



Stakeholder Capacity in Collaborative Policy Innovation in Socio-Economic Development of Coastal Area Communities in Border Areas in Nunukan Regency, North Kalimantan Province

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Article Info

Article history:

Received 11 December 2023

Received in revised form 15

May 2024

Accepted 22 May 2024

Keywords:

Stakeholder Capacity

Collaborative Policy

Innovation

Socio-Economic

Development

Abstract

This research aims to analyze stakeholder capacity in collaborative policy innovation in the socio-economic development of coastal communities in border areas in Nunukan Regency, North Kalimantan Province. The stakeholder capacity implemented is based on Emerson et al. (2012) theory. By analyzing capacity based on procedural and institutional arrangements, leadership, knowledge and resources. The type of research used is descriptive qualitative research. The results of the research explain that in the socio-economic development of society, stakeholder capacity focuses on priority programs owned by the government, showing that in its implementation the government and other stakeholders focus on each program they have, namely improving infrastructure supporting inter-regional connectivity, improving the quality of human resources as the subject and object of development. , optimizing the use of regional potential (agriculture, processing industry, economic businesses) to support the regional economy.

Introduction

Indonesia is an archipelagic country with abundant natural resources. Rich and diverse, the characteristics of ethnic and cultural areas make it ideal for the growth of national strategic industries such as tourism. Likewise, if developed properly, the coastal areas of the Border region in North Kalimantan Province have enormous potential to increase PAD or local original income. In developing the potential of a region, of course there needs to be cooperation and capacity of every stakeholder who takes part in the development of the region.

The ability to perform an action in the same way over and over again is what makes an organization, and this trait has benefits for a variety of activities. It is clear that various control mechanisms are used in organizations, such as formalization, power structures, establishment of procedures and rules, strong culture, and specific uses. The criteria mentioned above, among other things, are applied to increase the reliability of the tasks carried out. One of the main benefits of organizational reliability is its ability to provide goods and services consistently for various activities and circumstances (Irawan, 2016).

An important driver that energizes or drives the gathering of participants by reducing the initial formal costs of collective action and organizing collaborative dynamics within each activity. These dynamics and the actions they produce over time shape collaborative governance. Some scholars describe collaborative processes as a linear sequence of steps. cognitive steps or stages that occur over time from problem definition to direction setting and implementation (Daniels

& Walker, 2001; Selin & Chavez, 1995). The focus of collaborative governance is on three components of collaborative dynamic interaction, namely principal engagement or fundamental commitment, shared motivation or joint motivation, and capacity for joint action or capacity for joint action (Emerson et al., 2012).

In relation to policy innovation in the socio-economic development of society and the development of marine potential in the border areas of Nunukan Regency, it is very necessary to involve the concept of collaborative dynamics. This is based on the following assumptions: First, there has been no basic commitment initiated by stakeholders starting from the government, political actors, business groups and community groups to produce and formulate innovative policies to support improving the social and economic welfare of communities in coastal border areas. countries in the region.

In terms of implementing good government processes, the government needs to increase its organizational capacity, especially in terms of socio-economic development of communities in coastal areas. Building and improving the skills, talents and capabilities of organizational resources is a process known as capacity building or capacity development. It is important for organizations to grow, adapt and thrive in times of rapid change. MacDonald et al. (2022) define capacity building as increasing the ability of public organizations to achieve certain goals either independently or in collaboration with other organizations. Another opinion was expressed by Speich et al. (2023). Increasing organizational capacity is not only focused on government organizations but also with stakeholders who are directly involved in the socio-economic development of a region.

Irawan (2016) sees capacity building as a process or series of activities to make changes at the individual, group, organization and system level in order to strengthen the individual and organizational ability to adapt so that they can be responsive to environmental changes. which exists. The two opinions above emphasize the level at which capacity development is located and the orientation of capacity development carried out is in the process.

Bernier & Clavier (2011) also refined Dye's definition by recognizing that the capacity of government to formulate and implement its decisions exerts significant influence on public policy making and policy outcomes and is a primary consideration in assessing the type of action the government is considering.

In relation to policy innovation in the socio-economic development of society and the development of marine potential in the border areas of Nunukan Regency, it is very necessary to involve the concept of collaborative dynamics. This is based on the following assumptions: First, there has been no basic commitment initiated by stakeholders starting from the government, political actors, business groups and community groups to produce and formulate innovative policies to support improving the social and economic welfare of communities in coastal border areas. countries in the region.

