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Collaborative Governance between Stakeholders in Local Resource Management in North Maluku

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Abstract: This research departs from the phenomenon of local government cooperation between Ternate City, Tidore City Kepulauan, and West Halmahera Regency in the management of local resources in the fields of agriculture, fisheries, and marine as well as in the tourism sector, which is named the Golden Triangle Cooperative. This study uses collaborative governance, which is part of the governance paradigm, to encourage joint efforts of stakeholders in overcoming various problems through collective decision-making. This study aims to analyze the implementation and constraints of collaborative management of local resources. The experimental method was used with a qualitative approach to analyze the data, while the data was collected through interviews, observation, and documentation data analysis using the spiral model. Based on the data analysis, it is concluded that the collaboration model in its implementation is still limited to the concept of unifying perceptions, and it is based on several factors between unclear collaboration designs, inadequate leadership support.

Keywords: Collaboration governance, stakeholders, local resources

馬魯古北部地方資源管理中利益相關者之間的協作治理

摘要: 本研究與特爾納特市, 蒂多爾市克普洛安市和西哈馬黑拉攝政區在農業, 漁業和海洋領域以及旅遊業中被稱為“黃金”的地方資源管理之間的地方政府合作現象背道而馳。三角合作社。本研究使用協作治理的概念, 它是治理範式的一部分, 旨在鼓勵利益相關者共同努力, 通過共同決策來克服各種問題。本研究旨在分析本地資源協同管理的實施和約束。為了分析數據, 探索性方法與定性方法結合使用, 而數據是通過訪談, 觀察和記錄收集的。使用 spiral 模型進行數據分析。根據數據分析, 得出的結論是, 協作模型的實施仍限於統一觀念的概念, 這是基於不清楚的協作設計, 領導支持不足之間的幾個因素。

關鍵字: 合作治理, 利益相關者, 本地資源

1. Introduction

North Maluku is a province in Indonesia that has archipelagic characteristics. So that geographically, between one district and another city, it is limited by islands that are separated from one another. Even the conditions of geographical differences also resonate with the ethnocentrism of each region. Supriyono [1] admits that the emergence of ethnocentric attitudes between areas in Indonesia is caused by differences in geographical, economic status, socio-culture, ethnicity, history, and ideological experiences of each autonomous region.

Under these conditions, in the 2000-2025 Provincial Spatial Plan, the government encourages synergy between regions. Ibrahim A. M. states that the synergy between areas is determined based on roles and functions, including strategies for developing service participation and growth centers to reduce inter-regional dependency [2]. For example, Ternate is a small island city with limited agricultural land and only focuses on the service sector's dependence on other areas to meet farming needs and horticultural products. This need has not been completed at the regional level,

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so it must be imported from other regions outside North Maluku. Based on data from the Industry and Trade Office of Ternate City, 80.14 percent of basic needs in Ternate City are still imported from Manado, Makassar, Surabaya, even though the local potential in other districts in North Maluku is enormous but not yet maximized [3].

Based on statistical data for Maluku Province in 2019 and data on GRDP according to the business sector in 2014-2018 issued by the Central Statistics Agency of North Maluku Province in 2020, it describes the economic growth of North Maluku Province from year to year and has experienced a positive increase. During the last five years (2014-2018), the Agriculture, Fisheries, and Forestry sectors have always dominated the economic structure. However, the percentage continues to decline every year. In 2014 the contribution value of agriculture, forestry, and fisheries was 25.77 percent, and in 2018 it decreased to 22.60 percent. Meanwhile, the economic growth of North Maluku Province in 2018 for the management industry sector (32.13 percent), while the fisheries, agriculture, and forestry sectors were only able to grow 3.16 percent.

In addition, the tourism potential in North Maluku Province has not been fully utilized. Many types of tourism can be developed, such as cultural and archeological tourism, history, customs, and legacies of the past, including the Sultan of Ternate and Sultan Tidore Kadaton. In addition, there is also marine, and natural tourism, but good facilities have not supported this potential. Based on North Maluku Province Statistical Data issued by the Central Statistics Agency of North Maluku Province in 2020, the number of hotel accommodations in North Maluku Province is 702. From this figure, the occupancy rate of star-rated hotels was 49.70 percent, while non-star hotels were 21.02 percent, with an average length of stay for both star and non-star hotels ranging from 1 - 2 days. From statistical data, it can be seen that foreign tourist visits have decreased from 216 to 2019. However, domestic visits have increased from 2016 to 2019.

