

## Policy Network on Village Development in Bandung Regency (Study on Community-Based Housing and Settlement Development)

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**Abstract:** Rural development, especially the construction of community-based housing and settlement areas in Bandung Regency in general, has not yet touched on the basic issue of increasing people's welfare through the development of integrated and sustainable residential areas. Development is still limited to physical improvements and institutional roles and involvement among stakeholders that are not yet integrated, both in planning, implementation, and regulatory support. This is related to the role of policy networks that have not been effective in the development of community-based housing and rural settlement areas in Bandung Regency. The research used a qualitative method, involving informants from various relevant stakeholders. The results of the study show that of the seven primary factors in the policy network, namely Actors, Functions, Structure, Institutionalization, Rules of Conduct, Power Relations, and Actor Strategies, although some tasks and programs have been relatively realized by local governments and non-governmental functional community participation already exists, it is not optimal, regulations and planning are not synchronized, financing is limited, and target results are not yet maximized, so it is not yet fully supportive (effective) in the construction of housing and residential areas in Bandung Regency.

**Keywords:** Policy Network; Rural Development; Perkim; Community

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## Introduction

The study of rural development has been the center of attention for developing countries since the 1950s. (OECD, 2016). Many countries experience inequality and social and economic marginalization (Aiyar & Ebeke, 2020; Benyamin et al., 2011; Casey and Owen, 2014). Each country implements a development strategy to solve major problems concerning population growth, poverty, urbanization, and unemployment. Community development policymakers in developing countries have raised this issue in overall rural development programs and activities, covering the economic, education, health, employment, social, cultural, religious, and so on sectors. (Ministry of National Development Planning/Bappenas, 2017). It is worth noting that Bandung Regency has had at least two disadvantaged regions in West Bandung Regency alone (Prihambupa dan Raharjo, 2021). The study reveals that it is significant to explore more about how and why given social-economy measures by related Indonesian ministries could help with the rural development index.

There are several reasons why rural development and rural communities receive much expert attention, namely: first, two-thirds of the population of developing countries lives in rural areas, and there is a high proportion among poor countries. Demographically, the majority of the population lives in rural areas; around 70–80% of the world's population, especially in developing countries, lives in rural areas. The average level of education is still low; most are illiterate in basic knowledge, so it becomes a global problem. Second, the rapid rate of population growth causes socio-economic problems such as unemployment and poverty. Third, improvement and growth

of the country's economy (Azam, 2019; Yin et al., 2022) do not have much effect on increasing the income of the poor, but only for certain groups (Lee and Chaudri in Supriatna, 2000). Many previous studies on rural areas have been conducted, with various rural focuses being popular in developing countries (Martinez-Vazquez et al., 2017; World Bank, 2003); rural development (Wijaya et al., 2020; Afala & Gustomy, 2021); rural infrastructure development (Setyowati & Larasati, 2019); and rural infrastructure development (Kuhua et al., 2019; Mewangka et al., 2020; Kumala Dewi et al., 2020). Utilization of Village Fund Allocations for Rural Development (Alam et al., 2018; Wattimena et al., 2018), Mainstreaming of Social Capital in Village Development (Rahman et al., 2020), and Development of a Smart Rural Model for the Development of Rural Areas (Andari & Ella, 2019).

Wijaya et al. (2020) emphasize that village women activists are active in community activities and represent potential grassroots in determining village development priorities. Afala & Gustomy (2021) show that the success of development in the economic field is very dependent on the ability of village government, which consists of environmental and social system support, good and participatory governance systems, and open and transparent governance relationships between stakeholders. Adequate governance capacity is an important factor in achieving village development.

Setyowati & Larasati (2019) stated that the lack of human resources to handle a number of programs was an inhibiting factor in rural infrastructure development. Dilapanga (2019) stated that the infrastructure built on the target was acceptable to the community because the

community was involved from the start of planning and implementation. Mewangka et al. (2020) stated that the role of the community is still limited, only in the form of physical participation, and has not expanded to planning or evaluation in rural infrastructure development. In line with Mewangka et al., Kumala Dewi et al. (2020) state that the level of community participation in infrastructure development in the village in the form of thoughts (planning) is classified as low, participation in the form of labor is classified as high, participation in the form of expertise is relatively low, participation in the form of goods is classified as low, and participation in the form of money is classified as very low.

