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ANALYSIS OF CROSS-SECTOR GOVERNANCE IN TOURISM INFRASTRUCTURE DEVELOPMENT IN CANGGU VILLAGE, BADUNG REGENCY

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Abstract

The development of the Canggu Shortcut as an infrastructure solution faces not only technical challenges but also cross-sector governance issues involving various actors with different interests and authorities. This study aims to analyze cross-sector governance in tourism infrastructure development in Canggu Village, Badung Regency, particularly in the Canggu Shortcut project. The research employed a qualitative approach using a descriptive method. Data were collected through observation, in-depth interviews, and documentation involving informants from government institutions, the private sector, and local communities. Data were analyzed using the interactive model developed by Miles and Huberman. The findings indicate that cross-sector governance in the development of the Canggu Shortcut has involved various stakeholders, including the Public Works and Spatial Planning Agency (PUPR), the Transportation Agency, the Regional Development Planning Agency (Bappeda), the Tourism Office, village governments, and private-sector actors. However, its implementation has not yet been fully optimal. Inter-agency coordination remains sectoral in nature, policy priorities differ among institutions, and program synchronization is still limited. Community participation remains largely consultative, while private-sector involvement has not been maximized. Transparency is primarily administrative, and comprehensive impact evaluation remains limited. Although

the development project has contributed to improving accessibility, stronger and more integrated cross-sector governance is still required to support sustainable tourism development.

Keywords: Cross-Sector Governance Analysis, Tourism Infrastructure Development, Canggu Shortcut, Badung Regency

A. INTRODUCTION

Tourism is a strategic sector that plays an important role in economic growth, job creation, and regional development. According to Bramwell and Lane (2011), tourism functions not only as a means of recreation but also as a development instrument capable of optimizing natural, cultural, and social potential. In Indonesia, the tourism sector has continued to demonstrate positive growth, contributing USD 10.46 billion in foreign exchange earnings and generating employment for more than 22 million people in 2023 (Ministry of Tourism and Creative Economy, 2024). Bali is one of the country's primary tourism destinations, particularly Badung Regency, which makes a significant contribution to regional revenue. Data from Statistics Indonesia (BPS) Bali (2023) indicate that international tourist arrivals in Bali reached 5.2 million visitors in 2023. However, the growth of tourism activities has also generated various challenges, particularly traffic congestion resulting from the rapid expansion of tourism areas that has not been matched by adequate transportation infrastructure. One of the areas experiencing rapid development is Canggu, located in North Kuta District, Badung Regency. The transformation of Canggu from an agrarian area into a modern tourism destination is reflected in the increasing number of villas, hotels, restaurants, and beach clubs. This condition has led to traffic congestion throughout most of the day (Arimau, 2024). To address this issue, the Government of Badung Regency developed the Canggu Shortcut infrastructure as an alternative route to improve accessibility and reduce traffic congestion. The development of the Canggu Shortcut depends not only on technical aspects but also on effective cross-sector governance involving government institutions, private-sector actors, and local communities. Emerson, Nabatchi, and Balogh (2012) define cross-sector governance as a collaborative decision-making process among multiple actors to address public issues. Therefore, this study aims to analyze cross-sector governance in the

development of the Canggu Shortcut, including inter-actor coordination, stakeholder participation, and the barriers affecting its implementation.

B. LITERATURE REVIEW

The literature review is an essential component of the overall research process. Creswell, as cited in Hadi (2021), states that a literature review serves several purposes, including educating readers about the findings of other studies that are directly relevant to the current research, linking new research to existing literature, and addressing gaps in previous studies. To provide a deeper understanding of the issues and challenges to be examined, researchers seek to investigate various prior studies before conducting their own research. The literature review is an essential component of the overall research process. Creswell, as cited in Hadi (2021), states that a literature review serves several purposes, including educating readers about the findings of other studies that are directly relevant to the current research, linking new research to existing literature, and addressing gaps in previous studies. To provide a deeper understanding of the issues and challenges to be examined, researchers seek to investigate various prior studies before conducting their own research.

Based on the seven previous studies that have been reviewed, it can be concluded that these studies provide significant conceptual and empirical contributions as a foundation for understanding infrastructure development and governance. The similarity between the previous studies and the present research lies in their focus on infrastructure development and the role of governance in supporting the effectiveness of public policy implementation, including the involvement of stakeholders and coordination mechanisms in the development process.

The main difference between this study and previous research lies in its analytical focus and research context. This study specifically examines cross-sector governance in the development of the Canggu Shortcut in Badung Regency as a supporting infrastructure for tourism areas, whereas most previous studies have focused on technical evaluations, program performance, or governance at the village and community levels. Furthermore, this research emphasizes the analysis of stakeholder roles, inter-agency coordination patterns, and challenges in the implementation of cross-sector development, aspects that have not been extensively explored in prior studies. This study is expected to fill an existing research gap by providing a cross-sector governance perspective on tourism infrastructure development. It also aims to contribute to the advancement of integrated and sustainable development policies in Badung Regency.