Based on these conditions, in 2016, the Municipal Government of Ternate, the City Government of the Tidore Islands, and West Halmahera Regency, which are geographically adjacent, agreed to sign the Memorandum of Understanding (MoU) collaboration in local resource management. They focused on optimizing infrastructure and marketing to support agricultural potential and food crops and fishery products. In addition, an agreement was made to optimize the tourism sector by conducting an integrated partnership program which is expected to increase regional income in the tourism sector.

However, since 2016 an MoU has been signed between the mayor of Ternate, the Mayor of Tidore Islands, and the Regent of West Halmahera, apparently not going well. Based on observations, since the

agreement was made in collaboration, only four meetings were held. According to Ansell & Ansell [4], the institutional association is also unclear. In contrast, the success of a collaborative model cannot be separated from the support of the design of cooperative institutions and leadership support.

Based on the description in the study, it aims to analyze collaboration performance and the inhibiting factors in collaboration.

2. Literature Review

2.1 Governance Perspective

In many kinds of literature that provide an understanding of government as the old government, this view refers to the paradigm of government which in the 1950s and 1960s, especially in developing countries, placed the government as the main actor in the government process, especially economic development and has great authority in policy-making. However, in the 1990s, a power shift was known as a paradigm shift from the government era to the governance era.

Yamamoto [5] and Anttiroiko [6] reveal a shift in government paradigm to governance as a form of transfer of powers previously included in the government's authority. Later it shifted to joint ownership with non-governmental sectors such as the private sector, non-governmental organizations, and society individually so that non-governmental sectors the government has increased. There is more open access in the process of policy-making and policy implementation.

Meanwhile, Bevier [7] and Anttiroiko [6] claim that the shift from government to governance occurs due to inadequate government capacity in dealing with changes in world organizational structures. For example, after the formation of the United Nations and World Bank, the emergence of social development pressures, and the continuous globalization process, the government is no longer the dominant factor but depends on other sectors.

2.2 Collaborative Governance Concept

Collaborative Governance is part of the governance paradigm that encourages joint efforts from stakeholders and non-states to overcome complex problems through collective decision-making and implementation. In general, Islamy [8] reveals that collaborative governance encourages the practical solving of complex problems by involving critical and alternative top-down management, policy integration, and implementation.

Emerson et al. [9] provide views of collaborative governance as a decision-making process and public services that involve all components of policy-makers in both the public and private sectors. In line with that, Ansell and Ansell [4] mention collaborative

governance as a new strategy in governance that makes various policy-makers gather in the same forum to create a common consensus. Even collaborative governance as a governance arrangement between several public institutions directly involves non-government actors in a formal, consensus-oriented, and consultative collective policy-making process intending to make or implement public policies, managing public programs or assets.

Based on the understanding of collaborative governance, Ansell and Ansell [4] emphasize six criteria. (1) The forum is initiated by a public institution. (2) Participants in the forum must include non-government actors. (3) Participants must be directly involved in policy-making and not just "consult" with the government. (4) The forum must be organized formally and meet regularly. (5) The policies taken must be based on consensus. (6) Collaboration focuses on public policy or public management.

Ansell [10] states that collaborative governance is the right instrument to confront problems because collaborative governance creates "joint ownership" of problems. Various actors who have different perspectives will interact in seeing a problem. It is not an easy thing to develop an understanding of the roles of these actors. Collaborative governance acts as an intermediary so that actors can formulate the same version of a problem.

Collaborative governance can also describe the state of interdependence between actors. The desire to do collaborative management arises because actors are aware of their limitations. Then, these actors need to express their passion and willingness to develop a closer relationship with other actors. Each actor involved needs to recognize the legitimacy that other actors have. After the actors are committed to collaborating, it is necessary to build a sense of shared ownership in each collaboration process [10: 178].

