

## Collaborative governance in program implementation fish apartment in east luwu

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### ABSTRACT

The fish apartment program is a program that collaborates with various stakeholders in the context of restoring fish habitat and increasing fishermen's catches. This research aims to determine the collaborative governance of the community empowerment program through fish apartments at east luwu regency. The research used a qualitative research method with a descriptive type. The data was collected through in-depth interviews, observation, and documentation. Data were analyzed using an interaction analysis model by (Miles & Huberman, 1994) with data collection, data condensation, data display, and conclusion drawing/verifying. The results of the study show that collaborative governance in the community empowerment program through the fish apartment in Malili District, East Luwu Regency uses the collaborative governance approach of (Ansell & Gash, 2008), namely (1) Face-to-face dialogue running well, this can be seen during coordination meetings either through internal coordination of each party, as well as coordination meetings that include all collaborating parties. (2) Building trust has not been well established, this is due to the trust of the government and the community towards PT. Vale is less intertwined due to the long disbursement process and lack of transparency. (3) Commitment to the process has been carried out well, this can be seen from the participation of all parties, government, private, and civil society in the planning process to program implementation. (4) Shared understanding has been carried out well, through outreach which discussed the common goal of creating a fish apartment program. (5) Intermediate outcomes of the fish apartment building program have had a positive impact on the marine ecosystem, this can be seen from the large number of fish that have gathered around the fish apartments which have been lowered to the seabed

### ABSTRAK

Program apartemen ikan merupakan program yang berkolaborasi dengan berbagai pemangku kepentingan dalam rangka pengembalian habitat ikan dan peningkatan hasil tangkap nelayan. Penelitian ini bertujuan untuk menganalisis collaborative governance pada program pengembangan Kawasan pemberdayaan masyarakat melalui apartemen ikan di Kecamatan Malili Kabupaten Luwu Timur. Penelitian ini menggunakan metode penelitian kualitatif dengan penelitian deskriptif. Teknik pengumpulan data dilakukan dengan wawancara mendalam, observasi dan studi dokumentasi. Adapun data dianalisis menggunakan model analisis oleh (Miles & Huberman, 1994) dengan teknik reduksi data, penyajian data, dan penarikan kesimpulan. Hasil penelitian menunjukkan bahwa collaborative governance dalam program pengembangan kawasan pemberdayaan masyarakat melalui apartemen ikan di Kecamatan Malili Kabupaten Luwu timur dengan menggunakan pendekatan collaborative governance (Ansell & Gash, 2008) yakni (1) Dialog antar muka dilakukan dengan baik, hal tersebut dapat dilihat pada saat rapat koordinasi baik melalui koordinasi internal pada masing-masing pihak, maupun rapat koordinasi yang mencakup seluruh pihak yang berkolaborasi. (2) Membangun Kepercayaan belum terjalin dengan baik, hal ini dikarenakan kepercayaan pihak pemerintah dan masyarakat terhadap PT. Vale kurang terjalin karena proses pencairan yang lama dan kurang transparan. (3) Komitmen pada proses telah terlaksana dengan baik, hal ini dapat dilihat dari keikutsertaan seluruh pihak baik dari pemerintah, swasta, dan masyarakat pada proses perencanaan hingga pelaksanaan program. (4) Berbagi Pemahaman telah dilakukan dengan baik, melalui sosialisasi yang membahas mengenai tujuan bersama terciptanya program apartemen ikan. (5) Dampak

sementara program pembangunan apartemen ikan telah memberikan dampak positif bagi ekosistem laut, hal ini dapat dilihat dari banyaknya ikan-ikan yang berkumpul di sekitar apartemen ikan yang telah diturunkan ke dasar laut.

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## I. INTRODUCTION

Collaborative governance describes as a process of crafting inter-organizational solutions to problems that cannot be tackled by single jurisdictions alone (Agranoff & Michael, 2003; Kettl, 2006; McGuire, 2006; O'Leary et al., 2006). A collaborative governance approach can lead to increased government accountability, greater civic engagement, consistent downstream implementation, and most importantly, higher levels of process and program success (Freeman, 1997; Fung & Wright, 2001; Hicks et al., 2008; Lasker & Weiss, 2003; Leach, 2006). Collaborative governance involves various interest actors who have strategies to realize the goals that have been set together (Emerson et al., 2012). (Ansell & Gash, 2008) describe Collaborative governance as a method of collective decision-making where public agencies and nonstate stakeholders engage each other in a consensus-oriented deliberative process for inventing and implementing public policies and procedures for managing public resources—is a highly demanding process. He describes the process of collaborative governance begins with Face-to-face dialogue, trust-building, commitment to process, shared understanding, and last with intermediate outcomes.