Alam et al. (2018) stated that the allocation of village funds contributed to the development of infrastructure and social infrastructure, such as schools and health facilities, in Tuntang Village. Wattimena et al. (2018) state that village funds in Soya State have increased by up to 214%, but the use of village funds in the field of agricultural development is still very small and tends to decrease by 14.96%, 10.24%, and 4.73%, respectively, in the 2015–2017 years. In contrast to Soya, the use of village funds for agricultural development activities in Waiheru and Hutumuri villages was 0.70% and 7.9%, respectively, in 2017. Rahman et al. (2020) stated that development activities in the village could run as expected because they received support from the community, which synergized with the government and placed social capital as the basic capital in implementing development. Meanwhile, Andari & Ella (2019) state that the government uses a rural development approach to reduce the number of rural residents migrating to urban areas. However, even though the government has established a rural area

development policy through Law No. 6/2014 concerning villages, this policy has not provided a development model that is applicable and capable of fostering village initiatives.

Other studies on housing and settlements have been carried out in various countries, ranging from studies on slum settlements (Akbar, 2018; D. W. Wijaya, 2016; Pigawati, 2015; Fitria & Setiawan, 2014) and uninhabitable houses (Christiawan, 2019) to policies, including housing and settlement provision policies (Noveria, 2010) and the implementation of policies (Adikara, 2016; Roebyantho & Unayah, 2014). Akbar (2018) mentions the influence of thematic village development in an effort to overcome urban area development problems in Malang City, which has a very positive impact on handling the development of the Malang City area. D. W. Wijaya (2016) stated that there are eleven classifications of slum areas and five priority areas for improving the quality of infrastructure in slum areas. Pigawati (2015) stated that the characteristics of slum settlements are known from the characteristics of their inhabitants, the characteristics of their dwellings, the characteristics of infrastructure facilities, and the characteristics of their environment. In line with Nursyahbani & Pigawati, Fitria & Setiawan (2014) mentioned the characteristics possessed by slum settlements in terms of 5 aspects: physical, economic conditions, availability of facilities and infrastructure, social, and hazards.

Christiawan (2019) states that the Social Rehabilitation Program for Uninhabitable Houses has received support from the community, and from the aspect of substantial value, the program does not only have benefits for the community but also has advantages in

terms of economic value, social and cultural values, political values, educational values, and social values. ecology.

Noveria (2010) mentions that rapid population growth creates various problems, requiring the will and hard work of stakeholders to deal with the various problems it causes, including the provision of housing and settlements. Meanwhile, Adikara (2016) revealed that the policy regarding the delivery of housing and settlement infrastructure, facilities, and utilities in its implementation still contained irregularities and had not been able to fulfill the objectives of implementing the policy. Roebyantho & Unayah (2014) stated that the understanding of policymakers was lacking because the policy implementation of the poverty alleviation program through the Uninhabitable Houses program did not go through socialization from central agencies but according to directions.

Studies on policy networks include Dody (2019), Nurliawati (2016), and Waarden (1992). Dody (2019) states that there is an important aspect that needs to be considered, namely "authority." In the concept of a policy network, each stakeholder involved in the Special Economic Zones policy network is "equal" in terms of authority, but what happens is that the authority of the Regional Government of Banyuasin Regency is smaller, whereas on the contrary, the authority of the Provincial Government is greater in the management of the TAA Special Economic Zone. In the context of regional autonomy, ideally the regional government has great authority to manage and regulate the potential that exists in the region so that it is decentralized in nature, while the provincial government is a representative of the central government,

which has the principle of deconcentration. Nurliawati (2016) mentions the characteristics of policy networks: plurality, interdependence, intersubjectivity, autonomy, and cross-border (Enroth in Bevir, 2010: 31–33). Research Substance explains the policy network in the implementation of early childhood education policy. Waarden (1992) states that the main dimensions of the policy network are presented as (1) number and type of actors, (2) function of networks, (3) structure, (4) institutionalization, (5) rules of conduct, (6) power relations, and (7) actor strategies.

'Rural-urban linkage' (Widianingsih et al., 2019) may have been a major issue nowadays, interconnecting social, economic, and cultural dimensions. The various studies above show that the problem of rural development can no longer be called a simple problem. Research on rural areas, indeed, has been widely studied. However, this study uses the perspective of the Policy Network as a paradigm of renewable public administration related to rural development in Bandung Regency (Studies on Community-Based Housing and Residential Development). With the Policy Network, it is believed that the involvement of many actors in the administration of public affairs is seen as important; the state and government are no longer the only institutions or actors capable of efficiently, economically, and fairly providing various forms of public services. They also view the importance of partnerships and networking between various stakeholders in the implementation of public affairs (Denhardt & Denhardt, 2007; Robinson, 2015).

