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RESEARCH ARTICLE

Collaborative Governance Process in the Indonesia-Malaysia Border Area in North Kalimantan Province

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Abstract: This research aims to analyze and describe the Collaborative Governance process carried out by the Regional Police of North Kalimantan Province conducted by the State Mission in the Field of Border Security between Indonesia and Malaysia. The results of the research indicated that the collaboration process by the North Kalimantan Regional Police with relevant stakeholders in the Republic of Indonesia - Malaysia border area is not optimal. When the North Kalimantan Regional Police carried out a collaboration process with all stakeholders in the Republic of Indonesia - Malaysia border area, this increases a collaboration dynamic to many differences opinion, views, and thought patterns because there are many stakeholders which were involved in maintaining the security of the country's border area. Collaborative actions to maintain the security of the country's borders have been carried out by stakeholders, such as regular meetings, FGDs, and coordination meetings. However, these activities/events are only in such formalities, there is no serious actions in handling Republic of Indonesia - Malaysia border problems in North Kalimantan province. Therefore, the impact resulting from these collaborative activities is not significant in reducing the number of crimes between the two regencies, which directly border Malaysia, namely Malinau and Nunukan.

Keywords: Collaborative, Governance, and Stakeholder

1. Introduction

Border conditions in Indonesia have different condition with each other, both between continental and maritime border areas, as well as between borders in their own land areas (Roengtam & Agustiyara, 2022; Zambrano-Gutiérrez et al., 2023). It makes each border requires special policies, different strategies, and approaches. However, a basic policy, which can serve as an umbrella for all policies and strategies applied nationally to all border areas is required (Follador et al., 2021; Mukhlis & Perdana, 2022). Developing border areas commonly requires a holistic pattern or framework for handling border areas, covering various sectors, and development activities, as well as effective coordination and cooperation from the Central Government to the Regency/City level, which is described in the Collaborative Governance Pattern carried out by the actors involved in handling regional borders between countries (Ansell & Gash, 2008; Balogh et al., 2012; Chang & Meng, 2023).

Indonesia has international land borders with three neighboring countries, namely Malaysia, Papua New Guinea, and Timor Leste. These land borders are spread across three islands



(Kalimantan, Papua, and Nusa Tenggara), as well as four provinces (West Kalimantan, East Kalimantan, North Kalimantan, Papua, and East Nusa Tenggara). Due to limitation of the researcher, this focused on the borders between Indonesia and Malaysia, which is in Kalimantan Province, especially in North Kalimantan Province in Nunukan and Malinau Regencies. There are still many transnational crimes found in this border area (Choi & Robertson, 2019; Kemenkes RI, 2018).

The transnational crime as the main concern in the authorities' current policy, especially in border areas, is drug smuggling. One of the provinces as a gateway for drug smuggling is North Kalimantan Province that is currently increasing. This is the focus and locus of current research (Tjahjandari et al., 2020; Yusa Djuyandi et al., 2023). The main problem in the border area of state security is narcotics smuggling. In 2022 reports of drug smuggling in the border area, North Kalimantan Province amounted to 56 cases, while as of August 2023, there has been an increase with reports reaching 75 cases although the collaboration process has been carried out by the North Kalimantan Regional Police together with relevant stakeholders in the border areas of North Kalimantan Province at this time (Gultom, Ahmad, Arifin, Suhardono, & ..., 2022; Gultom, Ahmad, Arifin, Suhardono, & Yacobus, 2022; Pynanjung et al., 2021; Satyawan et al., 2018).

It is suspected that the implementation of the collaboration that has been carried out by the Katara Regional Police with all stakeholders in the border area has not yet shown optimal results. It is because the impact as the part of the collaboration process cannot currently be observed to overcome the problem of crime, which still often occurs in the Republic of Indonesia - Malaysia border area. Therefore, the researchers analyzed and described how the Collaborative Governance process is carried out by the Regional Police of North Kalimantan Province in carrying out the State Mission in the Field of Border Security between Indonesia and Malaysia.

