

## **PARTNERSHIP AS A MEANS OF COLLABORATIVE GOVERNANCE TO ACHIEVE COASTAL COMMUNITY'S RESILIENCY IN INDONESIA**

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### **ABSTRACT**

Due to its unique geographical characteristics, the Coastline Community is seriously threatened, most notably by the world's deteriorating environmental conditions. Such threats would affect not only the physical needs of the said community but also the life of its people in a multidimensional context such as social, economic, environmental, and else. Considering such a dynamic environment, the ability of a community to sustain itself through change via adaptation and occasional transformation is most needed. Collaborative governance is essential to preserving or strengthening a coastal community's resilience. Thus, this study aims to ascertain how the partnership is necessary to achieve coastal community's resiliency. This research uses descriptive-explanative research with a qualitative approach. This study uses content analysis techniques and library research. The Result shows that Partnership is essential to achieve Coastal Community Resilience. To attain shared objectives, it is crucial to emphasize the value of partnerships between different stakeholders because a resilient community will benefit all parties. Additionally, collaborative governance demonstrates that an environmental protection effort's failure is not due to one party's limits as evidenced by a coordinated effort conducted by non-governmental organizations that successfully made a coastal town more robust.

**Keywords:** collaborative governance; partnership; coastline community.

### **ABSTRAK**

Disebabkan karakteristik geografisnya yang unik, Komunitas Pesisir terancam secara serius, terutama oleh kondisi lingkungan dunia yang memburuk. Ancaman tersebut tidak hanya akan mempengaruhi kondisi fisik komunitas tersebut, tetapi juga kehidupan masyarakatnya dalam konteks multidimensi seperti sosial, ekonomi, lingkungan, dan lain-lain. Mengingat lingkungan yang dinamis, kemampuan masyarakat untuk mempertahankan diri melalui perubahan melalui adaptasi dan transformasi sesekali sangat dibutuhkan. Pemerintahan kolaboratif sangat penting untuk melestarikan atau memperkuat ketahanan masyarakat pesisir. Oleh karena itu, penelitian ini bertujuan untuk memastikan bagaimana kemitraan sangat penting untuk mencapai ketahanan masyarakat pesisir. Penelitian ini menggunakan penelitian deskriptif-eksplanatif dengan pendekatan kualitatif. Penelitian ini menggunakan teknik analisis isi dan penelitian kepustakaan. Hasil penelitian menunjukkan bahwa Kemitraan penting untuk mencapai Ketahanan Masyarakat Pesisir. Untuk mencapai tujuan bersama, sangat penting untuk menekankan nilai kemitraan antara pemangku kepentingan yang berbeda karena komunitas yang tangguh akan menguntungkan semua pihak. Selain itu, tata kelola kolaboratif menunjukkan bahwa kegagalan upaya perlindungan lingkungan bukan karena keterbatasan satu pihak. Hal ini dibuktikan dengan upaya terkoordinasi yang dilakukan oleh lembaga swadaya masyarakat yang berhasil membuat kota pesisir menjadi lebih tangguh.

**Kata kunci:** tata kelola kolaboratif; kemitraan; masyarakat pesisir.

**BACKGROUND**

As the world's largest Archipelago, Indonesia has over 17.000 islands and over 95.000 Coastlines (Kementerian Kelautan dan Perikanan, 2019). With such Geographical features, it is hardly surprising that Indonesian People is heavily dependent on the sea for their daily life, with sprawling coastline community across the country, both in the urban and rural areas. On the other hand, such sprawling coastline communities threaten the people living there. Natural hazards such as tsunamis, rising sea levels, and deterioration of the marine environment threaten the coastline community. Considering such threats, the Resilience of the Coastal Community is most needed to be achieved. Thus, according to an earlier study, enhancing community resilience is the preferred approach to rising catastrophe risks and climatic uncertainty.(Hiwasaki et al., 2014)

While some factors affect a community, community resilience is not about controlling all the conditions that affect communities; instead, it involves a community's ability to respond to changes.(Ahmed et al., 2004; Gibbon et al., 2002). Furthermore, (Berkes et al., 2002) assert that communities must accept the inevitability of change and adapt to live with uncertainty and surprise. Achieve a state of resiliency a community could not achieve by its mean. The roles of the Government and other parties, such as Private Companies, Non-Governmental Organizations, and other institutions, are also needed.

