

# Collaborative governance in the development of local economic resources in Sumenep Regency

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## Abstract

Local economic development is currently very intensively carried out in several regions in Indonesia. Local economic development is believed to be a holistic perspective to address regional economic problems based on local resources. Sumenep Regency is one of the regencies in East Java, which is currently developing several of Sumenep's superior agricultural commodities consisting of shallots, chili herbs, and Moringa into processed products that have added value to improve the community's economy. This research studies efforts to develop local economic resources in Sumenep Regency from a Collaborative Governance perspective, including initial conditions, leadership, institutional design, and collaboration processes. This study used a qualitative method. Interviews, documentation, and observation were used in data collection. The research results showed that adequate initial conditions have supported collaborative Governance in the development of local economic resources. However the collaboration process needs to be managed properly. This study recommends strengthening collaborative institutional designs and facilitative leadership on all fronts.

**Keywords:** collaborative governance; local economic development

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## 1. Introduction

Ordinary people often think that Collaboration is cooperation or coordination. However, it needs to be understood that Collaboration is more complex than that. Cooperation, coordination, and Collaboration are not the same. Collabo-

ration is more informal, while coordination requires more planning and role assignment. Collaboration is the most complex effort in which there is long-term involvement, pooling of resources, and enabling the establishment of new organizations by the stakeholders involved (Hawkins, 2018).

Collaborative Governance has become a keyword in the world of public administration and management in the twenty-first century. Collaborative Governance exists 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 government bureaucracy (Emerson & Nabatchi, 2015). Collaborative Governance is cooperation in government governance between government, business, and society to achieve specified outcomes (Prabowo et al., 2021). The success of the Collaboration is also determined by stakeholder skills in delegating authority and community participation (Basyar & Puspaningtyas, 2022).

Previous studies have strengthened researchers' interest in developing local economic potential and collaborative Governance. One is research entitled Collaboration and Competition in Local Economic Development, which states that the government needs to encourage Collaboration in local economic development. This research showed that local governments choose to collaborate when conditions are right. The right condition is collaborating when they can provide mutual benefits both economically and socially. (Randall et al, 2018).

Local economic development is efforts to identify and optimally utilize local resources to goad, stimulate, and build a strong, independent, sustainable local economy by establishing collective cooperation between multistakeholders (Rahma, 2012).

Local Economic Development provides space for local governments, the private and non-profit sectors, and local communities to work together to improve the local economy. It aims to increase competitiveness, increase sustainable growth, and ensure that growth occurs in an inclusive manner (Najiyati et al., 2015). The definition refers to the synergy between stakeholders created by Collaboration between government, society, and the private sector, which is the main driver for the success of local economic development. Several previous studies have also found and recommended coordination, Collaboration

and participation efforts to realize synergy in local economic development in several countries in the world (Rokhim et al., 2017); (Bang & Kim, 2016); (Pattberg & Widerberg, 2016); (Febrian, 2016); (Najiyati et al., 2015); (Rasche, 2010).

Research regarding the development of local economic resources through the development of superior agricultural commodities from a collaborative governance perspective has not been carried out much. Collaborative Governance can be the answer to improve the performance of the agricultural sector (Azis et al., 2022). The Collaboration that has been discussed so far is just a form of cooperation or coordination. It has yet to reach the level of actual Collaboration. Based on this description, it is a strong factor to research that local economic development needs to be implemented by involving all stakeholders who play an important role in developing local potential to improve the regional economy and community welfare.

However, a number of obstacles in collaborative Governance cannot be avoided. O'Hara and Anthony (2012) stated that each stakeholder in local economic development tends to have their own goals and motivations, which causes sectoral egos and contradictory relationships (O'Hara, 2012). Sectoral ego has a bad influence that creates disharmony in relations between stakeholders. It is confirmed by research results, which state that collaborative Governance has not worked as it should and tends to be unsuccessful. It is seen from regulatory/policy support, leadership factors, especially in decision-making, and collaboration dynamics that still have nuances of sectoral ego (Febrian, 2016).