2. Literature Review

2.1. Collaborative Governance

In recent decades, new forms of governance have emerged to replace the managerial model of policy making and implementation. Collaborative governance has come to bring together public and private stakeholders in a collective forum with public institutions to engage in consensus-oriented decision making. Ansell & Gash (2008) attempted to define Collaborative Governance as follows:

"A governing arrangement where one or more public agencies directly engage non-state stakeholders in a collective decision-making process that is formal, consensus-oriented, and deliberative and that aims to make or implement public policy or manage public programs or assets."

In other words, collaboration is an effort to create rules that regulate two or more institutions that manage public affairs, either directly or indirectly. These institutions share an interest in regulating non-state affairs.

Collaboration has a long-time frame. This is what distinguishes collaboration from cooperation in a team. As a process, collaboration is an ongoing interaction between several people (Anderson, ET & J. McFarlane, 2004). In carrying out collaboration, joint planning is required so that responsibility for implementation becomes a shared responsibility. This is as stated by Lindeke & Sieckert (2005) who argued that collaboration is a complex process that requires planned, deliberate knowledge sharing, and is a shared responsibility.

In carrying out collaboration, each party must have formal ties and have a strong commitment to what was agreed at the beginning. Duties are fully entrusted to each party while maintaining coordination in planning and implementing programs involving the public interest.

2.2. Collaborative Governance Process

One of the important variables is collaborative process, where its process begins with face-to-face dialogue related to good trust. Trust will be built and later influence the high commitment in the collaboration process by the stakeholders. There will be a shared understanding in the formulation of problems, identification of values, and a clear mission. Once the stakeholders have similarities and understanding, they will determine a strategic plan to carry out the collaboration.

The indicators of success in the collaborative governance process are including everyone; transparent and responsible; effective and fair; guarantee the supremacy of law; ensure that political, social and economic priorities are based on community consensus; and concern to the weak in decision making. In carrying out collaboration, each party must have formal ties and have a strong commitment to what has been agreed at the beginning.

Duties are fully entrusted to each party while maintaining coordination in planning and implementing programs involving the public interest. According to Balogh et al. (2012), the process consists of collaboration dynamics, actions, as well as impacts and adaptations to the collaboration process.

3. Research Method and Materials

This research used qualitative research methods (Rijal, 2021; Sugiyono, 2019). The focus of this research is: to analyze and describe the Collaborative Governance process carried out by the Regional Police of North Kalimantan Province in Implementing the State Mission in the Field of Border Security between Indonesia and Malaysia. The main data analysis technique was employed qualitative data analysis, where qualitative data was from research that focused on discussing and explaining the results of a symptom or case whose presentation could only be explained using information, explanations, and theoretical discussions.

4. Results and Discussion

The description of the research results conducted by the researchers in the field indicates that currently, for the Collaborative Governance Process in the implementation of the national mission between Indonesia and Malaysia carried out by the Regional Police of North Kalimantan Province, it is not optimal in addressing the criminal activities. This can be seen from data obtained from related departments/agencies through interviews conducted with several informants from both the government and community figures.



Figure 1. Types of border markers found at the Garuda Perkasa Border Monument on Sebatik Island, Nunukan Regency, North Kalimantan Province.

Informants representing government agencies in North Kalimantan Province are currently represented by the North Kalimantan Regional Police, Border Security Task Force (*Satgas Pamtas*) assigned by the Indonesia National Army (TNI) in guarding the border area, the Nunukan Regency Police Chief, Immigration, Customs and Excise, and the Regent of Nunukan Regency whose administrative area borders directly with Malaysia. Meanwhile, the informants from the community in this research were represented by several community leaders in the Sebatik area, one of the sub-districts in Nunukan Regency.

