Collaborative Governance: Trust Building Indicators in The "Fish Apartment" Community Empowerment Area Development (Cead) Program in Malili District

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ARTICLE INFORMATION	ABSTRACT

The trust-building indicator is one of the stages in the collaboration process that considers collaboration to be more than just negotiations among various stakeholders. Beyond that, it is an effort to mutually build trust. Building trust is crucial and should be done as early as possible when the collaboration process begins to prevent egoism among the various institutions or organizations involved. The purpose of this research is to understand the collaborative governance process by analyzing the trust-building indicator in the implementation of the Community Empowerment Area Development Program through the "Apartemen Ikan" program in Malili sub-district. The research method used a qualitative approach, with data collected through interviews, field observations, and document reviews. The data obtained were analyzed through several stages: data reduction, data display, and conclusion drawing and verification. The informant determination technique used purposive sampling, with informants in this study being: 1) Regional Secretary of East Luwu Regency; 2) Head of Community and Village Empowerment Office of East Luwu Regency; 3) Director of Communications and External Relations of PT. Vale Indonesia, Tbk; and 4) Coastal Communities. The research results indicate that the trust-building indicator in the implementation of the Community Empowerment Area Development Program through the "Apartemen Ikan" program in Malili sub-district, East Luwu Regency, is influenced by several factors, namely: 1) The "Apartemen Ikan" program is discussed collectively by all parties in meetings and deliberations; 2) awareness of the initial collaboration goals; 3) the existence of jealousy among villages and communities (sectoral ego); 4) conflict of interest in providing assistance; 5) insufficient quality of human resources; 6) joint commitment to completing the program is lacking; 7) responsiveness of the budget from PT. Vale; and 8) lack of transparency in CSR budgeting. Therefore, the trust established among stakeholders is considered insufficient.

A. INTRODUCTION

In the era of complexity and dynamics in the current social, economic, and political order, the concept of collaborative governance has become a major focus in academic literature and government practices. Collaborative governance advocates the idea that effective management of various public issues requires active participation and collaboration between the government, private sector, and civil society. This collaborative approach is seen as a promising alternative to address complex challenges that cannot be solved by a single government entity alone. The adoption of collaborative governance is expected to strengthen institutional capacity, enhance the quality of decisions, and achieve more sustainable outcomes in resource management and addressing societal issues.

In Indonesia, the concept of collaboration emerged through partnerships between the government and collaborations with international organizations such as WHO and other countries. These partnerships involve cooperation between the central government, local governments, and other institutions. The use of collaborative governance in this context is designed to enhance synergy and coordination across all levels of government, including heads of government, local government entities, and experts across sectors (Cahyono, 2021).

Theoretically, in the field of public administration and policy, the concept of collaborative governance is explained as part of a broader governance framework characterized by equality among stakeholders, active participation, and efforts to avoid political and administrative pressures. It is focused on effective issue resolution and program implementation. In this context, the collaborative governance concept involves the engagement of various institutions in collaborative efforts and explores the initiatives of each institution or stakeholder in setting goals, assessing outcomes, triggering changes, and other aspects (Habibah, 2021; Mutiarawati & Sudarmo, 2021).

Based on this, collaborative governance is considered an effective tool or model for addressing public issues, as it facilitates shared ownership of public issues that need resolution. Shared ownership arises due to differing perspectives among actors involved in evaluating a problem. According to Yendi (2020), collaborative governance serves as a mediator, facilitating interactions and agreements among participants from various sectors, including government, the private sector, and civil society. This process involves a multi-organizational network structure and establishes norms that mutually benefit formal and informal interactions. In this context, all participants are considered to have equal positions in achieving common goals.

Collaborative governance is a model of cooperation in which non-state actors participate in the collective decision-making process related to the development or implementation of public policies. Bingham and O'Leary explain that government relationships and cooperation can have two dimensions, intermittent (temporary) and permanent, and can take the form of formal coordination, partnerships, alliances, or formal networks. Collaborative governance, in this case, refers to a governance arrangement that directly involves non-state stakeholders in formal, consensus-oriented, and deliberative collective decision-making processes. Its main purpose is to create or implement public policies or manage public programs or assets (Ansell & Gash, 2007; Chotimah, 2016).

