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COLLABORATIVE GOVERNANCE IN LOCAL ECONOMIC DEVELOPMENT: THE CASE IN EAST JAVA, INDONESIA

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ABSTRACT

Purpose: The aims of this study is to analyze the local economic development in Sumenep Regency with a collaborative governance perspective. We employed qualitative research techniques that focused on describing and understanding the subject.

Methods: Our analysis of the data involved interactive methods. We conducted in-depth interviews with 30 individuals who represented various stakeholders in local economic development, including the government, private sector, community, media, and universities. Research is focused on context systems, collaboration drivers, collaboration dynamics and collaborative action. In this study, the weak collaboration context system is caused by weak network ties and low stakeholder interaction frequency. Meanwhile the leadership factor has an important role in building and strengthening stakeholder networks and interactions as a driving force for collaboration.

Finding: The findings of this study construct the theory of collaborative governance put forward by Emerson and Nabatchi (2015) by adding elements of social capital, forming collaborative institutions (Koperasi or BUMDes) and strengthening collaborative institutional capacities.

Contribution/Originality: The research covers the significance of collaborative institution formation (Koperasi or BUMDes) and the role of social capital in successful collaborative governance for local economic development. These research suggests a collaborative governance model based on Emerson and Nabatchi's regime combined with collaborative institution formation. Emphasizes the importance of strengthening social capital and collaborative institutions for achieving successful collaborative goals in local economic development.

Keywords: collaborative governance, local economic development.

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GOVERNANÇA COLABORATIVA NO DESENVOLVIMENTO ECONÓMICO LOCAL: O CASO EM EAST JAVA, INDONÉSIA

RESUMO

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Finalidade: O objetivo deste estudo é analisar o desenvolvimento económico local na Regência de Sumenep com uma perspetiva de governança colaborativa. Empregamos técnicas de pesquisa qualitativa que focaram na descrição e compreensão do assumpto.

Métodos: Nossa análise dos dados envolveu métodos interativos. Realizamos entrevistas em profundidade com 30 indivíduos que representaram vários stakeholders no desenvolvimento económico local, incluindo o governo, sector privado, comunidade, mídia e universidades. A pesquisa é focada em sistemas de contexto, impulsores de colaboração, dinâmica de colaboração e ação colaborativa. Neste estudo, o fraco sistema de contexto de colaboração é causado por laços de rede fracos e baixa frequência de interação entre as partes interessadas. Enquanto isso, o fator liderança tem um papel importante na construção e fortalecimento de redes e interações de partes interessadas como uma força motriz para a colaboração.

Descobertas: Os achados deste estudo constroem a teoria da governança colaborativa apresentada por Emerson e Nabatchi (2015), adicionando elementos de capital social, formando instituições colaborativas (Koperasi ou BUMDes) e fortalecendo capacidades institucionais colaborativas.

Contribuição/Originalidade: A pesquisa descobre a importância da formação de instituições colaborativas (Koperasi ou BUMDes) e o papel do capital social na governança colaborativa bem sucedida para o desenvolvimento económico local. Essas pesquisas sugerem um modelo de governança colaborativa baseado no regime de Emerson e Nabatchi combinado com a formação de instituições colaborativas. Salienta a importância de reforçar o capital social e as instituições colaborativas para alcançar objetivos de colaboração bem sucedidos no desenvolvimento económico local.

Palavras-chave: governança colaborativa, desenvolvimento económico local.

1 INTRODUCTION

Collaborative governance is a new perspective in the governance paradigm as part of the study of public administration (Henry, 2015). Collaborative governance should be present as a solution that is used either intentionally or unintentionally to refer to all kinds of efforts involving public policy issues outside the boundaries of the bureaucracy. government (Emerson et al., 2012). “Collaborative governance” has become a buzzword in the world of public administration and management in the twenty-first century. Experts on cross-sector collaboration, define collaboration across sectors as efforts to achieve common goals in various ways, including through cooperation, coordination, collaboration, integration, and so on (Suwignyo et al., 2022). Many individuals tend to confuse collaboration with cooperation or coordination. However, it is important to recognize that collaboration is a more intricate concept. Cooperation tends to be more informal, while coordination requires careful planning and the assignment of roles. On

the other hand, collaboration is the most complex undertaking, involving sustained engagement, pooling of resources, and the potential for creating new organizations among the involved stakeholders (Hawkins, 2018).