North Kalimantan Province borders directly with Tawao (Sabah) Malaysia. As a process, collaboration is an ongoing interaction between several people (Anderson, ET & J. McFarlane, 2004). According to Balogh et al. (2012), the collaboration process consists of collaboration dynamics, actions, as well as impacts and adaptations to the collaboration process.

4.1. Collaboration Dynamics.

Balogh et al. (2012), stated that the first process carried out in a collaboration is collaboration dynamics. Collaboration dynamics are the most important part in the collaboration process. The expression of how well the collaboration implemented can be seen in the dynamics, which involve the mobilization of shared principles, shared motivation, and the capacity to take joint action.

By using the theory mentioned by Balogh et al. (2012), it can be seen that the North Kalimantan Regional Police in carrying out state missions in the field of security in the Republic of Indonesia - Malaysia border area had involved various parties in dealing with security problems. The actors include the Police as the person responsible for security in this border area, the Indonesia National Army (TNI)/*Pamtas* who are tasked with guarding the border markers so they don't move, immigration who is responsible for the legality documents of someone who will visit the Republic of Indonesia - Malaysia border area, Customs Excise who is responsible for goods entering Indonesia from Malaysia, the Regent who has regional authority at the border, and Community Figures who know more about the sources of problems in the Republic of Indonesia - Malaysia border communities in North Kalimantan Province.



Figure 2. Entry routes that are widely used to smuggle drugs, illegal migrant workers and liquor in the Aji Kuning area, Nunukan Regency, North Kalimantan Province.

Based on the results of the research above, it can be seen that the dynamics of collaboration to unite the movement of shared principles, shared motivation, and the capacity to carry out joint actions have been carried out by stakeholder actors involved in border areas in the

implementation of the State Mission in the Field of Border Security between the Republic of Indonesia and Malaysia at this time. However, this has not worked as expected. This is because many agencies involved still showed their sectoral ego when they maintain security in the Republic of Indonesia - Malaysia border area in North Kalimantan Province, which results in it not being resolved current security problems in the Republic of Indonesia - Malaysia border in North Kalimantan province area.

There is no correspondence between the theories used by researchers Balogh et al. (2012), with practiced in the field, the dynamics of collaboration to unite shared principles, shared motivation, and the capacity to take action together. The results obtained to maintain the security of the Republic of Indonesia - Malaysia border area in North Kalimantan Province cannot currently be optimized.

4.2. Collaborative Actions

Balogh et al. (2012) stated that the second process carried out in a collaboration is the existence of collaborative actions. These actions are very diverse in practice and are a reflection of the dynamics of collaboration. Whatever actions are taken in the form of activities/events or discussions and so on, the good and bad conditions can be seen from the development and correct understanding of the dynamics of collaboration by the collaborating actors and individuals.



Figure 3, Collaborative Actions Taken by the North Kalimantan Regional Police with All Stakeholders in the Republic of Indonesia -Malaysia Border Area

By using the theory mentioned by Emerson, Nabatchi, & Balogh (2012), it can be observed that the North Kalimantan Regional Police in conducting state missions have carried out joint actions with all the actors or stakeholders present in the Republic of Indonesia - Malaysia border area in North Kalimantan Province.

Action manifestations of the collaboration process that have been carried out currently include meeting forums, coordination meetings, FGDs, *Muspida* (Regional Leadership Conference), and *Muspika* (District Leadership Conference). Besides the formal meetings, non-formal meetings take the form of invitations to lunch, which are held every month at several agencies.



Figure 4. Republic of Indonesia - Malaysia Border Marks in the Aji Kuning Region Sebatik Island, Nunukan Regency, North Kalimantan Province

Current collaborative actions to maintain security in the border area have indeed been carried out by relevant stakeholders in the Republic of Indonesia - Malaysia border area. However, the activities/events carried out are still only a formality. This indicates that there is no seriousness on the part of the actors involved in maintaining its security. This is why there are still so many transnational crimes in the form of drug and liquor smuggling at this time (Astuti et al., 2017; Rachmatullah et al., 2020).