One of the benefits of the collaboration process undertaken by the government is the ability to conserve resources because, with the participation of the private sector, government assets, data, and intellectual property can be utilized more productively, leading to a substantial improvement in the quality of public facilities and services. On the other hand, with the proper use of skills, experience, technology, and innovation from the private sector, public services can be delivered more satisfactorily (Djabbari, 2023). Collaborative governance is a framework in which, in developing an area, the government cannot operate alone in managing that region. In this context, the role and functions of the government no longer dominate but require contributions and involvement from other stakeholders to address issues and meet the needs of the community (Kirana & Artisa, 2020). The parties involved and contributing to addressing these government issues are the private sector and civil society, or the community.

In the collaborative governance process, there are criteria or components that can be used as measures of success and failure. These criteria are essential to clearly understand when evaluating whether collaborative practices are successful or unsuccessful in their implementation. The

implementation of collaboration faces several obstacles that affect its success. To carry out the collaborative governance process, according to Ansell & Gash (2007), there are several indicators in the collaboration process: 1) Face-to-Face Dialogue; 2) Trust Building; 3) Commitment to the Process; 4) Shared Understanding; and 5) Intermediate Outcomes.

This research is focused on the trust building indicator to analyze how trust is built in the Community Empowerment Area Development Program "Apartemen Ikan" in the Malili District of East Luwu Regency. Trust building in the context of collaboration between organizations or cross-border cooperation involves efforts to enhance the level of trust among the involved parties. This level of trust can involve relationships between individuals (interpersonal), between organizations (organizational), or even between the community and the government (Ansell & Gash, 2007).

Furthermore, trust building is not only related to reaching agreements among stakeholders or negotiating among various actors. Instead, collaboration also involves efforts to mutually form the level of trust required by each other. It is crucial to initiate the formation of trust from the beginning of the collaboration process to avoid potential egocentrism or distrust among the involved parties. Therefore, the presence of leaders who are aware of the importance of collaboration becomes highly crucial in the effort to build trust (Ansell & Gash, 2007).

In the research that focuses on the Community Empowerment Area Development Program "Fish Apartment" in the Malili District of East Luwu Regency, This program, known as the fish apartment, introduced by the Big Fishery Capture Development Center in 2011, is part of the Fisheries Management Conservation Program aimed at contributing to the restoration of damaged water resources, particularly fish habitats. The Fish Apartment Program is an approach or method applied in fisheries resource management with the goal of promoting ecosystem sustainability and increasing fish catch.

In this context, the program aims to create artificial structures in the form of small houses or nests designed as safe shelters and growth areas for young or small fish. The expected output of the presence of fish houses is the functioning of artificial habitats as spawning and protection areas. To support this coastal development program, PT. Vale Indonesia builds fish apartments (houses) in the waters of Tanjung Waru-Waru, Harapan Village, and Malili District. The construction of these fish houses is marked by the transfer of cube-shaped concrete blocks from trucks to pontoon boats, which are then submerged in the Waru-Waru waters.

For the operational implementation of the Community Empowerment Area Development Program "Fish Apartment" in the Malili District, it is carried out by local community groups assisted by the local government, with PT. Vale as an actor providing corporate social responsibility for the operational financing of the Fish Apartment program. The problem that arises in carrying out this fish apartment program is the presence of conflicting interests within the collaboration structure, resulting in a lack of trust in the government and private sector actors. The implementation and planning process of this program are based on the potential of the area located in coastal and processed seafood industrial areas. The Fish Apartment Program has several objectives: First, in an effort to conserve the underwater fish ecosystem, Second, to increase the catch results of fishermen and provide a positive economic impact. Third, by planning to open the results of this program to the public, the program also serves a tourism function. Fourth, as an educational effort to convey to the community that there is social engineering that can be done to preserve the natural conditions. Based on the above description, this article aims to analyze the trust-building indicator in the Community Empowerment Area Development Program through the implementation of the Fish Apartment in the Malili District, East Luwu Regency.