The emergence of collaborative governance can be attributed to many factors, including the growing number and complexity of public problems, as well as the context in which these problems must be resolved become more complex and must involve many stakeholders (Emerson and Nabatchi, 2015). Community involvement also plays an important role in collaboration to achieve the behavioral changes needed to achieve sustainability (Inácio & Umgiesser, 2019)(Gillgren et al., 2019).

Several factors determine the success of developing an agropolitan area, including the availability of natural resources, facilities, community social organizations, and various supporting infrastructures. The establishment of agropolitan regions in Indonesia is founded on the legal framework provided by Law no. 26 of 2007 on Spatial Planning. Furthermore, it is reinforced by the implementation of Minister of Agriculture Regulation no. 50 of 2012, which outlines the guidelines for the development of agricultural areas. One of the reasons underlying the government to collaborate in agropolitan development is the development of the local economy. The government needs to encourage collaboration in local economic development (Randall et al., 2018). The success of local economic development in agropolitan areas heavily relies on the collaborative efforts of various stakeholders, including the government, community, private sector, media, and universities. The synergy created among these stakeholders is crucial. Several research findings also suggest that enhancing integration, collaboration, coordination, and participation is essential for the principles, dimensions, and synergistic factors that foster successful local economic development in multiple countries ((Alderwick et al., 2021); (Rokhim et al., 2017); (Bang and Kim, 2016); (Pattberg & Widerberg, 2016); (Stafford-Smith et al., 2017)).

The development of the agropolitan area of Sumenep Regency focuses on the development of superior commodities, namely shallots. As one of the leading commodities, Sumenep shallot is a commodity that has the potential to be developed. Sumenep red onion, known as the local variety "Rubaru," is a result of careful selection from the indigenous Sumenep Madura cultivar. This variety has demonstrated its resilience in various weather conditions. Rubaru onions possess resistance against diseases like Fusarium and Alternaria, as well as protection against caterpillar attacks by

Spodoptera Exigua (Efendi & Maharijaya, 2016). Furthermore, Rubaru onions thrive in low to medium altitude areas, adapting well to both rainy and dry seasons. They have the potential to yield approximately 14-17 tons of dry tubers per hectare. This advantage allows farmers to generate profits even during the rainy season or off-season, setting it apart from other shallot-producing regions in Indonesia like Brebes, Batu, or Probolinggo. The Rubaru District is presently recognized as the primary center for shallot production in Sumenep Regency, encompassing a cultivated area of 1,300 hectares with a productivity rate of 8 tons per hectare. Local farmers have the opportunity to cultivate shallots three times a year: in February-March, May-June, and October-November. Additionally, the Rubaru variety offers additional value as its processed product exhibits enhanced crispiness, a more fragrant aroma, and superior quality for fried onions.

The development of agropolitan from upstream to downstream has not been carried out properly in Sumenep Regency due to the limitations of traditional agricultural production infrastructure, lack of competence of farmers and the use of agricultural technology which is still minimal. Although the development of this agropolitan area has been planned for a long time, until now there has been no significant development and it seems that it is running in place because each stakeholder involved runs independently, the sectoral ego is still very strong (<https://www.koranmadura.com/2019/11/develop-kawasan-agropolitan-di-sumenep-all-parties-must-more-synergy/> accessed on 17 November 2019 at 21:10 wib)

Sumenep shallots are directly marketed by farmers in the form of raw, unprocessed shallots. Sumenep farmers prefer to sell their harvest directly after harvest to the Surabaya market (<https://www.koranmadura.com/2019/01/hasil-bawang-merah-di-kecamatan-rubaru-reach-4-800-ton-a-year/> / accessed on May 14, 2019 at 08.20 WIB). Whereas the development of shallot-based processing industry is very important to be developed in order to provide added value. This added value is expected to be able to improve the economy of farmers. However, the lack of knowledge and skills of farmers, capital problems, marketing networks are the causes of the undeveloped onion processing industry.