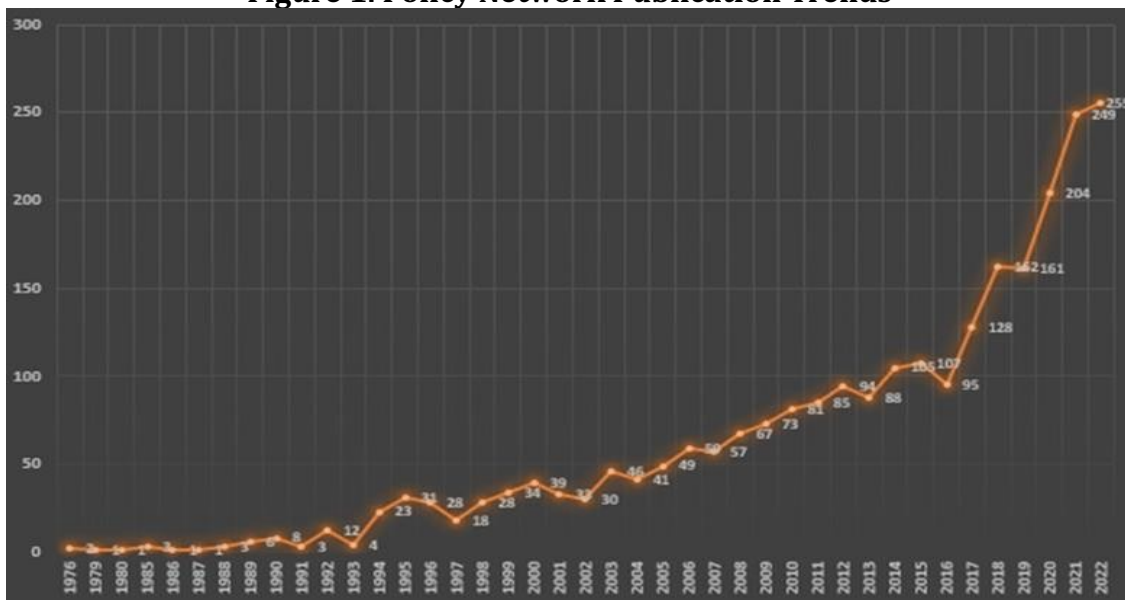
The development of policy network publications shows an increase from 1976

to 2022. An analysis of trends (see Figure 1) shows that prior to 1976, there was no 'Policy Network' publication in the Scopus database. Based on the bibliometric metadata, it was revealed that there are 104 countries that are affiliated with the authors presenting the policy network research theme, and the top 30 countries are illustrated in Figure 2. The United States is the most productive country, publishing 538 articles (35.02% of the total papers), followed by the United Kingdom with 496 articles (32.29%), and China with 336 articles (21.87%), while Indonesia is ranked 27th with 17 articles (1.10%).

The policy network reviewers try to actualize the policy network; the most important thing from the actualization of the policy network is the policy actor. Actors are related to the number of people involved (participants). This factor then determines the size of the network to be built. Furthermore, the characteristics of the policy network will be influenced by the types of actors from different backgrounds. Actors in policy networks

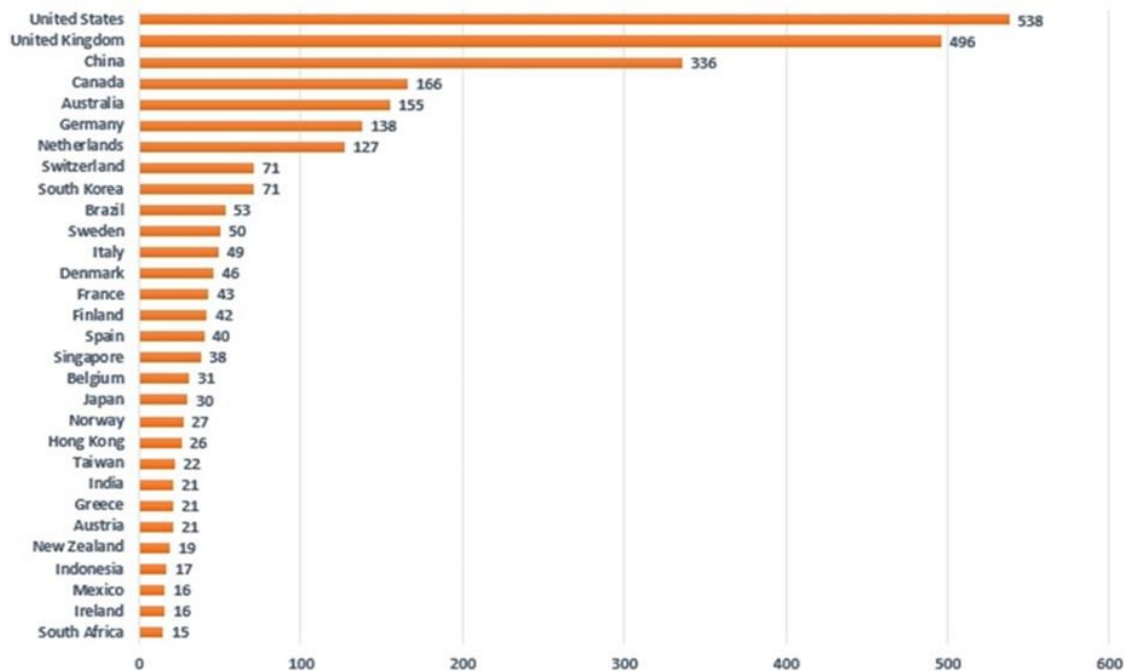
are individuals but can also be organizations, as the actors involved can also represent certain groups or parties (Frans Van Waarden in Hidayat and Susanti, 2015). After the actor, what happens next is function. The concept of "function" then forms a perspective link between the structure and the actors in the network. The main function of the policy network is as a tool used to increase the intensity of the relationship between parties with an interest in a public policy, both at the formulation and implementation stages. After these actors and functions, other logical things from the rural development policy network in Bandung Regency related to the development of community-based housing and settlement areas are structure, institutionalization, rules of conduct, power relations, and actor strategies. The continuity of these seven things, according to researchers, can be an applicable variable in research on rural development policy networks in Bandung Regency regarding the development of community-based housing and settlement areas.

