

Evaluation of Collaborative Governance in Realizing Bureaucratic Reform through Smart City Implementation in Cimahi City

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Abstract

Collaborative governance involves public institutions engaging non-state stakeholders in consensus-oriented, deliberative decision-making for public policy. In Cimahi City, stakeholder involvement in bureaucratic reform through the Smart City initiative is vital, yet collaboration remains underdeveloped. This study aims to describe, analyze, and map the roles, challenges, and efforts of Pentahelix actors government, private sector, academia, media, and civil society in implementing the Smart City concept. Using a descriptive-analytical method with a qualitative approach, the research explores collaboration through communication, coordination, and cooperation. Findings show the government is responsible for regulations, procurement, education, and assistance but is perceived as ineffective. The private sector aids job creation, yet opportunities remain limited. Higher education contributes innovation and expertise in policymaking. Media disseminates information and fosters networks. Public participation is low, especially in idea-sharing and technology use. NGOs assist through training and empowerment programs. Key barriers include weak communication, lack of coordination, and differing stakeholder perspectives. To address these issues, the government established a Smart City Expert Council as a collaborative platform. Overall, while roles are defined, actual implementation faces structural and relational challenges, requiring stronger integration and mutual understanding among all Pentahelix pillars to drive effective bureaucratic reform.

Keywords: Collaborative Governance, Bureaucratic Reform, Smart City

INTRODUCTION

Collaborative governance has become one of the increasingly popular public administration concepts among scholars. It emerged as a response to the failures in

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policy implementation, high administrative costs, and the politization of regulations within the public sector. Bureaucratic reform in Indonesia has been proceeding for many years. However, persisting problems concerning bureaucracy have yet to be resolved. This snag may arise due to the lack of the creativity and innovation culture within government bureaucracy. Therefore, bureaucratic reform should be directed more to innovation culture and programs in order to enhance the government (Asropi, 2008). To be able to realign the bureaucracy at the position and the actual mission or its role as a public service (public servant), required the willingness of the bureaucracy to perform bureaucratic reform measures that include changes in behavior that puts the neutrality, professionalism, democratic, transparent and independently with some improvement morale, the workings and performance especially in the management of public policy and service delivery as well as the commitment and the empowerment (Samin, 2011). According to Ansell and Gash (2008), as cited by Dewi (2019) collaborative governance represents a new paradigm for understanding the existence and interaction of multiple stakeholders in addressing public affairs, including efforts to realize government bureaucratic reform through the implementation of the Smart City concept in Cimahi City.

However, the practice of collaborative governance in realizing bureaucratic reform through the Smart City initiative in Cimahi has not yet been effectively established. The roles of the involved stakeholders, grouped within the Pentahelix model, namely Government, Industry/Private Sector, Civil Society, Media, and Higher Education Institutions—have not been optimally carried out (Rohayatin et al., 2023). The government's role in realizing bureaucratic reform through Smart City implementation has been hampered by poor coordination with stakeholders and insufficient public dissemination of the Smart City concept. The private sector, likewise, has not been able to generate adequate employment opportunities to meet community needs. This challenge has been further exacerbated by the lingering effects of the COVID-19 pandemic on the industrial sector. The public's participation remains low, as public engagement is limited in terms of voicing aspirations, utilising technological advancements, and showing consistent commitment to the initiative (Dewi, 2019). The role of higher education institutions has also been minimal; their current involvement is

limited primarily to participation in the Smart City Council, without significant contributions to policy or programme development. Similarly, the media's role, which should ideally serve as a multi-directional channel of information, is still underdeveloped. At present, media involvement is largely confined to producing animations driven by millennial creativity, with little strategic input or information dissemination on Smart City goals.

Due to the weak engagement of the various stakeholders, the realization of bureaucratic reform through Smart City implementation in Cimahi has not yet been achieved effectively. Considering these issues, the researcher is motivated to conduct further study, which will be presented under the title: "Evaluation of Collaborative Governance in Realizing Bureaucratic Reform through Smart City Implementation in Cimahi City." The research problems addressed in this study are as follows: (1) How is collaborative governance evaluated in the realization of bureaucratic reform through the smart city policy in Cimahi City? (2) What are the obstacles and efforts involved in evaluating collaborative governance in the realization of bureaucratic reform through the smart city policy in Cimahi City?.

