

Analysis of the Failure of Implementing Collaborative Governance in Archipelagic Regions

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ABSTRACT: *This study analyzes the failure of the implementation of collaborative governance in the islands region carried out by the Ternate City Government, Tidore Islands City and West Halmahera Regency in managing local resources. The research is a qualitative research to reveal and understand something unknown phenomenon by using data collection techniques through interviews, observations and documentation studies and using Spriral analysis techniques. Based on the results of the research conducted, it shows that the geographical condition of the archipelago that separates one region from another is an obstacle to forming collaboration institutions that can facilitate the interests of stakeholders, besides that there are no regulations at the local level that have not regulated the rights and obligations related to collaboration in local resource management so that stakeholders in the stakeholder interaction process are still partial. Therefore, to encourage the implementation of optimal collaboration, collaboration institutions are needed that can accommodate all stakeholder interests and dynamics by referring to the collaboration model with a network administrative organization model approach.*

KEYWORDS: *Failure, Collaborative Governance, Archipelagic Regions*

I. INTRODUCTION

North Maluku is one of the provinces in Indonesia that is geographically characterized by islands, where one region is separated from another by the sea, thus affecting regional connectivity between local governments in managing local resources. This condition encourages the Ternate City Government, Tidore Islands City Government and West Halmahera Regency which are geographically close in area and need each other to cooperate in the form of collaborative governance in local resource management.

The collaborative governance process in local resource management is focused on agriculture, fisheries, tourism and inter-island transportation. This collaboration process is carried out based on the characteristics of regional potential to fulfill the weaknesses of each region. Because Ternate City, Tidore Islands City and West Halmahera Regency have different characteristics, where Ternate City is an island city that relies on the service sector to meet economic needs, while Tidore Islands City and West Halmahera Regency rely on the agriculture and fisheries sectors.

Ibrahim(2019)in the process of cooperation carried out by local governments in North Maluku must be with the aim of synergizing between regions based on the roles and functions of each region through an equitable development strategy and determining growth centers with the aim of reducing dependence between regions. Wang(2014)calls the process of collaboration between institutions involving government and non-government actors must be adjusted to the authority, capacity and resources of each stakeholder to participate and contribute to designing, implementing and evaluating more optimal collaboration efforts.

Collaboration Governance carried out by the Ternate City Government, the Tidore Islands City Government and West Halmahera Regency is considered to have failed in synergizing between regions, even the collaboration process carried out by the three local governments is considered to be limited to discourse and

has not been implemented properly. The results of research conducted Hafel at al(2021)show that the collaboration carried out between the governments of Ternate City, Tidore Islands City and West Halmahera Regency is still limited to the concept of unifying perceptions because so far the three local governments have signed a Memorandum of Understanding (MoU) there is no real program but it is still limited to meetings.

Based on data analysis, the failure to implement collaboration between the three local governments is influenced by the geographical conditions of the area that has the characteristics of the archipelago, where the area is limited by the sea and the island inhibits communication between stakeholders' in collaborating so that it requires the design of cooperation institutions that can accommodate all stakeholders. Chang(2010) revealed that the geographical condition of the islands determines many aspects that build the characteristics of a region's society, one of which is the cultural aspect so that the island area needs its own treatment.

Rahmatunnisa *et al* (2018), Madubun et al(2017)revealed that one of the problems faced by the archipelago is related to the limited communication infrastructure and sea transportation between islands, thus weakening the region to build good communication. In addition, people in the islands have cultural and linguistic diversity, which is a challenge in building understanding and coordination between various parties, thus hindering the formation of collaborative institutions in facilitating stakeholders' interests in local resource management.

In addition, the collaboration process has not been strengthened by regulations governing the collaboration process between the three local governments, even the provincial government, which can protect the collaboration process, is not actively involved. Based on the Memorandum of Understanding (MoU) between the Ternate City Government, West Halmahera Regency Government, Tidore Islands City Government which refers to the memorandum of cooperation Number 100/47/2016, Number 2012/180.2/2016 and Number 050/856/01/2016 concerning inter-regional cooperation signed by each regional head on August 16, 2016 at the Ternate mayor's office.

Departing from these conditions, this research analyzes the failure of collaboration implementation from the institutional and regulatory aspects that strengthen institutions that can facilitate stakeholders in local resource management. The article is expected to contribute to local governments characterized by islands to encourage synergy between local governments through collaborative governance.