Based on several empirical, normative, and theoretical facts described above, this research is very interesting to be studied. It aims to analyze collaborative Governance in the development of local economic resources and develop a collaborative governance recommendation model that can support the success of local economic development and increase the welfare of the community in Sumenep Regency.

## **2. Literature Review**

Local economic development is defined as “LED is the process by which public, business, and non-governmental sector partners work collectively to create better conditions for economic growth and employment generation. The research aimed to improve the quality of life for all” (Angelina, 2011).

Previous research on developing local economic potential in several countries and collaborative Governance has laid the foundation of interest for this research. First, there is research entitled Collaborative Governance for the Sustainable Development Goals. The article discussed the emergence of the Sustainable Development Goals, which have refocused global attention on the role of business and other non-state actors in achieving global goals. The research found structures and processes for aligning interests in ways that protect the public interest, although this is challenging to achieve (Florini & Pauli, 2018). This research combined collaborative Governance with SDGs. The goals of this cross-sector Collaboration coincide with several SDG targets, such as eradicating poverty, reducing environmental impacts, and achieving food security.

The second research is “Analyzing Key Success Factors Of Local Economic Development In Several Remote Areas In Indonesia.” This research aimed to identify and analyze key factors for the success of regional economic development based on local potential. The Local Economic Resources Development approach is based on local initiatives and stakeholders in stimulating economic growth. This research shows that institutional factors, local government, local resources, social capital, and financial capital are key to the success of local economic development in Indonesia (Rokhim et al., 2017). This research focuses on key variables for the success of local economic development in Indonesia using the Local Economic Resource Development (LERD) approach.

Collaborative Governance plays an increasingly important role in addressing the multidimensional challenges of the contemporary era. The study research seeks to contextualize collabo-

orative Governance as a possible solution that can help rescue underdeveloped municipalities and become more resourceful in their development mandates to encourage the development of local, territorial areas. This paper explains the emergence of another type of approach to form a robust collaborative governance that is capable of improving system management and responsiveness to socio-economic problems in the city. (Kamara, 2017).

The novelty of this research combines the concept of collaborative Governance and local economic development in the form of superior commodities so that later, it can develop a recommendation model for collaborative Governance in developing local economic resources.

Collaborative Governance is recognized as a system that regulates administrative actions, judicial assessments, regulations, and laws that can provide public goods and services through formal or informal relationships in the public and private sectors (Bang & Kim, 2016).

This research used the Collaborative Governance theory proposed by Ansell and Gash (2008). The collaborative process is described as a cycle because it is iterative and nonlinear (Ansell & Gash, 2008).

The model of collaboration (figure 1) provides a visual representation consisting of four components: 1) initial conditions, 2) leadership, 3) institutional design, and collaboration processes. Each component can be separated and broken down into narrower components. The collaborative process component is the core of this model. The other three components are important contexts that influence the collaboration process (Ansell & Gash, 2008).

## **3. Research Method**

A qualitative approach can be used as the best alternative for analyzing phenomena that have yet to be widely studied (Creswell, 2014). Considering this research problem, this type of qualitative research was chosen as the best alternative according to research needs.

