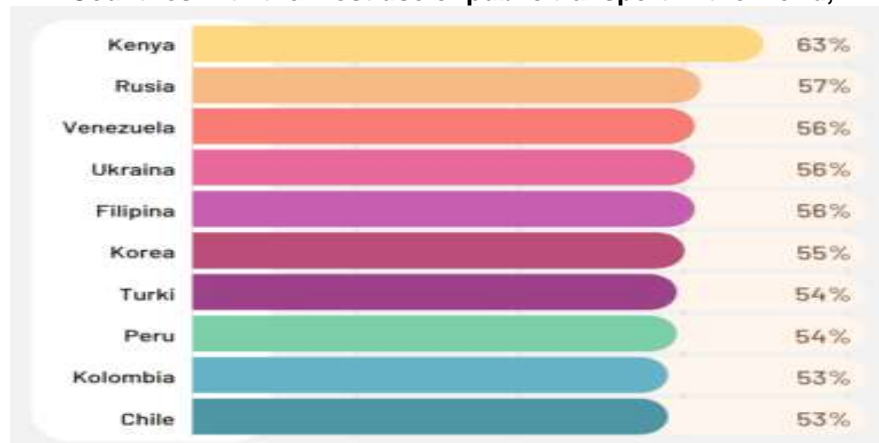


Figure 1. Graph of the Most Public Transport in the World

Source: Swoopmove, 2022

Figure 1. Shows that the country that occupies the highest position in the use of public transportation is Kenya, this can be used as an example for other countries. It can be seen that the process of implementing a public transport policy really needs a deep role from the government and is no less important than public awareness. If many people use public transportation, there will be many positive impacts for both individuals and the country.

In order to be able to become like developed countries which consider it important to have public transportation, it is necessary to know the purpose of public transportation program, public transportation serves as a big goal to motivate "sustainable development" or urban development, so it is considered important as one of the contexts for planning a city to be more advanced where in its implementation it requires cooperation between different organizations but with the same sectoral boundaries (Pettersson & Hrelja, 2020), what is meant by cooperation between organizations is collaborative governance. Agranoff and McGuire (1998) describe collaborative governance as an instrument that is used strategically and aims to address complex policy issues in situations where working together is better than doing it alone (Hysing, 2022). The program will place a particular focus on developing and testing a transport policy planning and implementation framework with a long process through cross-border cooperation involving public/private stakeholders, and blunting Multi-level governance (MLG) measures such as MACRO (the BSR area as a whole), overall), MESO (cross-border integration area), CORRIDOR (transnational multimodal transport corridor) and MICRO (intermodal terminal) (Bazaras et al., 2015).

The involvement of stakeholders such as users, civil society organizations and the private sector can enhance the quality of effective planning efforts, it can create demand value for infrastructure investments, reveal the importance of cross-border relationships, earn government trust and grow support for specific programs (Ian Hawkesworth, 2015). Transport governance often arises in connection with the increasingly complex decision-making process because it follows developments so that they are interrelated. The concept of governance in transportation studies aims because of the diversity in dimensions or interpretation of governance that is appropriate when applied to the transportation sector and can observe its progress by following its development from the policy-making process, offering a normative framework on how transport policies should be implemented and evaluated. (Cepal, 2016).

Previous research in Sweden explains that increasing the attractiveness of public transport is a major issue in the pursuit of a more sustainable transport system. While there is a great deal of knowledge about what can be done to improve public transport protection, it is in this research that the aim is to improve tradition of

public transport, with a focus on the governance conditions required to implement the prescribed measures, there is also a lack of empirically based research to analyze how to put the program into practice(Khan et al., 2021).

The issue of public transportation absolutely must be resolved seeing the urgency of smooth transportation, especially in urban areas, the transportation sector is a driver of economic activity and human activity as a strategic need and urban development, public transportation exists as a public service to provide a safe, fast and affordable transportation system for the general public(Aslinda & Ibrahim, 2017). However, the implementation of the policy is not an easy matter to implement due to many problem factors such as traffic congestion, community mobility, changing policies carried out by related government officials and lack of awareness from the public.

Much research has been done on collaborative governance, but in this research we will deepen the implementation of the public transportation program using the reference source study method as a basis for discussing collaborative governance of public transportation policy implementation. So that this study uses analysis of the literature review to answer the problems: 1) What are the conditions for Collaborative Governance in achieving the goals of the Public Transport Policy Program?, 2) What are the challenges of Implementation in the Public Transport Policy Program?

2. RESEARCH METHODOLOGY

This study aims to examine Collaborative Governance in the Implementation of Public Transport Policy. The data source used in this research comes from a collection of various scientific journals. The method used in the analysis of this research is to use the literature review method. In this study the authors collected journals or articles related to the themes to be studied, and then mapped the topics of discussion (mapping) and carried out analysis.

3. LITERATURE REVIEW

3.1 Collaborative Governance

Ansell and Gash (2008,544) define collaborative governance defined as “a government agency in which one or more public agencies directly engage non-state stakeholders in formal, consensus-oriented and deliberative collective decision-making processes with the aim of making or implementing public policies or managing programs or public assets(Cain et al., 2021).

Emerson et al. (2012) suggested that there are six criteria in collaborative governance, namely: 1) There are public, private, and community institutions, 2) Non-state actors participate, 3) Participants are involved in decision making and are not only consult, 4) Forum is formally organized and meets collectively, 5) Forum aims to make decisions by consensus, and 6) Focus on cooperation in matters of public policy or public management(Fitriyani & Gunawan Suharto, 2021).

3.2 Policy Implementation

Implementation is actions taken by individuals/officials or government or private groups directed at achieving the goals outlined in policy decisions, as explained by Van Meter and Van Horn.(Sahya Anggara & Public, 2018).