II. LITERATURE REVIEW

This research refers to the concept of collaborative governance which is a new concept that shifts the role of government to governance as a form of transfer of authority that was previously the authority of the government to become a shared authority between the non-government sector such as the private sector, non-governmental organizations and individual communities so that the non-government sector is increasing and open access in the policy-making process and policy implementation, (Yamamoto, 2008), (Nurhadryani, 2009).

Islamy(2018) explains the meaning of collaborative governance as rare to encourage effective problem solving by involving all stakeholders and stakeholders as well as top down management, policy making and implementation. Similarly, Taylor at al,(2012) revealed that collaborative governance emphasizes the involvement of all elements that have an interest and participate in joint policy making so that there is a division of authority.

Davies and White(2012); Emerson at al(2012) also emphasized that the concept of collaborative governance involves all elements of both government (state) or non-state and society to work together to address complex problems through collective decision making and implementation. Doberstein(2015), Kapucu(2014)explicitlymentionthatgovernanceactors themselves consist of state and non-stateactors which include business or entrepreneurialactors, civil society and others. (Wang, 2014)calls the process of collaboration between institutions involving government and non-government actors (private and community) and the collaboration process is adjusted to the authority, capacity and resources it has to participate and contribute to designing, implementing and evaluating efforts to increase business productivity of collaborating stakeholders.

Ansell & Gash (2008), (Purwanti, (2016) mention that there are 6 characteristics used in Collaborative Governance, including (1) the forum is initiated by a public body; (2) forum participants include non-state

actors; (3) participants are involved in decision making and not only consulted; (4) the forum is organized formally; (5) the forum aims to make decisions by consensus; and (6) the focus of cooperation is on public policy or public management.

While the results of research conducted by Amalputra et al (2023) state that the collaborative governance process has not run optimally, it needs changes that can be made by emphasizing aspects of 1) improving institutional design to strengthen coordination functions and strengthen partnership functions through the formation of technical implementation units 2) Improving the facilitation leadership dimension through strengthening authority, 3) Refinement of the collaborative process dimension, with the development of specific technical mechanisms for each division, as well as providing incentives in the form of knowledge support and facilitation for sharing data, information, knowledge, and policies.

III. RESEARCH METHOD

The research is qualitative research, to reveal and understand something unknown phenomena (Strauss & Corbin, 2009). Specifically, this research uses a naturalistic approach that involves researchers directly where the researcher is the main instrument that adapts to the research location (Creswell, 2007). The location of this research was conducted in Ternate City, Tidore Islands City and West Halmahera Regency of North Maluku Province, while to obtain data the researcher used interview instruments, observation and documentation. Directly to informants including regents and mayors as well as leaders of regional apparatus organizations, stakeholders' and the private sector, besides using the observation method to present additional data in supporting the data obtained from interviews. In data analysis, it refers to the Spiral model developed by Creswell (2007) through data analysis procedures that begin with the stages of data collection, data management, the stage of reading data, the stage of describing and classifying, the stage of building judgment and interpretation and the stage of presenting and visualizing data. The data stages can be drawn in a spiral picture as follows.

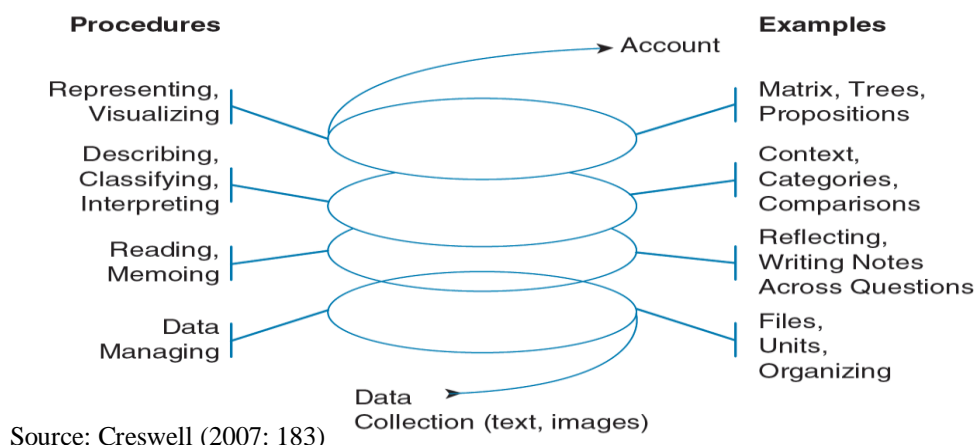


Figure 1. Spiral Data Analysis Procedure

VI. RESULTS AND DISCUSSION

1. Failure to Implement Collaborative Governance in the Archipelago Region

Geographically, North Maluku Province is characterized as an archipelago bordered by sea and islands, hence the need for integrated development and connectivity between regions that are geographically close and have common goals. Therefore, since 2016 the Ternate City government, West Halmahera Regency and Tidore Islands City government have made an agreement in the form of collaboration in managing local resources in the region.