C. METHOD

This study employed a qualitative approach using a descriptive method. According to Moleong (2021), qualitative research aims to understand phenomena experienced by research subjects holistically and to describe them in the form of words within their natural context. A qualitative approach was chosen because the issues examined are complex and require an in-depth understanding of inter-agency coordination processes, implementation mechanisms, field constraints, and their impacts on sustainable tourism development. Data were collected using three techniques. First, non-participant observation was conducted, focusing on patterns of inter-agency coordination, forms of communication between the regional government and village governments, mechanisms for community involvement, and the dynamics of cross-sector collaboration. Second, semi-structured in-depth interviews were conducted with nine key informants selected through purposive sampling. These informants included the Head of the Public Works and Spatial Planning Agency (PUPR), the Head of the Tourism Office, the Head of the Transportation Agency, the Head of the Regional Development Planning, Research and Development Agency (Bappeda Litbang), the Village Head of Tibubeneng, the Village Head of Canggu, two community members residing near the Shortcut area, and a representative of the project contractor (PT. Budi Aluh). Third, documentation was collected in the form of project reports, media coverage, and official statistical data. Primary data were obtained directly from the field through in-depth interviews and observations conducted at the Canggu Shortcut development site. Secondary data were gathered from official government documents, regional development reports, Statistics Indonesia (BPS) data, and academic publications. Data analysis followed the interactive model proposed by Miles and Huberman (1994), which consists of three stages: data reduction, data display, and conclusion drawing. The analysis focused on six main indicators of cross-sector governance, namely actor involvement, cross-sector coordination, stakeholder participation, transparency and accountability, governance effectiveness, and implementation barriers.

D. EXPLANATION

1. Actor Involvement in the Development of the Canggu Shortcut

According to Emerson, Nabatchi, and Balogh (2012), actor involvement is a fundamental element of collaborative governance that engages various stakeholders from the government,

private, and community sectors. The findings of this study indicate that the development of the Canggu Shortcut involved a variety of cross-sector actors, including the Public Works and Spatial Planning Agency (PUPR) as the primary technical institution responsible for project planning and construction implementation; the Regional Development Planning Agency (Bappeda) as the coordinator of planning and program synchronization through the Regional Medium-Term Development Plan (RPJMD) and the Regional Government Work Plan (RKPD); the Transportation Agency, which was responsible for post-construction traffic engineering; and the Tourism Office, which linked the project to tourism destination development. In addition, village and sub-district governments served as communication bridges between the regional government and local communities.

Although multiple actors were involved, the collaboration pattern that emerged tended to be semi-hierarchical, with PUPR functioning as the leading sector. All institutions participated according to their respective duties and functions; however, opportunities for other actors to participate remained largely limited to supporting roles. This indicates that actor involvement remains at the level of coordinated collaboration and has not yet fully reflected the principles of equal and inclusive collaboration as proposed by Ansell and Gash (2007). Furthermore, private-sector involvement was limited solely to the project contractor (PT. Budi Aluh), while local tourism business operators were not involved in either the planning process or decision-making activities. This condition demonstrates an imbalance in the distribution of roles among stakeholders, particularly the dominance of the regional government in strategic decision-making.

2. Cross-Sector Coordination

Gray (1989) argues that coordination in cross-sector collaboration is a process of aligning actions among actors through communication mechanisms, information exchange, and the integration of interests to achieve common objectives. The findings of this study indicate that inter-agency coordination in the development of the Canggu Shortcut was carried out through regular coordination meetings held one to two times per month, involving the Public Works and Spatial Planning Agency (PUPR), contractors, supervising consultants, as well as village and community representatives. The Regional Development Planning Agency (Bappeda) played a role in synchronizing development programs through the Regional Medium-Term Development Plan (RPJMD) and the Regional Government Work Plan (RKPD), while the Transportation

Agency coordinated traffic engineering measures from the early stages of the project. Coordination also involved the sub-district government, which acted as a facilitator between village governments and the regency government. However, the findings also revealed several coordination challenges, including differences in institutional priorities, budget constraints, and communication barriers, particularly during the initial stages of implementation. From an analytical perspective, the coordination established remained largely administrative and operational in nature and had not yet reached the level of strategic coordination capable of fully integrating the visions and objectives of all sectors involved, as proposed by Ansell and Gash (2008).