**Figure 1. Policy Network Publication Trends**



Source: Processed by Researchers, 2022.

**Figure 2. The Top 30 Most Productive Countries Publish Policy Research Networks**



Source: Processed by Researchers, 2022.

**Method**

This research was conducted using a qualitative method because it will reveal the problem of rural development policy networks in Bandung Regency related to the development of community-based housing and settlement areas. A qualitative approach can provide accurate information, so it really helps the process of interpreting the data obtained.

The unit of analysis in this study is the stakeholders of the rural development policy network related to the development of community-based housing and settlement areas in Bandung Regency, consisting of representatives of regional apparatuses who are members of the PKP Working Group (Housing and Settlement Areas), communities, community leaders, village heads, and village officials. villages located in: Village Margaasih, Kec. Cicalengka (Hijab maker community), Lampegan Village, Kec. Ibun (fish breeder community), Sukaresmi Village, Kec. Rancabali (Koi Breeders Community),

Kutawaringin Village, Kec. Kutawaringin (jeans maker community), Margamulya Village, Kec. Pangalengan, and Drawati Village, Kec. Paseh (Coffee Farmers Community), Karamat Mulya Village in Kec. Soreang (Gamis Making Community), and Pulosari Village, Kec. Pangalengan (Agrotourism Development Community), Cangkuang Kulon Village, Kec. Dayeuhkolot (Shoemaker Community), Jelekong Village, Kec. Baleendah (Arts Community), and Pasir Mulya Village, Kec. Banjaran.

The data sources in this study were divided into two parts: secondary data and primary data. Data collection techniques were carried out through in-depth interviews, observation, and focus group discussions (FGD). In this study, researchers conducted triangulation. Data analysis was performed by open coding and axial coding. This paper aims at providing insights into the systemic policy issue of rural development in Bandung regency, which is why a qualitative

approach fits in mapping out the policy network.

### **Result and Discussion**

From a geographical perspective, the condition of Bandung Regency, which is on the strategic route of movement in West Java, is an absolute advantage for Bandung Regency. The condition of the land, which is relatively fertile and supported by the availability of water resources, makes Bandung Regency a potential area to be developed as a cultivation area. In terms of the availability of human resources, Bandung Regency is also one of the regencies in Indonesia with the second-highest population after Bogor Regency. The availability of these human resources will have great potential to drive the Bandung Regency economy as long as they are balanced by adequate quality.