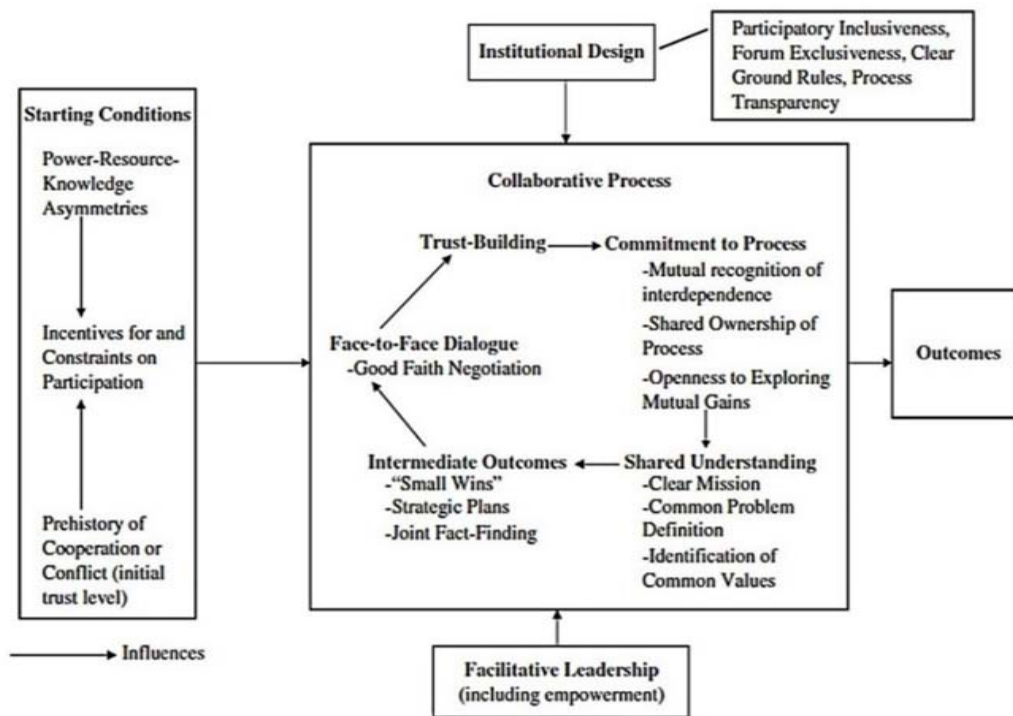


Figure 1 Model of Collaborative Governance  
Source: Ansell and Gash (2008)

This research focused on four elements: 1) Initial conditions, 2) leadership, 3) Institutional Design, 4) Collaboration Process. Interviews, documentation, and observation carried out data collection. The informants in this research were the head of the Food Crops, Horticulture and Plantation Agriculture Service, Sumenep Regency, Head of Facilities and Infrastructure at the Sumenep Regency Dispartahortbun, Head of the Sumenep Regency Regional Development Planning Agency, Sumenep Representative Octopus Manager, Sumenep Regency Octopus Staff, Madura Newspaper Journalist, Chair of the Poktan. The data that has been collected was analyzed using interactive data analysis, consisting of data condensation activities, data display, then drawing up conclusions, and data verification (Miles et al., 2014).

#### 4. Result And Discussion

This research examines the collaborative governance model in developing the potential of

local economic resources in Sumenep Regency. Empirical problems in the field show that sectoral ego is still quite high in stakeholder collaboration. So that the collaboration process should run better and stakeholder synergy can be realized.

The collaborative governance model can be understood as a general model that needs to be detailed again so that it can be implemented to solve public problems. It is based on a review of several literatures and previous research. This chapter focuses on exploring the collaborative governance process in developing local economic potential in Sumenep Regency, primarily examining the case of developing superior agricultural potential, namely long pepper, Moringa, and red onion.

The presentation of the findings of this research begins with an explanation, namely: 1) initial conditions, including superior commodities, infrastructure, and human resources; 2) Institutional design, namely participation from the stakeholders involved; 3) Leadership; 4) Collaborative process in developing local economic potential in Sumenep Regency.

### a. Starting Conditions

The initial conditions in this research include the availability of superior commodities, the availability of agricultural infrastructure and transportation, and the availability of human resources. Sumenep's superior commodity, namely Sumenep red onions, has several advantages compared to other varieties with its low water content and intense aroma. With these advantages, Sumenep red onions are the most suitable for use as a garnish, seasoning, and processed into fried onions (Miko, 2022). The productivity of red onion in Rubaru District is dominated by three villages, Basoka, Mandala, and Karangnangka villages, which experience an increase in productivity every year. The average productivity level per village was 6.58 tons/ha in 2019. In 2021, the productivity level was 7.84 tons/ha.