Unfortunately, decision-makers, communities, and practitioners must deal with practical limitations while adopting collaborative governance. A key limitation refers to the lack of experience in designing and implementing, legitimate and scientifically robust, management plans within the collective action situations that are promoted under collaborative arrangements (Estevez & Gelcich, 2019)

East Luwu Regency has a long coastline of 117.4 km<sup>2</sup> and an autonomous water area of 48,050 km<sup>2</sup>. This great potential certainly needs to be supported by adequate facilities and infrastructure as well as the spatial planning of the area around the coastal area and the planning of coastal spatial utilization patterns. This aims to maximize the production and development of fishery products. East Luwu Regency has great potential. However, Overfishing and fishing methods that are not environmentally friendly cause damage to the shelter and breeding grounds for fish and other biota and result in the instability of marine resources. Therefore, the fish apartment program is implemented in the form of preserving the sea and increasing the number of fish caught in boosting the economy of the surrounding community.

The fish apartment is a program that is expected to help restore damaged aquatic resources, especially to restore fish habitat. The return of fish habitat is expected to be able to restore the dwindling aquatic biota and increase the catch of fishermen. This fish apartment is in the form of an artificial reef. Artificial reefs are broadly defined as any submerged structures placed on a substratum to mimic some characteristics of a natural reef, altering physical, biological, and/or socioeconomic variables related to marine resources (Seaman, 2000). The word artificial reef has been widely used in the field of fisheries engineering, without a clear definition, but the

international terminology now refers to fish-attracting devices (FAD). Based on the evident analogy with natural reefs, artificial reefs (referred to as AR) will be defined as artificially built structures installed in a sea area, intended for fisheries productivity enhancement (Thierry, 1988).

The fish apartment program can only be successful if coordination and cooperation between stakeholders, namely the East Luwu regional government, PT. Vale Indonesia, and the community are running well in the process of implementing community empowerment through fish apartments. The fish apartment program is one of the policies that require collaborative governance studies because there is a need for synergy from several cross-sectoral stakeholders. According to the Ministry of Maritime Affairs and Fisheries of the Republic of Indonesia, stakeholders who synergize include (1) the Central Government (responsible for regulations and policies, as well as cross-sectoral facilities and infrastructure); (2) the Regional Government (responsible for facilities and infrastructure across SKPD, regional level regulations and provision of land); (3) Private sector (providers of capital and business assistance); (4) Industry/Association (investors, market access, promotions, and partnerships).

However, in its implementation, the collaboration process for the fish apartment program in East Luwu experienced various obstacles such as the artificial reefs which were sunk late and neglected for several months, as well as the non-transparent funding process indicating that the collaborative governance process was not implemented properly. By conducting research on collaborative governance by (Ansell & Gash, 2008), we can map out the problem and find a more appropriate solution for better program implementation in the future and can be a recommendation for PT. Vale and east luwu regency in community empowerment program (PKPM) through the fish apartment.

## II. RESEARCH METHOD

This research method uses qualitative research with descriptive type. Case study research is research conducted through an in-depth exploration of programs, events, processes, activities, against one or more people (Sugiyono, 2016). Data was collected through in-depth interviews, observation, and documentation studies. Data processing and analysis techniques included data reduction, data display, and conclusion drawing or verification use (Miles & Huberman, 1994) The research was carried out at east luwu regency on the fish apartment program.

This study uses five dimensions of collaborative governance (Ansell & Gash, 2008) to measure collaborative governance in the implementation of community empowerment programs through fish apartments. The five dimensions are face-to-face dialogue, trust building, commitment to process, and intermediate outcomes. The Informant of this research is the Regional Secretary of East Luwu; Head of the Community and Village Empowerment Agency of East Luwu; Director of Communication and External Relations of Vale Indonesia; Coastal Community.

## III. RESULT AND DISCUSSION

The construction of fish apartments as artificial reefs which were carried out in Lampia Hamlet, Harapan Village, Malili District was built using precast concrete as the main material so that the apartments will stand firm, not shift, and not be swept away by the waves. As of this second quarter, concrete cubes printed have reached 223 units from the planned 289 units (77%). When it is 100% complete, the precast concrete will be transported using a barge and the laying process involves diving personnel who have special expertise. Precast concrete structures will be immersed in sandy or barren parts of the sea with a depth of 10-20 meters. In order to realize this program, PT. Vale cooperates with the local government and the people of East Luwu in the form of the PKPM

program, namely fish apartments for a period of 5 years (2018-2023). As for looking at the collaboration process, researchers use the (Ansell & Gash, 2008) approach as follows:

### 1. Face-to-Face

All collaborative governance builds on face-to-face dialogue between stakeholders. As a consensus-oriented process, the “thick communication” allowed by direct dialogue is necessary for stakeholders to identify opportunities for mutual gain (Ansell & Gash, 2008). According to (Frost & Bond, 2008), participation and the sense of ownership of marginal groups within the community were highly enhanced when face-to-face dialogue and discussions were held on multiple decision-making occasions. Face-to-face dialogue in the implementation of the fish apartment program is carried out through Inter-Village Deliberations (MAD) in capturing aspirations, then proceeds through deliberations on the determination. Apart from taking place during deliberations, face-to-face dialogue also takes place during coordination meetings both through internal coordination for each stakeholder, as well as coordination meetings that include all collaborating stakeholders i.e., the government in this case the regional government of East Luwu Regency, the private sector namely PT. Vale, and the community, namely the inter-village cooperation agency (BKAD). The face-to-face dialogue is carried out with the aim of avoiding bad perceptions between collaborating actors.

