

# COLLABORATIVE GOVERNANCE: TRUST BUILDING INDICATOR IN THE COMMUNITY EMPOWERMENT AREA DEVELOPMENT PROGRAM "FISH APARTMENT" IN MALILI DISTRICT

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## ABSTRACT

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*The Minapolitan Area Development Policy is one policy that requires a collaborative governance study. This is because, in the development of the Minapolitan Area, there is a need for synergy from several stakeholders across sectors. The research objective is to determine collaborative governance through trust building indicators in the Community Empowerment Area Development Program "Fish Apartment" in Malili sub-district. The research method used is a qualitative approach. Data collection was done through in-depth interviews, observation and documentation studies. Data processing and analysis techniques are carried out through three stages, namely: data reduction, presentation and conclusion drawing. The informants in this research are as follows: 1) Regional Secretary of East Luwu Regency; 2) Head of the Community and Village Empowerment Office of East Luwu Regency; 3) Director of Communication and External Relations of PT Vale Indonesia, Tbk; and 4) Coastal communities. The results showed that Trust Building in the implementation of the community empowerment area development program through the "Fish Apartment" in Malili District, East Luwu Regency has not been well established, because of the trust by the government and the community towards PT Vale due to the lack of funding disbursement process and transparency.*

**Keywords:** *community empowerment; collaborative governance; fish apartment; minapolitan area; trust building*

## INTRODUCTION

The Indonesian government created the idea of collaborative governance, beginning with cooperation between the central government and regional governments, other institutions, and international organizations like the WHO and other nations that share the same issue. Effectively, collaborative governance is utilized in this context to improve communication and coordination between the top officials, all levels of local government, and industry specialists. In order for the community to grasp the information collected well, the development of this type of cooperation or collaboration process can be properly communicated to the community (Cahyono, 2021).

Collaborative governance is defined by the existence of equality of stakeholders, involvement, and avoiding political and administrative pressures, according to the theory of administration and public policy, which also emphasizes that it is a subset of a larger idea of governance. Despite having a formal framework, it is nonetheless straightforward and concentrates on successful completion of programs (Habibah, 2021). The idea of collaborative governance itself entails the participation of whatever institutions are beginning cooperative efforts and what are the initiatives of each institution (stakeholders) in defining or setting goals, evaluating results, bringing about change, and so on (Mutiarawati & Sudarmo, 2021).

In order to design or carry out public policies, non-state actors participate in collective decision-making processes under the umbrella of collaborative governance, which is characterized as a cooperative paradigm. Government connections and cooperation, according to Bingham and O'Leary, have two dimensions: one is intermittent (temporary), and the other is permanent. They can take the shape of formal networks, alliances, partnerships, or formal coordination (Chotimah, 2016). In order to create or implement public policies, manage programs, or manage public assets, collaborative governance is a form of government that oversees one or more public bodies and directly involves non-state stakeholders in a formal, consensus-oriented, and deliberative collective decision-making process (Ansell & Gash, 2007).

Policies and societal problems are the focus of collaborative governance. When it comes to creating or making policy, public institutions and agencies have many different objectives. Achieving some sort of consensus among stakeholders is at the heart of collaboration goals and methods. To serve the public interest, collaborative governance must accomplish social fairness. Current government practice dictates that cooperation or collaboration is necessary. Each organization or agency conducts a collaborative process for a number of reasons. It takes time and effort for collaborative governance to emerge, but it is fueled by efforts by many parties to work together to address issues that the public faces.

One advantage of the government's cooperation process is that it can save money because, with the private sector's involvement, government resources, data, and intellectual property can also be used more productively, which significantly improves the standard of public facilities and services. On the other hand, public services can be delivered more effectively with the appropriate application of private sector expertise, technology, and innovation (Djabbari et al., 2021). The evolution of the governance idea, which attempts to accomplish objectives and increase effectiveness, is collaborative governance. The three pillars of democracy—the government, the corporate sector, and civil society—serve as the foundation for the development idea known as collaborative governance. The active participation of the corporate sector and/or civil society, which are development targets, is where this method adds value (Yunas & Dhora, 2019).