Ansell and Ansell [4: 550] build a collaborative governance model that contains four variables that make up the model, namely (1) initial conditions, (2) institutional design, (3) leadership support, and (4) collaborative processes as process variables become the core of the model. Initial conditions, institutional design, and leadership variables contribute either as critical determinants or as contextual.

2. Methods and Materials

This research uses a descriptive qualitative approach [11] to describe the perceptions of actors or stakeholders in local resource management carried out by the Ternate City Government, the Tidore Islands City Government, and the West Halmahera Regency Government. In the presentation of this research, it is explained about the implementation of cooperation in local resource management. The data sources of this research consist of in-depth interview data, observation, and other document data related to the

object of this research. The data was analyzed using the spiral method popularized by Creswell [11: 151], which will be illustrated in Figure 2 below.

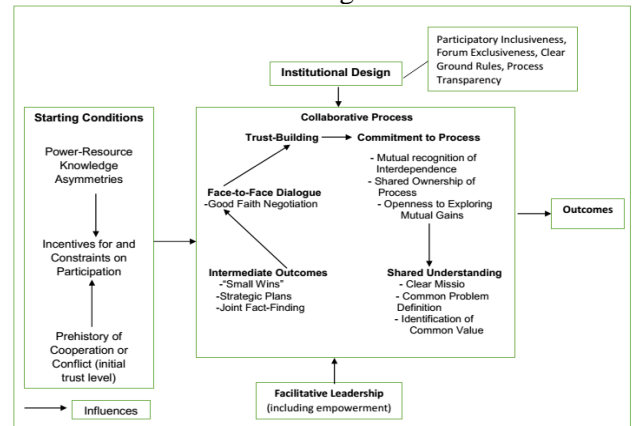


Fig. 1 Collaborative governance model (Adapted from [4])

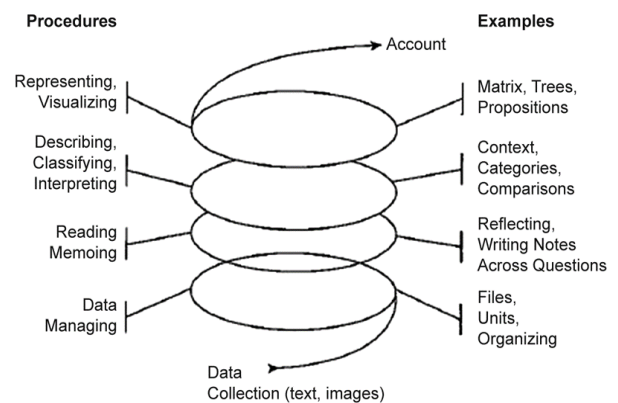


Fig. 2 Spiral data analysis model (Adapted from [11])

3. Results and Discussion

Based on the analysis of governance collaboration data in managing local resources in North Maluku Province, Ternate City, Tidore Islands City, and West District, we can assume several factors influenced collaboration implementations, including institutional design factors in collaborative governance and leadership support factors.

3.1 Design Collaborative Governance Institutions

One of the factors for the failure to implement collaboration in local resource management between the Ternate City Government, the Tidore Islands City Government, and the West Halmahera Regency Government is the design of the collaboration institution. Based on the observation and interview analysis results in this collaboration, the government is still doing it. Currently, what is still happening is a partial collaboration between governments. If you look at the cooperated objects, it must also involve all parties such as farmers, fishermen, traders, entrepreneurs, and tourism actors. By uniting all elements of society, the relationship process can simultaneously take place between the government and the government, government and citizens, and the government and entrepreneurs.

However, based on the analysis of interviews and observations, it was also revealed that the failure of design to form collaborative institutions could not be separated from the understanding that actors cannot distinguish between collaboration and cooperation. The results of this study are in line with Warsono's opinion [12] that the failure of collaboration is caused by a misunderstanding of the concept of cooperation and collaboration in determining an object of cooperation. Even in Indonesia, it often provides equivalent words for cooperation and collaboration and is used interchangeably, even though they have different meanings. Explicitly, cooperation is carried out in the form of government to government or part of the government to business. However, collaborative governance can be carried out through government, government, government to citizen, and government to business simultaneously.