Collaboration is a social process involving actors working together to accomplish shared objectives, engage in

joint activities, and support one another. Sociological research suggests that collaborative governance is a key to fostering cooperation and taking accountability for the task completed. According to (Emerson et al., 2012), collaboration governance covers the dynamics of collaboration, actions taken in collaborative governance, results of collaboration, and the effect of collaboration. As a result, the collaboration creates a system to endure and recover from the effects of calamities (Kolopaking et al., 2020). Thus, we can discern that the role of collaborative governance is crucial in building a resilient community.

In general, coastal communities in Developing Countries such as Indonesia are complicated because the institutional framework is a significant issue. The government, particularly at the local level, needs help to implement the proper Disaster Risk Response due to their asymmetrical development at the same time(O. Danar et al., 2021). Therefore, Collaboration, particularly partnerships between the government, non-governmental groups, the corporate sector, and international organizations, is crucial in dealing with the institutions' finite capacity.

So, this is where the paper focuses. This paper examines the institutional problems that hamper the Coastal Community from achieving its resilience. Besides that, this paper will also suggest that the partnership between various actors mentioned above is a key towards a state of resiliency for a coastal community.

## **METHOD**

This research uses descriptive-explanative research with a qualitative approach. This method obtains more detailed and accurate information about a research problem. (Moleong, 2007) says that qualitative research uses the natural environment to interpret events that occur and are generated by participation. Descriptive research aims to obtain more detailed information to describe events (Sugiyono, 2011). The descriptive method is also used to examine the data as it is (Soehartono, 2008).

This study uses content analysis techniques and library research. The content analysis technique is used to conclude a text. In other words, content analysis is a research method that seeks to uncover the public and hidden thoughts of the author.

While literature research uses the types and sources of secondary data, according to (Sugiyono, 2011), secondary sources are sources that do not directly provide data to data collectors, for example, through other people or documents. Secondary data is obtained from open sources such as books, the internet, journals, and various literature sources from the researched institution. The search was focused on literature published until 2022. The search results were then reduced, and data in line with the research topic was taken as reference material in writing this journal article, which is related to successful collaboration in strengthening the resilience of coastal communities.

As for the structure of this paper, First, this paper will explain critical concepts used in the research, such as Partnership as a means of Collaborative Governance and the

Coastal Community's resilience. Second, this paper will answer two main research questions stated above. Finally, this paper will conclude the findings and discussion in the Conclusion section.

## **RESULT AND DISCUSSION**

### **Partnership as a means of Collaborative Governance**

Collaborative governance is an idea of cooperation between stakeholders in solving a problem. (Ansell & Gash, 2007) define collaborative governance as governance involving many stakeholders in the collective decision-making process, consensus-oriented and deliberative, and aims to make or implement public policies or manage programs and public assets.

Furthermore, collaborative governance uses the capabilities of the organization, stakeholders, and community to achieve collective decision-making that results in implementing actual policies. Also, it becomes the direction for local society to be more reachable for community resilience (Kapucu & Sadiq, 2016).

Also, it must be stressed that even though the Government and other parties, such as private companies, have a high commitment to preserving the coastal area environment, without the support of other parties to work in a system, the benefits of this commitment cannot be felt. This aligns with the studies (McDonald & Young, 2012). It demonstrates the need for stakeholder cooperation to execute an environmental preserving program, such as CSR, in the best possible way.