In response to failed implementations, exorbitant costs, and the politicization of public sector laws, collaborative governance evolved. Every phase of public policy is the focus. A new paradigm for comprehending the existence of several stakeholders in public affairs is collaborative governance (Dewi, 2019). In response to the ineffectiveness and high costs of enforcing and politicizing regulations, collaborative governance arose. As a competitive alternative to failed managerial accountability and stakeholder plurality, collaborative governance was created. Collaborative governance arises in a flexible manner with the urgency listed below (Ansell & Gash, 2007): 1) Institutional complexity and interdependence; 2) Latent and difficult-to-suppress conflicts between interest groups; 3) Attempts to find new paths to political legitimacy; 4) Inability to put policies into practice at the local level; 5) The inability of groups, particularly as a result of separation of powers regimes, to use other institutional arenas to obstruct decisions; 6) Interest group mobilization; 7) High costs and politicization of regulations round out the list of problems.

According to the collaborative governance model, when a region is developing, the government is unable to manage it alone. As a result, other stakeholders' roles and functions must be utilized to address issues and meet the needs of the public (Kirana & Artisa, 2020). According to (Jung et al., 2009) collaborative governance is the process of

creating, supporting, operationalizing, and overseeing cross-sectoral organizational structures to address public policy issues that cannot be resolved by a single organization or the general public.

There are criteria or elements in the collaborative governance process that can be utilized to determine if the process was successful or unsuccessful. When determining whether the execution of this collaborative practice was successful or unsuccessful, it is critical to comprehend this criterion properly. There are a number of challenges that this collaboration must overcome before it can be implemented successfully. The success of the collaboration process depends on 19 aspects, which are grouped into six categories by Mattessich and Monsey (1992). These six categories are: 1) Environment; 2) Membership; 3) Process or Structure; 4) Communication; 5) Objectives; and 6) Resources. According to (Ansell & Gash, 2007), collaborative governance involves several stages or parts that have an impact on the collaboration process, such as:

- 1) Face-to-face dialogue: Since reaching consensus is a collaborative effort, face-to-face contact is crucial. Face-to-face interaction is an effort to develop respect amongst actors and shatter stereotypes (i.e., the actor's perspective of only seeing the negative side of other actors).
- 2) Trust Building: It is extremely typical for stakeholders to lack trust early on in the collaborative process. Building mutual trust between stakeholders is more crucial to cooperation than simply engaging in conversations with them. As early as feasible during the collaboration process, trust should be established. This is done to prevent agencies from acting selfishly toward stakeholders. Because of this, developing this trust requires leaders that value cooperation.
- 3) Commitment to the Process: There is little doubt that commitment and the collaborative process are closely related. The drive to be involved in or take part in group or collaborative governance activities is called commitment. Each stakeholder must have a strong commitment in order to prevent hazards in the collaboration process, where participation in cooperation is truly challenging. In order for individuals engaged, namely current stakeholders, to see the relationship(s) that have been built as something new and realize that new obligations must be developed, they must have commitment.
- 4) Shared Understanding: During the same stage of the collaboration process, the parties involved must come to an understanding of what they can accomplish together. This understanding between the parties might be characterized as a shared mission, common aims, objectivity, vision, ideology, etc. Mutual agreement on the interpretation of issues can be influenced by sharing common understandings.
- 5) Intermediate Outcome: The collaboration process' monitoring results materialize into tangible products. It is the outcome of an important process and is required to build the momentum that can fuel fruitful collaboration. When the objectives and possible benefits of collaboration are quite concrete and little benefit can be gained from collaboration, intermediate outcomes result.

There are several recommendations that can be used in the collaboration process (Sihaloho, 2022), namely: 1) Communities of shared missions (Cooperation between the Government, the private sector, and non-profit institutions); 2) Communities of shared practice (organizations with special purposes, whether in the form of government-owned bodies, professional associations, or non-governmental organizations); 3) Issue response networks (Institutions that can respond quickly to disasters, for example, Basarnas and BPBD); 4) Strategic alliances (various information technology research and development

agencies); 5) Joined-up government (private institutions and organizations recruited by the government); 6) Service integration (health and welfare insurance agencies); and 7) Intra-organizational (Institutions that can facilitate inter-actor connectivity).