To overcome these problems and to realize success in the development of the shallot agropolitan in Sumenep Regency, the collaborative governance perspective can be used. The implementation of local economic development in the regions cannot be accomplished solely by the regional government, but requires collaboration with other

stakeholders. This is what motivated the author to conduct a research "Collaborative Governance in Agropolitan Development (A Study on Agropolitan Development in Sumenep Regency)".

2 THEORETICAL REFERENCE FRAMEWORK

The collaborative governance process consists of four broad variables, namely starting conditions, institutional design, leadership, and collaborative process (Ansell & Gash, 2008). Collaborative governance is on the rise and is now seen as a more global and proactive policy instrument which can be used on a larger scale and extended from one local context to another. Collaborative governance is seen as a proactive policy instrument where one collaborative strategy can be used on a larger scale and extended from one local context to another. The concept of a collaborative platform is one way to provide useful insights into how collaborative governance is promoted and facilitated as a generic policy instrument (Ansell & Gash, 2008). However, the collaborative platform is not suitable to be adopted in this research because new organizations/institutions have not yet been formed as a forum for various stakeholders who collaborate to achieve the goals of developing shallot agropolitan.

In collaborative governance, there are several structural and procedural factors that consistently influence governance outcomes (Siddiki et al., 2017). Specific strategies also need to be considered when designing a collaboration strategy, such as the level of trust. Distrust that is somewhat counterintuitive is actually the driving force for initiating collaboration (Zachrisson et al., 2018). The critical factor for the success of collaboration also lies in the consensus on a shared vision, mission and goals; collaborative network; the existence of a collaborative institutional framework; time and cost; adequate infrastructure, technology and human resources (Bang and Kim, 2016).

Meanwhile, the Collaborative Governance Regime (CGR) concept proposed by (Emerson and Nabatchi (2015) establishes a series of nested dimensions, in which various components and elements consisting of context systems, collaboration drivers, collaboration dynamics, collaborative actions, collaboration outcomes are put to work together dynamically, nonlinearly, and iteratively. CGR has a number of advantages that differentiate it from other collaborative activities. Collaborative governance has been widely used to promote sustainable regional development (Eckerberg et al., 2015). Collaborative governance is assuming a growing significance in addressing the complex



challenges of the modern era. Its role is particularly prominent in fostering regional development and enhancing the management and adaptability of systems to social and economic concerns(Kamara, 2017).

Based on this, CGR was adapted to be the focus of this research to photograph agropolitan development from the perspective of collaborative governance. This is considering that the development of agropolitan areas is one of the national programs that is not only implemented in Sumenep district or in East Java province but is also implemented throughout Indonesia. The development of agropolitan areas is a cross-sectoral program that is at least across the agricultural sector, the trade and industry sectors, the physical development sector and of course involves many stakeholders (Iyoega, 2020). In its current development, the development of agropolitan areas is also closely related to local economic development so that it does not only involve the government but also the private sector, community organizations, communities, local media and universities in the area taking part (Agustina and Artiningsih, 2017). . The limited resources owned by the government are a strong factor for collaborating with various stakeholders stakeholders (Iyoega, 2020). Each stakeholder involved has their respective roles and functions in building, developing and maintaining agropolitan areas to suit and achieve their development goals.

3 RESEARCH METHODS

The research methodology employed in this study was qualitative in nature, chosen as the most suitable approach to address the research objectives. A qualitative descriptive design was specifically selected to allow for an in-depth exploration and development of information collected based on the perceptions of both researchers and informants. This approach aimed to uncover and delve into the nuances of the interactions observed during the in-depth interview process, field observations, and personal notes notes stakeholders (Sugiyono, 2016).

The core focus of this qualitative research was to provide detailed descriptions and deeper understanding of the subject under investigation, which in this case was local economic development in Sumenep Regency. To achieve this, the researchers employed various qualitative research techniques that were centered around describing and comprehending the intricacies of the topic(Hammarberg et al., 2016).