B. METHOD

The research method employed in this study is a qualitative approach analyzed descriptively. The qualitative approach involves conducting research in natural conditions, directly accessing data sources, with the researcher as the key instrument, presenting data in the form of words or images and not emphasizing numbers, prioritizing the process over the product, conducting inductive data analysis, and emphasizing the meaning behind the observed data (Sugiyono, 2013). The focus of this

research is to analyze the trust-building indicators in the Community Empowerment Area Development Program through the implementation of the Fish Apartment in the Malili District. The data obtained in this research uses data collection techniques through the processes of interviews, field observations, and document studies. The data processing and analysis techniques are carried out using the Miles & Huberman (1994), which includes data reduction, presentation, and drawing conclusions. The informant determination technique uses purposive sampling, and the informants in this study are: 1) Regional Secretary of East Luwu Regency; 2) Head of Community and Village Empowerment Office of East Luwu Regency; 3) Director of Communications and External Relations of PT. Vale Indonesia, Tbk; and 4) Coastal Communities.

C. RESEARCH FINDING AND DISCUSSION

Trust Building Indicator in the Community Empowerment Area Development (CEAD) Program "Fish Apartment" in Malili District, East Luwu Regency

A trust-building indicator is one of the stages in the collaboration process that considers collaboration not only as negotiations among various stakeholders. Beyond that, it is an effort to mutually build trust. Building trust is crucial and should be done as early as possible when the collaboration process begins. This is done to prevent selfishness among the various institutions or entities involved. The trust-building indicator in the collaborative governance process refers to methods or tools to measure the level of trust among various parties involved in collaborative cooperation.

Collaborative governance is an approach where the government, non-governmental organizations, and civil society work together to make decisions and solve complex problems. These indicators help identify and measure the elements that influence the level of trust among stakeholders in the context of collaboration. The indicators in analyzing this trust-building indicator are related to aspects such as open and transparent communication, mutual understanding, honesty, the ability to fulfill commitments, fairness in resource distribution, and fair involvement from all relevant parties.

The purpose of this trust-building indicator is to evaluate and strengthen the factors that build or undermine trust within a collaborative framework. By understanding the most crucial dimensions of trust and identifying areas where trust may be lacking, stakeholders can take the necessary steps to improve relationships and enhance trust. In the context of the collaborative governance process, building trust helps reduce uncertainty, increase participation, and improve collaboration effectiveness. By measuring and reinforcing the level of trust, it can also create an environment that supports sustainable and successful cooperation among the involved stakeholders. The following are the research results regarding the trust-building indicator in the implementation of the Community Empowerment Area Development Program "Fish Apartment" in Malili District, East Luwu Regency:

Tabel 1
Trust Building in the Community Empowerment Area Development (CEAD) Program for Fish Apartments in Malili Subdistrict

Dimension	Factors influencing the trust-building indicator in the collaboration process
Trust Building	1. The fish apartment program is discussed together by all parties in meetings and consultations. 2. Awareness of the initial goals of collaboration. 3. Existence of jealousy among villages and communities (sectoral ego). 4. There is a conflict of interest in providing assistance. 5. Lack of quality human resources. 6. A joint commitment to completing the program is lacking. 7. Responsiveness of the budget from PT. Vale. 8. Transparency of the CSR budget.

Source: Research Reduction Results, 2023

Based on the results of the research reduction above, it is evident that the process of building trust among stakeholders, including local government and village officials, the village community, and PT.

Vale, in implementing the Community Empowerment Area Development Program "Fish Apartments" in Malili District is influenced by several factors. Thus, the trust of the community involved in the collaboration is affected. The factors include:

1) The fish apartment program is discussed together by all parties in meetings and consultations.

To maintain communication and address the needs of the village community, the local government and village government hold village meetings and consultations to bring together and resolve the interests of each stakeholder. This also includes planning and determining programs or activities that will be carried out according to the needs of the village community. Stakeholders present usually include village representatives, a delegation team representing community elements, community leaders, youth leaders, women's representatives, and government representatives. The purpose of this activity is to accommodate the interests of the village community and address issues in the collaborative process.