Another superior commodity is Moringa leaves. Sumenep Moringa leaves have now become an export commodity to foreign countries such as China. The most prominent Moringa-producing areas in Sumenep include Dasuk, Batuputih, Pakandangan, and Batang-batang. The need for exports of Moringa leaves reaches 800 bales, equivalent to 21 tons/container (Moringa Leaves Ready for First Export to China, 2022)

Several leading commodities have become a force for advancing red onion and Moringa in farming businesses. Red onion farming can be a source of income for farmers, especially now that red onion farming is not only oriented towards meeting household needs but is also oriented towards commercial business. Farmers do this because onion farming is more profitable than other food farming. The research results show that red onion farming is economically profitable and can be produced cost-efficiently using domestic resources so that it has a competitive advantage. It also happens in Madura's red onion-producing areas, such as Pamekasan (Nurdi & Baladina, 2017).

Activities for procuring and developing agricultural infrastructure in Sumenep Regency are being increased, especially in the Rubaru

agropolitan area development program, which has been implemented since 2014. These activities are focused on developing large planting areas, procuring agricultural production equipment, building warehouses, supporting para-para, and maintaining reservoirs and irrigation channels spread throughout the villages in Rubaru District. It was welcomed by farmers who have benefited greatly from this activity, especially increasing the production of shallots as a leading commodity in Rubaru. The availability of infrastructure in agropolitan areas has a major influence on the existence of superior commodities in the area (Suenang et al., 2021). The availability of agropolitan markets, financial institutions, Agricultural Extension Centers (BPP), farmer institutions, road networks, and irrigation networks is very much needed. The market needed is a market as a physical transaction place for production factor inputs such as fertilizer, medicines, and agricultural machinery, a market for farmers' production and a market for processed products, and a services market for communities around agropolitan development areas. Another influencing factor is the existence of the Agricultural Extension Center (BPP), including research institutions. In agricultural development, especially in efforts to transfer technology or application of technology, agricultural extension institutions such as the Agricultural Extension Center (BPP), which functions as a consultancy institution on agricultural issues, can be a source of information for farmers, a pilot place for agribusiness and the development of more efficient and profitable agribusiness.

The availability of infrastructure also needs to be supported by the availability of good and adequate transportation infrastructure which can increase productivity and reduce costs in direct productive economic activities which can expand or increase growth (Padmini et al., 2016). Development of agropolitan area infrastructure includes improving supporting infrastructure based on superior commodities, namely improving agricultural infrastructure and facilities, increasing the development of processing and post-harvest facilities, increasing the development of marketing

facilities to take advantage of export opportunities, increasing production facilities in the form of terminals and traditional markets.

The availability of adequate transportation infrastructure also influences investment and growth through increasing productivity and efficiency. Transportation development will increase profits for companies due to reduced production costs and increased market expansion. This expansion of production will impact increasing growth, which will then affect the level of welfare (Srinivasu, 2013).

Even though the transportation infrastructure development in Rubaru Sumenep already exists, it still needs improvement. Road widening and repair of damaged roads must be carried out immediately. The availability of adequate transportation facilities will have several positive impacts on society, including opening up economic opportunities, opening gateways to and from other areas, opening up employment opportunities, reducing travel distance and travel time, and facilitating the movement of people and goods.

Efforts to resolve transportation problems can only be achieved by using a systemic approach rather than case-by-case. With this systemic approach, good coordination and synergy are needed from all stakeholders, especially policymakers, especially when it comes to rural transportation. The availability of rural transportation infrastructure greatly influences the smooth running of the village community's economy (Umiyatun, 2017). Fulfillment of transportation infrastructure is a dominant sector. It influences many other sectors, so obstacles in fulfilling transportation infrastructure will also cause obstacles in other related sectors (Kadarisman et al., 2015).