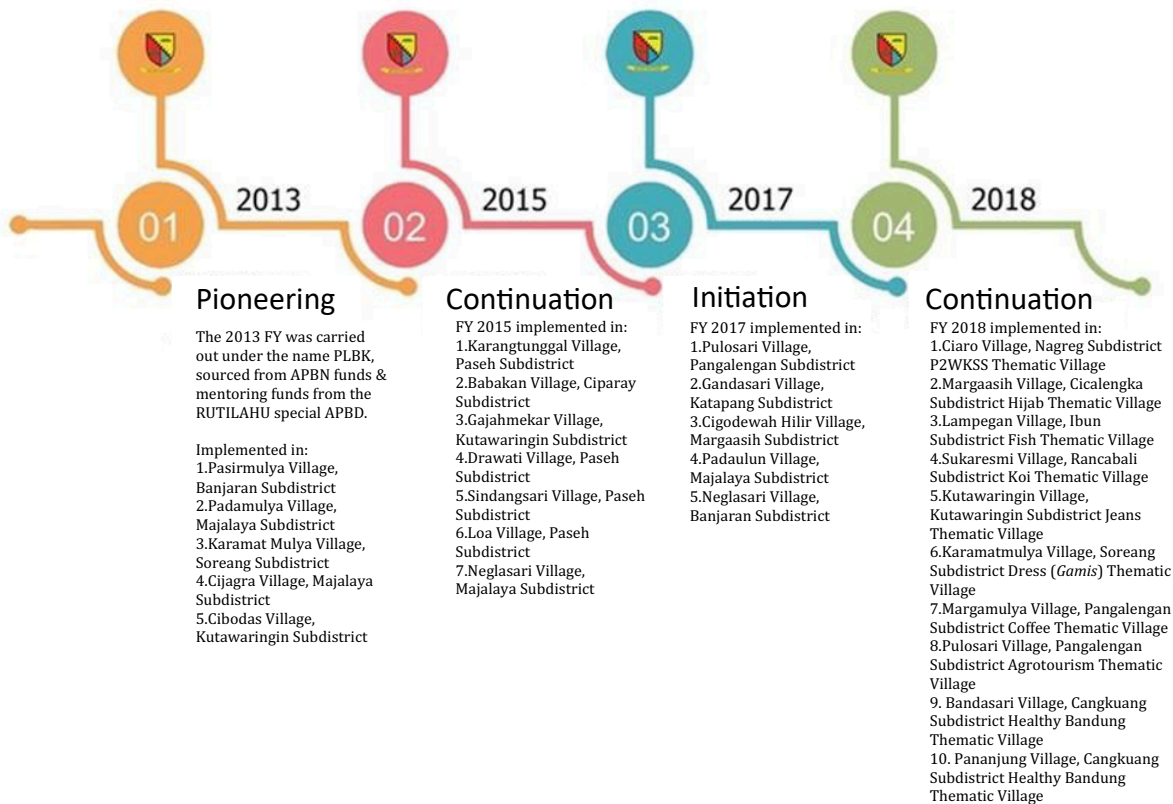
The issue of housing and settlement development is one of the contemporary international issues that is contained in one of the 17 goals of the Sustainable Development Goals (SDGs), namely goal 11, to make cities and settlements inclusive, safe, resilient, and sustainable. Several countries have also become the focus of attention, including India, Mongolia, Sri Lanka, Pakistan, and Thailand.

According to Law Number 1 of 2011 concerning Housing and Residential Areas, every Indonesian citizen has the right to live in physical and spiritual prosperity, to have a place to live and to have a good and

healthy environment. Article 5 of Law Number 1 of 2011 states that the State is responsible for the implementation of Housing and Settlement Areas (PKP) according to their respective duties and authorities, which are carried out by the government, provincial governments and district/city governments. In Article 6 paragraph (1) it explains more explicitly the role of development by the provincial government including planning, regulation, control and supervision. Meanwhile, in Article 15, there are sixteen points regarding the duties and authorities of the district/city government regarding PKP. In point (a) of article 15 it is explained that the district/city government is tasked with formulating and establishing policies and strategies at the provincial level in the field of housing and residential areas based on national and provincial policies and strategies. Thus, the district/city government has the authority to carry out the achievement of these targets by means of collaboration. Community-based actions might support the whole idea of embracing the rights of all Indonesians, without exception, to come up with a joint groups activities to access housing services, Bandung regency and West Bandung Regency are well known for increasing numbers of community organizations (Open Data Jabar 2023).

The efforts that have been made in the construction of community-based housing and settlement areas in Bandung Regency can be seen in Figure 3.

**Figure 3. Implementation of Rural Development in Bandung Regency related to Community Housing**



Source: Processed by Researchers, 2022

In Figure 3. it can be seen that the implementation of the Community-based Housing and Settlement Development Program in 2013 was carried out in Pasirmulya Village, Padamulya Village, Karamat Mulya Village and Cibodas Village. Then in 2015 it was carried out in Karangtunggal Village, Drawati Village, Sindangsari Village, Loa Village and Nenglasari Village. In 2017 it was carried out in Pulosari Village, Gandasari Village, Cigondewah Hilir Village, Padaulun Village and Neglasari Village. In 2018 it was carried out in Ciaro Village, Margaasih Village, Lampegan Village, Sukaesmi Village, Kutawaringin Village, Karamatmulya Village, Margamulya

Village, Pulosari Village, Bendasari Village and Pananjung Village.