Furthermore, there are three dimensions to collaborative governance. The first dimension is the achievement of client goals aimed at increasing collaboration in order to increase resources that can improve service. The second dimension, inter-organizational relations, is enhanced with the aim of gaining collective benefits and the potential for organizational collaboration. The third dimension, organizational development, provides great benefits directly (Bila & Saputra, 2019).

In addition, there are eight other guiding principles for the use of collaborative governance, including: 1) The community must be involved in the production of public goods; 2) The community must be able to deploy resources and assets to solve public concerns; 3) Experts must impart their knowledge to the community in order to empower it; 4) The policy must be subject to public discussion; 5) The policy must be the result of ongoing collaboration in partnerships; 6) The use of strategy in policy; 7) Institutions' use in empowering people and resolving societal issues must be altered by policies; 8) Accountability in policy is necessary (Seigler, 2011).

The fishery area development program (Minapolitan) is one of the Government's programs launched since 2007 to address the problem of poverty in coastal areas. Regulation of the Minister of Maritime Affairs and Fisheries of the Republic of Indonesia Number: PER.12/MEN/2010 Concerning Minapolitan states that Minapolitan is an area-based concept of marine and fisheries economic development based on the principles of integration, efficiency, quality, and acceleration. In general, Minapolitan consists of two words: *mina*, which means fishery, and *politan*, which means city, so Minapolitan is the City of Fisheries. In the Decree of the Minister of Maritime Affairs and Fisheries of the Republic of Indonesia Number 35/KEPMENKP/2013 Concerning the Determination of Minapolitan Areas, 179 regencies and cities have been designated as Minapolitan areas in 33 Provinces. Consists of 145 aquaculture fisheries and 57 capture fisheries.

One of the initiatives that calls for joint governance research is the Minapolitan Area Development Policy. This is due to the requirement for collaboration among numerous cross-sectoral players in the development of the Minapolitan Area. The central government, which is in charge of regulations and policies as well as facilities and infrastructure across sectors, the regional government, which is in charge of facilities and infrastructure across SKPD, regional level regulations, and land provision, and the private sector, which offers funding and business support, are among the stakeholders who collaborate. This is according to the Ministry of Maritime Affairs and Fisheries of the Republic of Indonesia (2013).

The idea of collaborative governance is thought to be in harmony with the development of rural areas, and its essence calls for participation from several parties, not only the village administration, in order to expedite development, provide for village communities, and give them more authority. By partnering on resources controlled by different parties, the development of rural areas has the ability to advance the village if mapping and identification are done (Febrian, 2016).

East Luwu Regency is one of the locations chosen for the Aquaculture Cultivation Area Development Program (Minapolitan). With its maritime resources, this region has a lot of promise. the region in East Luwu Regency, South Sulawesi, that has been recognized as a Minapolitan strategic area; it is spread throughout 4 (four) districts: Malili District, Angkona District, Wotu District, and Burau District.

Effective coordination and cooperation between parties involved in the development of coastal areas and fishing communities are essential for the Minapolitan program in East Luwu Regency to succeed. Early Minapolitan Program observations in East Luwu Regency indicated a propensity for non-community stakeholders, including as central, province, and regional government agencies, to dominate in carrying out the program's primary tasks. This stands in stark contrast to the community's aims, strategy, and regional development's overall orientation, which is to strengthen fishing communities in accordance with the broad principles for carrying out the development of the Minapolitan area. Due to the lack of participation from the community and a lack of transparency, the partnership program has not been operating effectively, especially in the area of trust needed to manage the partnership. As a result, there is mistrust among the community of the government and PT Vale.

PKPM is a five-year (2018-2023) cooperation program involving the community, the local government, and PT Vale. The goal of PKPM is to boost the community's economic independence, added value, and production capacity in the operations-affected areas. For the community's regional growth and outstanding local or regional products, PKPM offers energizing money. The implementation of PKPM complies with a number of laws, including those that govern how mining corporations must implement community development initiatives.

Through numerous social, economic, and environmental empowerment initiatives, the Community Empowerment Area Development Program (PKPM) attempts to enhance the quality of life for individuals in a community. A multifaceted strategy is used to carry out this initiative, involving the community, the government, and the commercial sector, among other parties. Reducing social inequality, overcoming poverty, and raising standards of living are the core objectives of PKPM. The goal of this program is to give communities more power by improving access to and opportunities in areas such as infrastructure, jobs, education, and health.