## **b. Leadership**

The leadership observed in this research was the type that initiates Collaboration. It is a leader who can gather all the stakeholders involved to sit down together to seek cooperation and Collaboration. The leadership figure needed

in collaborative local economic development is not only located structurally, as stated in the local economic development team but also at the level of implementing local economic development, which is directly related to the farming community in Rubaru and the farming community itself, such as the leadership of Field Extension Officers and heads of farmer groups.

According to the research results, it is known that the development of local economic resources is strongly supported by leadership figures from all stakeholder elements involved in it, not only at the structural level of the local economic resource development team but also down to the lowest implementing level, namely farmers. Building Collaboration must also be supported by the role of leaders and resources. Leadership is an important, even crucial, element of shared capacity (Emerson & Nabatchi, 2015); (Ansell & Gash, 2008).

Various leadership roles in cross-border Governance include, among others, an initiator and supporter, a sponsor and organizer, a facility provider, an institutional representative or expert, and a decision maker. This leadership role is very important both at the beginning of Collaboration, during moments of deliberation or conflict management, and even more so in fighting for a theory of change together until implementation (Emerson & Nabatchi, 2015).

The characteristics of a collaborative leader include being open-minded, patient, confident, risk-oriented, flexible, and unselfish. Collaborative leadership also requires a set of skills that must be possessed, including being an individual with good communication skills, having good self-capacity, being able to facilitate and negotiate to present solutions (Emerson & Nabatchi, 2015); (O'Leary & Gerard, 2013).

The leader's role is important in building Collaboration; The leader's function in supporting Collaboration is very influential in the success of Collaboration (Naurhannis & Asrifai, 2019). In the collaborative process of local economic development, facilitative leadership is im-

portant for attracting and maintaining collaborative commitment among stakeholders, fostering shared motivation among participants, and ensuring open and constructive dialogue. Facilitative leadership has also been proven to be able to maintain the integrity of the collaborative process by ensuring stakeholders actively participate and work according to the rules (Ottens & Edelenbos, 2019). Facilitative leadership also makes it possible to take control to accommodate thoughts and ideas in overcoming collaborative challenges in this new normal era.

### **c. Institutional Design (Participation and Principled participation and engagement)**

The principled participation and involvement of stakeholders involved in local economic development, the communication and interaction patterns that are developed are active and intensive communication and interaction. Communication and interaction patterns are active and intensive, especially among the five regional apparatus organizations involved in the local economic development working group in Sumenep Regency, namely Bappeda, Department of Agriculture, Horticulture and Plantation of Sumenep Regency, Industry and Trade Service, Water Resources Public Works Service, Jasa Marga Public Works Service, of Sumenep Regency. Open dialogue activities between the stakeholders involved have been carried out, and deliberations and coordination meetings have been held. Coordination meetings have been held periodically for the last three years. This meeting provides space for all stakeholders to talk, discuss, and convey thoughts, suggestions, etc.

Principled participation and involvement among OPDs have been well-developed. They are described in the division of tasks as work programs and activities that support local economic development in each regional organization. However, this work program has yet to be integrated and is contained independently in the work program of the local economic development work-

ing group. This is because there is still sectoral ego on the part of several government stakeholders involved. Sectoral ego influences the perception of each stakeholder involved so that their respective programs are fragmented in each agency (Arrozaaq, 2016)

Principled participation and involvement from the community (farmers' groups) and the media, private sector, and universities in deliberation forums such as working meetings and working group coordination meetings must be immediately raised and continuously improved. Communication forums in joint deliberations and coordination meetings provide momentum for building good relationships, sharing resources with each other's competencies, and solving problems being faced by the stakeholders involved. In collaborative networks, problems can only be solved when participants have undergone systematic training to work competently in Collaboration (Bang & Kim, 2016). Therefore, participants in collaboration networks must remain competent in their designated areas and provide the information they have through multilateral communications.