There is no correspondence between the theories used by researchers Balogh et al. (2012) with practice in the field. Collaborative actions have been carried out without any seriousness from various parties and only as a formality, so the collaboration process to maintain security in the Republic of Indonesia - Malaysia border area in North Kalimantan Province cannot yet be maximized until with now.

4.3. Impact of Collaboration

Balogh et al. (2012) mentioned that the third process carried out in a collaboration is to see the impact appearing from the collaboration. The impact in CGR referred to is the temporary impact that occurs during the collaboration process. Impact characteristics include expected, unexpected, and unpredictable. The expected impact is "small-wins", namely positive results that continue to maintain the enthusiasm of the actors. Meanwhile, unexpected impacts include obstacles in implementing collaboration. Then, unpredictable impacts can also arise directly or indirectly in the collaboration process.

Based on Figure 5, it can be seen that currently the impact of the collaboration process carried out by the North Kalimantan Regional Police aims to reduce crime and has not shown optimal results. As is well known, the number of crimes in the two regencies that directly border Malaysia, namely Malinau and Nunukan, during the 2020-2021 period is still high. The number of crimes in Nunukan Regency during the 2020-2021 period was 609 incidents, while in Malinau Regency there were 109 incidents. With the rate of decline in the percentage in Nunukan Regency of 15.2%, while Malinau Regency was only 7.2%. This indicates that the impact of collaboration carried out by the North Kalimantan Regional Police with relevant stakeholders in the Republic of Indonesia - Malaysia border area has not gone well in North Kalimantan Province.

The high number of crimes in Nunukan and Malinau Regencies in the 2020-2021 period is a clear illustration that the impact of collaborative activities carried out by the North Kalimantan Regional Police together with related stakeholders that has not been able to significantly reduce the percentage and number of crimes that occur (Ummu Atiyah Ahmad Zakuan & Seniwati, 2021).

