Collaborative Governance in Providing Facilities of Sungai Bambu Child Friendly Integrated Public Space, North Jakarta City

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Abstract. The development of a country cannot be separated from development which includes the fulfillment of children's rights. Through the Regulation of the State Minister for Women's Empowerment and Child Protection of the Republic of Indonesia Number 11 of 2011, it was emphasized the importance of establishing a Child-Friendly City Development Policy. The regulation triggered the DKI Jakarta Provincial Government to remain committed to realizing the Eligible City of Children by creating Child-Friendly Integrated Public Spaces (RPTRA) in administrative cities. From 31 indicators set by the Ministry of Women's Empowerment (KPP) for Eligible Cities, 70 to 80 percent of them can be achieved through RPTRA. Due to the high budget needs, the government cannot operate alone but also collaborates with the private sector in its development. This study aims to find out collaborative governance conducted by the government, and the private sector in the provision of Sungai Bambu Integrated Child Friendly Public Space (Ruang Publik Terpadu Ramah Anak, abbreviated as RPTRA) facilities, North Jakarta City. This research is important because it can provide an overview and conclusions related to collaborative governance modelling in the construction of RPTRA. This study uses a post-positivist approach based on the Collaborative Governance theory by Emerson & Nabatchi (2015). Interviews and documentation studies were data collection techniques. The results of this study indicate there is a dynamic of responsive collaboration between one component and another. The Context System factors that influence the dynamics of collaboration are public resources and service conditions, policy and legal frameworks, socio-economic and cultural characteristics, political dynamics and power relations, and the history of conflict.

Keywords: Collaboration, Collaborative Governance, Child Friendly Space

1. Introduction
1.1 Background
Collaborative Governance can be defined as a regulation that regulates one or more public institutions directly involved with non-public stakeholders in a formal decision-making process, consensus-oriented, and deliberation aimed at making or implementing public policies or managing public programs or assets. Collaborative Governance can also describe the state of interdependence between factors. The desire to do collaborative governance arises because these actors need to express their willingness and willingness to establish closer relations with other actors [1].

One of the collaborations was carried out in the provision of Child Friendly Integrated Public Space (Ruang Publik Terpadu Ramah Anak, abbreviated as RPTRA) facilities in DKI Jakarta Province. Child Friendly Public Space is a public space that has characteristics as a public open park, a vehicle for children's play and growth, a part of the infrastructure and facilities of a child friendly city, green open
space, and facilities for social activities equipped with various interesting games, CCTV surveillance, library space, PKK Mart, lactation room, and others [2]. Starting from the budgetary needs of the government for the fulfillment of these facilities, the government provides an opportunity for the private sector to participate in building RPTRA through the Corporate Social Responsibility scheme.

The construction of RPTRA has been going massively since 2015. Within two years, the number of RPTRA, which amounted to 186 RPTRA at that time, continued to increase as 100 RPTRA were built using the APBD and 5 RPTRA from CSR. In 2018, the Head of the DKI Jakarta Housing and Settlement Area Office Agustino Darmawan said, the number of child-friendly integrated public spaces (RPTRA) was recorded at 291 RPTRA with details 68 RPTRA from CSR funds, and 223 from Regional Budget funds[3]. The latest data in March 2019 from the Department of Child Protection and Population Control (DPPAPP) stated that there were 308 RPTRA, of which 68 were from the government and private collaboration.

The first RPTRA which was built as a result of collaborative governance was RPTRA Sungai Bambu, Urban Village of Sungai Bambu, North Jakarta. The private company that played a role was PT Pembangunan Jaya with a CSR fund of Rp. 412,154,795 (four hundred twelve million one hundred fifty four thousand seven hundred ninety five rupiahs) [4]. Now the Sungai Bambu RPTRA is a pilot RPTRA and is visited by many other regions. Even so, there is no in-depth literature or information that can illustrate how this collaborative governance model can be a model for governments in other regions in realizing RPTRA.

Therefore, this paper aims to illustrate how collaborative governance in the provision of integrated public space facilities is friendly to Sungai Bambu children, and what kind of system context factors that influence Collaborative Governance in the Process of Providing the Facility of Child Friendly Public Space through Emerson and Nabatchi (2015) theory [5].