This pattern of communication and interaction refers to the transition of collaborative activities. In its development, it is currently at a significant transition stage from the first stage, namely exploration, to the second stage, namely formalization. It is demonstrated by open dialogue forums and coordination meetings (Tirrell & Clay, 2010). According to

So, conscientious participation and involvement (principal engagement) in local economic development in Sumenep Regency has been established but is not yet optimal.

### **d. Collaboration Process**

In the context of this research, the collaborative process of local economic development has resulted in several changes to initial conditions, including increasing the availability of agricultural production infrastructure, expanding the availability of supporting facilities such as irrigation

and transportation, developing the human resource capacity of farmers and PPL, increasing community participation and so on. However, this still needs to be improved because it is still an intermediate/short-term result.

Implementing a local economic development program can be declared successful when there is adequate infrastructure, development of agribusiness business systems, and development of human resource capacity (Fitriani et al., 2015). This process takes work. It requires time, funds, and strong commitment from all collaborative stakeholders to make this program successful. All stakeholders have roles, expectations, and experiences that are needed and collaborate to achieve common goals. Therefore, it is important to maintain a balance of status, capacity in consensus and decision-making so as not to hamper the collaboration process (Luthfi et al., 2023)

In this research, a number of collaboration results have been identified which consist of changes in circumstances, both physical and non-physical. Physical outcomes in the form of the development of local economic market infrastructure, improvement of road infrastructure, and assistance with agricultural production equipment have positively impacted the agricultural productivity of superior commodities in local economic development locations. From a social perspective, the unified life of the people of Sumenep is the basis for active community participation to contribute to the success of this local economic development program. This active participation from the community impacts the sustainability and success of the Collaboration. From an economic perspective, the resulting outcome is an increase in agricultural productivity, which impacts increasing farmer income. The processing of the superior commodity of shallots into processed products in the form of fried onions has provided added value so that the price is higher than when sold directly after harvest. It also has an impact on increasing people's income. Based on a social theory perspective, Collaboration clearly consists of complex multi-disciplines mixed with diverse conceptual perspectives associated with frag-

mented consensus about the meaning of Collaboration, making it difficult to measure outcomes (Thomson et al., 2007). The results of Collaboration in the context of this research are still temporary and yet to be the final results of local economic development collaboration.

## **5. Conclusion**

Collaborative Governance in developing local economic potential in Sumenep Regency, which is studied in several aspects, including initial conditions, leadership, institutional design, and collaboration processes, can be concluded as follows: 1) Collaborative Governance in developing local economic potential is supported by initial conditions for Collaboration that are sufficient to build stakeholder collaboration but still require commitment and capacity for collaborative action from each stakeholder involved. 2) The existing leadership is facilitative leadership, which is a key and driving factor in successful Collaboration but still needs to be present in all lines of Collaboration. 3) Institutional design has been built through an interactive process of discovery, deliberation, and determination but has yet to be optimal. 4) The collaboration process through sharing understanding and building trust from all stakeholders has become a strong capital for local economic development. Still, it needs to be managed better through binding institutions.

Based on the conclusions, the researchers prepared several recommendations, they are: 1) Increasing the availability of transportation facilities and agricultural infrastructure, as well as maintaining and safeguarding these facilities so that they can continue to be used not only while the program is running but also after the program ends by maximizing the role of Gapoktan and the local community. 2) Maximizing the role of stakeholders and local community values in developing local economic potential. 3) Optimizing partnerships through MoU to create good cooperation between the local economic potential development working group and farmers and business



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actors. 4) Increasing the spirit of facilitative and collaborative leadership in all lines of the workgroup so that it is not dominated by hierarchical leadership.

The conclusions and recommendations in this research cannot be generalized to all regions

implementing local economic development due to different context system conditions and stakeholder interaction network conditions, which may differ in each region. A local wisdom perspective can be recommended for future research examining the same theme.

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