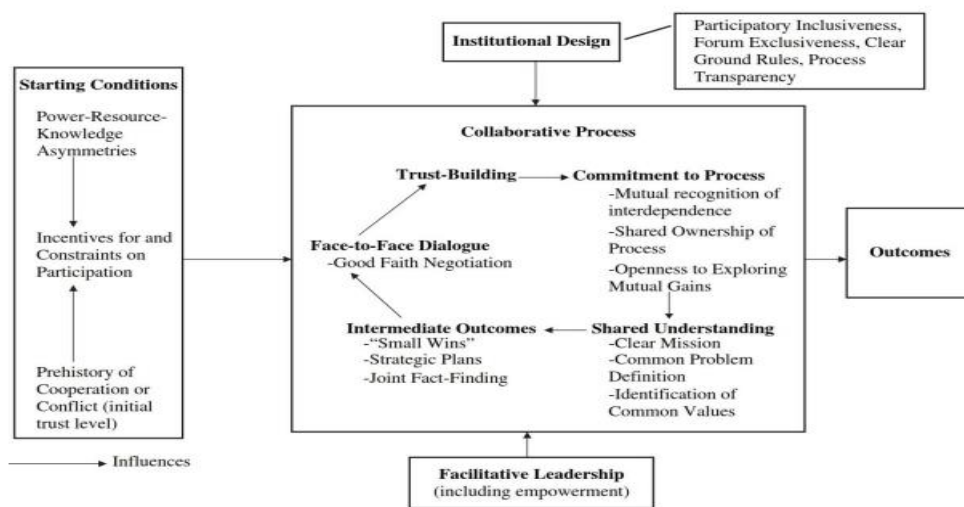
Thus, it is apparent that partnership between the stakeholders (Government, both at the national and local level) and the

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other parties, such as Private companies, NGOs, and Academic Institutions, is essential to achieve the said goal, namely achieving a state of the resilience of the coastal community. The basic idea of the importance of such a partnership comes from the fact that stakeholders need more capacity to achieve the goal stated above.

Furthermore, Ansell & Gash (2007) made a model of the Collaborative Governance Process that involves three elements. They are starting conditions, institutional design, and facilitative leadership. As shown in the below figure:

**Figure 1.** Three elements of the Collaborative Governance Process



Source: Ansell and Gash, 2007

The first element, starting conditions, begins with whether there is an asymmetry in the conditions of power, resources, and knowledge in society. It is also essential to check and determine whether a dispute or partnership has been started. This will help identify and analyze related incentives and barriers to participation. It is crucial to carry out such an assessment since these starting conditions will significantly impact the collaborative governance process.

The second element involves what is called "Institutional design". It is essentially an effort to establish fundamental

guidelines for collaborative processes, such as inclusive participation, forum exclusivity, straightforward ground rules, and process transparency.

Meanwhile, the last element, or leadership, needs to be facilitative. Leadership is crucial in mediating and facilitating the collaborative process, establishing and upholding clear ground rules, fostering discourse, developing trust, and identifying mutual benefits (Ansell & Gash, 2007). Because the Collaborative process is a cycle consisting of trust-building, commitment to the process, shared understanding, intermediate outcomes and

face-to-face dialogue to achieve the common goals, which in this case is achieving a state of the resiliency of the coastal community.

### **Coastal Community's Resiliency**

The resilience notion has been defined from several angles with diverse interpretations (O. R. Danar & Pushpalal, 2014). Resilience, according to Holing, is a measure of a system's capacity to withstand changes in parameters, driving factors, and state variables while maintaining its ties (Holling, 1973). Another discussion pointed out that the ability to tolerate, adapt, and alter in response to forces of change without losing essential characteristics is meant by the word "resilience" in socio-ecological literature (Berkes et al., 2002). In addition, some international organizations have a particular interpretation of resilience, including IFCR (2004), conveying that 'resilience is a capacity to survive, adapt and recover from natural disaster'. While UNISDR (2009) 'resilience is the ability of a system, community or society exposed to hazards to resist, absorb, accommodate to recover from the effect of a hazard in a timely and efficient manner, including through the preservation and restoration of its essential basic structure and functions.

As stated above, resiliency in the context of community is defined as a community's ability to respond to changes. (Ahmed et al., 2004; Gibbon et al., 2002). (Berkes & Seixas, 2005) stress that communities must learn to live with change and uncertainty and actively build the capacity to thrive in that context. Developing resilience increases the community's ability to develop in dynamic

environments characterized by unpredictability and surprises (Adger et al., 2005; Walker et al., 2003).