The collaboration carried out by the three local governments, departed from the reality that the potential of local resources in West Halmahera Regency, Ternate City and Tidore Islands City has not been managed properly, there has been no government intervention in increasing the added value of resource management. It has long been recorded that the economic interaction activities carried out by the community in the Ternate City, Tidore Islands City and West Halmahera Regency are still carried out independently, where horticultural traders from West Halmahera Regency bring crops to Ternate City and Tidore City using traditional transportation that connects between the islands, as well as farmers from Tidore Islands who mobilize crops to the market in Ternate City using traditional transportation so that the results obtained are not optimal.

Whereas based on the results of data analysis, the presence of farmers from West Halmahera Regency and Tidore Islands City to meet horticultural needs in the city of Ternate as a city can be able to minimize the inflation rate in Ternate City as a service city. Because the city of Ternate as an island city by relying on the potential of trade services only brings in the needs of vegetables and horticulture from the island of Sulawesi and the island of Java so that if sea weather conditions then have an impact on scarcity due to scarcity. Therefore, the presence of horticultural farmers from the Tidore Islands City and West Halmahera region as horticultural suppliers to the city of Ternate is an alternative to overcome these conditions, &(Yamin & Priyo Jatmiko, 2016)

But often, the presence of farmers from West Halmahera and Tidore Islands can contribute to the inflation rate in Ternate city but often experience obstacles in mobilizing agricultural products through sea transportation that connects between islands, even often traders in West Halmahera do not get a proper place to market plantation and fishery products in Ternate city. Therefore, the local governments of Ternate City, Tidore Islands City and West Halmahera Regency encourage collaboration to facilitate the process of managing local resources carried out by farmers, fishermen, entrepreneurs.

Based on the results of the analysis, collaboration in local resource management between the three local governments is considered not optimal and even failed because some of the agreements made by the Ternate City, Tidore Islands City and West Halmahera Regency governments did not go well. This is in line with the results of previous research conducted by Hafel et al (2021) which stated that the collaboration process carried out was still limited to discourse in the form of discussions and could not be implemented properly.

In addition, the process of understanding in the collaboration of local resource management is still dominated by government elements while the community, in this case the elements of farmers, fishermen and traders, have not been involved optimally, where stakeholders who become networks in the collaboration have not been maximally involved and still make government elements the dominant element. (Hafel, Jamil, Umasugi, Milwan, et al., 2021)

Whereas according to O'Leary and Vij (2012) in the collaboration process there must be a balance of power to avoid conflict so that the balance takes into account accountability between stakeholders, communication between stakeholders, legitimacy from all stakeholders, trust from all stakeholders and technology and information to support the collaboration process that transcends geographical boundaries. Ansell and Gash (2008) also emphasize that the collaborative governance process emphasizes six criteria. (1) The collaboration forum is initiated by public institutions. (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 should be formally organized and meet regularly. (5) Policies must be based on consensus. (6) Collaboration focuses on public policy or public management.

2. Factors of Failure to Implement Collaboration in the Archipelago Region

Collaborative governance carried out by the governments of Ternate City, Tidore Islands City and South Halmahera Regency is intended to create integrated development and connectivity between regions that geographically have different but adjacent island areas so that it is hoped that the implementation of collaboration can optimize more effective local resource management.

However, in its implementation, there are several factors that encourage the failure of collaboration to create institutional synergy in local resource management. Among the factors that encourage failure are

geographical factors as an archipelago that separates the Tidore Islands City and West Halmahera Regency Governments, resulting in a lack of closeness between stakeholders in building collaborative institutions. This is in line with the results of research conducted by Crescenzi et al(2017) which mentioned the lack of institutional closeness of collaboration caused by geographical conditions that separate stakeholders so that the intensity of communication is reduced which impacts on the failure of collaboration.

On the other hand, people in the archipelago have different traditions and cultures from one region to another, resulting in poor communication. According to Muis(2010); Kotan(2011) one of the characteristics of the archipelago in terms of socio-cultural aspects is that communities in the archipelago are segregated in settlements according to the territory of an island so that people tend to be closed. This has an impact on the presence of stakeholders in building institutions that tend to experience miscommunication. According to the results of research conducted by Septiani et al (2021), the community tradition factor greatly influences the successful implementation of collaboration because stakeholders tend to work based on their respective traditions and cultures.