The objectives of this research are as follows: (1) To describe and analyse the evaluation of collaborative governance in the realization of bureaucratic reform through the smart city policy in Cimahi City. (2) To describe and analyse the obstacles and efforts in evaluating collaborative governance in the realization of bureaucratic reform through the smart city policy in Cimahi City. The significance of this research lies in its aim to describe collaborative governance by mapping and identifying the roles of each pentahelix pillar—government, society, industry, higher education institutions, and media—in realizing bureaucratic reform through the smart city policy. It also seeks to identify the obstacles and efforts of collaborative governance among these stakeholders. The findings of this study are intended to serve as input and recommendations that may inform the Cimahi City Government's policy formulation related to the implementation of the Smart City initiative as part of the broader goal of realizing bureaucratic reform.

The study titled "Evaluation of Collaborative Governance in Realizing Bureaucratic Reform through the Smart City Policy in Cimahi City" aims to broaden insight and enrich the body of knowledge, particularly in the development of public administration science.

It contributes to the understanding of the roles of the pillars of good governance, referred to as the Pentahelix, in realizing bureaucratic reform through the smart city policy and in comprehending the application of the e-government concept at the local government level—where the use of e-government has become a key imperative in the era of globalization. For government institutions, this research is expected to provide theoretical insights that can serve as a foundation for consideration in the formulation and implementation of policies. It can also help describe the roles of each Pentahelix element as a collaborative partner of the government while offering solutions for enhancing technological infrastructure, particularly in the application of ICT. For the public, the findings of this study are expected to provide valuable information, understanding, and awareness regarding the use of technological tools through the Smart City concept. It is also hoped that this will encourage greater public participation in utilising information technology to provide input and constructive criticism to the government—particularly through the application of e-Government.

LITERATURE REVIEW

Collaborative governance can be considered one of the types of governance. This concept emphasizes the importance of a situation where public actors, private actors (such as businesses), higher education institutions, and the media collaborate using specific methods and processes that ultimately produce legal products, regulations, and policies serving the public interest (Emerson et al., 2012). The concept illustrates that in the administration of government, collaboration can be understood as a form of cooperation among actors, organizations, or institutions aimed at achieving goals that cannot be accomplished independently.

According to Ansell & Gash (2008) collaborative governance is defined as a set of arrangements in which one or more public institutions directly engage non-state stakeholders in a formal, consensus-oriented, and deliberative policy-making process, with the aim of formulating or implementing public policy or managing public programs or assets. Engaging those stakeholder needs a trust among them, so Getha-Taylor et al. (2018) describes that collaborative trust is an individual perception that is the product of one's assessments, experiences, and dispositions, in which one believes, and is willing to

act on, the words, actions, and decisions of others. This can include a reliance on principles, rules, norms, and decision-making procedures that articulate collective expectations. Collaborative governance is a form of governance structure where in one or more public agencies directly interact with non-government stakeholders through a formal decision-making process that is consensus-driven and deliberative, leading to the formulation or implementation of public policy or the management of public programs and assets (Astuti et al., 2020).

Bingham (2011) describes the meaning of collaboration as the involvement of multiple actors who assist one another to achieve specific goals. These actors operate not only within a single sector but across multiple sectors. Meanwhile, governance is understood as a system of government. Therefore, collaborative governance refers to a system of governance that employs collaboration methods involving both state and non-state actors who work across various sectors to achieve shared objectives (DuPraw et al., 2013).

This concept is further elaborated by Fosler, as cited in Rahman et al. (2022) as follows: (a) Government plays a critical role in regulation and bears the responsibility for the success of sustainability programs. Through supportive policies and regulations, the government establishes a framework that enables effective collaboration and guides program implementation. Additionally, the government is responsible for providing infrastructure and facilities necessary to support the achievement of program goals. (b). Academia contributes knowledge and research-based concepts essential for the development of sustainable programs. Academics can also assist in evaluating program effectiveness to ensure long-term impact. (c). Business (private sector) plays an important role through corporate social responsibility (CSR) programs. Private sector funding can address budget constraints often faced by governments. Moreover, businesses can provide technology and training to support program realization. (d). Community represents the citizens who actively participate by offering support and direct input in the management of sustainability programs. (e). Media plays a crucial role in disseminating information and raising public awareness regarding sustainability initiatives. By widely promoting government programs, media helps encourage public participation and strengthens transparency and accountability.