The data analysis process adopted interactive methods, emphasizing engagement and iterative exploration of the collected data. This interactive approach likely involved constant feedback loops between researchers and the data, allowing for a deeper understanding of patterns, trends, and insights that emerged (Nowell et al., 2017).

To gather a comprehensive perspective on local economic development, the researchers conducted in-depth interviews with a diverse group of 30 individuals. These participants were chosen to represent various stakeholders crucial to the understanding of local economic development. These stakeholders included individuals from the government, private sector, community, media, and universities. By involving representatives from these different sectors, the study aimed to capture a well-rounded view of the dynamics involved in local economic development.

The research specifically focused on several key aspects, including context systems, collaboration drivers, collaboration dynamics, and collaborative actions. This focus allowed the researchers to dissect and analyze the multifaceted components that contribute to or hinder collaborative efforts in local economic development. In terms of data analysis, an interactive data analysis model was employed. This suggests that the analysis was not a linear process but rather an ongoing dialogue between the researchers and the data (Skjott Linneberg & Korsgaard, 2019). The model likely facilitated the identification of patterns, connections, and themes within the collected data. This iterative approach to analysis can lead to a deeper understanding of the research findings and help generate valuable insights (Miles, A. Huberman and Saldana, 2014).

In summary, the research methodology utilized in this study combined qualitative research techniques, a qualitative descriptive design, in-depth interviews, and interactive data analysis to comprehensively explore and understand local economic development in Sumenep Regency. This approach facilitated a rich examination of context systems, collaboration dynamics, and collaborative actions from the perspectives of various stakeholders.

4 RESULTS AND DISCUSSION

The level of shallot production in each village in Rubaru District in the period from 2016 to 2019 which has increased every year. The production of shallots in Rubaru is dominated by 3 villages with the highest production, namely Basoka, Mandala and Karangnangka villages. In 2016 as a whole in Rubaru District, the planted area was 520



Ha with a production level of 4270.2 Tons, while in 2019 the planted area was 876 Ha with a production of 5639 Tons. In developing agropolitan based on superior commodities, there are several strategies that need to be applied, namely increasing community independence, increasing farmer institutional capacity, providing incentives to agribusiness actors to develop production and superior commodity products and fulfilling strategic facilities and infrastructure needed by the community (Sitanggang and Sembiring, 2013).

In the context of developing superior commodities in agropolitan areas, it is also necessary to support the availability of transportation infrastructure. Sumenep Regency has a road length of 1,544,676 km. With good road conditions along 667,361 km, lightly damaged 376,165 km, and severely damaged conditions reaching 501,150 km. The types of roads are divided into state roads, 61,120 km long provincial roads, and 1,544,676 km district roads (Sumenep Regency in Figures 2018). Based on the type of surface and road conditions, it will increase the accessibility of the area, both internally (locally) and externally (regionally). The motorized land transportation facilities in Rubaru District are dominated by 158 three-wheeled motorized vehicles and 2,723 motorcycles spread across villages in Rubaru District. Three-wheeled motorized vehicles are generally used to transport seeds and crops from the local community. Access roads that are not too wide are one of the reasons the farming community prefers to use three-wheeled motorized vehicles such as Viar or odong-odong as a means of agricultural transportation that transports seeds, fertilizers and crops. With regard to road conditions in several villages in Rubaru District, it is still necessary to improve road quality. The road quality improvement is not only intended to facilitate access to transportation for local people but also to meet road requirements qualifications to attract investors. The handling of transportation and rural accessibility issues must be carried out through a broad, comprehensive, coordinated and consistent spectrum. This is because rural transportation plays an important role in the economic wheels of rural communities, namely building the socio-economic capabilities of rural communities. This means that transportation is the dominant sector in the development of the economic sector (Kadarisman et al., 2015). Therefore, the formulation of transportation policy must be a comprehensive action by taking into account aspects of regional spatial planning.

