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Infrastructure Development Coordination of Public Work: Bridge, Dam, "Embung" in East Nusa Tenggara Province - Indonesia

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ABSTRACT

The main problem of this research is how the coordination between government institutions at the provincial level, district/city government so that they can cooperate in the construction of public works infrastructure projects so that they are useful, quantity, quality, efficiency, and meet development administration requirements. The purpose of this research is to explain the coordination of the implementation of public works infrastructure development, such as roads, bridges, dams and "embung" in NTT Province. Theoretically, researchers use the perspective of the New Public Service to see how the role of coordination among government agencies in implementing development; while from the perspective of the development of organizational theory, researchers use intergovernmental relation and intergovernmental management theories. This research is a case study, with a type of qualitative research that is broken down through the interpretive research paradigm. The data for this study come from related documents, in-depth interviews with various parties involved in implementing infrastructure development. The data analysis technique starts from the data reduction stage, the data presentation stage and the conclusion and verification stages. The results of the study indicate that the coordination of infrastructure development in NTT Province has not been optimal, resulting in development results that do not meet the aspects of benefit, quantity, quality, efficiency and requirements for development administration. Based on these conclusions, the researchers provide recommendations that the government at all levels immediately increase the role of coordination from the planning, implementation, and supervision stages of development.

1. BACKGROUND PROBLEMS

The province of East Nusa Tenggara Timur, (NTT), which is one of 33 provinces, is part of the government of the Republic of Indonesia. At the provincial level, the role of the government in meeting people's needs is the responsibility of the regional devices organization. For example, the provincial office of Public Works and Spatial Arrangement (in Indonesia, *Dinas Pekerjaan Umum dan Penataan Ruang*, PUPR) is responsible for the construction of public works and spatial planning which includes the construction of road infrastructure, bridges, dams, "embung", and irrigation. All of the aforementioned developments cannot reach the aspects of quality, quantity, efficiency, administrative aspects, and aspect of benefit accountability without coordinating with other governmental instruments. For example, between 2002-2007, Dinas PUPR faced several coordination problems as shown in table 1 below.

Table 1. Results of Infrastructure Development Control at the Public Works Office of NTT in 2002 - 2017

	Controlling aspects of infrastructure development	Number of sites/cases	Amount of indication of state loss (in Rupiah)
1.	Quality aspects	4	155.645.030,70
2.	Quantity Aspect	20	446.496.727,00
3.	Efficiency Aspect	7	207.159.803,68
4.	Administrative Aspects	11	666.225.452,00
5.	Benefits Aspects	1	-
	Site / Total Case	41	1.457.527.013,38

Source: Secondary Data Processing (2017)

Table 1 above illustrates problems related to coordination. ***First,*** in 2013, there were cases of "embung" development in Belu District, a district located in the border area between Indonesia and Timor Leste, where the construction of the reservoir was technically-construction had met the aspects of quality, quantity, efficiency, administrative completeness, but did not provide effective benefit value; among others because it does not support the development of agriculture and livestock, including not providing benefits as a source of drinking water in the area.

Second, as well as the construction of roads in the Industrial Area of Bolok (District of Kupang) in 2010 did not provide the maximum value of benefits, because there was no industrial activity which was the main objective of the road development. ***Third,*** the construction of the Petuk bridge in Kolhua, Kupang city, also does not provide value for the access of urban community vehicles because it is still dealing with land issues (or land administration), moreover this bridge is considered inefficient because it is built in dry basins which require large costs. ***Fourth,*** in the case of the construction of houses for East Timorese refugees, in 2000 it was recorded that they had not fulfilled the aspect of benefits, where the houses built had not been utilized by refugees because they were not equipped with the availability of land for farming activities. As a result, some of the houses were abandoned by refugees because they moved to the city.

From the examples of cases 1 to 4 above, it can be concluded that to ensure that all aspects of infrastructure development for the community are needed by a number of agencies, for example, the Regional Office of the Land Agency, District Land Office, Agriculture Service, Animal Husbandry Service, Industry Service, Transportation Agency, Public Housing and Settlement Agency. In addition, in the practice of infrastructure development, there is a sectoral ego tendency, in which each government service competes to submit a work program each year without coordinating with one another so that it does not support each other. In other words, coordination between government agencies is needed both at the provincial level and at the district/city level or also with the central government. The description of the case above is closely related to the theoretical proposition of Kreitner & Kinicki (2000) about organizational effectiveness; that, "a successful organization is an organization that is able to maintain a balance between the level of differentiation and the level of integration. One of the important functions of development management is the "coordination function", this function guarantees relations and work communication between (intra, inter, and cross) institutions/units/organizations (Thomson, 1967; Syafrudin, 1993).

In the science of public administration, this research can be approached by the perspective of the New Public Administration (Denhardt and Denhardt, 2013). It means that the government in the implementation of infrastructure development should prioritize public services, namely paying more attention to the benefits aspect as much as possible from all infrastructure development for the community. It also means that the development carried out can be accounted for in terms of quantity, quality and administration of the project. Meanwhile from

the perspective of the development of organizational theory already in the theories of interests (Gudono,2012), intergovernmental relations (Anderson, 1960), and intergovernmental management (Agranoff and Lindsay, 1983; Agranoff, 1986). In other words, the government management needed is now differentiated intergovernmental relations management, both vertically, horizontally and spatially.

2. FORMULATION OF THE PROBLEM

Based on the description above, the formulation of the problem in this study is: "What is the coordination of the implementation of the construction of public works infrastructure of roads, bridges, dams, and “embung” in NTT Province? This main problem is explained in a number of specific problems, namely how is the coordination between agencies/institutions that can guarantee; (1) quality aspects, (2) quantity aspect, (3) efficiency aspect (time, equipment, personnel) (4) administrative aspects, and (5) benefits aspects of building public works on roads, bridges, dams, and “embung”in NTT Province?