In addition to Fosler's theory, Ansell and Gash, as cited in Noor et al. (2022) also describe the key actors involved in the collaborative governance process, including government, civil society, the private sector, non-governmental organizations, academia, and media. Furthermore, according to Cordery, as cited in Alfiandri et al. (2019) collaborative governance is a process that involves various stakeholders, both state (government) and non-state (private sector, civil society, NGOs, media, and universities), who are bound together by their respective interests in achieving a common goal.

RESEARCH METHOD

This study employs a descriptive research design with a qualitative approach. Data collection techniques include literature review (desk research) and field studies, which consist of observation, in-depth interviews, and documentation. The data analysis techniques applied involve the following steps: data compilation, data reduction, data presentation, data verification, and conclusion drawing (Miles et al., 2014). The informants in this study include representatives from the Cimahi City Department of Communication and Information (Diskominfo Cimahi), the media sector, the private sector, higher education institutions, and community representatives. The expected research outputs are a publication in an accredited scientific journal and the acquisition of Intellectual Property Rights (IPR). This research covers the design, stages, data collection techniques, data analysis techniques, unit of analysis, informants, and research outputs.

The methodology is based on descriptive-analytical methods using a qualitative descriptive approach. Data collection was carried out through a literature review—by reviewing various relevant sources—and fieldwork, which involved direct and participatory observation. This participatory element is particularly relevant as the researcher also serves as a member of the Smart City Expert Council. Additionally, in-depth interviews were conducted with selected informants, and supporting documentation was reviewed. Data analysis includes the following stages: data compilation, data reduction, data presentation, data verification, and conclusion drawing. The informants involved in this study include the researcher, representatives from Diskominfo Cimahi, the media, the private/industrial sector, higher education

institutions, and community representatives. The outcomes of this study include publication in an accredited scientific journal and the acquisition of Intellectual Property Rights (IPR). All aspects of this research, including design, methodology, data collection and analysis techniques, units of analysis, informants, and expected output share visually summarized in the following research Diagram 1:

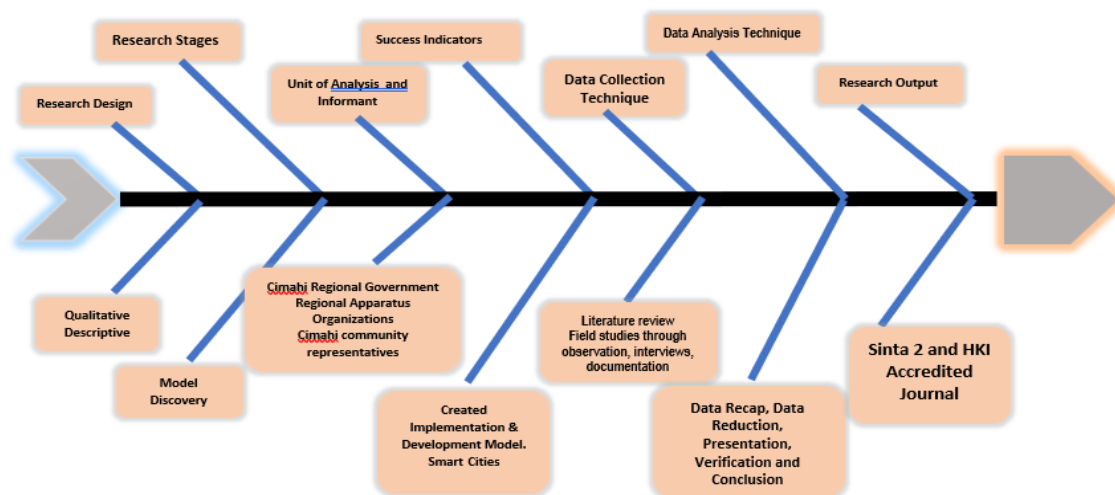


Diagram 1. Research Flowchart Illustration

Collaborative Governance in Realizing Bureaucratic Reform through the Implementation of the Smart City Concept in Cimahi City (Presented in the Form of a Fishbone Diagram)