The development of agropolitan areas must also be supported by the availability of adequate agricultural infrastructure. The procurement and development of agricultural



infrastructure in Sumenep Regency has been carried out regularly every year, since 2014 until now both funded by the APBN and APBD. This activity is focused on the development of planting area, procurement of machinery and equipment, construction of warehouses, para-para assistance, maintenance of reservoirs and irrigation canals spread across villages in Rubaru sub-district as a location for **the development of the main commodity of shallots**. **The agropolitan development** program in Sumenep Regency has adequate resource support, both human resources, infrastructure/infrastructure as well as budget support not only from APBN and APBD but also from IsDB (Islamic Development Bank) grants amounting to Rp. 52,874,640,000 for the year. 2021-2024.

The support of the local Rubaru community is also the biggest support for the implementation of collaborative governance in agropolitan development. The Rubaru community **who are members of several farmer groups, the Association of Farmers' Groups**, the Women's Farmers' Group, the community of kiosk owners and local community leaders are ready to work together, participate in taking part from beginning to end. They are open to changes and development carried out by the government, because they really want change and improvement in their quality of life and welfare. Agropolitan development in Sumenep Regency is guided by the Sumenep Regency Regional Regulation No. 12 of 2013 concerning the 2013-2033 Sumenep Regency Spatial Plan and the 2014 Sumenep Regency Agropolitan Development Master Plan. In collaborative governance, the legal framework of policies is an important variable in collaborative governance (Amsler, 2016). The political dynamics of the five stakeholders of agropolitan development, namely the government, the private sector, farmer groups, the media and universities have not been distributed in a balanced way and are still dominated by the government. The balance of this political dynamic relationship needs to be maintained through certain control mechanisms so that it does not become a problem in decision making. Extreme imbalances in power relations/political dynamics of stakeholders can make collaboration difficult (Board & Affairs, 2019). Based on data related to the availability of resources, the legal framework of policies, power relations/political dynamics, socio-economic conditions and community culture, the contextual collaborative governance system in agropolitan development can be said to be quite adequate (Haris et al., 2021). The contextual system in agropolitan development in Sumenep Regency together has formed the prospects and challenges for initiating collaborative governance in agropolitan development (Emerson and Nabatchi (2015).



The drivers of collaboration in this study were observed from leadership, and consequential incentives and interdependence. Facts in the field show that leadership in agropolitan development in Sumenep Regency is found in almost all lines, both among farmer groups, Village Heads, Head of Rubaru District, Head of the Department of Agriculture, Food Crops and Horticulture in Sumenep Regency, and leadership of the Head of the Sumenep Regency Development Planning Agency as Group Coordinator. Agropolitan Development Work in Sumenep Regency. They demonstrate innovative, creative and facilitative leadership in their respective roles. Meanwhile, consequential incentives in this study are shown through interests, opportunities and motivations that encourage each stakeholder to act together in collaboration. Almost all stakeholders said that they were motivated to collaborate because they wanted to achieve a common goal, namely local economic development and improving community welfare. It is undeniable that there are other motivations, for example to actualize and maintain the existence of the institution as expressed by elements from universities and local media, Madura newspapers. The private sector is motivated to gain profit through this collaboration. The interdependence also has an important role in encouraging collaboration. The interdependence in this collaboration is observed from the interaction between stakeholders in agropolitan development (Managanta, 2018). The results showed that the high intensity of interaction was only indicated by the interaction between regional apparatus organizations (OPD) and the interaction of regional apparatus organizations with the media. Meanwhile, interaction with other stakeholders such as farmer groups, business actors and universities is still low. Thus, only the interdependence element still needs to be improved as a driver of collaboration to support the ongoing dynamics of collaboration.

The dynamics of collaboration is observed from three interacting components, namely principled involvement, shared motivation and joint action capacity. The findings indicated that all stakeholders involved in agropolitan development demonstrated committed engagement, exemplified by the establishment of an agropolitan development working group as outlined in the Regent of Sumenep's Decree No. 188/37/KEP/435.013/2011. The stakeholders exhibited a communication and interaction pattern characterized by active and intensive engagement. Coordination meetings between all stakeholders have also been carried out for the past three years. However, it has not been able to produce an integrated work program. The collective drive to achieve

local economic development and enhance the well-being of the community in Sumenep Regency serves as the primary impetus for fostering collaboration. However, in practice it still has to be managed optimally, because the dominance of the government element is still very visible. The pattern of interaction that is dominated by one stakeholder alone can cause collaboration patterns to be not well formed and can even hinder the success of collaboration in agropolitan development (Rosdiana et al., 2014). Meanwhile, despite being supported by adequate resources and facilitative, innovative and transformational leadership in almost all lines, the individuals involved in the collaboration encompass a range of positions, including the leader of the farmer group, the head of the kiosk owner association, the village chief, the field extension coordinator, the district official (Camat), the Head of the Agriculture Service, and the Head of the Planning Agency. For the Regional Development of Sumenep Regency, the capacity for collective action still needs to be strengthened by procedural arrangements.