2. Methods
Using qualitative approach, case study research was conducted to answer some questions such as:
1. How is the collaborative governance in Providing the Facility of Child Friendly Public Space?
2. What kind of system context factors that influence Collaborative Governance in the Process of Providing the Facility of Child Friendly Public Space?

2.1. Area of the Study
North Jakarta is one of the five administrative cities which forms Special Region of Jakarta. The city has become one of the regions where child-friendly city program is implemented, and is followed by the construction of child friendly public space. This area has the highest number of RPTRA based on monthly data in November 2017. Massive developments resulted in 42 Child Friendly Public Spaces, of which 29 came from the Regional Budget (APBD), and 12 came from Corporate Social Responsibility funds.

2.2. Data collection
Data were collected through interview by collecting information from key persons who are deemed most aware of the communication and efforts regarding collaboration governance in providing the facility of child friendly public space.

2.3 Key respondents
Interviews were conducted with stakeholders who have contributed to the provision of facilities, such as the Manager of Sungai Bambu Child Friendly Public Space, Head of the Village, the Office of Women's Empowerment and Child Protection, and PT Pembangunan Jaya as a private sector.
2.4 Collaborative Governance Model

Emerson and Nabatchi sees the dynamics of the collaboration process as an orientative cycle of interactions. Emerson focuses on three main components of the interaction of the collaboration dynamics [5]. These components include: Principled engagement, namely things that occur continuously in collaboration; shared motivation is emphasis on reinforcement and improvement of the movement of shared principles; and the capacity for joint action, namely the existence of capacities, for example no differences and power imbalances. The system context can be interpreted as the dynamics that produce opportunities and challenges that directly impact collaboration, or included as a part of the initiation of collaborative governance. There are drivers on Emerson and Nabatchi's model in the form of Initiating Leadership, where these components play a role and can influence the other three components. At that time Jakarta was led by the Governor of the Jakarta Capital Special Region for the period 2014-2018, Basuki Tjahja Purnama who was the promoter of the development of Child Friendly Integrated Public Space.

3. Results and Discussions

With the support of data from in-depth interviews with several key figures, the result section informs about how dynamic collaboration is implemented. The form and initial direction of this regional and multisector collaborative governance initiative were shaped by drivers emerging from the system context.

3.1 Principled Engagement.

Principled engagement is the process of revealing the interests, values of actors, and efforts to construct common interests. Disclosures can be analyzed from why the actor joins the collaboration. There are several efforts made to realize the principle of engagement, such as Discovery, Determination and Deliberation.

3.1.1 Discovery.

The initial discussion about RPTRA was launched in September 2014 and was a collaboration between former Ms. Veronika Tan as chairman of the DKI Jakarta Family Welfare Development Program (PKK) and chairman of the BPMPKB (Community, Women's and Family Planning Empowerment Office ), Ms. Dien Emawati. In the discussion of the two leaders, a proposal for facilities and infrastructure for Child-Friendly Parks (TRA) was formulated. A meeting between Mrs. Veronika then emphasized the plan as Chair of the Family Welfare Empowerment Team (PKK) and Pak Sutopo Ristanto from PT Jaya Konstruksi and Pak Achmad Noerzaman from PT Arkonin and Ms. Eka Permanasari as a representative from Pembangunan Jaya University. In this initial discovery, it was concluded that there was a need to provide public facilities, which were not only to fulfill the needs of
children but also to achieve all elements of the urban community. Ms. Eka Permanasari was developing the term of RPTRA with emphasis on space that can bridge communication between citizens and the government.

The private sector stated its findings in the form of social mapping in the field carried out by the social team (Yayasan Nurani Dunia and Pembangunan Jaya University) which aimed to identify the potential of the population as well as collect data on formal-informal organizations in the community around Sungai Bambu village. The social team also determines the types of activities of citizens and active figures in community activities without involving the relevant local government agencies and bureaucratic apparatus, while the government is based on urban and regional government data.

3.1.2 Determination.
The Letter of Agreement Number 78 of 2014 and number 178 / DIR-SK-12.14 as cooperation agreement between the government and private sector is the initial basis of the construction of RPTRA facilities. Here the government provides the most significant opportunity for the private companies to make RPTRA infrastructure facilities as a realization of their CSR programs. A memorandum of understanding was also carried out between PT Pembangunan Jaya and Pembangunan Jaya University about a community empowerment assistance program in the RPTRA environment, namely the Memorandum number 001A / PER-PRE / UPJ.01.05. A strong determination is continued by follow-up meetings to strengthen the next plan, such as the affirmation of the obligations that each party must fulfill, and the interchange they get. There is no regulation regarding RPTRA because it is this development that is the leading promoter and the basis for the provision of governor No. 196 of 2015 concerning the Guidelines for the Management of the Child-Friendly Integrated Public Spaces which were implemented after RPTRA Sungai Bambu construction was completed.