The above housing and settlement planning programs have similarities in their processes and outcomes, namely in the process through networking by involving multi-stakeholders and community-based with the goal (outcomes) of creating quality, livable and sustainable settlements to improve quality of life, self-sufficiency and welfare.

In Bandung Regency itself, there are 3 Working Groups (Pokja) engaged in housing and settlement areas: WSES Working Group, Sanitation Working Group, and PKP Working Group. Members of the PKP Working Group represent elements from the Government,



Community (BKM/LKM forums), Universities, and Care Groups. In practice, the development of community-based housing and settlement areas in Bandung Regency has not met expectations, both the process and the results, it has not been carried out in accordance with the directions for the development of integrated and sustainable residential areas in accordance with Article 55 in Government Regulation Number 14 of 2016 concerning the implementation of housing and residential areas. The implementation of community-based housing and settlement area development in Bandung Regency in general has not touched on basic issues, namely community welfare, development is limited to physical repairs and lasts 1 (one) to 2 (two) years, in the third year the area becomes irregular/slum again, people with low economic levels do not have the ability to care for the housing and residential areas they occupy. This can be seen, among others: first, in Lampegan Village there are dozens of fish ponds with no water conditions, and the soil which forms the basis of the ponds is dry. As a result, the gaping ponds in Lampegan Village have become temporary waste disposal sites. As a result of many dry ponds, many Lampegan residents have switched jobs to become manual laborers in various areas, even though the residents are skilled at raising fish. Second, in Jelesong Village, Baleendah District, which is an artist's village area, in order to maintain the uniqueness of the art village, each person does it, each artist defends himself without being able to improve his environment, Jelesong Village has the potential to become a tourist destination for artists' settlements. Third, in Pulosari Village, especially in Cibuluh Village, arrangements are made starting from road infrastructure, electricity network,

including repairs to houses that are not livable, with infrastructure and transportation improvements, Cibuluh village is expected to have tourism potential that is connected to Situ Cilenca because apart from the natural atmosphere very rural, cibuluh village is equipped with a homestay, but this has not been implemented as expected.

The development of community-based housing and settlement areas is a process of developing and managing perkum jointly by a community group. The concept of housing and community settlements allows each individual member of the group to participate in realizing settlements. Participation in question starts from identification of needs, planning, development, monitoring and financing in groups with minimal outside intervention. Basically, community settlement housing planning is initiated bottom-up by the community itself.

Schemes of community-based housing and settlement areas are very suitable for regional planning. This is due to the tendency of the community to have similar values, goals and characteristics that make it easier to interact socially. Strong social interaction is the key to handling community-based housing and settlements. The success of the community-based housing and settlement area program indirectly supports the area revitalization process, not only improving the physical aspects, but also the economic, social and environmental aspects.

For the purposes of analyzing rural development policy networks in Bandung Regency regarding the development of community-based housing and settlement areas, several policy network theories have emerged, one of which is the theory of Frans Van Waarden. Factors for the success of the Policy Network based on the

theory put forward by Frans Van Waarden (in Hidayat & Susanti, 2015) include factors: Actors, Function, Structure, Institutionalization, Rules of conduct, Power relations, Actor strategies.

### Actors Government

The government's role in the Perkim sector is grouped into 5 types of roles. This categorization uses statutory analysis. The government is based on the division of government affairs in Law No. 23/2014 concerning Regional Government, thereby providing significant challenges for local governments with uncovered boundaries. The division of roles describes what types of skills are needed by each official who takes on duties in the agricultural field. This role is carried out by all levels of government, including provincial, central, and district/city (regional) governments. The five roles are: 1) The role of planners and researchers, 2) The role of educators and capacity building, 3) The role of regional youth, 4) The role of coordination, administration and monitoring, and 5) The role of financing.

### Business

The investment made by entrepreneurs is a step that needs to be appreciated because, in addition to promoting regionally unique products, the businesses involved in the industry in Bandung Regency can raise the image of the region and become an important capital in the development of villages in Bandung Regency. As happened in Pasirmulya Village, the Head of Pasirmulya Village said: "Porang has contracted; we are given love, working with Bank Jabar Banten". Not only focusing on products, business actors also package the production process to become one of the attractions in the village. The making of a

saung, or studio, is a tourist attraction for tourists who want to see in full how a product is made from start to finish. In addition, business actors also provide access to technology, namely through the creation of business websites and product innovation. This can also be seen in Wangun Village, Mulyasari Village, as conveyed by the Head of the Village: "Kopi Wangun is the name of the village, educated to take care of coffee, there are educational tours, there is something called sarongge, Sarongge Coffee, eat there, process there, on Mount".