This view refers to the thoughts of Doberstein [13: 821-823], Kapucu et al. [14: 45], who say that government actors themselves consist of state and non-state actors, including business or entrepreneurial actors, civil society, and others. Emerson et al. [9: 2] define collaborative governance broadly as a process and structure of public policy decision making and management that involves all components of policy-makers in both the public and private sectors.

Meanwhile, according to Patterson [15: 1], cooperation between regions is a common interest that encourages two or more local governments to provide joint services or solve problems collectively. Meanwhile, Keban [16: 2] suggests cooperation between regions to solve administrative areas and their potential resources. Law Number 23 of 2014 concerning Regional Government also emphasizes cooperation between regions, namely cooperation between border regions to carry out government affairs that have regional externalities and public services that are more efficient when managed collectively.

Therefore, cooperation between regional governments is more focused on administering government affairs that can create conflicts of interest. Thus Praktikno [17: 134] states that one of the things obtained from inter-regional cooperation is the management of disputes between local governments which can be a forum for interaction between regional stakeholders.

Ansell and Ansell [4: 44-45] emphasize six essential criteria: (1) forums initiated by public bodies or institutions, (2) forum participants include non-state actors, (3) participants are directly involved in decision making and not only consulted by public bodies, (4) forums are held formally and meet collectively, (5) forums aim to make decisions based on consensus (although in practice consensus is not reached), and (6) focus on public policy collaboration or public management.

3.2 Facilitate Leadership

Facilitating leadership in collaborative governance is one of the obstacles in implementing local resource management. It was evident from the results of interview analysis and field observations at the beginning of the collaboration process initiated by each Regent and Mayor through the Memorandum of Understanding (MoU) in December 2016 as a form of collective awareness of optimizing integrated development and connectivity between Ternate City, Tidore, West Halmahera Islands, and districts.

However, the implementation of the collaboration did not work. It was due to a lack of support from stakeholders, especially the leadership of the regional head in building collaborative designs. According to Ansell and Ansell [4: 48-50], this phenomenon is a problem of leadership facilitation, an essential element in the collaborative process. Omoda et al. [19: 48] suggest that facilitative leadership can be described as behavior that develops collective abilities that collaborate to adapt, solve problems, and improve organizational achievement.

Based on the analysis of factors weakening the facilitation of leadership due to ethnocentric attitudes between regions and local political interests that are still strengthened with the participation of the Mayor of Ternate City, Burhan Adurahman, who participated in the candidacy for the Governor of North Maluku in 2018, encourages other actors in Tidore Islands City and actors in West Halmahera Regency.

In fact, in the collaboration between the Tidore Islands City government and the West Halmahera Regency Government, they did not allocate a particular budget for collaboration programs. Such programs originated from the Regional Expenditure Budget to implement each regional apparatus organization that is still not based on a collaborative program.

The weakening of leadership facilitation is inseparable from the design of collaborative institutions that tend to work from government to government so that stakeholders from the private sector, farmers, fishers are not empowered. According to Ansell and Ansell [4: 556], the main requirement in a successful collaboration must involve all stakeholders involved in the object being collaborated, be it actors or stakeholders affected or not affected by the thing.

4. Conclusion

Based on the above discussion, it can be concluded that the implementation of collaborative governance in local resource management between Ternate City, Tidore Islands City, and West Halmahera Regency is still a concept. In its performance, it has not provided maximum results. It is influenced by several factors, including: (1) the design of a collaborative institution that is more directed at the concept of cooperation in the form of government to government and there is no direct involvement of elements of business and society;

2) leadership support in collaborative management of local resources has not yet contributed to solving local resource problems. It is influenced by the ethnocentric attitude factor between the regions and local politics so that actors who collaborate do not directly involve farmers, fishers, traders, and entrepreneurs.

To encourage more optimal management of local resources, the Government of Ternate City, the City Government of Tidore Islands, and the Government of West Halmahera Regency in carrying out the collaboration process require the support of local government elites and institutional designs that can involve all stakeholders and are strengthened by regulations that can bind all stakeholders involved in collaborative management of local resources.

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