A corporate social responsibility practice known as PKPM is an environmental pattern or type of strategic strategy used by businesses to undertake Community Development and Empowerment projects (Anggraeni, 2022). Due to the program's role in mitigating the adverse effects of operational activities as well as the fulfillment of rights that must be granted to the community and employees as a form of corporate social responsibility, this PKPM is a type of social investment that offers mutual benefits for businesses and communities related to CSR programs or corporate social responsibility. Companies that already have business licenses from the local government might use Corporate Social Responsibility (CSR) programs to implement the process of government partnership. In order to achieve sustainable development objectives, Wibisono claims that CSR is a company obligation to stakeholders to act morally, reduce harmful effects, and maximize beneficial effects spanning socioeconomic and environmental elements (triple bottom line) (Sitepu & Maulana, 2021).

A concept called collaborative governance is suitable for empowering communities to construct civilizations inside them (Fatimah et al., 2021). In order to be able to identify, analyze, and determine needs and potentials as well as problems faced, and at the same time choose alternative solutions by optimizing resources and potentials owned independently and actualizing their potentials in the community, empowerment is an effort to obtain and provide power, strength, or ability to weak individuals and communities (Minarni et al., 2017).

Empowerment is a process that aims to increase the capacity, self-confidence, independence, and active participation of individuals or groups in order to solve problems, make decisions, and develop their potential. Empowerment is often related to providing access and increasing the knowledge, skills, and resources needed.

The fish apartment is one of the PKPM initiatives. It was launched by the Fisheries Development Center (BBPPI) in 2011 and is meant to aid in the recovery of damaged aquatic resources, particularly fish habitat. The Fish Apartment Program is a program or approach for managing fishery resources that aims to maximize fish harvests and support ecosystem sustainability. The goal of this effort is to build artificial buildings in the shape of tiny homes or nests that young fish or small fish can utilize as a safe haven as they develop.

The Fish Apartment Program's fundamental tenet is to offer man-made structures that are comparable to the fish's natural habitat, such as coral reefs, mangroves, or bottom muck. Young fish or minnows are protected by this structure from predators and unfavorable environmental factors. Additionally, fish apartments may offer additional benefits for fish development, such as better water quality and higher food availability. The Fish Apartments program often entails erecting man-made buildings made of stonework, timber framing, or other man-made materials in bodies of water that have the potential to serve as fish habitats. These structures are made to be able to provide the many habitats and refuge areas that the fish need. The program also includes monitoring.

It is anticipated that the reintroduction of fish habitat will be able to replenish lost aquatic life and improve public health. The artificial habitat's use as a breeding and protection space is the predicted result of the fish house. In order to aid in the development of coastal areas, PT. Vale Indonesia constructed a fish apartment (home) in the seas off Tanjung Waru-Waru, in the hamlet of Harapan, in the Malili district. The transfer of cube-shaped concrete from the truck to the pontoon boat for additional immersion in the waters of Waru-Waru signaled the beginning of the fish house's construction.

This program planning is, of course, based on the potential of the area, which is located in a coastal area, and the marine processed product industry. PT. Vale explained that the fish apartment program has many functions. The first is the function of the environment as a conservation mechanism for fish ecosystems under the sea. Second, the economic function is to increase the catch of fishermen. The third is the tourism function, where in the future the results of the fish apartment program will be open to the public. Fourth is the educational function of conveying to the public that there is social engineering that can be done to maintain natural conditions. Based on the description of the problems that occurred, this article aims to analyze the trust of the participants in the Community Empowerment Area Development Program (PKPM) through fish apartments in Malili District, East Luwu Regency.

## **RESEARCH METHOD**

The research method used is a qualitative approach. The qualitative approach is to conduct research under natural conditions, directly to the data source, and the researcher becomes the key instrument, presenting data in the form of words or pictures and not emphasizing numbers; prioritizing process rather than product; performing inductive data analysis; and emphasizing the meaning behind the observed data (Sugiyono, 2013). Data collection was carried out through in-depth interviews, observation, and documentation studies. Data processing and analysis techniques were carried out using

the (Miles & Huberman, 1994) model, namely: data reduction, presentation, and conclusion. The informants in this study are as follows: 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.