3.1.3 Deliberation
Deliberation was stated in a joint discussion either between the private sector and the central government, the private sector with the local government, and the Focus Group Discussion (FGD) involving all parties without exception, including the private sector, kelurahan or urban village, central government, surrounding communities, and non-governmental organizations. The FGD was conducted many times to represent the negotiated achievements and findings in the field to reach a mutual agreement on the form of infrastructure to be built.

This process was stated on 21 January 2015, in the establishment of a Focus Group Discussion on Information Dissemination & Plans for the proposed design of RPTRA facilities. The initial design of RPTRA development was carried out to the community of Sungai Bambu village by the CSR of PT Pembangunan Jaya Group, which included proposed land management, the purpose of use, and the form of a semi-permanent area. Then on 12 April 2015 Phase 2 of the FGD was conducted to disseminate the design revisions, community input was included in the design revision. The Focus Group Discussion stage also involves the village officer, local governments, as promoters to foster a sense of ownership, and community participation in the implementation of development. The village officer and the private sector agreed to coordinate the initial stages of development in cooperation by clearing the area of land to be built. For the physical facilities, a further FGD was conducted which was conducted four times, 15 March 2015, 21 March 2015, 28 March 2015 and 4 April 2015. The results of social mapping also strengthen the deliberation process. Focus group discussion is now the primary requirement and obligation for the development of RPTRA whether or not using a collaboration scheme between the private sector and the government.

3.2 Shared Motivation
According to Huxhamand Vangen in Emerson and Nabatchi (2015) shared motivation also strengthens and enhances the process of "mobilizing shared principles". Shared motivation is described as a cycle of self-reinforcement consisting of four mutually beneficial elements, namely mutual trust, shared understanding, internal legitimacy and commitment.

3.2.1 Mutual Understanding and Trust.
Relationships outside collaboration are also important while the relationship between the DKI Jakarta provincial government and PT Pembangunan Jaya has existed before collaboration in the construction
of RPTRA. Their links are in other fields in the form of educational programs (Yayasan Pendidikan Jaya), infrastructure programs (Yayasan Marga Pembangunan Jaya) and sports programs (Pembangunan Jaya Raya). Good relations form a high level of trust between actors. The government understands that PT Pembangunan Jaya already has the expertise and experience in the infrastructure and social fields. Also, PT Pembangunan Jaya is part of the Regional Government-Owned Enterprise of the DKI Jakarta Province (BUMD) since 1961.

It was found that an increase in shared motivation could also be developed with informal interactions between the government and the private sector through social networks in personal and group forms - which would enhance mutual understanding. In the construction of the RPTRA, it is important to be as consistent as possible with the same figures related to RPTRA development planning stage to increase interpersonal trust in cross-border collaboration. From this, the private sector regularly provides information related to development in an informal way. Representatives of these actors can also give rise to the nature of leadership that supports the collective consensus. It should be remembered that in shared motivation each party has a different background, different views or conflicting desires. Unfortunately, due to a large number of parties involved, shared understanding does not occur evenly in collaboration.

3.2.2 Internal legitimacy.
Private companies communicate with various levels of government from the central government, local government and local communities in emphasizing that the business is undertaken are also socially based on the public interest. Likewise, the central government must be able to encourage the lower government to participate in direct meetings. This emphasizes that collaborative actors have a sense of dependency. There is a strengthening of the results of the principle of engagement in internal legitimacy, even though it is still in the process, but parties between levels have given motivation.

3.2.3 Commitment.
A commitment was formed as temporary good results from collaboration. Beside focus group discussion and social mapping, proof of commitment through the first “gotong royong” activities was also accompanied by the laying down of the RPTRA construction by the North Jakarta Mayor. PT Pembangunan Jaya also coordinated with the Regional Secretary, BPMPKB, Public Welfare Bureau, Parks Service, Education Agency, Sports Agency. After that, it was followed by the signing of the pact of the integrity of the citizens to commit to securing and succeeding the process of building Sungai Bambu RPTRA. For gotong royong activities to be effective and directed, for the technical implementation of mutual cooperation and the type of work to be carried out at the time of mutual cooperation coordinated with the CSR who carried out the construction of the RPTRA.