In relation to the capacity of actors to carry out joint action, it is still very limited. This is based on the fact that currently in Nunukan Regency there are no joint procedural arrangements and institutions to become a forum for bringing together action to create policy innovation. The issue of capacity in collaborative dynamics can also be seen from the leadership aspect which so far has not been able to initiate stakeholders to take collaborative action in presenting innovative policies. Furthermore, knowledge, of course, of several actors who should take part in collaborative policy innovation actions is still very limited, making it less possible to present policy innovations based on collaborative governance. And finally regarding capacity, the resources owned by each actor are also quite limited so joint action is needed in utilizing

resources such as programs, financial, human resources together to create collaborative policy innovations in developing the social economy of society and in terms of management. marine resources in border areas in Nunukan Regency, North Kalimantan Province. Of course, the role of stakeholders in managing marine resources in border areas in Nunukan Regency, North Kalimantan Province is certainly very necessary, in developing and improving the socio-economic development and improvement of the coastal areas of the border area in Nunukan Regency, North Kalimantan Province.

Literature review

Capacity Building

Emerson et al. (2012), describes the capacity for collective action as "a collection of cross-functional elements that come together to create the potential to take effective action" and serves "as a link between strategy and performance". In our framework, capacity for collective action is conceptualized as a combination of four essential elements: procedural and institutional arrangements, leadership, knowledge, and resources. All of the collaborative frameworks we studied recognize the importance of formal and informal rules and protocols, institutional design, and other structural dimensions to ongoing collaboration.

Morison in (Jamaluddin et al, 2022) sees capacity building as a process for carrying out a series of movements, multi-level changes within individuals, organizational groups and systems in order to strengthen individual and organizational adjustments so that they can be responsive. to existing environmental changes. Dutta & Kannan Poyil (2024) explains that the goal of capacity building is learning that begins with the flow of the need to experience something, reducing ignorance in life, and developing the ability to adapt to changes that occur all the time. From this goal, the capacity building strategy provides an illustration of developing the potential of employee human resources, so that they can contribute to the development of the collective capabilities of the organization which expects better performance.

Grindle (1997) in (Jamaluddin et al., 2022) as a capacity building expert who specifically studies in the government sector focuses capacity building on three dimensions, namely: (1) Development of the human resources; (2) Strengthening organization; and (3) Reformation of institutions

Furthermore, Satalkina & Steiner (2020) stated that capacity building has the following dimensions and levels: (1) Dimensions and levels of capacity development in individuals; (2) Dimensions and levels of capacity development in the organization; (3) Dimensions and levels of capacity development in the system

At a broader capacity development level, namely Macro, consists of several opinions. An example is the level of national institutional or institutional reform which focuses on reviewing existing institutions or systems (Grindle, 1997; Supriharyanti & Sukoco, 2023). Apart from that, according to Morgan (2005) in (Irawan, 2016), the expected results of strengthening capacity are strengthening individuals, organizations and communities, forming capacity development models and programs, and building synergy between actors and institutions.

The following are presented the dimensions or levels of organizational capacity development according to several experts which have been explained previously in table 1 below:

Table 1. Dimensions of Capacity Development Studies based on Expert Opinion

Expert Opinion	Study Dimensions		
	Micro	Meso	Macro

Grindle (1997) in Santoso (2012)	Individual	Organization	Institutional Reform
Brown et al. (2001)	Individuals, groups	Organization	System
Marison (2001)	Individual	Organization	System
Banyan (2007)	Individual	Organization	Government Community
Expert Opinion	Study Dimensions		
	Micro	Meso	Macro
Horton et al. (2003)	Individual, Group	Organization	National Institutions
OECD (2008)	Individual	Organization	Milieu
Araya-Quesada et al. (2010)	Individual, Group	Organization	System

Source: Grindle (1997), Araya-Quesada et al. (2010), Processed by the author.

From the several concepts that have been explained, there are characteristics that can be taken from the definition of the concept of capacity development, namely: 1. Is a process or strategy 2. Focuses on increasing capabilities 3. Is at the level of individuals, organizations or institutions and communities or systems that are built 4. Have a goal to respond to environmental changes.

Methods

This research uses a qualitative approach. The choice of this method is based on the theory or model that is used as a reference in data collection, which is then verified or confirmed with field data collected through qualitative analysis methods. In this research the focus is on Stakeholder Capacity in Collaborative Policy Innovation in the Socio-Economic Development of Coastal Area Communities Border Area in Nunukan Regency, North Kalimantan Province. The research location was carried out in Nunukan Regency, North Kalimantan province. The focus of this research uses the theory from Emerson et al. (2012) Capacity for Collective Action, namely procedural and institutional arrangements, leadership, knowledge and resources. To collect data, researchers used observation and interview techniques. Data sources in this research were taken through primary data and secondary data. Primary data collection was carried out directly using in-depth interview methods. Secondary data collection was obtained through related office documents and online data searches. Informants in this research were selected according to the criteria set by the researcher by considering all the information needed to carry out the research. The data collection technique in this research is a systematic procedure using interview, observation and documentation methods. Next, to declare the validity of the data, four techniques are used, namely Trustworthiness, Transferability, Dependability, Confirmability. They divide analysis into four activity streams, namely as follows: namely data collection, data reduction, data presentation, and drawing verification conclusions.