3. OBJECTIVES AND USABILITY OF RESEARCH

The general objective of this research is to explain the coordination of the construction of public works on roads, bridges and dams in NTT Province. The specific purpose of this study is to explain coordination between agencies/institutions that can guarantee; (1) quality aspects, (2) quantity aspect, (3) efficiency aspect (time, equipment, personnel) (4) administrative aspects, and (5) benefits aspects of building public works on roads, bridges, dams, and “embung” in NTT Province. Meanwhile, the results of this study are **expected to be useful for**: (1) the development of science, especially related to the construction of the theory of coordination between institutions / institutions, communication within and between institutions, and the efficiency and effectiveness of management of natural resources; (2) the government and regional government in regulating state and regional policies related to coordination and communication between state and regional institutions that are more efficient and effective; and (3) various parties that establish cooperation with the government/state in ensuring coordination, more efficient and effective communication.

4. LITERATURE REVIEW

Previous Studies. ***First,*** the study of Andrew H. Van de Ven, Andre Delberrq, Richard Koening (1976) on the Determinants of Coordination Modes Within Organizations which

studies the influence of the type of interdependence on the way of coordination, as shown in table 2 below.

.**Table 2. Interdependence and Type of Coordination**

Interdependence		Types of Coordination	
	(HIGH)		
Back and forth		• Meetings that were not previously scheduled • Horizontal communication	Joint adjustment
Sequentially		• Previously scheduled meetings • Vertical communication	Planning
Get together		• Plans • Regulations	Standardization
	(LOW)		

Second, Cheng (1983) describes 127 research units from 33 organizations in Belgium showing that if the level of interdependence increases, the level of coordination and the impact of coordination on unit output also increases. Cheng (1984) also conducted a study of 111 research units in the same country and found that the higher the level of uncertainty (espoused values and beliefs and the technology used) of an organizational unit, the more positive the relationship between coordination and output quality and less positive coordination relationship with output quality. ***Third,*** Schiefloe (1993) conducted a literature study and concluded that the success of coordination depends on several factors, namely: interset, competence (competence), commitment (commitment) of people (actors) involved, circumstances (context) where the interaction occurs, technology coordination technology such as tools and procedures that enable and limit communication and cooperation.

Fourth, research from Merriam Mashatt, Daniel Long, and James Crum, entitled "Conflict-Sensitive Approach to Infrastructure Development" in *Special Report,* (2008), says that there is a kind of conflict in the community because of traditional development programs, including economic development. it is not enough to successfully bring community members towards increasing efficiency and fair competition. In other words, the goal of economic growth does not seem to be in accordance with the ideal goal, namely to stabilize the economy, which in turn creates new conflicts. The researchers found that planning and coordination of infrastructure development alone would not bring stability. It is very important that the community is as much as possible involved in the infrastructure planning

process to suppress internal conflicts. Only with the involvement of the community through coordination in infrastructure development will the network of success such as rule of law, security, a sustainable economy, and the government be peaceful.

Fifth, research from Hendrowati, Agustina Ratri entitled "TheInfrastructure Management of The Peri-Urban Interface Within TheThe Intergovernmental Cooperation Framework "in the Public Administration Scientific Journal - Vol 14, No. 1 (2013): Public Administration Scientific Journal, 29 June 2013 (*original in Indonesia language*). That, urban sprawl in certain regions has an impact on the inefficiency and ineffectiveness of providing urban infrastructure, so that cities need an approach that can solve problems in the provision of complex infrastructure in accordance with the principles of urban governance. One such approach is cooperation between adjacent regional governments. The most influential factor in establishing cooperation between regions is clear accountability. While the form of cooperation is Joint Development.

Sixth, research from Jemmy N. Mokosolang entitled "Coordination of Village and Sub-District Governments in the Implementation of Development in Tombatu Tiga Village, Sub-District of Tombatu Utara" (in the Executive Journal, Vol. 1, No. 7 – 2016 - *original in Indonesia language*). This study aims to determine the coordination of village and sub-district governments in the implementation of development in the village of Tombatu Tiga, through coordination indicators which include: communication, awareness of the importance of coordination, participant competence, agreement, commitment, and coordination incentives. The focus of this research is the coordination of village and sub-district governance in implementing development in Tombatu Tiga, Districts of North Tombatu, based on coordination indicators, the findings of the study, among others, indicate that the coordination function has not been effective and efficient.

Seventh, research from Asep Marwan entitled "The Effect of Policy Implementation on Improving Agricultural Statistics on Surveyor Performance and Cross-Sector Coordination to Realize Food Data Quality of Rice Commodities" (in Public Journal Vol. 11; No. 02; 2017; 195-204 - *original in Indonesia language*). This study aims to see the effect of implementing policies to improve agricultural statistics on the performance of surveyors and cross-sector coordination to realize the data quality of rice commodity food in Garut Regency. The methodology used in this research is descriptive analysis method with survey techniques. The population in this study were 68 employees who served as implementers of agricultural

statistics activities consisting of 34 (*Indonesia - Biro Pusat Statistik*, Central Bureau of Statistics) staff and 34 employees of the Garut Regency Agricultural Service. The data collection technique used is the study of documentation and field studies. While the data analysis technique used to answer the research hypothesis is statistical analysis with the path analysis model. The results of the study indicate that; (1) implementation of improvement policies in agricultural statistics positively and significantly influences the performance of surveyors and cross-sector coordination to realize the data quality of rice commodity food in Garut Regency, (2) the implementation of statistical policies has a positive and significant effect on surveyor performance, (3) policy implementation statistics have a positive and significant effect on cross-sector coordination, (4) the implementation of statistical policies has a positive and significant effect on the quality of real food data, and (5) surveyor's performance has a positive and significant effect on food data quality and cross-sector coordination has a positive effect on food data quality.

All the results of previous studies as cited above show how important the role of coordination in infrastructure development for the community, which in turn must have the principle of efficiency, effectiveness and benefit principles.

Concept of Coordination and Infrastructure Development in the Public Administration Paradigm. Following this, I will summarize some concepts related to this research.

Understanding Coordination. When several actors pursue a common goal, they must do various things to regulate themselves that a single actor who pursues the same goal does not need to be done. Coordination also means coordinating organizing activities. More precisely, coordination as additional information processing is carried out when several connected actors pursue the same goal (Crowston, Kevin; Joseph Rubleske and James Howison, (2004).