### 2. Trust Building

The literature strongly suggests that the collaborative process is not merely about negotiation but also about building trust among stakeholders (Alexander et al., 1998; Beierle & Konisky, 2001; Glasbergen & Driessen, 2005; Imperial, 2005; Murdock et al., 2005; Short & Winter, 1999; Tett et al., 2003; Vangen & Huxham, 2003a). In fact, when there has been a prehistory of antagonism, good collaborative leaders must recognize that build trust among erstwhile opponents before stakeholders will risk manipulation. What becomes evident in the case studies is that trust building is a time-consuming process that requires a long-term commitment to achieving collaborative outcomes (Ansell & Gash, 2008)

Building Trust has not been well established, this is due to a lack of trust between the government and the community toward PT. Vale due to the lack of disbursement process and funding transparency. Likewise, trust exists between PT. Vale and the Government towards communities that are not well connected as a result of program implementation, in this case, contractors from local communities, do not carry out their duties and responsibilities properly. public trust in PT. Vale and the government also did not have a good relationship at the start of program implementation because the program concept was considered unfair to several villages because the fish apartment program was only implemented in one area and the length of the program implementation process was due to the complicated and time-consuming process.

### 3. Commitment to the Process

Commitment to the collaborative process requires an up-front willingness to abide by the results of deliberation, even if they should go in a direction that a stakeholder does not fully support (Ansell & Gash, 2008). Commitment to the process means developing a belief that good faith bargaining for mutual gains is the best way to achieve desirable policy outcomes (Burger et al., 2001). Commitment to the process of implementing the fish apartments program has been implemented well, this can be seen from the participation of all parties, both from the government, private sector, and the community in the planning process to program implementation carry out their main duties and functions. The regional government of East Luwu is responsible for forming a program coordination team at the district and sub-district levels, as well as preparing technical operational guidelines for the program together with PT.

vale. PT. Vale is also responsible for allocating the budgets and conducting program monitoring and evaluation. As for the community, namely, BKAD is responsible for managing inter-village cooperation, including preparing, implementing, and reporting the results of the implementation of the cooperation.

#### 4. Shared Understanding

Shared understanding' as discussed by (Ansell & Gash, 2008) is where participants agree on a shared set of values or goals. Moreover, effective communication among stakeholders may help in developing a shared understanding among stakeholders. In the fish apartment program, all stakeholders must understand that the fish apartment program is not only limited to sinking artificial reefs to the seabed but as a marine conservation effort that must be supported through a shared understanding of the importance of preserving the ocean and the use of environmentally friendly fishing methods for fishermen. The shared understanding of the obstacles experienced and their handling was discussed at a meeting. The delay in the reduction of fish apartments is a problem that is often discussed, this occurs because the company from the community that won the tender is irresponsible. the problem was then followed up by the government and PT. Vale involved the Indonesian Navy and groups of swimmers in the process of sinking the fish apartments.

#### 5. Intermediate Outcomes

collaborative governance is more likely to ensue when the possible purposes and advantages of collaboration are relatively concrete and when "small wins" from collaboration are possible (Chrislip & Larson, 1994; Roussos & Fawcett, 2000; Warner, 1997; Weech-Maldonado & Merrill, 2000). These small wins can feed back into the collaborative process, encouraging a virtuous cycle of trust building and commitment (Rogers et al., 1993; Vangen & Huxham, 2003b).

The fish apartment program is a long-term program because fish and other marine biota need time to adjust to artificial reefs, so the program's impact is less visible in a short period. However, based on research results, The fish apartment program has had a positive impact on the marine ecosystem, this can be seen from the large number of fish that gather around the fish apartments. The catchment area for fishermen is also getting bigger and closer. However, further research needs to be carried out by the government and PT. Vale, detailed data collection on the impact caused by the presence of fish apartments, as well as periodic maintenance and checking of fish apartment units needs to be done.

### IV. CONCLUSION

Based on the description of the results of interviews and observations in this study, the fish apartment program is a collaborative program that involves 3 parties namely the government, in this case, is the regional government of East Luwu Regency, the private sector namely PT. Vale, and the community, namely the inter-village cooperation agency (BKAD). The research results on the collaborative process using the (Ansell & Gash, 2008) approach show that governance in the implementation of community empowerment programs through fish apartments has been running well in four processes collaboration namely face-to-face, commitment to the process, shared understanding, and intermediate outcomes. While building Trust has not been well established due to lack of transparency, the person in charge of the program from the community, namely the contractor, does not carry out their duties properly, and the program implementation process is often delayed.

This research is expected to be a recommendation for the East Luwu government and PT. Vale in improving performance and improving the collaboration system between stakeholders. This

research, of course, has various shortcomings. The researcher hopes that further research will be carried out using a different approach in assessing the fish apartment program and being able to assess the results and effects of the fish apartment program in more detail and measurable way.

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