RESULT AND DISCUSSION

Collaborative Governance in the Realization of Bureaucratic Reform through the Implementation of the Smart City Concept

The implementation of the good governance concept demonstrates the existence of a process aimed at better governance by fostering collaboration among various stakeholders, particularly those encompassed within the Pentahelix Pillar. These pillars include public actors, namely the government; private actors, referring to business organizations or companies, commonly known as the private sector or industry; higher education institutions; media; and the community. These diverse actors do not operate separately or independently but rather collaborate collectively across the Pentahelix

pillars to serve the public interest. Collaborative governance in the realization of bureaucratic reform in government requires dimensions that serve as benchmarks to measure the governance process.

The dimensions of collaborative governance in this context include: (1) Collaborative governance can be described as a decision-making process encompassing policy formulation and implementation that involves participation from various local governments, multiple administrative departments, citizens, higher education institutions, and the media. (2). Collaborative governance constitutes an essential framework in public administration that engages diverse stakeholders to address complex public issues. It places significant emphasis on voluntary horizontal collaboration and horizontal relationships among multi-sector participants, recognising that client demands often exceed the capacity and roles of a single public organisation and require interaction among various organisations involved in public activities. Collaboration is necessary to enable governance to be structured effectively to meet the increasing demands arising from cross-governmental, organizational, and sectoral management. (3). Collaborative governance aims to make public administration more efficient. It seeks to adapt bureaucratic mechanisms within government organisations based on clear regulations, hierarchical structures, functional division of responsibilities, and work specialisation. The foundation of collaborative governance is inherently interdisciplinary. (4). Collaborative governance is typically a voluntary behaviour initiated by the interdependence of participants within the Pentahelix framework, capable of achieving mutual benefits through the establishment of shared goals and reciprocal information sharing. Collaborative governance can be considered one of the governance types. It emphasises the importance of conditions where public and private actors cooperate through specific methods and processes, ultimately producing appropriate legal products, regulations, and policies for the public or society.

In this context, there are several reasons underpinning the collaboration among various institutions in the realization of bureaucratic reform in government, including: (1). Collaborative governance brings together diverse stakeholders, government organisations, non-state organisations, and private sector entities to achieve positive, longitudinal, and objective solutions. (2). Collaborative governance emerges from

multiple parties encouraging cooperation and coordination to address public issues. This form of government collaboration arises as a response to the failure of implementation, high costs, and the politicisation of regulations. (3). Collaborative governance represents a paradigm that mobilises stakeholders or non-governmental actors, including NGOs, business actors, community leaders, and intellectual groups, who actively participate in formulating policies agreed upon collectively.

Thus, collaborative governance can be understood as a valuable and meaningful method in the formulation of public policy and public management, characterised by the involvement of actors outside the internal government sphere—such as community leaders, business actors, academic intellectuals, NGOs, and other non-governmental institutions—in jointly managing public interests. In order to increase its effectiveness, Brinkerhoff (1999) suggest to identify situational factors, common working mechanisms, and management techniques that increase the effectiveness of such collaboration.

The emergence of collaborative governance is evident in the necessity for institutions to cooperate with one another, considering the limited capacity of each institution to independently implement their programmes or activities. Additionally, collaboration is driven by financial resource constraints faced by individual institutions (Amirkhanyan, 2008). Through collaboration, funding is not solely dependent on a single institution but involves the participation of other institutions. Governments with advanced in-house professional capacity and willingness to collaborate are also more likely to rely on the contractors' input. Meanwhile, high service measurability, long-term relationships, and dynamic markets reduce the likelihood of collaboration. This study suggests that collaborative performance evaluation presents both challenges and opportunities for effective contract implementation. The responsibilities of monitoring officers appear to extend beyond specifying and enforcing performance standards—they require the skills and motivation to empower contractors and to learn from their input and the professional capacity to evaluate their claims (Amirkhanyan, 2008). Collaboration can serve as an alternative approach to overcome the lack of stakeholder engagement and errors in administrative practices within an institution or organisation. The main characteristics of collaborative governance include active participation, where various involved parties play a proactive role in the decision-making process and policy implementation,

providing opportunities to contribute their perspectives, knowledge, and experiences. Furthermore, there is openness and transparency in decision-making processes and information exchange related to policy execution, which fosters trust among stakeholders.