Various definitions of coordination have implied the following components: (1) a set of actors (two or more), (2) who did the task, (3) to achieve the goal. Coordination is in the 'eye of the beholder.' It is important to realize that the component of coordination is an analytical concept that is sometimes imposed by an observer. Thus, it is possible to analyze the same physical actions in different ways for different purposes. For example, sometimes there are people who consider each person in a workgroup to be a separate actor while at other times, we might regard the whole group as a single actor. Sometimes, we might even consider parts of the brain that are different from one person as a separate actor (Minsky, 1987).

Kevin Crowston, Joseph Rubleske and James Howison (2004), define "coordination" as "managing the interrelationships or dependencies between activities. Malone and Crowston (1994) and Weigand, van der Poll & de Moor (2003) list some, including: (1) compile and facilitate interdependent inter-component transactions (Chandler, 1962); (2) protocols, tasks and decision-making mechanisms designed to achieve joint action between interdependent units (Thompson, 1967), (3) integrative tools to connect interconnected subunits (Lawrence & Lorsch, 1967), (4) compiling intentional actions into larger overall goals (Holt, 1988), and (5) integrating and harmonizing adjustments to individual work efforts to achieve goals that greater (Singh & Rein, 1992). (Note: all in Kevin Crowston, Joseph Rubleske and James Howison (2004), through coordination each organization establishes a kind of measurement "between the tasks performed by the objectives to be achieved for the right time, in the right order and the right quantity (Reezigt, 1995).

This definition differs from the first 3 (three) definitions taken from the literature of organizational studies, Malone and Crowston (1994) conceptualizing coordination as a form of "dependence" that arises between tasks, and not those arising from individuals or units. Coordination can be said to have the advantage that it is easier to model the impact of assignments on activities to different actors, which are common in efforts to redesign documents. Compared to the last 3 (three) definitions, Malone and Crowston (1994) focus on the causes of the need to coordinate, and not on the desired results of coordination. This focus has the following advantages in modeling, in figure 1 model of coordination theory.

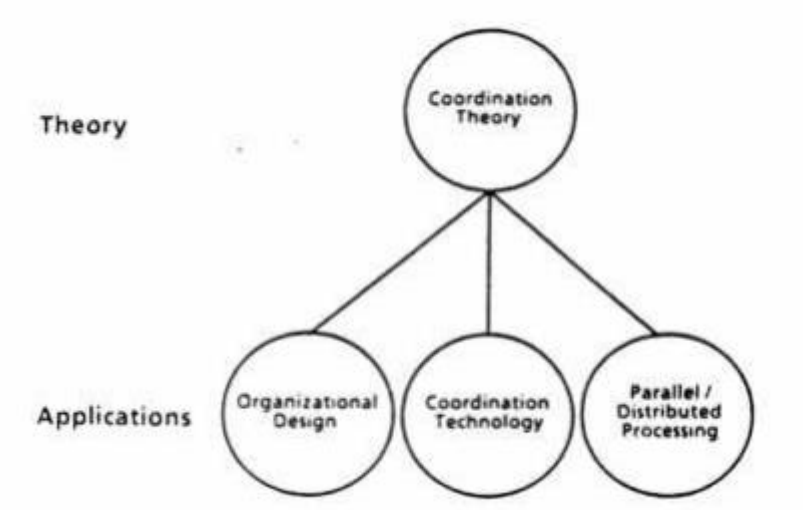

Figure 1. Model of Coordination Theory

Coordination Theory. In 1994, Malone and Crowston described a new approach to the problem of coordination, an approach that they called the Coordination Theory (CT) (Malone & Crowston, 1994). Their paper on CT presented in 1994 has been referred to by nearly 300 journal articles, book chapters, conference papers and theses. Malone and Crowston (1994) provide examples of similar coordination problems faced in various disciplines and analyze them as a result of dependence. For example, approaches to sharing resources (ie, ways to manage dependencies made when many tasks require the same resources) have been analyzed in the fields of economics, organizational theory and computer science etc. Another dependency identified by Malone and Crowston is producer/consumer dependencies, simultaneous constraints and tasks/relationships between tasks. The main purpose of the Coordination Theory from Malone and Crowston (1994) is to synthesize work carried out through "coordination actions" from various fields.

There are several contributions to coordination theory, namely; ***First,*** the contribution to the definition of coordination is briefly said to be "management of interdependence between activities". There are so many definitions of coordination proposed by Malone and Crowston (1994) and Weigand, van der Poll & de Moor (2003), but they all revolve around the meaning; (1) arranging and facilitating transactions between interdependent components (Chandler, 1962), (2) protocols, tasks and decision-making mechanisms designed to achieve the common goals of actions between interdependent units (Thompson, 1967), (3) integrative device to connect units with different subunits (Lawrence & Lorsch, 1967), (4) Arrange deliberate actions into a larger overall goal (Holt, 1988), (5) harmonious integration and adjustment of individual work efforts towards achieving greater goals (Singh & Rein, 1992), (6) establishing attunement between tasks with the aim of completing them, and (7) carrying out separate tasks on time, in the right order and with the right amount (Reezigt, 1995).

Second, the contribution to the framework modeling. Within this framework Malone and Crowston (1994) succeeded in providing a theoretical framework for analyzing coordination in complex processes, thus contributing to the analysis and modeling of tasks from users. In accordance with the definition proposed above, Malone and Crowston (1994) analyze group actions in this case actors who perform interdependent tasks. This task may require or create resources of various types. For example, in terms of developing software requirements including actors about how they relate to each other so that they can carry out tasks to achieve goals.

Third, the contribution to the availability of a typology of mechanisms for dependence and coordination. The main claim of coordination theory is that dependency and mechanisms for managing things are general, namely dependence and mechanisms for managing tasks and functions that will be found in various organizational settings. Thus, the final contribution of coordination theory is the typology of dependencies and related coordination mechanisms. Coordination "theory" can be defined as a set of principles about how the activities of separate actors can be coordinated. For example, there are at least several principles of coordination theory that must be sufficiently general to be applied to various types of actors, including: organizations, individuals, computer processors, and individual brain parts.