2) Awareness of the initial collaboration objectives

In the implementation of this program, there are undoubtedly differences in perceptions and interests. However, to maintain trust, all actors involved are reminded to return to the initial objectives of the collaborative process, which are the welfare of the community.

3) Jealousy among villages and communities (sectoral ego)

Initially, the concept of the Community Empowerment Area Development Program was divided per village, but it was later changed to a regional concept. This change implied that not all programs could be implemented in every village but at the regional level. The impact of this change led to jealousy among villages within a region that were not selected as program implementation locations. Although the regional concept proposed by the government and PT. Vale was initially not trusted and rejected by the majority of the community, after socialization, supported by explanations from the Regent of East Luwu, who also served as the supervisor in the coordination team of the PT. Vale Community Development and Empowerment Program, the regional concept could be successfully implemented. The distribution of regions can be seen in the following table:

Tabel 2
Distribution of Community Empowerment Area Development Program

Region	Area
Tour	- Nuha Village
	- Sorowako Village
	- Nikkel Village
	- Magani Subdistrict
Agrotourism	- Wasuponda Village
	- Ledu-Ledu Village
	- Village Tabarano Village
	- Village Balambano Village
Livestock, agriculture and management of non-timber forest products	- Village Kawata Village
	- Prumpanai Village
	- Matano Village
Integrated Agricultural Development	- Mahalona Village
	- Libukan Mandiri Village
	- Buangin Village
	- Kalosi Village
	- Tole Village
Development of pepper commodity agro-industry	- Takalimbo Village
	- Loeha Village
	- Ranteangin Village
	- Bantilang Village

	- Masiku Village
Development of commodity processing trade and industry	- Lioka Village
	- Baruga Village
	- Langkea Raya Village
	- Asuli Village
	- Wawondula Village
Livestock development and area support	- Timampu Village
	- Pekaloa Village
	- Matompi Village
Coastal development and marine processing industry	- Wewangriu Village
	- Balantang Village
	- Pasi-Pasi Village
	- Harapan Village
Development of services and urban services	- Puncak Indah Village
	- Baruga Village
	- Malil Subdistrict
Supporting plantation agriculture and animal husbandry	- Laskap Village
	- Pongkeru Village

Source: East Luwu Regent Regulation Number 94 of 2021

4) Conflict of Interest in Aid Distribution

The conflict of interest that arises in the implementation of this program is due to the distribution of the fish apartment program based on regions. Consequently, interests and power influences affect the distribution of aid and the selection of regions as the target recipients of assistance.

5) Insufficient human resource quality

It cannot be denied that the quality of human resources significantly influences the implementation of this fish apartment program. The current quality of available resources is lacking, affecting the leadership of the program's implementation and the effectiveness of program implementation, including readiness to carry out the program. Therefore, the administrative process for disbursement faces obstacles.

6) Lack of joint commitment to completing the program

Joint commitment in the implementation of this program is crucial from the planning stage, determination of project tenders (contractors), and program implementation. One case that occurred was the presence of a contractor who did not complete the project until the final stage, leading to the project being abandoned and affecting the community's welfare and PT. Vale's involvement in providing project tenders.