### Community

The involvement of associations and communities in Bandung Regency in every activity in the village is very important. The involvement of every member of the association or community in planning and implementation to develop the village is able to increase the participation of every community in Bandung Regency. Regarding the community in Pasir Mulya Village, there is what is called the LMDH (Institute Community in the Forest) for the coffee farming community, as informed by the Head of Pasir Mulya Village. The Head of Kutawaringin Village emphatically stated "Branding for Kutawaringin Village, jeans village, there is a jeans community, but a small portion", This was emphasized by the Secretary of Kutawaringin Village, who stated, "So what was wrong? First, at most 25% out of 100, mostly from Padasuka, it's clear jeans village, the majority are agriculture here."

Community, which is the core or key of objects that are directly related to village development in Bandung Regency. Creativity and the participation of the community are needed to determine success in developing villages in Bandung Regency. In Pasir Mulya Village, according

to information from the Head of Pasir Mulya Village, it stated: "In the future, it will become a tourist village; the example of an art and culture village is the same; the culture is healthy, clean, and environmentally friendly; it is called a cultural tourism village; there is an arts venue; the graha of Pasirmulya village in the future specifically in Sundanese; if someone speaks not in Sundanese, they will not be answered. Thank God, in terms of development, I feel that I am not a good person, but the people are good. The community can build education in the area." In line with this, the Secretary of the Tourism Office stated: also healthy, vegetables, has a complete residential area, everything we eat there is organic, tour packages like that are rarely available, healthy living packages, going to the fields, experiencing life there, free from junk food, McD, KFC, and when talking about tourism, meeting the needs of tourists must be supported by infrastructure."

### **Media**

Whether we realize it or not, humans have made media technology a "window to the world" and can find out about events that are far away without us being directly present at the scene. The presence of digital technology and the internet is one of the important determinants in bringing up multimedia devices, such as print media, which now also has a digital or online version (Aulia Dwi Natiti, 2012:2). This is in line with what was conveyed by the Head of Pasirmulya Village, stating: "We cooperate with the media; I call all journalists, social media, print, because the government advances by the media; don't be afraid of journalists; the village government and the media are equally advanced."

Based on the discussion and analysis of actors in the aspect of

community-based housing and settlement development in Bandung Regency, there are still weaknesses in the policy network. The weakness is that it does not provide greater space for the public, the community, academia, the media, and the private sector in the construction of housing and residential areas. Society/community, academia, the media, and the private sector are only involved in the public hearing and field review stages. Even though the Good Governance paradigm explicitly wants the need for an active role for the public and private sectors, this encourages the formation of policy networks. Good governance has three main pillars: government, the private sector, and society. The interaction of the three main pillars of good governance is the forerunner of the formation of policy networks. The policy community emphasizes the importance of the influence and power of extra-state groups (private and NGOs) in public policy. Differences in interests between groups that are the focal point for various actors occur not only in interactions between the state and civil society but also in internal interactions within the government bureaucracy itself. Each sector will fight for its interests, so cooperation between sectors (the regional apparatus) will only be forged if there is a guarantee that the interests of the work unit are also safeguarded. In other words, strong sectoral interests have blunted coordination efforts and turned coordination into just an activity. thereby facilitating a forum that is able to bring these actors together to jointly formulate what should or should not be done.

### **Function**

Based on the analysis of the discussion on function in the network aspect of rural development policies

related to housing and community-based settlement areas, it is necessary to consider functions, institutions, and basic binding values, such as regulation, shared vision, commitment, and innovation. Not yet optimal readiness with plans to accommodate the development of activities in the spatial planning system with various aspects and implications, including accepting, managing, and utilizing migrants. As a result, activities occur that are very heterogeneous and not in a unified system of planned activities, which results in pockets of activities that do not support each other, including the emergence of settlements that develop outside the plan so that slums are formed.

### **Structure**

Based on an analysis of the discussion on structure in the network aspect of rural development policies related to community-based housing and settlement areas, there is weak coordination and synchronization between settlement area development actors and not yet optimal empowerment and capacity building for settlement area development stakeholders. Collaborative efforts are needed between pentahelix partnerships (central government, regional government, private sector, academia, media, and the community) so that the development of community-based housing and residential areas in Bandung Regency is achieved. There needs to be action-based collaboration so that the arrangement of community-based residential areas in Bandung Regency can be integrated and holistic. So far, the community-based housing and settlement area development program has been viewed as top-down, partial, and slow. Not to mention the issue of funding, which also became an obstacle. In fact, there is often an assumption that the arrangement of

housing and settlement areas only touches on aesthetic and physical aspects. In fact, the arrangement of housing and settlement areas should also pay attention to non-physical aspects, such as the dimensions of human development, which must also be addressed so that they can prosper and touch the livelihood aspects of the community.