It seems that this kind of general coordination theory can attract and contribute to, and can work in various fields, including: economics, computer science, sociology, social psychology, linguistics, organizational theory, and management information systems. Therefore, coordination theory will appear like other interdisciplinary fields arising from the recognition of similarities in problems that have previously been considered separately in a number of different fields. Coordination is an action to manage interdependence between activities. if there is no interdependence, nothing can be coordinated. dependency and coordination are important topics in economic and organizational studies. Coordination also means "integrating or connecting together various parts of the organization to complete a series of collective tasks" or "integrating or connecting different resources to complete a series of shared tasks" (Jaroslav Král, 2007).

Concept of Infrastructure Development. Tedaro (2000: 218) says that infrastructure development has an important role in realizing development goals such as equitable development and its results towards creating social justice for all people. Infrastructure development is one of the determining factors in supporting the smooth development and development of a region because without adequate infrastructure the development process will tend to be hampered, even the results are not optimal.

In terms of infrastructure development in the regions related to the implementation of government tasks, development and public services are very important in the context of accelerating and equitable development in an area with low accessibility. The importance of infrastructure development for an area is characterized by the value of the benefits and uses of the infrastructure. Especially can be seen from accessibility that connects between regions of authority, economic mobility, transportation and so forth. This thought is contained in the

Republic of Indonesia's Presidential Decree No. 81 of 2001 concerning "Committee on the Acceleration of Infrastructure Development".

In Article 2 it is stated that infrastructure development includes: (1) transportation infrastructure and facilities: roads, bridges, railways, docks, seaports, airports, river and lake crossings; (2) irrigation infrastructure and facilities: dams, irrigation networks, flood control structures, coastal security, and hydroelectric power plants; (3) settlement infrastructure and facilities, industry and trade: buildings, industrial and trade areas, large-scale residential areas, land reclamation, networks and installations of clean water, wastewater treatment networks, processing, waste management, and drainage systems; and (4) buildings and public utility networks: gas, electricity, and telecommunications. Meanwhile, relating to the authority to administer the control of infrastructure in the form of roads and bridges lies with the Central Government and Regional Governments which in the implementation are delegated and/or submitted to agencies in the regions or submitted to business entities or individuals. Delegation and/or surrender of authority to carry out roads and bridges does not take away the responsibility of the government.

Concept of Coordinating Infrastructure Development in Public Administration. Robert B. Denhardt and Janet V. Denhardt (2006) explain that the focus of public administration studies is "management of public programs" with loci at 'all levels of government (both at home and abroad), non-profit organizations, associations, and groups - groups of observers of all types'. The most important commitment of all public organizations is to provide public services. Public administration or state administration in developing countries is synonymous with development administration (Tjokroamidjojo, 1974, 1983; Riggs, 1986; Siagian, 2007). This shows that the main task of the state is to manage building programs in the context of public services. The duty of the public administrator is not only to achieve efficiency and effectiveness but also responsiveness to the public interest by providing quality and useful services to the public. All of them - efficient, effective, quality, and useful public services - must be administratively documented in an orderly manner (Tjokroamidjojo, 1974, 1983; Denhardt and Denhadrt, 2006; Siagian, 2007).

5. CONCEPTUAL FRAMEWORK

Coordination is carried out through previously scheduled meetings/meetings or previously not scheduled meetings. During meetings - both scheduled and unscheduled - one of the

guarantor factors is communication with subordinates, communication with superiors, and communication with fellow level units/parts. The communication network built is played by opinion leaders, gatekeepers, cormopolites, bridges, liaison, and isolates. Horizontal communication methods used include meetings, informal interactions, telephone conversations, memos and notes, social activities, and quality groups. From the description above, this conceptual designation framework can be constructed as follows.

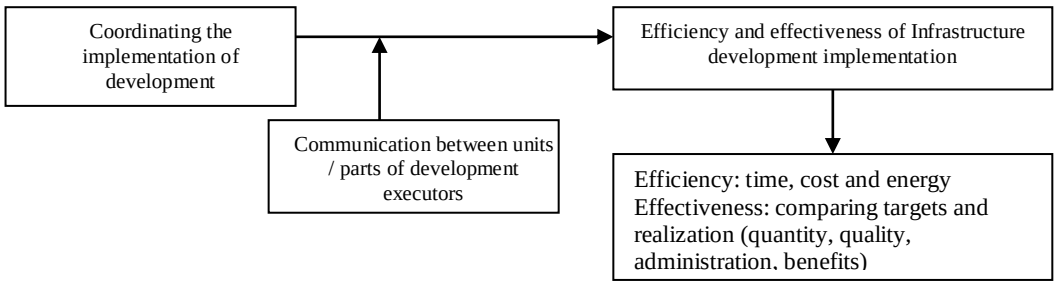

Figure 2. Conceptual Framework: Coordination that Ensures Efficiency and Effectiveness of Implementation of Infrastructure Development.

6. RESEARCH METHODS

Research Approaches and Types. This study chooses a **qualitative approach** in which the determinant factors of coordination have not been able to construct theory - coordination - clearly. The coordination determinants identified in the literature review need to be confirmed or verified with field data. The type of research used in this study is an instrumental **case study**, namely in research, researchers look for cases that can explain the themes that are built in the conceptual framework. Robert E. Stake in Denzin and Lincoln (2009: 301) explains that in instrumental case studies the selection of a case is more due to the desire of researchers to increase understanding of interests - infrastructure development that is guaranteed to be of quality, quantity, efficiency, administration and benefits.

Research Sites. This research was carried out in the construction of roads, bridges and dams/reservoirs that were built by the Public Works and Governance Office of NTT Province. Regarding the implementation of the coordination function, it is possible that this research can also be carried out in units/sections of the central and regional governments as the authorities in implementing and or coordinating infrastructure development.

Research Focus. This research is focused on coordinating the implementation of the construction of road infrastructure, bridges and dams/reservoirs, and "embung". The implementation of development is focused on aspects of quality, quantity, efficiency, administration and benefits. Coordination is focused on communication between units/sections both formally and informally, both vertically, horizontally, and diagonally / functionally, and various meetings/meetings held by related units/sections both scheduled and unscheduled to ensure harmony and harmony in the implementation of development.

Data Source. The researcher collected data from various sources including development events (roads, bridges and dams/reservoirs), related documents, and from people or various parties involved in the implementation of dam construction and those who coordinated the implementation of infrastructure development.