3. Stakeholder Participation

The United Nations Development Programme (UNDP, 1997) emphasizes that participation is one of the fundamental principles of good governance, whereby every stakeholder has the opportunity to be involved in the planning, implementation, and evaluation of public policies. The findings of this study indicate that community participation was facilitated through public outreach programs targeting affected residents, particularly landowners, village development planning meetings (Musrenbang), and public consultation forums. Village governments played an active role in conveying community aspirations to the regional government.

Nevertheless, stakeholder participation remained limited to certain groups and was primarily consultative in nature. Community members were more likely to receive information than to be actively involved in the formulation of policies and decision-making processes.

Tourism business operators were not involved in the planning process, despite being among the stakeholders significantly affected by the project. From the perspective of collaborative governance, participation should ideally extend beyond a merely consultative role and include active involvement in decision-making processes (Ansell & Gash, 2008). Therefore, stakeholder participation in the development of the Canggu Shortcut still needs to be strengthened to become more inclusive and deliberative.

4. Transparency and Accountability

Dwiyanto (2008) states that transparency is related to the openness of information to the public, while accountability refers to the responsibility of actors for the policies and decisions they implement. The findings of this study indicate that project information was disseminated

through project information boards containing details of the project activities, budget allocations, and implementing parties. Contractors were required to prepare daily, weekly, and monthly reports as a form of performance accountability, while supervision was carried out by supervising consultants and the Public Works and Spatial Planning Agency (PUPR).

However, the transparency implemented remained limited to administrative aspects and the dissemination of general information. Public access to more comprehensive and detailed information was still not optimal. Accountability was primarily oriented toward the technical implementation of the project and had not yet fully encompassed a comprehensive evaluation of its social and environmental impacts. This condition indicates that the principle of substantive transparency, as proposed by the United Nations Development Programme (UNDP, 1997), has not yet been fully achieved.

5. Governance Effectiveness

Rhodes (1996) and Emerson et al. (2012) emphasize that governance effectiveness should not be measured solely by the physical outputs of development projects but also by the ability to manage their social, economic, and environmental impacts. The findings of this study indicate that the development of the Canggu Shortcut has had positive effects on improving mobility and facilitating the growth of economic activities among local communities. Traffic engineering measures, such as the implementation of a one-way traffic system, have also contributed to improving traffic circulation.

However, the effectiveness of the project has not yet been fully optimized. Traffic congestion continues to occur at several locations, agricultural land surrounding the Shortcut corridor has been converted into commercial facilities, and no comprehensive evaluation of the project's impacts has yet been conducted. These conditions suggest that the success of physical infrastructure development must be complemented by comprehensive spatial planning control policies and holistic traffic management strategies.

6. Barriers to Cross-Sector Governance

Ansell and Gash (2007) argue that the implementation of cross-sector governance is often hindered by challenges such as sectoral ego, conflicting interests, power imbalances, and weak communication among actors. The findings of this study identified six major barriers to governance in the development of the Canggu Shortcut. These include the land acquisition

process, which generated public controversy due to differing perceptions regarding compensation values; differences in interests and priorities among government agencies; power imbalances, with the regional government dominating decision-making processes; limited information dissemination during the early stages of development, which triggered community resistance; technical constraints, such as the relocation of utilities (electricity networks and water pipelines) and variations in land values; as well as budget limitations that required several development plans to be adjusted.

These barriers indicate that the process of cross-sector collaboration requires effective negotiation mechanisms, intensive communication, and structured conflict management. Strengthening communication and transparency from the planning stage onward would significantly improve the quality of collaboration and enhance public acceptance of tourism infrastructure development programs.

E. CONCLUSION

This study concludes that cross-sector governance in the development of the Canggu Shortcut tourism infrastructure in Canggu Village, Badung Regency, has involved various stakeholders, including government agencies, village governments, local communities, and private-sector actors. The collaboration has contributed to improving accessibility and supporting tourism-related economic activities in the area. However, the implementation of cross-sector governance has not yet been fully optimal. Inter-agency coordination remains largely sectoral and operational, while differences in institutional priorities and limited program synchronization continue to affect collaborative performance.

Stakeholder participation is still predominantly consultative, with limited involvement of communities and tourism business actors in decision-making processes. In addition, transparency and accountability practices remain focused on administrative aspects and have not yet fully addressed broader social and environmental impacts. Although the Canggu Shortcut has generated positive outcomes in terms of mobility and tourism accessibility, several challenges persist, including land-use conversion, ongoing traffic congestion, power imbalances among actors, communication barriers, and budget constraints.

Therefore, strengthening cross-sector governance through more integrated coordination mechanisms, inclusive stakeholder participation, enhanced transparency, and comprehensive impact evaluation is essential. Such improvements are necessary to ensure that tourism infrastructure development not only addresses immediate accessibility needs but also supports sustainable tourism development and balanced regional growth in the long term..

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