Based on the results of the analysis, the traditions and culture in Ternate City, Tidore Islands City and West Halmahera Regency are more communal and tend to maintain the ego and interests of each stakeholder so that there is no commitment and credibility that ignores the programs and agendas agreed upon by each stakeholder. In addition, government actors in implementing the program are also still partially done with the reason that when a program agreement is made, it always fails because each local government is more concerned with its own program so that it ignores the previously made agreement.

Therefore, ignoring the agreement encourages the failure of implementing collaboration in local resource management between the Ternate City Government, West Halmahera City Government and each other stakeholder. According to Astuti et al (2020) the failure of collaboration implementation can occur when changes are made to the agreement that has been agreed upon at the beginning and the emergence of new different interests among stakeholders including the leaders of each group. Ansell and Gash(2008) collaborative governance emphasizes 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 should be formally organized and meet regularly. (5) Policies must be based on consensus. (6) Collaboration focuses on public policy or public management.

Meanwhile, based on the findings of the collaboration model carried out by three governments, there is no collaboration structure accommodated in an organization and only each stakeholder participates in the form of a network and occasional meetings are held but are considered ineffective. Whereas Ansell and Gash (2008) explicitly revealed that at least collaborative governance is managed in a cooperative body as a medium that facilitates stakeholders who are representatives of the elements that collaborate. The forum is officially organized and conducts regular meetings consisting of public and private institutions, including the general public because various references reveal that failure in the collaborative process is caused by differences in views between stakeholders and stakeholders.

Therefore, the implementation of collaboration must form an institutional model that can accommodate all interests as well as overcome geographical conditions that become obstacles in optimizing collaboration in local resource management. One of the collaboration models put forward by Provan & Kenis(2008) is the network administrative organization model approach characterized by the existence of a strictly administrative entity, which is formed to manage the "network" not as a "service provider" and its managers are paid. This model is a mixture of the two previous models, namely the self-governance and lead organization models.

In addition, the factors that encourage the failure of the implementation of collaborative governance in local resource management are related to the dimensions of regulations at the local level that regulate rights and obligations including the basis related to collaboration in local resource management. The implementation of this collaboration is considered not strengthened by regulations that can bind the parties that build cooperation and stakeholders who participate in collaboration, because in this collaboration there are no derivative rules that can bind the parties involved in collaboration but the reality is only based on ordinary agreements in the form of Memorandum of Understanding (MoU) so that they are not binding on each other.

Supposedly, after an agreement is made, it must be followed up with joint regulations that regulate technically and things that are done together. One of the steps taken by the agreement on the points of cooperation can then be followed up in the form of a cooperation agreement which is technically carried out between the Regional Work Units (SKPD) and stakeholders from each local government according to the object of cooperation, but in its implementation this has not been done so that the agreement is ignored. One example of failure to implement collaboration is seen from the agreement, the Tidore Islands City Government to build a storage building for agricultural products in Sofifi City to anticipate agricultural products from Halmahera Island to Ternate Island and Tidore Island for temporary transit when sea weather conditions are not possible but the agreement was not implemented because there was no binding regulation from each collaborating stakeholder.

On the other hand, the agreement process also stated that to support the smooth implementation of the collaboration, each local government provides a budget, whether it is allocated in the APBD or in other forms, it is not realized so that from the institutional aspect it does not provide financial arrangements, both budget provision and arrangements regarding benefits in collaboration and the division of tasks of each collaborating stakeholder. Because in principle, collaborative governance is a joint arrangement where public and private stakeholders are together in a forum with public agencies to engage in consensus-oriented decision making. Stoker (2004) explains that in the context of governance, it refers to government activities based on rules and structures that function importantly in collective policy making.

V. CONCLUSION

The failure of the implementation of collaborative governance in local resource management between the Ternate City Government, the Tidore Islands City Government and the West Halmahera Regency in North Maluku Province is influenced by geographical conditions as an archipelago that limits other regions, in addition to weak regulations at the local level that regulate rights and obligations that have an impact on optimizing more effective collaborative institutions. Therefore, collaborating actors need to design a collaboration institutional model that can accommodate the interests of all collaborating actors. Therefore, as a form of recommendation in the research, a collaboration institution that can accommodate all stakeholder dynamics by referring to the collaboration model with a network administrative organization model approach is characterized by the existence of an administrative entity expressly to manage the collaborating network.

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