Data Collection Technique. The technique of data collection is done through, first, observation techniques used to collect data on the events of development (roads, bridges and dams) and coordination through coordination meetings conducted at the time of the research. The technique of determining the observed events is purposive. Second, document study techniques, are used to collect data in the implementation documents for the construction of roads, bridges and dam infrastructure. Determination of documents processed by the data also uses purposive technique; and third, the technique of in-depth interviews, used to obtain explanations from the authorities regarding the construction of roads, bridges and dams/reservoirs or "embung" which have problems with quality, quantity, efficiency, administration and benefits. The technique of determining people or informants interviewed is purposive, namely those who have the authority to carry out development and who are authorized to coordinate the implementation of the said infrastructure development.

Data Analysis Technique. The case data analysis technique is carried out through three stages, namely data reduction, data presentation and conclusion/verification. ***First,*** the data reduction stage: data reduction is carried out in two stages, namely first at the stage of drafting the research design (proposal) by establishing a conceptual framework, research questions, cases and research instruments used. After field data is collected by summarizing data, formulating themes, grouping and presenting data in writing (Miles - Haberman 1992, Huberman - Miles, 2009: 592). ***Second,*** the data presentation stage: at this stage the researcher conducts analysis by presenting data in boxes/boxes, forms of matrices/tables and causal network charts (Miles and Huberman 2009); and ***third,*** the stage of conclusions and

verification. At this stage the researcher makes an interpretation, determining the meaning of the data presented.

Research Result Validation Techniques. Miles and Huberman (1992) propose a number of ways to test and ascertain findings that the authors can use to validate the findings in this study. The methods referred to are; (1) examine representation, (2) examine the influence of researchers, (3) triangulation, (4) give weight to the evidence, (5) make contradictions/comparisons, (6) examine the meaning of everything outside, (7) use cases externally, (8) getting rid of false relationships, (9) making replica findings, (10) making counter explanations, (11) giving negative evidence, and (12) getting feedback from informants. Ways to validate the results of this study will also be used in accordance with the characteristics of the data collected, so that inappropriate steps will be ignored.

7. RESEARCH RESULTS

This study found that there were problems related to the construction of public works infrastructure in NTT Province, the problem was related to the lack of achievement of aspects in the form of tools from infrastructure development, namely aspects of quality, quantity, efficiency, administration and benefits.

Quality Aspects. Quality aspects are explained with perfection in complying with the specifications of the work completed. Every experiment has a standard. If all workers, contractors, contractors, field consultants use specifications or work standards set out in the project work plan, it is expected that the quality of the work will be guaranteed. However, the focus of this research is not to question the technical issues of fulfillment of quality requirements or standards, but rather on the durability of work results. The researcher believes that if all stages of work pay attention to the standards set, the results of the work have durability within the set / expected period of time.

One example presented here is the “embung” of "Haikrit" in Belu District. The “embung” is very wide, very good, beautiful, the facilities are quite supportive like there is a guard house, there are a number of *lopo*(traditional Timorese house)as a place for visitors to enjoy the beauty of “embung” water that looks bluish green. But *lopo’s* around the “embung” has been damaged because it is not well maintained. The guarding and *lopo* buildings were damaged, apart from the quality of the building, but also lack or lack of maintenance caused the physical buildings to be neglected, eventually damaged faster than the targeted time.

Maintenance of these facilities is actually the responsibility of the Belu Regency Regional Government as shown in table 3.

Table 3. Low Quality of Infrastructure Development Projects in NTT.

Years	Findings	Value of loss (Rp)
2009	There is a physically damaged work	55,115,074.96
2010	There is physical work that is damaged in the rehabilitation/maintenance of the Ritaebang - Podor-Lamakera road in East Flores District	100,529,955.74
2016	There is work that has been damaged during the maintenance period	
2017	There is work that has been damaged during the maintenance period but has not been repaired	

Data Source: Findings of BPK (Badan Pemeriksa Keuangan, Audit Board of the Republic of Indonesia), 2018.

The quality of work according to the following informant's explanation is caused by a number of variables/factors. The quality is determined by many variables. The first is from material selection, if the material selection is not good, then it can lead to poor quality. The second is the manufacturing process, the mixture. The third method of implementation, there are good things if done in a good way can produce something good. But otherwise there are bad things done in a good way, not necessarily good because the material is not good. So that to produce a job with the maximum quality there are several determining variables. One of them is material selection, the second is how the material is processed. For example, if you want to make a road, you should take the stone, the stone must match the specifications, after that it must be mixed with asphalt, if it has been mixed with asphalt in the asphalt mixing plan, the method of mixing is not correct, after that the implementation method is stretched do not let these good items that have been processed properly, good material, but how to do it is not good, so there are at least 3 variables. The first is the material, the second is the dough making process, and the third method is the implementation of the installation method or how to do it. These three variables correlate with quality.

Because in the completion of the project work a number of tasks have been distributed to each person/unit, coordination is needed. The coordination function is needed to ensure harmony, harmony or synchronization so that work is completed on time, and the quantity and quality are guaranteed. During this time each staff worker conducts their respective supervision without being coordinated. This situation can make it difficult for project workers, if with a diverse understanding provide different directions. Understanding differences that lead to differences in direction in the field will confuse workers, if workers are confused in doing work, it is certain that errors in the field will occur.

In the case of supervision, there is a relationship of work interdependence. Therefore the type of coordination needed is that there needs to be a joint adjustment through previously not scheduled meetings, and horizontal communication. The non-scheduled meeting is needed to discuss the results of field supervision to provide the same direction in addressing field conditions. If the inter-supervisor meeting that is not scheduled beforehand cannot be carried out physically, Schiefloe (1993) has suggested using coordination technology - a communication tool - that is owned by each supervisor. Schiefloe also believes that meetings or communication via telephone / mobile phones can be done to solve problems, depending on the competence and commitment of the people involved.

Quantity Aspect. Quantity problems regarding the physical shortcomings of work from the original plan, or lack of volume of work. A number of physical and volume deficiencies revealed in the field findings as listed in table 3. Physical deficiencies occurred in a number of projects over the past 10 years, such as in water resources optimization projects, construction of new roads, road maintenance, road upgrading, improvement of office physical infrastructure, development of rural infrastructure, irrigation development, construction of residential settlements.