## **RESULT AND DISCUSSION**

### **Building Community Empowerment Area Development Program (PKPM) Through "Fish Apartments" in Malili District, East Luwu Regency**

The trust Building Indicator in the process of collaborative governance refers to a method or tool to measure the level of trust between various parties involved in collaborative cooperation. Collaborative governance is an approach in which governments, non-governmental organizations, and civil society work together to make decisions and solve complex problems. This indicator helps to identify and measure the elements that affect the level of trust among stakeholders in the context of collaboration. These indicators usually relate to aspects such as open and transparent communication, mutual understanding, honesty, the ability to fulfill commitments, fairness in the distribution of resources, and fair involvement of all parties involved.

The purpose of this trust-building indicator is to evaluate and strengthen the factors that build or undermine trust in a collaborative framework. By understanding the most important dimensions of trust and identifying areas where trust may be weak, stakeholders can take the necessary steps to improve relationships and build better trust. Trust building is a collaborative governance process that helps reduce uncertainty, increase participation, and increase the effectiveness of collaboration. By measuring and strengthening levels of trust, it can help create an environment conducive to sustainable and successful cooperation between the stakeholders involved.

Ineffective stakeholder communication is typical at the start of the collaborative process. Collaboration is more than just discussions between interested parties. However, the goal of the collaborative approach is to increase mutual trust. When beginning a collaborative process, trust must be established as soon as possible. This is an effort to prevent egocentrism among institutions among stakeholders. Therefore, in order to create this trust, organizations require leaders who have the capacity to understand its significance.

Trust enables effective collaboration because it builds a strong and mutually beneficial relationship between the parties. In an environment filled with trust, people tend to be more open to sharing knowledge, experiences, and resources. This facilitates the process of making good decisions and achieving common goals. Then, Trust also allows the parties to feel confident that they can rely on each other to fulfill the commitments that have been made. When trust exists, each party feels confident that the other will fulfill their obligations and responsibilities. This helps create a sense of certainty and stability in cooperation.

The Community Empowerment Area Development Program (PKPM) can involve various strategies and initiatives to improve the quality of life of people in an area. One strategy that can be used in PKPM is the fish apartment approach. Fish apartments are concepts or methods that aim to improve aquatic ecosystems and increase fish catches by providing artificial structures that serve as shelter and growth for young or small fish. These artificial structures are designed to mimic natural habitats, such as coral reefs,

mangroves, or mudflats, which provide shelter for fish. Through PKPM, the government and the community can work together to build fish apartments in waters affected by degradation or decreased fish populations. Steps that can be taken include: 1) Location identification and consultation with stakeholders; 2) Design and Construction of Artificial Structures; 3) Installation and Maintenance; and 4) Monitoring and Evaluation.

Through the PKPM program using the fish apartment approach, it is expected to create better conditions for young fish or small fish to face threats and increase fish catches. In addition, this program can also provide benefits for local fishermen by increasing sustainable fishing resources and improving their livelihoods. The Community Empowerment Area Development Program (PKPM) is a program with an area idea, where the program is implemented based on the type of area, which includes a number of integrated villages, rather than on the size of each individual village area. The following table shows how the region is divided:

**Table 1.** Production Distribution of PKPM Areas

Region	Area
Tour	Desa Nuha
	Desa Sorowako
	Desa Nikkel
	Kelurahan Magani
Agrotourism	Desa Wasuponda
	Desa Ledu-Ledu
	Desa Tabarano
	Desa Balambano
Livestock, agriculture and management of non-timber forest products	Desa Kawata
	Desa Prumpanai
	Desa Matano
Integrated Agricultural Development	Desa Mahalona
	Desa Libukan Mandiri
	Desa Buangin
	Desa Kalosi
Development of pepper commodity agro-industry	Desa Tole
	Desa Takalimbo
	Desa Loeha
	Desa Ranteangin
	Desa Bantilang
Development of commodity processing trade and industry	Desa Masiku
	Desa Lioka
	Desa Baruga
	Desa Langkea Raya
	Desa Asuli
Livestock development and area support	Desa Wawondula
	Desa Timampu
	Desa Pekaloa
	Desa Matompi
Coastal development and marine processing industry	Desa Wewangriu
	Desa Balantang
	Desa Pasi-Pasi
	Desa Harapan
Development of services and urban services	Desa puncak Indah
	Desa Baruga
	Kelurahan Malil