The resiliency of the community is actively influenced by its members. Even though outside influences impact the community, the community can influence its well-being and take a leadership role. Communities must also be acknowledged as significant stakeholders. They must engage in the resource management problems that affect them since they have a significant stake in natural resource management's economic, social, and environmental implications (Magis, 2010).

Further, the achievement of specified community goals fosters the development of community resilience. Participation and leadership from all sectors are essential for collective action. The singularly exceptional labour of a single person or group of people is insufficient (Berkes et al., 2002).

Thus, to achieve community resilience, which entails an ability of a community to thrive in a dynamic environment, participation and leadership from various stakeholders, including government and other parties, is needed, especially for the coastal communities in Indonesia, which is a very dynamic environment which also possesses threats from natural disaster and also climate change.

### **Barriers to achieving coastal community resilience in Indonesia**

Collaborative governance is increasingly praised as an effective way to solve complex social-ecological concerns,

including natural disasters and unexpected catastrophes (UNISDR, 2015).

Notably, Collaborative governance is a crucial mechanism to implement the UN's Disaster Risk Reduction program (UNDRR), as set out in the Sendai Framework for Disaster Risk Reduction (SFDRR). The SFDRR frequently mentions coordination, involvement, and collaboration across scales and sectors to promote community resilience to natural disasters. To formally develop a practice of cooperation in the disaster management cycle, this shift towards Collaborative governance is an expansion of prior decentralization and participatory initiatives that are already well established in large-scale disaster response techniques (Ibid, 2015).

Also, there was an international symposium on preventing natural disasters. The fundamental takeaway from this conference was that each nation has a primary sovereign right to defend its people, infrastructure, and national interests, as well as its social and economic assets, from the effects of natural disasters. Following it, a strategy and action plan for a safer world was developed at the Yokohama Conference. The strategy's premise is that natural catastrophes continue to occur and that their scale, complexity, frequency, and economic effect are all growing. (Permana, 2007)

The government is mandated as the primary organizer responsible for carrying out post-disaster rehabilitation efforts, including the housing sector, under Law No. 24 of 2007, covering Disaster Management. Despite this, given its limits, it is essential to promote the involvement of several

stakeholders, including non-governmental groups, the corporate sector, foreign aid organizations, and funders, for recovery assistance to be conducted successfully. However, given their limited resources, those impacted by calamities have few options for improving their situation. (Sagala et al., 2013)

One of the requirements to build a strong partnership regarding community resilience is the existence of a regulator that will ensure all components of coordination are settled and work properly. In this case, the government functions may be categorized into three primary groups: coordinator, regulator, and executor. The coordinator in this situation serves as the principal mover of any initiatives or efforts to build community resilience. Additionally, it coordinates several stakeholders from multiple sectors to reduce asymmetrical perspective, aim, and action.

The second role is the regulator. The government's role as a regulator enables them to formulate, develop and review any policy related to Coastal Community Resiliency. Finally, the government also have a role as an executor. It means that they have the authority to execute or implement related policies.

However, in practice, the government often does not carry the three roles mentioned above in the best way possible. For example, the natural catastrophe that struck Palu City on September 28, 2018, had devastating effects, including fatalities, particularly those impacted by tsunamis, liquefaction, and earthquake.

The catastrophe attracted attention from all around the world, and this city

received a significant quantity of relief from many nations and areas. Massive amounts of charity do not directly resolve the community's issues; they are made worse. Because the relief was not allocated relatively, the community had to deal with increasingly complicated issues. As a result, many people were dissatisfied with the government's handling of the crisis in this city. (Riadi & Erdiyansyah, 2021).

From this fact, we can see that the local government of Palu could not perform its role as an initiator in the best manner. The other stakeholder's effort to collaborate has already been seen because many reliefs come from the Private Sector, NGOs, and other parties. However, the collaboration process could not carry out well.