Table 4. Findings of Shortages in The Number and Volume of Work in The Project and The Value of Losses Suffered, 2003 - 2014.

Years	Findings	Value of loss (Rp)
2003	The occurrence of physical shortages of work on the Water Resources Optimization project – fiscal year 2002	9,795,165.00
	There is a lack of volume of work with details on the buraen-baun road segment, gabion gap work	4,097,000.00
	There is a lack of volume in road and bridge maintenance rehabilitation in District of Alor island	2,621,181.00
	Physical shortages of work at the (in Indonesia Unit Pelaksana Teknis Daerah - Regional Technical Implementation Unit) Office Physical Infrastructure Improvement Project	15,541,075.84
2004	a. Lack of physical work at the Subdistrict Natural Resource Center in Waina.	27,749,740.00
	b. Lack of physical work at the sub-district of Road Infrastructure	131,188,204.19
	c. The lack of physical infrastructure for settlement work at the subdistrict of the settlement	28,331,103.30
	d. Lack of volume of environmental road works	5,865,381.30
2005	a. Kekurangan fisik pekerjaan pengadaan bahan bangunan lokal pada subdin permukiman dan tata ruang.	16,413,786.00
	b. Kekurangan fisik pekerjaan pembangunan jalan lingkungan di Kota Kupang pada subdin permukiman dan tata ruang.	526,695.00
	c. Kekurangan fisik pekerjaan pada subdin Prasarana Jalan	9,816,175.00
	d. Kekurangan fisik pekerjaan rehabilitas jaringan irigasi	6,257,185.00
2007	The volume of work increases in Konga, East of Flores District is problematic.	645,082.04
2009	There is a physical shortage of jobs	3,000,000.00
2010	Lack of physical work in the field of Cipta Karya (human settlement) and (Sumber Daya Aalam, natural resources) & Irrigation	19,159,000.00
2011	a. The physical disadvantage of rural infrastructure development work is the procurement of 2,000m of road construction in West of Manggarai District.	23,710,623.00
	b. The implementation of road rehabilitation/ maintenance activities has not yet reached the output performance target	22,683,000.00
2013	Lack of physical work	100,540,675.00
	Lack of physical work	14,226,963.00
2014	There are physical shortcomings	18,555,657.34

Data Sources: Public Works and Spatial Arrangement Office, 2018.

A number of physical deficiencies in the work have resulted in state losses in the construction of Road infrastructure of Rp. 131,188,204,19; losses were also experienced in the construction of bridges, reservoirs and irrigation. There could be cases found in the field, there are intentions of the contractor to reduce or increase the volume of work. As an example of an irrigation project in West Sumba. There are projects that are considered to have caused state losses because there is no match between as built drawings and shop drawings. If as built drawing. For example, reducing the volume of work, when audited with the initial plan using shop drawings, it will cause state losses. In this case it should not be. Conditions that often occur in the field as explained by the following informants.

Efficiency Aspect. Efficiency in the implementation of road, bridge, "embung" or irrigation infrastructure projects with respect to quantity aspects, namely with regard to physical or material, administration, and in terms of benefits. Efficiency in administrative activities with regard to shopping for goods, such as office stationery Alat Tulis Kantor (ATK). There tends to be a waste of material use in the administrative reports of accountability, but the facts are not. Usually done by increasing the price of goods, or increasing the volume of material, while the fact is not there, even reducing it. In addition, there is also efficiency in the use of time and energy. There is a settlement of work that overlaps the deadline for the work contract (no time efficiency). Less time efficiency will have an impact on cost and labor inefficiencies. Following are a number of Badan Pemeriksa Keuangan (BPK) findings when auditing infrastructure development projects in NTT.

Table 5. Problems of Efficiency in Infrastructure Development in NTT

Years	Findings	Value of loss (Rp)
2009	There is inefficient shopping for (*Alat Tulis Kantor, ATK* - Office Stationary)	1,000,000.00
2010	Fines are late in the construction of semi-finished houses	96,922,068.00
	Late charge	12,022,390.00
2011	Infrastructure development for the procurement of 2,000 m of road construction has not been completed and has not been subject to late penalties	6,913,700.00
2013	a. Excess payments for receipt of treasurer treasurer	1,500,000.00
	b. Late work penalty	17,761,818.00

Data Source: Findings of BPK (Badan Pemeriksa Keuangan, Audit Board of the Republic of Indonesia), 2018.

Behavior in planning by adding value to the project and in practice/implementation tends to reduce the amount of material, or obtain material at lower prices is inefficiency practices in infrastructure development. Giving material at lower prices or reducing the amount of material practiced in the project to benefit the contractor, is not included in the principle of efficiency. Because the behavior of reducing material or buying cheaper materials will affect the quality of work. Efficiency also relates to aspects of benefits received by the public served. There are a number of construction of roads, bridges, reservoirs, and irrigation that have been built well but have not provided any benefits. The description of efficiency in terms of benefits will be explained further in the following sections on the benefits of infrastructure development.

Administrative Aspects. The administration intended here is more on the administration carried out in offices to support orderliness in the execution of work. The main task of administration is to record all activities, to file documents of activities carried out. In practice there can be activities carried out but not properly recorded by employees. There are also activities that do not occur or are not carried out but the administration is complete. There is also a true activity done but the administration is incomplete. There are also activities that have been carried out but the administration has not been completed. There are even those whose activities have not been completed, but the administration is complete. Failure to take notes often causes problems later on. A number of administrative negligence found by the BPK when conducting project audits as mentioned in table 6.

Table 6. Administrative problems in infrastructure development in NTT

Years	Findings	Value of loss (Rp)
2002	Asuransi Tenaga Kerja - The labor insurance fees have not been paid	1,581,873.00
	Excavation tax C has not been paid	23,702,547.00
2003	There are fictitious expenses for Office stationery shopping	70,000.00
	The labor insurance fees contributions are not paid	1,388,673.00
2007	There is a fictional official trip by 30 civil servants in the settlements office (the part of Dinas PUPR).	3,390,000.00
2010	State / regional tax not yet paid	36,086,579.00
2011	There are state taxes that have not been collected	600,000,000.00
	The procurement of laboratory testing equipment and materials is not complete but has been paid in full	20,097,000.00
2013	Obtaining administrative fees	5,000,000.00
2016	a. Proof of accountability in December has not been accounted for during the examination	190,128,424,047.00
2017	b. The administration of SKPD goods management has not been optimal	9,236,059,474.34

Data Source: Findings of BPK (Badan Pemeriksa Keuangan, Audit Board of the Republic of Indonesia), 2018.