The nature of this commitment develops over time, like trust, mutual understanding, and internal legitimacy develop together and in turn, are reinforced by principled involvement. Along with the construction of facilities and infrastructure, the government is not only a party that participates in deliberative practices, but it is also a party that carries out direct supervision 3-4 times in the field, for three months of construction. The role was carried out directly by the village officer, especially the chief of the office at that time namely Mr. Suwanto and Secretary of the Village, Ms. Trinanda. The private sector is also responsible for repairing several damaged facilities within a period of 6 months after the inauguration before the handover minutes (BAST) are held, one of which is a swing which is then repaired directly by PT CMNP and PT TMMIN. However, there is one facility that is not built until the handover from the private sector to the government (BAST), that is the construction of a soccer field.

3.3 Capacity for Joint Action
Capacity for joint action is a variety of results from cross-functional elements to produce effective action, due to the adequate capacity of the factors.

3.3.1 Institutional procedures and agreements
Institutional arrangements are carried out to maintain cross-sector interactions over time. When the collaboration process begins to involve other parties, there must be rules to regulate interactions between parties in detail. The agreements made by private companies after being carried out include
the submission of files regarding regional needs to local governments, such as urban villages, city and central regions. Reporting the amount of budget used until details of the Handover Minutes from the private sector to the provincial government is made into consideration. Given that Sungai Bambu RPTRA was the first RPTRA born from the collaboration between private company and government, it became a lesson for both parties. From the above processes, the resulting structure is innovative and "quite flexible" where the government provides flexibility for the organization to carry out deliberation process, as well as development based on problems and needs in the field. The private government is given the authority to develop broader sectoral networks and relationships. Private companies that have previously carried out the construction of RPTRA have full support if they want to carry out development elsewhere, as well as carry out activities and eventually funding RPTRA for activities and social activities.

3.3.2 Leadership
There is a leadership role in this form of collaboration; and the roles are (1) Gaining support from North Jakarta Mayor to lay the first stone (2) Leaders initiate meetings at the central and regional levels such as socialization and group discussion forums (3) The leader also plays a role as a facilitator in some programs, such as DKI Jakarta Province Family Welfare Development (PKK) representative as the actor who leads the entire process of the Focus Group Discussion, namely Mr. Andi M. Jufri (4) Leaders represent the overall collaboration carried out in the construction of facilities and infrastructure (5) leaders try to distribute knowledge by making periodic reports (6) encouraging the use of technology in informal communication between actors, and (7) leaders advocating for the draft of regional regulations of RPTRA which will arrange further about the Handover Minutes and the authority of the private sector in development.

3.3.3 Knowledge
Knowledge is information needed by each party in collaborating. Although some have been disclosed at the meeting, but because of the many actors and layers of government involved sometimes the distribution of knowledge does not occur smoothly. As for the source of knowledge in the form of social mapping that has been done before as well as the results of the forum group discussion, they later became the basis of the process of building infrastructure. There are still individuals or actors who do not get the results of the knowledge evenly. The actors who serve as the source of knowledge in the construction of facilities (include activities and physical) is the Provincial Government of DKI Jakarta, Child Protection Empowerment Office and Population Control of DKI Jakarta Province, DKI Jakarta Province Family Welfare Development (PKK). Also PT Pembangunan Jaya Group and PT Arkonin as a source of physical design.

3.3.4 Resources
Financial funding for development, administrative implementation of development such as requests for permission to establish semipermanent buildings, academics and sociologists as leaders of community mapping and contractors have been fully borne and fulfilled by the private sector. As for the government, it provides support in the form of direct and indirect monitoring, facilitating and accompanying meetings of group discussion forums, gathering mass, providing new links to relevant parties needed by the private sector in development.

3.4 System Context
The system context can be interpreted as the dynamics that produce opportunities and challenges that directly impact collaboration. Following are the prominent conditions of collaboration in the process of building child friendly space facilities. There are six prominent conditions of a system context:

3.4.1 Public resource or service conditions. Public spaces such as city parks, youth centers or other public places that already exist in Jakarta have not been able to accommodate the needs for fulfilling children's rights.