When linked to the concept of bureaucratic reform in government, collaborative governance shares a common goal, as bureaucratic reform is also a government effort to achieve good governance and undertake fundamental renewal and changes in the government administration system, particularly regarding organizational aspects, governance mechanisms, and human resource management. Through bureaucratic reform, the government restructures the administrative system, ensuring that the use of funds or budgets is not only effective and efficient but also positioning bureaucratic reform as the backbone of transforming national life in the implementation of good governance. Under evolving forms of governance, government will play a different role in the steering of society. Yet government will still be judged by legal and political criteria, economic and market criteria, and democratic and social criteria (Denhardt & Denhardt, 2003). One of the objectives of bureaucratic reform is to create a professional government bureaucracy characterised by integrity; high performance; freedom from collusion, corruption, and nepotism (KKN); and capable of serving the public professionally and well, neutral, prosperous, highly dedicated, and firmly upholding the core values and code of ethics of civil servants. However, the current condition of the Indonesian bureaucracy in the reform era has yet to show a positive developmental direction, as many bureaucrats still display arrogance and perceive the public as dependent on them, corruption practices remain prevalent, and bureaucratic mentality is still far from expectations.

Discussing collaborative governance in the realization of bureaucratic reform through the implementation of smart city concepts represents a hope and aspiration for cities, including Cimahi City. The concept of smart city has a very broad meaning and can even be said to lack a definitive or permanent definition, as it is adapted to the context of each city and its local government. However, several parameters relate to the smart city concept. Smart city is commonly used to represent a city's ability to provide services to individuals or communities to explore the digital world, facilitated by an environment

capable of quickly delivering information required by the local government. Furthermore, smart city development is based on ICT, which implies the availability of integrated and synergistic information and infrastructure between the local government, business actors, the community, and the city's regional potential. Smart City can also be described as a city that combines and integrates digital, natural, and social concepts, thereby fostering improvements in the city's economic conditions, infrastructure, and urban facilities, and creating a friendly environment, comfortable community life, and adequate urban transportation.

The rapid technological advancement in the era of globalisation, particularly information technology, has permeated government organisations at both central and local levels, requiring government administrators to be increasingly intelligent in developing organizational concepts. These concepts should not only apply to structural devices but also to various systems and arrangements within government organisations. One such concept is smart city, or in other words, a "smart city". At its core, Smart City is a city management concept based on ICT with the expectation that the city becomes smarter and more efficient in utilising its resources, improving public services, and enhancing the quality of life for city residents while prioritising environmental sustainability within the governing area.

Thus, Smart City represents an advanced development of urban areas that can meet and realise the needs of its population and develop strategies towards innovative, creative, and sustainable urban development. Essentially, Smart City leverages technology and information to make the city smarter and more efficient in resource utilization, improving service quality and the quality of life for its residents, thereby reducing environmental impact and supporting innovation and economic growth in the city. This rapid development of smart city concepts is increasingly prevalent at the organizational level of local governments, including the local government of Cimahi City:

1. Government (Local Government Agencies); the government plays a central role in formulating policies or regulations, procurement, public outreach, community empowerment, community assistance, and various other responsibilities. In the case of the Cimahi City Government, these roles are essentially in place. However, certain programmes occasionally stall due to

limitations in human resources and budget constraints. In the context of collaborative governance for realizing bureaucratic reform through the implementation of smart city initiatives, the Cimahi City Government has made efforts by establishing a platform called the Smart City Council. This council consists of various stakeholders and was formed with the goal of accelerating programme implementation. It was initiated by the Mayor of Cimahi, with the expectation that every member of the organisation would carry out their responsibilities to the fullest. Moreover, the Smart City Expert Council serves as a forum for communication, coordination, and collaboration among stakeholders to build mutual trust, align perceptions, achieve common goals, and share insights throughout program execution. However, in practice, the Expert Council has not yet been fully utilised. This is evident from the limited involvement of higher education institutions that are officially part of the council.