Administrative negligence as cited above is then considered as an action that causes state losses, making many recipients of work who, despite completing projects in the field with guaranteed / compliant quantity and quality, are still considered guilty of not adjusting project administration to actual conditions. This negligence is caused by a factor of ignorance (knowledge of project administration), or a habitual factor always postponing the completion of the administration with the hope that it will be completed when the work is completed. The problem then arises, when administrative adjustments have not been made there is already a physical inspection of work in the field. Whatever reason was conveyed, but not accompanied by documents, it was still considered a deviation which was considered detrimental to the state.

Benefits Aspects. Examples of infrastructure development found that did not meet the requirements of the benefits aspect. ***First,*** the construction of the "Haikrit" irrigation. This "embung"is only used by farmers in the surrounding fields. In accordance with the results of observations, the area around the reservoir if managed properly will provide more benefits as a tourist attraction that attracts many tourists from both domestic and foreign countries. In addition, this *"embung"* water can be used as a source of drinking water after going through the correct purification process and also providing a shelter for the needs of animals such as cattle and buffaloes. Optimizing "embung" function so as to provide more benefits as stated above, requires involvement and coordination of a number of government agencies, or coordination between the PUPR NTT and Belu District, NTT Province of Tourism and Belu District, NTT Province of Marine and Fisheries Service, Belu District Animal Husbandry Service, NTT Province of Forestry Service, Belu District Plantation Service, and Belu District Revenue Service. From the (*Badan Usaha Milik Daerah*, BUMD, Regional owned enterprises) it is expected that the involvement of the Belu Regional Water Company.

Second, the construction of roads and bridges Petuk. The construction of the outer ring starting from Bolok towards Tarus which aims to break down the congestion in Kupang City turns out to only arrive at the Petuk bridge and return to Penfui. The bridge, which was built at a cost of billions of rupiah, was finally not fully utilized for its original purpose because the construction of infrastructure was constrained by land. At present, the price of land after the Petuk bridge has soared, while land acquisition that is quite long and wide requires no small compensation. The difficulty of the land makes the outer ring road finally re-enter the City through Penfui. It should have been long before the construction of the road and bridge was carried out, that is, since the city planning plan that presents the outer ring road, the government must have coordinated with the Kupang Regency Government for land acquisition first. Because at that time the land in the area/line was still relatively cheap. In this case, the researcher views the inter-governmental coordination factor in the city of Kupang with the Kupang District Government, inter-sectoral coordination - the Ministry of Public Works and the National Land Agency - which is weak. Weaknesses in coordination at the planning stage have an impact on the implementation phase resulting in inefficient and ineffective road and bridge infrastructure development. Finally, it does not provide optimal benefits.

Third, the construction of Bolok Industrial Estate. The PUPR Service Office has built a 'hotmix' road in the area, but the plan to develop the KI was not followed up by the Department of Industry and Trade, so that the construction of the roads that had been done did not provide the expected benefits. The author sees the development of road infrastructure in KI not being used optimally because the factors of coordination between sectors in development planning are not going well. Of course, there are still many road, bridge, dam, reservoir and irrigation infrastructure developments as examples in the NTT region which can be used to explain the importance of the coordination function in managing infrastructure development. Infrastructure development that is less profitable, can also be seen in terms of the commitment and consistency of the government in implementing sustainable development both in the central government and regional governments. Officials or leaders may change but state / regional documents in the form of long-term, mid-term and short-term development planning, especially spatial and regional planning must be carried out consistently.

8. ANALYSIS AND INTERPRETATION

Analysis and interpretation of the results of this study focused on the role of coordination in the fields of planning, implementation and supervision of various government agencies in infrastructure development in NTT Province.

Planning Coordination. Coordination at the planning stage for a number of things stated above (number of projects, type of project, project volume, project budget, location of project implementation, implementation time, project implementation unit) is easily carried out internally within the organization. For example with regard to the efficiency of the use of the budget, then each leader can add, reduce and even eliminate certain types, quantities or volumes of projects.

Thus, only by considering the benefits of the project for the benefit of the public/community, a number of types, volumes, budgets can be shifted at a certain location and at the time. Therefore with regard to the application of the coordination function in planning, Robbins (1995) explains the concept of organizational structure with regard to how tasks will be divided, who reports to whom, formal coordination mechanisms and interaction patterns that will be followed. A well-structured organizational structure, although horizontally, vertically and spatially, shows a high level of complexity, but if it is based on formalization (clear

planning) about the tasks and functions of each unit, it is still much younger than coordinating between different organizations. The convenience is guaranteed by the factor of centralization in decision making. The centralization referred to in this case is the head of an organization. All units in an organization may differ in planning the number of projects, type of project, project volume, project budget, project implementation location, implementation time, project implementation unit, but the final decision is in the hands of the leadership of the organization concerned. Leaders have the authority to make final decisions.

At the planning stage, every working relationship between units both horizontally and vertically must always be well coordinated, whether planning is top down or bottom up. Martani and Lubis (without published year) explained that in order to guarantee vertical relations five tools were needed with different capacities at different levels of coordination. The five coordination tools are hierarchy, rules and procedures, plans and schedules, changes in level/position in the hierarchy, and vertical information systems.

Implementation Coordination. At the stage of implementation of the development plan, it is expected that there is a commitment of bureaucratic actors who have authority and remain consistent with all planning documents that have been established integratively. Commitment and consistency are only possessed by bureaucratic actors who have high integrity. Bureaucratic actors and project implementers on the ground who have low integrity tend to ignore or avoid all work plans that have been set up for personal gain. However, it should also be recognized that in the bureaucracy there are also bureaucratic actors who have high integrity who, if given trust, will carry out their duties well, even if they are not monitored.