3.4.2 Policy and legal frameworks. Based on the Regulation of the Minister of Women Empowerment and Child Protection of the Republic of Indonesia Number 11 of 2011 concerning Child Friendly City
Development Policy. Government affairs in the field of child protection in the form of policies, programs and activities for guaranteeing the fulfillment of children's rights so that children can live, grow, develop, and participate optimally in accordance with the dignity and dignity of humanity, and receive protection from violence and discrimination, is a responsibility of the Regency / city administration. One indicator of a Child-Friendly City is the availability of facilities for creative activities and child-friendly recreation outside of school which is accessible to all children. One of the manifestations is the massive development of the Child Friendly Integrated Public Space (RPTRA) by the DKI Jakarta Provincial Government. Also, the other basic rules underlying the Governor of DKI Jakarta Regulation No. 112 of 2013 concerning Social Responsibility and Business Environment as an “umbrella” of the Corporate Social Responsibility program.

3.4.3 Socioeconomic and Cultural Characteristics are expressed, such as income and education level, health level of community, ethnic differences, etc.

- Population growth in DKI Jakarta is increasing every year. Based on data from the Central Statistics Agency, the population of DKI Jakarta in 2015 reached 10.18 million. Then it increased to 10.28 million in 2016, and increased to 10.37 million in 2017. This means that for the last two years the population in the Capital City has increased by 269 people per day or 11 people per hour [6].
- Looking at the density of the population of DKI Jakarta Based on the Age group, the population aged 0-19 is 3,230,265 or 32% of the total population. The population in that categorization refers to the definition of "child" as written in Law No. 39 of 1999 concerning Human Rights [6].
- The fulfillment of children's rights has not been achieved in DKI Jakarta. As with cases affecting children there was a significant increase from 2011 to 2014 [7].
- Regarding the population density of Sungai Bambu Village, with an area of 2.3640 km² the village has 35,869 residents resulting in a density of 15,173 / km² [8]. This figure shows the importance of an empowerment forum not only for children but also for all levels of society.

3.4.4 Political Dynamics and the Power Relations. First, there is a form of agreement that the idea of fulfilling children's proper rights will be initiated into a superior program of the DKI provincial government. Second, As the need to fulfill people's welfare, the government as a policymaker never closes the possibility of relations and other sources from cross-sectoral parties as well as compliance with local government for central government instructions.

3.4.5 History of Conflict, a positive conflict occurred where the DKI Jakarta provincial government had previously carried out various collaborations and collaborations with various private parties for the sake of fulfilling people's welfare, for example: giving free bus services and garbage truck, revamping the park like a city park, and planting productive trees on vacant land.

4. Conclusion

Based on the results and discussion, it can be concluded inside the Collaborative Governance in Providing Facilities of Child Friendly Integrated Public Space, North Jakarta City; there is a dynamic of collaboration that mutually reinforcing and have a reciprocal relationship. This can be seen from the indicators of collaboration dynamics, namely principled engagement, shared motivation, and capacity for join action that related to each other and influence each other. Among the components that have not yet been achieved perfectly, one of which is in the “Shared Motivation”. Because of the large numbers of parties involved, there is an unequal understanding among collaborative actors. Also in “Capacity for Joint Action” section, knowledge distribution is a little difficult to do because of the large number of government levels and the widespread parties in collaboration. The sustainability of the collaboration dynamics is inseparable from the system context that initiated it. Emerson &Nabatchi stated that the more system context factors that arise, they can influence and can strengthen the success of the implementation of the dynamics of collaboration itself. In this collaboration, five of the six factors are included. It also does not rule out the possibility that the forms of collaboration dynamics can also affect the system context.
Based on the results of conclusions, the author can provide suggestions: In the collaboration forum the formation of joint routines must be formed more intensely, especially, for example, meetings at the kelurahan or urban village. It should involve all the apparatus, not just the head of the village. There is management about the role of each government actor including all private parties in a more complex written form. This is especially important in the provision that does not only involve a private company. Collaborative leaders should minimize the replacement of actors in each collaboration meeting or forum to prevent disinformation and unequitable understanding. To all collaborative actors, there is a need to create a culture of opinion sharing more actively to monitor and evaluate each other. The need for a deeper understanding of system context is important so that collaborative members do not understand that the conditions in the context system are only existing things, which cannot be changed, but are conditions that can be monitored and added over time.

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