Another example is Aceh's tsunami in 2004, which was noted as Indonesia's first attempt to gather hundreds of NGOs to help with post-disaster rehabilitation. Due to the lack of a robust grassroots infrastructure on the part of the Indonesian government, NGO assistance is seen as a valuable contribution. Indonesia needed an official disaster management agency during Aceh's recovery. During that time, the local government's capacity to respond and recover from Natural Disasters was quite limited. As a result, the Indonesian government requires assistance from NGOs since they are thought to have more significant resources. NGOs only sometimes result in better conditions, in any case. While working closely with NGOs and the government to manage disasters, the following issues occasionally arise.

First, misunderstandings between the government and NGOs cannot be resolved. The government perceives NGOs

as talking rather than acting, opposed to any effort to ensure transparency and accountability, donor-driven, fixated on sectoral issues, and overly critical of government policies. NGOs believe the government wants to restrict their freedoms by exercising authoritative control (Mubah, 2013).

The second is the local government's slow response to the crisis. It must be admitted that most local government apparatus in Indonesia have limited experience handling natural disasters (Ibid, 2013). Furthermore, there appears to be a firm reliance on the federal government to offer essential assistance, while local governments need more (Kuntjoro & Jamil, 2011; Mubah, 2013).

Other studies (O. Danar et al., 2021) highlighted Collaborative Governance efforts carried out by the Banyuwangi Local Government in the aftermath of the 1994 Tsunami. They highlighted the minimal role of non-government stakeholders, particularly the private sector, in achieving Community Resilience in the aftermath of the said disaster. They found the need for more contributions from private sectors to participate in building community resilience around Pancer hamlets society.

This conclusion contradicts the private sector's outstanding contribution, which would be to improve employee knowledge of the danger of catastrophe, conduct training, or offer technical support through a corporate social responsibility program (UNDP & BNPB, 2015). Building community resilience will require excellent coordination across stakeholders. Thus, even while the absence of the private sector does not become a barrier or an inhibitor, it

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may take longer for other parties. Therefore, a lack of involvement from the private sector will be the collaborative process' missing piece and cause inefficiencies.

Also, in another research, it is stated that Stakeholder management practices often emphasise enhancing social and economic circumstances rather than managing the environment.(Firdaus & Ginting, 2013). The said problems can be attributed towards economic factors. Local stakeholders, in this case, the local population itself, often have limited roles in achieving their community resilience(O. Danar et al., 2021).

Therefore, it can be concluded that several factors hamper the efforts to achieve Coastal Community Resilience. The

Government needed to carry out its role correctly, with minimal participation among stakeholders such as the private sector and the local population.

### **The system of stakeholder intervention has both strengths and drawbacks, enhancing the coastal communities' resilience.**

Each type of stakeholder intervention pattern certainly has its advantages and disadvantages. These weaknesses and strengths can be used as recommendations for the future related to overcoming the shortcomings of each existing pattern of stakeholder intervention. Here is an explanation of the advantages and disadvantages:

**Table 1.** Strengths and Disadvantages of Intervention Patterns Stakeholders

Type of Intervention	Advantages	Deficiency	Solution
1	2	3	4
<b>Non-collaborative government intervention</b>	The process of concept creation to execution is faster	The focus of the form of assistance is only 1 linear (according to the field of service)	Assistance must be <i>purposive</i> . This means prioritizing quality over quantity of the desired target later.
		The target or target of aid becomes narrower	Focusing on deeper assistance assessments starting from the root of the problem to the biggest impact so that all problems are resolved.
		The problem assessment process tends to be limited	There should still be the involvement of an expert or someone who oversees the area of the objective of assistance in problem assessment. Although the execution is independent.
		Monitoring and evaluation are not carried out continuously because of limited human resources	Improve the quality of existing human resources so that they can work multifunctionally.