### **Institutionalization**

Based on the analysis of the discussion on institutionalization in the network aspect of community-based housing and settlement area development policies in Bandung Regency, the institutional development of community-based housing and settlement areas has not been optimal. Unclear division of roles and authorities between the central and regional governments (concurrent articles that have not yet been implemented).

### **Rules of conduct**

Based on the analysis of the discussion on the Rules of Conduct in the network aspect of community-based housing and settlement development policies in Bandung Regency, there are no synchronous regulations related to housing and settlements, and they have not been implemented because the derivative laws and regulations have not been completed. The regulation does not specify the roles, functions, and responsibilities of the government for achieving and managing residential areas, but while it appears as if housing and settlement development are the government's task, in practice collaboration between sectors and multi-actors is required in efforts to manage residential areas. In addition, regional policies and strategies for managing residential areas are not yet available, which are integrated with national

development planning and cross-sectoral policies, and policy planning is weak because it is not supported by adequate data.

### **Power relations**

The developing notion of rural development indeed calls for cross-ministerial and inter-agency work. An atypical strategy is needed to ensure there is no overlapping power among regional government agencies in targeting various aspects of rural issues. ‘Social engagement’ (McIntyre-Mills et al., 2021) could be created by involving in the inner policy cycle those positioned as the receiving ends of rural development.

Based on the analysis of the discussion on power relations in the network aspect of community-based housing and settlement development policies in Bandung Regency, the distinction of handling authority based on area size can be summed up into several important points. That is, a large area indicates large-scale physical activities that can only be carried out by competent parties: city scale or region scale. The difference in authority is also related to the elements of effectiveness and efficiency in the realization of the Regional Revenue and Expenditure Budget (ABPD) and the National Revenue and Expenditure Budget (APBN) that have not been well directed and planned. This authority gains opportunities for collaboration, which at the same time encourages regional heads to realize their duties and responsibilities. In a policy network, the relationship between actors is equal. Stakeholders synergize with each other in carrying out structuring programs. Each actor shares roles, risks, and benefits together.

### **Actor strategies**

Pokja PKP is a forum formed on the basis of a joint commitment of stakeholders as a place to synergize policies, institutionalize prevention and quality improvement in urban settlements, exchange ideas, and coordinate. The PKP Working Group is one of the PKP implementation instruments; this forum is formed formally and institutionalized with a decree. In carrying out its duties, the PKP Working Group works according to its duties, functions, and responsibilities.

The PKP Working Group ensures vertical and horizontal policy synchronization across sectors and agencies and effective collaboration between stakeholders (government, community, consultants, business world, universities, NGOs, and other parties). The PKP Working Group consists of policymakers and technical staff from various institutions and sectors who oversee various units related to settlement, housing, land, clean water, sanitation, and data management.

### **Conclusion**

The paper contributes to the intellectual discourse on rural development by arguing for a transformative approach to the village government's regulatory framework. The worth-noting points of the study are the spanning of the boundary of policy decisions on housing issues, that is, including those generally standing outside the boundary of the decision or even just being affected by the decision. The study makes the case for inter-agency programs to work across silos. The results of the study show that of the seven primary factors in the policy network, namely actors, functions, structure, institutionalization, rules of conduct, power relations, and actor strategies,

although some tasks and programs have been relatively realized by local governments and non-governmental functional areas, they have not fully supported the construction of housing and residential areas in Bandung Regency. With the participation of related stakeholders, both the government and the private sector, especially the community, it already exists, but it is not yet integrated and unbalanced. This can be seen from the involvement of all parties who play a role, both related agencies, businesses (BJB), the community, and others, who have not found results from applicable efforts to be involved in the process of building sustainable housing and residential areas in rural areas.

From regulatory factors, the rural development policy network in Bandung Regency, especially the construction of community-based housing and settlement areas in Bandung Regency, even though there has been a policy basis, namely Law No. 1 of 2011, concerning housing and residential areas, has not been synchronized and implemented. The regulations have not yet regulated in detail the roles and functions of each actor in policies that involve multiple actors in community-based development.

Then, from the function factor, especially planning, there is no synchronized and comprehensive data involving many parties (multi-sector and multi-actor) to achieve the same goal; some are under the control of the Public Housing, Residential Areas, and Land Affairs Office of Bandung Regency, and some are in the realm of another service. Likewise, the financing provided by the government is limited as a stimulant, even though the field of work or affairs is so broad and complex. The dominance of the roles of both the central and regional governments, which are members of the

Housing and Settlement Area Working Group (Pokja PKP), has not made this program run effectively when the roles of other stakeholders such as business, media, and academics have not been very involved. Therefore, effective policy networks actually play an important role in achieving the goals of a program that involves many actors.

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