Result and Discussion

Capacity for collective action as “a collection of cross-functional elements that come together to create the potential to take effective action” and serves “as a link between strategy and performance”. In our framework, capacity for collective action is conceptualized as a combination of four essential elements: procedural and institutional arrangements, leadership, knowledge, and resources. All of the collaborative frameworks we studied recognize the importance of formal and informal rules and protocols, institutional design, and other structural

dimensions to ongoing collaboration. Most also identified leadership as an important element. The level of these elements must be sufficient to achieve the agreed goals. Moreover, the capacity for joint action can be seen as an intermediate outcome of the interactive cycle of fundamental commitment and shared motivation. One or more elements of capacity for collective action may be offered at the outset as suggestions for collaboration by the leader that are initiated and/or developed over time through the interaction of underlying commitment and shared motivation (Emerson et al., 2012).

From the research results, it was found that the capacity of stakeholders consisting of procedural and institutional arrangements, leadership, knowledge and resources is still quite weak. In terms of institutional procedural arrangements, it is still deemed necessary to level rules and work operational procedural standards that are able to comprehensively regulate and accommodate regional and community interests and needs. From the leadership aspect, it is considered quite good but needs to be improved, especially in how cross-sector coordination is carried out which not only involves the government as the main actor but also requires the involvement of other non-government actors.

From the results of the research conducted, it is clear that the government's capacity is still focused on the activity programs it has, both planned and implemented by the Nunukan district government. The program formulated must of course be aligned with the provincial government and also the central government because it will touch on areas of authority at the government level at each level. The central government has authority over border areas, while the provincial government has authority over maritime areas. The program formulated by the Nunukan district regional government must be able to realize regional development that has characteristics that are quite different from others.

Regional development programs are formulated from each strategy to obtain priority programs. Regional development programs describe the integration of priority programs towards development targets through selected strategies. Regional development programs are a determinant for achieving work indicator targets for the Medium-Term Development goals and objectives of Nunukan Regency 2021-2026. Development programs must aim at achieving the regional development mission to create a safe, advanced, just and prosperous Nunukan Regency. Development priorities to realize the vision and mission of regional development for Nunukan Regency for 2021-2026 are directed as follows.

Table 2. Priority Program of Nunukan District

No	Development Priority	Mission	Priority Program
1	Improvement of infrastructure supporting connectivity and regional growth	Mission 2: Improving infrastructure to meet basic services and support economic growth	Road Maintenance Program Traffic and Road Transportation Management Program
2	Improving the quality of human resources as subjects and objects of development	Mission 1: Improving the quality of competitive human resources	Education Management Program Educators and Education Personnel Program Program for Meeting Individual and Community Health Efforts Human Resource Capacity Improvement Program Social Protection and Security Program Work Training and Workforce Productivity Program Job Placement Program Human Resource Development Program

		Mission 4: Realizing good governance through bureaucratic reform agenda implementation	Human Resource Development Program
3	Optimization of regional potential utilization (agriculture, processing industry, business) to support regional economy	Mission 3: Increasing regional economic growth based on local resource development	Economic Resource Management Program for Food Sovereignty and Self-Reliance Food Diversification and Security Improvement Program Food Security Program Provision and Development of Agricultural Facilities Program Provision and Development of Agricultural Infrastructure Program Agricultural Extension Program Capture Fisheries Management Program Fishery Aquaculture Management Program Industry Promotion and Development Program Regional Investment Climate Development Program Utilization and Promotion of Domestic Products Program

The following is an explanation of each Nunukan Regency development priority for 2021-2026:

Improved infrastructure supporting inter-regional connectivity

Improving infrastructure to support inter-regional connectivity is a development priority that supports mission 2. Improving infrastructure to fulfill basic services and support economic growth. Infrastructure that supports inter-regional connectivity needs to be improved to support regional economic growth, especially regions located in isolated hinterlands. Priority development programs to realize this second mission are the Road Operations Program, Shipping Management Program, and Road Traffic and Transportation Management Program (LLAJ). These three programs are expected to increase the reach of government services and the quality of regional infrastructure to strengthen connectivity and accessibility between regions, including sub-districts, villages and economic growth centers. Developing and strengthening connectivity between sea, river, land and air transportation modes can support the growth and development of integrated service centers to support the movement of people and distribution of goods and services. Through these programs, it is hoped that the availability of infrastructure, which is currently experiencing limitations, can meet the need for basic services, especially education and health, by increasing the reach of equitable and integrated services.