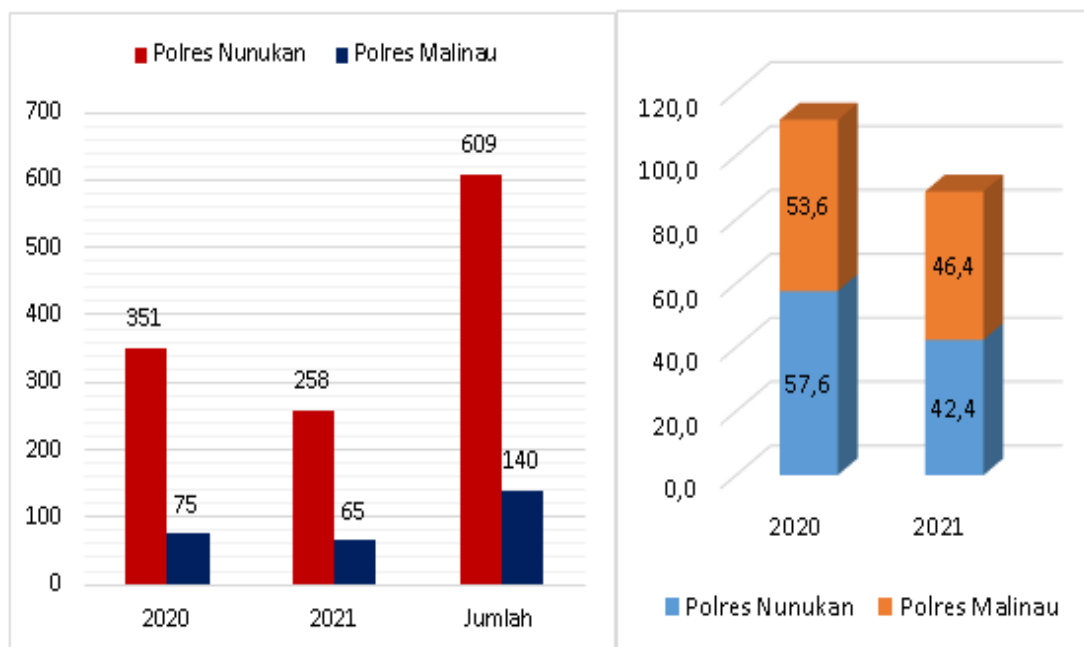


Figure 5. Number and Percentage of Crime in the Republic of Indonesia - Malaysia Border Area, North Kalimantan Province (Source: North Kalimantan Regional Police , 2022)

There is no correspondence between the theories used by researchers of Balogh et al. (2012) with practice in the field. The expected impact of the collaboration process carried out by the North Kalimantan Regional Police aims to reduce the number of crimes in the Republic of Indonesia - Malaysia border area that has not been realized to date, especially in the two regencies that directly border Malaysia, namely Nunukan and Malinau regencies, which have quite a long expanse of territory in North Kalimantan Province.

4.4. *Adaptation to the Collaboration Process*

Balogh et al. (2012) explained that the fourth process carried out in a collaboration is to look at the adaptations created during the collaboration process. The adaptation in question is how collaboration responds to feedback from each existing actor. A good adaptation is one that can be carried out by all collaborating actors, meaning that there is no influence of organizational interests on collaboration, resulting in efforts to take more benefits from collaboration for the benefit of the organization itself. Adaptation must be based on what is the main need to change in the collaboration, so that this can maintain the collaboration progress.

Through using the theory mentioned by Balogh et al. (2012), it can be seen that currently many stakeholders are invited by the North Kalimantan Regional Police in formal or non-formal meetings to resolve problems in border areas. Therefore, an adaptation process is needed in collaboration to many different opinions, views, and thought patterns expressed by many actors involved in border areas. Besides, it was acknowledged by the informants that the adaptation process in the current collaboration process was not easy for all actors involved in maintaining security in the Republic of Indonesia - Malaysia border area in North Kalimantan Province.

There is no correspondence between the theories used by researchers, namely Balogh et al. (2012) with practice in the field. The adaptation process in collaboration is difficult for actors in the Republic of Indonesia - Malaysia border region, so this causes many problems. The problems that arise are the strong sectoral egos of each agency involved. The conflict that occurs between Indonesia National Army (*TNI*) – Indonesian Police (*Polri*) personnel who guard directly the Republic of Indonesia - Malaysia border area, which results in the withdrawal of police personnel aims to avoid clashes with *TNI* personnel.



Figure 4. Republic of Indonesia - Malaysia Border (Kayan Hulu)

5. Conclusion

North Kalimantan Regional Police carried out a collaboration process with all stakeholders in the Republic of Indonesia - Malaysia border area. This causes a dynamic of collaboration to many differences of opinion, views, and thought patterns because there are many stakeholders were involved in maintaining the security of the country's border area. Collaborative actions have been carried out by stakeholders. For instance, there are regular meetings, FGDs, and coordination meetings. However, the activities/events carried out are only formalities. There is no seriousness in handling this border problems. Thus, the impact resulting from these collaborative activities is not significant in reducing the number of crimes in the two regencies, which directly border Malaysia, namely Malinau and Nunukan. This is because the adaptation process in this collaboration still prioritizes sectoral egos and the interests of each institution represented in collaborative activities/events.

Since the institutions involved in a collaborative process carried out by the North Kalimantan Regional Police and related stakeholders in the Republic of Indonesia - Malaysia border area is still weak, it is recommended by providing resource strengthening and equalizing thinking concepts for all stakeholders who was involved in understanding the strategy for maintaining security through capacity building (institutional strengthening). This is aimed at human resource development, strengthen organizations, and institutional reforms, which are currently still considered less effective and efficient in maintaining security in the Republic of Indonesia - Malaysia border area in North Kalimantan Province.

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