This characteristic of bureaucratic actors is explained by the theory of X and Y theory proposed by McGregor in Robbins (1995), Robbins and Judge (2012), Hersey and Blanchard (1982). The originator of this theory suggests that for 'bureaucratic actors or project workers' who tend to ignore the rules and want to prioritize their interests in work, then they should be closely monitored; however, for those who sincerely work according to established rules do not need to be closely monitored, because they are accustomed to working responsibly.

Supervision Coordination. To ensure accountability in the implementation of the accountability theory project by Romzeck and Dubnick, it was explained that actors need to be monitored with a number of sources of control, namely control originating from hierarchy, legal control, professional control and political control. Hierarchical and legal control with

high intensity, while professional control and political control should be of low intensity. In hierarchical control a broader government management mechanism is needed, namely a mechanism in the management of government organizations called by Wright and Stenberg in Rabin, Hildreth, Miller (ed), 2007, p.446 as intergovernmental relations (IGR) and intergovernmental management (IGM). In the intergovernmental relations model three relationship models are shown, as shown in Figure 3.

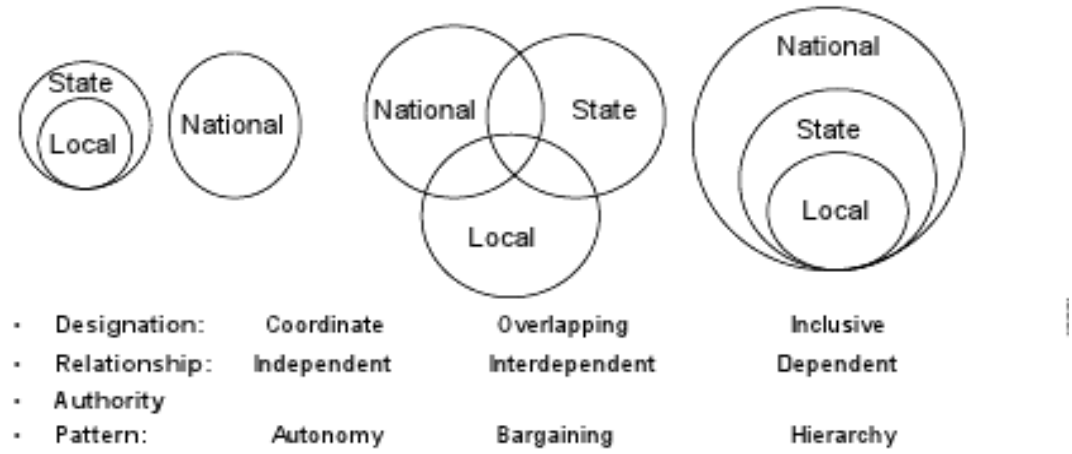

Figure 3. Three Models of Intergovernmental Relations

Source: *Wright, Deil S. 1982. Understanding Intergovernmental Relations, Second Edition, California.*

Figure 3 shows three models of relations between national, state and local authorities in the United States (It is recommended that it be implemented in Indonesia). The model is like most simple models that are still far from a model that displays the complexity and reality of government. For the needs of the discussion of this paper, the author only wants to discuss the second model, namely the overlapping model. The overlapping model of authority provides three information, ***first,*** each circle shows fields/functions that are the authority of the government at the national, state and local levels; ***second***, each circle has an autonomous region or a single/independent jurisdiction; ***thirdly,*** there is an overlapping area of authority relating to certain government affairs (such as matters of public works and spatial planning, economic affairs, political affairs). In the third area (overlapping authority) this is the area of bargaining (lobbying/negotiating) matters in the form of programs/projects.

9. CONCLUSION

1. Coordination between institutions/institutions at the planning stage has not guaranteed the aspects of quality, quantity, efficiency, administration, benefits of infrastructure development to the fullest. There are still a number of problems in each of these aspects. At the planning stage there are still sectoral egos in the vision planning, mission goals and objectives of each OPD so that they cannot be coordinated properly in producing an integrative planning document. In addition, external environmental pressures, especially political pressure through the central government, make all regional attention directed towards supporting the completion of national development projects.

2. Coordination between agencies/institutions at the implementation stage has not been maximized so that there are still a number of cases regarding aspects of quality, quantity, efficiency, administration, benefits of infrastructure development in NTT Province. Vertical coordination starts from workers, project foreman, contractor, contractor and employer in this case the provincial and district PUPR services have not received good attention.

3. Coordination between agencies/institutions at the supervision stage, especially functional coordination between supervisors has not been done well, so that the directions for improvement according to project monitoring results are not the same so they tend to confuse project workers and project managers. Functional coordination carried out by BAPPEDA*(Badan Perencanaan dan Pembangunan Daerah,* - Regional Planning and Development Agency) was considered not so effective, so that the synchronization and integration of each sector in the development management had not been effective.

4. Thus, ineffective coordination at the planning, implementation and monitoring stages both vertically and horizontally affects the effectiveness, efficiency, quality, value of benefits, and in turn administrative shortages in the implementation of infrastructure development in the PUPR sector in NTT Province.

10. RECOMMENDATIONS

Based on the conclusions generated from this study, some suggestions as recommendations in coordinating the management of infrastructure development for public works of roads, bridges, dams, “embung” in NTT Province are as follows:

1. To ensure the quality, quantity, efficiency, administration and achievement of the benefits of the construction of road infrastructure, bridges, dams, "embung" in NTT Province, it is necessary to increase the resources of construction service implementing apparatus both government apparatus and construction service providers.

2. To guarantee the principle of benefit from the construction of road infrastructure, bridges, dams, and reservoirs in NTT Province, it is necessary to coordinate across sectors starting from planning, implementation, and also at the level of control. Coordination is both vertical coordination between levels of government, horizontally between sectors both government and private.

3. The central government and regional governments are expected to conduct construction services to avoid the lack of quality and quantity of the construction of road infrastructure, bridges, dams and "embung" (or reservoirs) in NTT Province.

4. It is necessary to implement integrated development planning to minimize sectoral ego in the implementation of PUPR infrastructure development in NTT Province.

5. Project implementers, especially the government, are expected to implement an internal control system to guarantee quality (quality control) for all infrastructure built.

6. There is a need for training laborers to avoid the quality problems of infrastructure development.

7. To guarantee the value of benefits from infrastructure development, it is necessary to conduct in-depth studies starting from input, output, outcome, benefit (profit) and impact.

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