2. Society (Policy Impacted Groups): The community plays an important role in participating in government-initiated programmes, such as engaging in focus group discussions (FGDs), ensuring the implementation of government policies, and evaluating their outcomes. In Cimahi's case, public participation in bureaucratic reform via smart city implementation remains low. This is reflected in the lack of community-initiated programmes, limited public understanding of information technology, and the inability of many citizens to operate the digital systems or applications developed by the Cimahi City Government. Research findings also indicate that a significant portion of the community remains unaware of available applications as part of smart city implementation. Therefore, public engagement with these platforms is minimal, slowing down the Smart City initiative. There is a need for continuous communication, coordination, and collaboration between the government and the public, including consistent outreach and socialisation regarding existing applications and their purposes to ensure that smart city targets can be achieved efficiently.

3. Civil Society Organisations (NGOs, Associations, etc.): These organisations play a role in community facilitation and empowerment under government supervision. The role of NGOs in supporting government programmes remains suboptimal, often due to budgetary limitations. Nonetheless, NGOs have the potential to act as government partners, facilitating training programmes that can enhance the capacity of civil servants and introduce communities to existing applications, thereby improving their digital literacy. These training initiatives can also serve to strengthen public competencies and skills.
4. Industry (Banking, Services, MSMEs, Vendors, Private Sector); The industrial sector contributes to government efforts by creating job opportunities and supporting local industries. However, this sector's role has not been fully optimised, particularly as many private enterprises are still recovering from the long-term effects of the COVID-19 pandemic. Despite these challenges, the private sector remains optimistic about collaborating with the government. When businesses and industries partner with the government to provide employment opportunities, they contribute to reducing poverty and unemployment, increasing local revenue (PAD), and improving the economic well-being of the people of Cimahi.
5. Academia (Universities, Higher Education Institutions, Research Bodies); Academia ideally plays a role in innovation, applied technology, business modelling, and community engagement. Fundamentally, academic institutions contribute ideas and serve as advisors in policymaking and government program implementation. In Cimahi, academic representatives have been officially involved through the Smart City Expert Council, established by the mayor. However, their current role is mostly limited to contributing ideas during the planning phase. Many academic council members face challenges in communication and coordination due to time constraints and conflicting primary responsibilities. In practice, the Expert Council has not functioned optimally as a platform for stakeholder interaction. For example, stakeholder participation in program formulation

is limited, and the process largely remains within the internal structure of local government agencies. Despite the government's efforts to involve universities, academic participation remains low. This is notable, considering the Expert Council was established and formalised through a mayor's decree.

6. Media (Print and Electronic Media); The media plays a vital role in information dissemination and communication networking. According to one local media outlet, its role in Cimahi's smart city development includes publishing creative animations developed by millennials, with the ambition of promoting these innovations both nationally and globally. Collaboration between the government and media is crucial, with media serving as a form of social control in the development and global perception of Cimahi's smart city. For instance, media coverage can help Cimahi's animation industry gain international recognition. However, some stakeholders perceive the media as insufficiently informative, despite efforts to deliver engaging content. These limitations in capacity contribute to the lack of strong collaboration between the media and other stakeholders, especially the government.

Based on the aforementioned analysis, the research findings indicate that the actors representing the pillars of the Pentahelix model have taken part in collaborative efforts toward bureaucratic reform through the implementation of smart city initiatives. However, their roles have not yet been fully optimized. Multidirectional communication, cross-sector coordination, and collaborative efforts remain less than ideal. Achieving a unified vision and agreement requires a process of alignment among stakeholders. Nonetheless, efforts to enhance each actor's contribution have already begun—one of which is the establishment of the Cimahi Smart City Council. Although this council has yet to fully implement its main duties and functions effectively, its formation represents a step forward. Therefore, based on these research findings, there is a need to evaluate the quality of collaboration among stakeholders, particularly in terms of communication, coordination, and cooperation. Such an evaluation is expected to improve stakeholder synergy and ultimately support the realization of bureaucratic reform through the Smart City implementation in Cimahi City.