Ripley and Franklin argue that implementation is what happens after laws are enacted that give program authority, policy, advantage (*benefits*), or some kind of tangible output. The term implementation refers to the number of activities that follow the statement of intent regarding program objectives and the results desired by government officials(Budi Winarno, 2016).

The scope of public policy is very broad because it covers various sectors or fields of development, such as public policies in the fields of education, agriculture, health, transportation, land and so on. In addition, judging from the hierarchy, public policies can be national, regional or local in nature, such as laws, government regulations, provincial government regulations, district/city government regulations, and district/mayor decisions.(Drs. AG. Subarsono, M.Sc., 2016). The next opinion

regarding public implementation is from Jenkis who sees implementation studies as studies of change, how changes occur, how possible changes can be raised (Rukmana, 2020). One of the main keys to quality policy management is the high intensity of public participation. Because the validity of any public policy from the government lies there. Dialogue with the public is the truth of a policy by being the main means for policies that are ready to be used (Lijan Poltak Sinambela, 2006).

3.3 Public Transportation

Mass transit, also known as Urban Public Transport (UPT), (Schofer 1998) defines it as "movement in urban areas using group travel technologies such as buses and trains". UPT is available at fixed times, traveling in fixed directions and along fixed routes. Passengers must also agree to pay a fixed fee for using the system. UPTs are responsible for moving millions of people every day, while also producing far less pollution per person than other modes of private transport, especially in urban areas. With the development of technology, urban public transport comes in all shapes and sizes including metros, trams and buses (Septian, 2018).

The purpose of the existence of passenger public transportation is to provide good and proper transportation services for the community. The measure of good service is service that is safe, comfortable, cheap and fast. In addition, the existence of public passenger transport creates jobs. So, in determining the choice of the type of transportation, people consider various factors, such as the purpose of the trip, the distance and travel time, the cost and the level of comfort and safety. (Palilingan et al., 2013).

4. RESULTS AND DISCUSSION

Ostrom (1990) describes Collaborative governance has developed into an influential research agenda, integrating research in various fields such as collective action. Huxham (2000), provides an explanation that shared goals are generally emphasized as essential to a collaboration, and together with mutual trust and interdependence are seen as 'the embodiment of the principles of collaborative governance.

Collaborative governance is very important in implementing a policy. This aims to direct and arrange collaborative arrangements to influence what actions and behaviors are to be achieved through a collaborative process (deliberation) in order to achieve the implementation program as concretely desired. Huxham (2003) provides an explanation that the purpose of collaboration in the field of public transportation is to be seen as able to develop from time to time as a result of action, although not ideal, the first important thing to do is to form a collaborative forum and start taking action. (Hysing, 2022).

The main reason for the need for collaboration in the implementation of public transportation policies is because it involves the Government and the private sector, this is considered important so that various issues related to the implementation of public transportation can be properly harmonized. The government's role as a policy regulator, needs to collaborate with the private sector, so that it can overcome the problem of limited funds, government efficiency and effectiveness and government accountability to the public. So that the Government needs to attract the private sector to invest not only in the form of funds but also in improving the skills of Human Resources to build and maintain infrastructure that is not yet available and is already available in the context of people's welfare. (Agung Nurul Falaq Adi Wibowo, 2020).

Ansell and Gash Collaborative Governance Model



Figure 2. Collaborative Governance Model

Source: Collaborative Governance in Theory and Practice Anshell & Gash

It can be seen that the collaborative Governance model according to Anshell and Gash consists of several stages, namely:

1) *Starting Conditions*(Initial Conditions)

In the initial condition stage in the relationship between stakeholders, each actor has a different background which can produce an asymmetrical form of relationship in the relationship that is carried out. In the implementation of public transportation, the government involves several stakeholders to carry out its programs according to the main duties or skills needed.

2) *Facilitative Leadership*

Effective collaborative leadership is:

- a. Adequate management of collaborative processes,
- b. Management of the ability to carry out technical credibility,
- c. Ensuring that the collaboration is empowered to make credible and convincing decisions for all actors,

3) *Institutional Design*(Institutional Design)

Referring to the basic protocols and ground rules for critical collaboration the most emphasized is procedural legitimacy in the collaboration process. In the collaboration process, the government must be open and inclusive.

4) *Collaborative Process*(Collaboration Process)

The collaboration process develops collaboration as stages, including: *settings problem*(problem determination), *Direction Setting* (goal setting), and implementation.

Furthermore, there are five indicators from the process of forming collaborative governance that is intertwined by the government, the private sector and the community, including:

- 1) Face to face dialoge (face to face dialogue)
- 2) Trust Building (building trust)
- 3) Commitment to The Process
- 4) Shared Understanding
- 5) Intermediate Outcome (final result achieved)(Gunawan & Ma'ruf, 2020).

Based on research on public transportation, program implementation problems that occur in the form of difficulties in accessing the system, less than optimal communication related to schedule coordination in collaboration and then related to building integrated transportation and land use planning. This happens because of the lack of communication that makes it difficult for organizations to carry

out their duties with the potential steps of their respective fields. Hrelja (2015) and Mu and de Jong (2016) explain how decentralization of decision-making, division of labor and distribution of commitments, as well as increasing tensions between various public sectors are the main obstacles to implementation (Khan et al., 2021).

5. CONCLUSION

Collaborative governance is needed in implementing public transportation policy programs, it is known that in implementing it the Government is not alone but involves several stakeholder sectors according to the capabilities and positions needed. This is done so that the program being run can operate properly in accordance with the initial objectives that have been discussed together.

However, the implementation of the public transportation program does not always run well, there are obstacles to be overcome such as difficulties in accessing the system and less than optimal communication.

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