Supporting agriculture and husbandry plantation and animal husbandry Desa Laskap and Desa Pongkeru

Source: East Luwu Regent Regulation Number 94 of 2021

A program comprising various villages, including Harapan village, Pasi-Pasi village, Wewangiru village, and Balantang village, which eventually combined into a coastal area and marine product processing industry, is the fish apartment program. Beaches, ponds, and seacoast coasts in this area have enormous potential, as do marine fisheries and seaweed. The goal of this area's development is to make more use of marine products and fisheries as an alternative to and strategy for rural development that is integrated from upstream to downstream. The program's format is the construction of fish apartments in Harapan village and the planting of mangroves in Pasi-Pasi village.

The outcomes revealed that the three parties who worked together to develop the fish apartment program did not have a solid foundation of confidence. This is evident in the lack of confidence the government and the society have in PT. Vale as a result of the opaque funding and disbursement processes. Similar to this, contractors from local communities in this situation do not effectively carry out their duties and obligations because of the lack of confidence between PT. Vale and the government towards communities that are not well connected as a result of program execution. The premise of the program, which was viewed as unjust to some towns, and the length of the program implementation process due to the intricate and time-consuming process did not inspire public confidence in PT. Vale and the government at the start of the program.

**Table 2.** Trust Building in the Fish Apartment PKPM Program in Malili District

Dimensions	PKPM Collaborative Governance
Trust Building	<ol style="list-style-type: none"> <li>1. Adanya kecemburuan antara desa/masyarakat (Ego sektoral)</li> <li>2. Transparansi dan Keterlambatan pencairan anggaran CSR</li> </ol>

Source: Balai Pertanian Jateng, 2013.

Based on the aforementioned data, it can be seen that the PKPM concept, which was first dispersed per village, was later converted to an area concept, leading to the implementation of some programs in specific areas rather than all villages. Other nearby villages who weren't chosen as the program's location were envious as a result of this. The majority of people mistrusted and rejected the area concept put out by the government and PT. Vale. However, the area concept could be put into practice once the socialization was done, which was supported by a justification from the Regent of East Luwu, who was also the supervisor in the Coordinating Team for the Community Development and Empowerment Program of PT. Vale.

Building confidence is crucial during the program's conception, as well as during its implementation and final stages. Building trust between the three connected parties- the government, the private sector, and the community- is essential to the successful implementation of the fish apartment program. There is still a lack of trust between PT. Vale and the government toward the neighborhood. Due to a number of factors, including the sluggish distribution procedure, document inspection, and the implementation of

initiatives carried out by PT. Vale, the government and the people also have little faith in the company. It is also challenging for the community and the government to develop trust in PT. Vale due to the issue of lack of transparency over the nominal CSR funds.

Due to PT. Vale's sluggish disbursement process, document inspection, program implementation, and fund disclosure, neither the government nor the public had acquired a strong trust in the company. The constraints that PT. Vale faced, such as the sluggishness of the individuals chosen to serve as program implementers, as well as internal PT processes, are what led to the delay in the payout made by PT. Vale. Vale needs additional time to disburse so that the existing data or documents are complete and the money disbursed is on target. This time is needed for internalizing, validating, assessing risks, and other tasks.

## CONCLUSION

The lack of a transparent funding process and disbursement process has made it difficult for the government and community to trust PT. Vale in the implementation of the community empowerment area development program (PKPM) via the "Fish Apartment" in Malili District, East Luwu Regency. Similar to this, contractors from local communities in this situation do not adequately carry out their duties and obligations due to the lack of confidence between PT. Vale and the government towards communities that are not well connected as a result of program execution. The premise of the program, which was viewed as unjust to some towns, and the length of the program's implementation process due to the intricate and time-consuming process did not inspire public confidence in PT. Vale and the government at the start of the program.

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