Improving the quality of human resources as subjects and objects of development

This development priority supports mission 1 Improving the quality of competitive human resources and mission 4 Realizing good governance through implementing the bureaucratic reform agenda. Improving the quality of human resources as the subject and object of development includes: first, the human resources of the entire community who must basically have good health and education and be ready to play a role in regional economic development; second, human resources for public service actors; third, human resources in society which really needs socio-economic empowerment. These development priorities are realized in the following programs: Education Management Program, Educator and Education Personnel

Program, Fulfillment Program for Individual Health Efforts and Community Health Efforts, Health Human Resources Capacity Building Program, Social Protection and Security Program, Job Training and Workforce Productivity Program Employment and Workforce Placement Program.

It is hoped that programs related to education will improve the quality of teachers and the quality of learning, as well as equitable placement of educational personnel. Through health-related programs, it is hoped that the health system will become stronger, supported by the availability and increased capacity of health workers, health facilities and infrastructure and the cultivation of a healthy paradigm to encourage the independence of healthy living communities. Access to health services is increasingly expanding through strengthening the function of community health centers as the spearhead of service delivery. Apart from that, through these health programs it is hoped that there will be improvements in the quality of maternal and child health, family planning and reproductive health, acceleration of improvements in community nutrition and reduction in stunting through providing nutrition to pregnant and breastfeeding mothers in the golden period (first 1,000 days of life) for families who are unable. It is hoped that the strengthening of the health system will increase the level of public health and the quality of human resources will be sufficient to be able to compete. Programs related to employment are expected to improve the quality of the workforce so that they are able to compete with workforce from outside the region, including through skills and entrepreneurship training that is in line with regional potential. The Social Protection and Security Program is expected to improve the implementation of integrated and targeted social protection so that it is more effective and efficient in the context of social empowerment of the community in order to reduce poverty rates. Meanwhile, priority programs to support the fourth mission include the Human Resources Development Program (public service actors). With this program, it is hoped that government officials' human resources can serve the public with better and more professional performance.

Optimizing the utilization of regional potential (agriculture, processing industry, economic businesses) to support the regional economy

Optimizing the utilization of regional potential (agriculture, processing industry, economic businesses) to support the regional economy is an effort to support mission 3 Increasing regional economic growth based on the development of local resources. Programs that support the achievement of these development priorities are the Economic Resources Management Program for Food Sovereignty and Independence, the Community Food Security and Diversification Improvement Program, the Food Insecurity Handling Program, the Agricultural Facilities Provision and Development Program, the Agricultural Infrastructure Provision and Development Program, the Extension Program Agriculture, Capture Fisheries Management Program, Cultivated Fisheries Management Program, Industrial Planning and Development Program, Investment Climate Development Program, Domestic Product Use and Marketing Program, Medium Enterprises Empowerment Program, Small Enterprises and Micro Enterprises (UMKM), and MSME Development Program. Programs related to agriculture in a broad sense are expected to increase food security through increasing production and productivity in the agricultural food crop sector, increasing availability, affordability and utilization of food, which is supported by optimizing the production of agricultural resources for food crops, horticulture, plantations, animal husbandry and fisheries. sustainable; encouraging market certainty to absorb the results of agricultural productivity of food crops, horticulture, plantations, animal husbandry and fisheries by establishing cooperation between regions (regional and national) and the business world in the utilization and marketing of superior regional products. Programs related to industry aim to encourage the growth of

processing industries and investments based on the processing of derivative agricultural commodities such as food, horticulture, plantations, livestock and those integrated upstream-downstream. Meanwhile programs related to micro and small businesses are expected to strengthen micro businesses, small, medium and cooperatives as well as the creative economy through increasing capacity and adding value in the form of ease of doing business, expanding market access, strengthening capital, increasing human resource capacity and strengthening cross-sector coordination as well as increasing business partnerships between micro, small, medium and cooperative businesses with businesses big.

Conclusion

Based on the research results, the capacity of stakeholders in collaborative policy innovation in the socio-economic development of coastal communities in border areas in Nunukan Regency, North Kalimantan Province, shows that the government's capacity still focuses on program activities that are planned and have been implemented by the Nunukan district government. The program formulated must of course be aligned with the provincial government and also the central government because it will touch on areas of authority at the government level at each level. The central government has authority over border areas, while the provincial government has authority over maritime areas. The program formulated by the Nunukan district regional government must be able to realize regional development that has characteristics that are quite different from others. In terms of stakeholder capacity, they are still focused on each program they have, namely improving infrastructure supporting inter-regional connectivity, improving the quality of human resources as subjects and objects of development, optimizing the use of regional potential (agriculture, processing industry, economic businesses) to support the regional economy.

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