The data indicates that collaborative efforts are primarily directed towards various aspects of agropolitan development, such as enhancing the cultivation of high-quality commodities, promoting economic growth in both upstream and downstream sectors, improving farming systems, and establishing supportive business networks (ADB, 2019). Through interviews, observations, and documentation, it has been revealed that the government, farmer groups, media, and entrepreneurs have all taken collaborative actions based on their individual capabilities. However, these collaborative actions are only able to produce a temporary impact (Ansell and Gash, 2008). The realization of an increase in the productivity of shallots, and the added value of shallots in the form of processed products are still partial and have not been able to provide a significant impact for all people in Sumenep Regency to enjoy.

5 CONCLUSION AND RECOMMENDATION

Agropolitan development is one of the government programs that aims to improve the welfare of rural communities through the development of the agricultural sector as the basis of rural community life. There are many stakeholders involved and collaborating in agropolitan development, but the government still dominates. The role of universities is still very minimal. Meanwhile, social capital, local wisdom and leadership are sufficient to encourage successful collaboration. The formation of collaborative

institutions can be a solution to build collaborative synergies between the government, private sector, farmer groups, media and universities.

6 SUMMARY

The studies of local economic development in the perspective of public administration mostly still view local economic development as a process of developing economic areas through policy and management approaches. The research on local economic development in the perspective of collaborative governance has not been widely carried out. Several problems encountered such as unpreparedness of stakeholders, lack of coordination and commitment among stakeholders involved, lack of supporting infrastructure, and low quality of human resources. To overcome this, multi-stakeholder involvement and collaboration is needed. As happened in Sumenep Regency, local economic development in Sumenep Regency seems slow and has not yet had an impact on changes in the socio-economic conditions of the community. This study uses qualitative methods with interactive model data analysis techniques. The research show that local economic development in Sumenep Regency is viewed from the perspective of collaborative governance have not been managed optimally. However, it has formed prospects and challenges to initiate and maintain collaborative governance. This study recommends a model of local economic development in the perspective of collaborative governance by constructing the collaborative governance regime by Emerson and Nabatchi (2015) combined with the formation of collaborative institutions, strengthening social capital and strengthening collaborative institutions to ensure the successful achievement of collaborative goals in local economic development and sustainability. The novelty of this study found that the formation of collaborative institutions in the form of Koperasi or BUMDes and strengthening social capital plays an important role in the success of collaborative governance in local economic development.

Limitations of the research include: (1) The predominant focus on local economic development through policy and management perspectives, with limited exploration of collaborative governance aspects, (2) Insufficient attention to the challenges of multi-stakeholder involvement, such as unpreparedness, lack of coordination, and commitment among stakeholders, as well as the absence of adequate infrastructure and human resource quality, (3) Reliance on qualitative methods, which might not capture all quantitative nuances.



Future research could consider: (1) Conducting comprehensive investigations into local economic development from the standpoint of collaborative governance, filling the existing gap in the literature, (2) Exploring and addressing additional factors affecting collaborative governance effectiveness, beyond those identified in this study, (3) Employing mixed-method approaches to achieve a more holistic understanding of the complexities involved.

In conclusion, while the study highlights the suboptimal management of local economic development in Sumenep Regency through a collaborative governance lens, it also underscores the potential for establishing collaborative institutions like Koperasi or BUMDes and enhancing social capital to bolster the success of collaborative governance efforts. Future research endeavors should focus on implementing and testing a collaborative governance regime model, as recommended by this study, to drive effective local economic development and ensure sustainability.



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