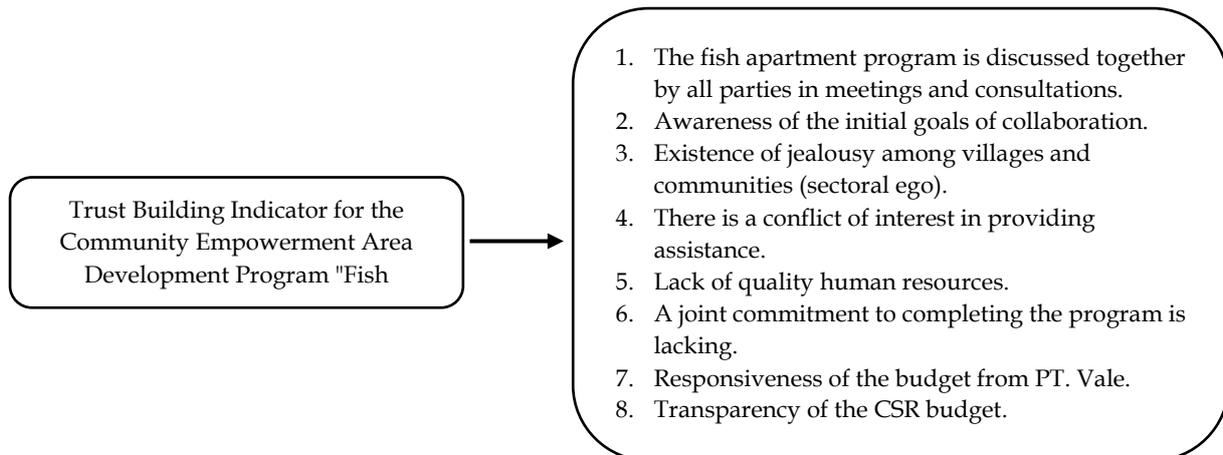7) Responsiveness of the budget from PT. Vale

The responsiveness of the budget significantly influences the trust built within the village community. The slow disbursement of funds and the convoluted process, often extending the disbursement from the intended 3 months to 6 months by PT. Vale, contribute to the community's lack of confidence in budget management.

8) Transparency of the CSR budget

The transparency regarding the amount of CSR budget provided by PT. Vale to the community is also inadequate. Information regarding the CSR budget amount is not communicated to the village government and the community.

Based on these factors, it is concluded that building trust among stakeholders in implementing this fish apartment program is crucial, not only during the offer or planning stage of the program but also throughout its implementation until completion. In the implementation of the Fish Apartment

program, trust needs to be established among the three parties involved, namely the local government/village, the private sector (PT. Vale), and the community. Currently, the trust relationship

Trust Building Indicator for the Community Empowerment Area Development Program "Fish

1. The fish apartment program is discussed together by all parties in meetings and consultations.
2. Awareness of the initial goals of collaboration.
3. Existence of jealousy among villages and communities (sectoral ego).
4. There is a conflict of interest in providing assistance.
5. Lack of quality human resources.
6. A joint commitment to completing the program is lacking.
7. Responsiveness of the budget from PT. Vale.
8. Transparency of the CSR budget.

between PT. Vale and the government towards the community is still considered insufficient. The government and the community lack trust in PT. Vale, especially in terms of the transparency and responsiveness of the CSR budget. The factors influencing the trust-building indicator in the implementation of the Community Empowerment Area Development Program "Fish Apartment" in Malili District can be described as follows:

Source: Results of the author's data analysis, 2023

Figure. 1 Factors influencing the trust-building indicators in the implementation of the Community Empowerment Area Development Program "Fish Apartments"

D. CONCLUSION AND RECOMMENDATION

Conclusion

Trust-building indicators in the implementation of the Community Empowerment Area Development Program through the "Fish Apartment" program in Malili District, East Luwu Regency, are influenced by several factors, namely: 1) The fish apartment program is discussed collectively by all parties in meetings and deliberations; 2) awareness of the initial collaboration goals; 3) the existence of jealousy among villages and communities (sectoral ego); 4) conflict of interest in aid distribution; 5) insufficient quality of human resources; 6) lack of joint commitment to completing the program; 7) responsiveness of the budget from PT. Vale; and 8) transparency of the CSR budget. Thus, the trust established among stakeholders is considered insufficient.

Recommendation

Based on the findings of this research, the resulting recommendations are as follows: 1) There needs to be an intensity of communication through meetings or deliberations involving all stakeholders, especially PT. Vale; 2) Every stakeholder involved in the fish apartment program must have a collective commitment to the goals intended in the collaboration process; 3) The determination of the program's location needs to be reconsidered, taking into account the aspirations and potential of the location to avoid jealousy within the community and prevent conflicts of interest within the village; 4) Improvement of the quality of human resources for fish apartment management; 5) There should be consistency on the part of PT. Vale regarding the disbursement process of CSR funds, both in terms of amount and timing; and 6) PT. Vale should provide transparency regarding information on the amount of CSR funds that will be distributed to the community to prevent suspicion from the public.

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