Barriers to Collaborative Governance in Realizing Bureaucratic Reform through the Smart City Concept

Fragmented reforms have the potential to produce an inconsistent, unsynchronized bureaucracy that easily reverts to old patterns. A grand reform design is needed to ensure comprehensive change, encompassing institutional aspects, human resource management, technology, and public behavior (Thoha, 2000). Several barriers hinder the implementation of collaborative governance in achieving bureaucratic reform through the Smart City concept, as follows:

1. Difficulty in establishing communication among Pentahelix actors due to conflicting schedules and other commitments.
2. Lack of coordination among actors. Coordination is vital to aligning organizational perceptions and actions, including within government institutions. Poor coordination leads to delays in achieving organizational goals.
3. Limited collaboration among actors. Collaboration is a key asset in planning and implementing programmes and thus must be strengthened among all involved parties.
4. Immature programme planning by local government agencies, particularly the Department of Communication and Informatics and the Cimahi City Library Office.
5. Differences in perception that make achieving a unified goal more challenging.
6. Imbalance in roles, where not all actors contribute proportionally.
7. Communication gaps among stakeholders.
8. Lack of trust in government partners.
9. Institutional constraints and other context-specific challenges.
10. Issues in social network governance, particularly concerning the interdependence and interaction of actors within collaborative networks.

These various obstacles in the collaborative governance process toward bureaucratic reform through smart city implementation in Cimahi are expected to be addressed through strategic efforts. The various obstacles, shows similarities with other

city, as Suhendra & Ginting (2018) describe the obstacles in realizing a smart city is the uneven distribution of infrastructure and human resources to utilize ICT in the governance and public service processes. If managed effectively, they will not significantly hinder the overall functioning of government or its reform agenda.

Efforts to Strengthen Collaborative Governance in Realizing Bureaucratic Reform through the Smart City Concept

The cross-cutting and complex issues of collaborative governance implementation, which include supporting the collaborative process through innovative models and methods for enhancing a shared understanding of community problems and outcomes, fostering the interplay between service policy and service delivery, and combining a public service view with an institutional and interinstitutional view (Bianchi & Nasi, 2021). The Cimahi City Government has undertaken several efforts to overcome the aforementioned obstacles, including:

1. Formally establishing the Cimahi Smart City Expert Council, which serves as a platform to bridge the collaboration among actors involved in implementing the Smart City concept.
2. Utilizing the Smart City Council as a forum for communication, coordination, collaboration, and harmonization of perspectives in designing programmes and achieving common goals.
3. Conducting coordination meetings among the members of the Smart City Expert Council.
4. Providing opportunities for stakeholders to share ideas and proposals related to smart city development in Cimahi.
5. Allowing each actor the freedom to play their role according to their respective capacities and expertise.

Through these efforts, the government aims to minimize issues that may arise in the governance process, especially in the pursuit of bureaucratic reform via Smart City implementation in Cimahi. The realization of bureaucratic reform through the Smart City approach requires strong collaboration among various stakeholders. When each actor

performs their role according to their capacity, it is expected that high-quality governance can be achieved—one that effectively addresses public needs and interests.

CONCLUSION

Collaborative governance is an essential framework in public administration that involves multiple stakeholders in addressing complex public issues. Its key characteristics include joint decision-making, collective problem-solving, and coordinated action. The Pentahelix model—comprising government, academia, industry, civil society/NGOs, and the media—represents this multi-actor collaboration. In the context of Smart City implementation in Cimahi City, this collaboration has not been fully effective due to weak communication, limited coordination, low levels of cooperation, and differing perceptions among stakeholders. To overcome these challenges, the Cimahi Smart City Expert Council was established as a platform for synergy, mutual learning, and shared responsibility among stakeholders in driving bureaucratic reform.

Key recommendations to strengthen this collaboration include: establishing continuous communication to maintain alignment and trust; enhancing multi-directional coordination to unify perceptions and align objectives; fostering wider collaboration with various actors to support effective bureaucratic reform; optimizing the roles and functions of the Cimahi Smart City Expert Council; and developing a structured model for communication, coordination, and collaboration in the implementation of Smart City as a means of advancing bureaucratic reform in Cimahi City.

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