<b>Collaboration between governments (between agencies)</b>	The form of assistance becomes multi-disciplinary fields Opportunities for the funding process (funding) to be faster and wider due to the many involvements of the department.	Equating concepts and ideas becomes more complicated Monitoring and evaluation is less focused, because each agency has its own monitoring and evaluation pattern	There must be a concept that discusses how to carry out Monitoring and evaluation as well as what indicators are the goals of achieving the provision of assistance. And there must be one field that acts as monitoring and evaluation whose members consist of each stakeholder
<b>Multi-stakeholder collaboration</b>	The form of help becomes multi complex	It takes more time to coordinate	The existence of technology must be able to be used optimally, such as the concept of virtual meetings through various platforms (example: google hangout, skype and zoom)
	Citizen participation is increasing because there are many stakeholders who are involved and care about the condition of the community	The implementation process tends to be longer	There must be an implementing agency/structure as a regulator or supervisor of the course of activities for the accuracy of goals and objectives (time, targets, outputs)
<b>Private sector through CSR program</b>	Increasing the awareness of the private sector towards social and the surrounding environment Generating a sense of shared responsibility for social conditions and the surrounding environment	The benefits and targets of CSR have not been fully achieved	At the stage of formulating goals and processes prior to execution, careful assessment must be carried out, in other words, not focused on the implementation of activities.

Source: Analysis Results, 2022

**The partnership is a key to achieving Coastal Community Resilience.**

In several Disaster Risk Reduction literature, the significance of fostering local resilience has been emphasized more and more (Djalante et al., 2012; Olwig, 2012; Rose, 2007; Zhou et al., 2010). The increased availability of resources can strengthen the capacity and competency of

local stakeholders. Information and knowledge exchange may result from and be facilitated by the involvement of various stakeholders. Additionally, the accessibility of resources can improve local readiness and reaction.

To successfully manage the local consequences of natural hazards and climate change, methods that are designed to deal

with repeating large-scale catastrophes, more minor localized occurrences, and changing weather patterns are required. Politicians and civil society groups have emphasized recently that national laws, regulations, and initiatives designed to promote disaster and climate resilience have yet to have an impact at the local level, as mentioned before.

However, many decision-makers need to be aware that there are already active community-driven projects addressing the needs of disadvantaged and poor communities in the face of disaster and climate change. With universities, academics, the private sector, and local & national governments, these initiatives have created multi-stakeholder collaborations. When effective, the outcomes always favour all parties involved. As a result of community collaborations, national and local governments are better equipped to develop and implement successful initiatives that uphold their obligations to those communities, in this context, coastal communities. Communities leading local action also gain access to public resources, technical training, and decision-making mechanisms to scale up and maintain their projects, better preparing them to survive the potentially catastrophic impacts of catastrophes (World Bank, 2015).

One of the successful examples of such initiatives in Indonesia is a Rehabilitating coastal ecosystem in Padang, West Sumatra, led by Yakkum Emergency Unit (YEU), an NGO specialized in natural disaster responses. As for the Background, the natural barriers defending coastal ecosystems and populations against storm surges and tsunamis have been degraded

due to the degradation of the mangrove forests along the Western Sumatra coast.

The program established a nursery with 12,000 mangrove seedlings by November 2013. With the help of many community members, including those from the Teluk Kabung Selatan sub-district, the Fishery and Marine Office of Padang, the Junior School 37 children, the village mangrove organization, and other locals, 7,000 of these seedlings were planted after five months. A reserve of 5,000 more mangrove seedlings was maintained. The Collaborative Efforts in Sungai Pisang Village are just an example of how the partnership between various stakeholders to achieve coastal community resilience would benefit them environmentally and economically. (Ibid, 2015)

Another way that could be tried is creating the Disaster Risk Reduction program with the local community as the centre. This action is consistent with global governance (CG) concepts that emphasize "the local" as being closest to the grassroots; if local government is strong and functional, it may encourage collaborative efforts that bring together residents, companies, and NGOs. (Acharya, 2018)

## CONCLUSION

With their dynamic surroundings, Coastal Community possesses severe environmental threats, from natural disasters or deteriorating marine environmental conditions. Thus, a particular action must be taken to achieve Coastal Community Resilience, Partnership as a means of Collaborative Governance. The importance of partnerships between various stakeholders to achieve common goals must

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be emphasized since the resilient community will benefit all parties involved.

Also, collaborative governance shows that the limitations of one party differ from the reason for the failure of an

environmental protection effort, as shown by the non-governmental-led collaborative effort, which proved to be successful in achieving the state of the resilience of a coastal community.

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