An Analysis on Collaborative Governance in Controlling Water Pollution in Belantikan Raya District, Lamandau Regency, Central Kalimantan Province, Indonesia

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Abstract

River water pollution is one of the common problems the community faces, which requires immediate handling with a public policy. Collaborative governance, a concept in public administration, can be applied to solve the problem. This research was descriptive research with a qualitative approach conducted in Belantikan Raya District in Indonesia. Belantikan River was chosen because water quality monitoring showed that this river had the worst water quality than other rivers. The water was moderately polluted. Various activities, including large private plantations, forest logging concessions, mining companies, and illegal gold mining activities, are found along the river. The data were obtained from informants, events, and documents through interviews, observations, and document searches. The data were then analyzed using an Interactive Model from Miles and Huberman. The collaborative governance in controlling river water pollution in Belantikan Raya District is the regional government's effort to prevent river water pollution in collaboration with the private sector and the community according to their respective authorities, roles, and responsibilities. However, it is proven that the river water pollution control has not been collaboratively executed by the three parties (the regional government, the private sector, and the community).

Index Terms

collaborative governance, water pollution, control, actor

Introduction

Environmental protection and management performance are measured based on the Environmental Quality Index (EQI) data in Indonesia. Since 2009, The EQI has been developed as a national environmental management performance index and a common reference for all parties in measuring environmental protection and management performance. The EQI calculation consists of three components, namely: Water Quality Index (WQI), Air Quality Index (AQI), and Land Cover Quality Index (LCQI). During their reign from 2014 to 2019, Jokowi and JK stated EQI in their vision and mission. Prayitno et al. (2019) have continued it as part of self-reliance in the economic sector, employing EQI to improve the quality of the environment. Presidential Regulation Number 5 of 2015 concerning the 2015-2019 National Medium-Term Development Plan has set EQI as one of the primary measures in achieving the main targets of the 2015-2019 National Medium-Term Development Plan. Under the 2015-2019 National Medium-Term Development Plan, environmental quality management policies are directed at increasing the water, air, and land cover quality indices, strengthened by increased environmental management capacity and environmental law enforcement (Zhang & Wen, 2008).

The national EQI for the last three years reached 65.73 (2016), 66.46 (2017), and 65.14 (2018). The national EQI in 2017 met the target set in the 2015-2019 National Medium-Term Development Plan but then declined in 2018. Indonesia's government has done many things to increase the EQI. Some policies to support EQI are the Adipura Program, Corporate Performance Assessment in Environmental Management (Program Penilaian Peringkat Kinerja Perusahaan Dalam Pengelolaan Lingkungan Hidup – PROPER), Climate Village Program (Program Kampung Iklim – Proklim), Special Allocation Fund Assistance for the Environment Sector (Dana Alokasi Khusus Bidang Lingkungan Hidup – DAKLH), and others. However, this has not been able to raise Indonesia's EQI significantly.

In the coming years, strategies for increasing EQI need to be directed to the following four provinces: Banten, East Java, West Java, and Central Kalimantan. Increasing EQI in the four provinces' will significantly contribute to the National EQI. The priority of EQI indicators to be improved in the four provinces is Water Quality (EQI, 2017). For the last two years, the EQI of Central Kalimantan Province was 74.71 (2016) and 71.47 (2017). Although the EQI score was above the national EQI and fell into the good category, the EQI of Central Kalimantan tended to decrease. Compared to 2016, the EQI of Central Kalimantan decreased 3.24 points in 2017. The EQI was contributed by the results of these following three indicators: (1) the Air Quality Index (AQI) increased by 8.42, from 83.80 in 2016 to 92.25 in 2017; (2) the Water Quality

Index (WQI) significantly decreased by 19.87, from 82.22 in 2016 to 62.35 in 2017; and (3) the Land Cover Quality Index (LCQI) increased by 0.47, from 62.25 in 2016 to 62.72 in 2017.

The WQI largely contributed to the decline in the EQI of Central Kalimantan Province. The percentage of the decreased WQI to the decreased EQI of Central Kalimantan Province was 52.87%. Meanwhile, the percentages of the increased AQI and LCQI to the increased EQI of Central Kalimantan Province were 7.24% and 2.29%, respectively. From the three indicators of the EQI, the Water Quality Index becomes the problem and needs to be seriously taken into account by the regional government of Lamandau Regency. In 2018, the WQI significantly decreased by 20 points compared to 2017, from 80 to 60. Theoretically, a decrease in the WQI indicates lower river water quality due to pollution. The WQI was obtained from the data analysis of river water quality monitoring conducted by the Environment and Forestry Service of Lamandau Regency. According to Jagadeshan and Elango (2015), humans use water for various purposes, such as household needs, agriculture, fisheries, industry, energy sources, transportation facilities, and recreation places. Water is a public good or shared resource and is very important for humans and other creatures. As such, we have to maintain its quality and availability. Law Number 17 of 2019 concerning Water Resources states that water is a basic need for human life given by God Almighty for the entire Indonesian nation. Water as part of water resources is an essential branch of production for the livelihoods of many people. The government manages the water resource, mandated by Article 33 Paragraph (2) and Paragraph (3) of the 1945 Constitution of the Republic of Indonesia. Water is vital for human survival.

Due to the decreasing water availability and the increasing demand for water needs, water resources need to be appropriately managed following the social, environmental, and economic functions to create synergy and integration between regions, sectors, and generations to meet the people's water needs. One of the sustainable development goals is to ensure the availability and management of clean water and sanitation for all. To achieve the Sustainable Development Goals (SDGs), maximizing positive impacts and minimizing negative impacts are the only alternative to development actors. With these efforts, environmentally sound development can be realized, and the results can be enjoyed by current and future generations (Jagadeshan & Elango, 2015). As a form of the government's political commitment to implement SDGs, President Joko Widodo has signed Presidential Regulation Number 59 of 2017 concerning Efforts to Achieve Sustainable Development Goals.

The National Development Planning Agency develops 14 principles of good governance (Fulda et al., 2012). Principle number 11 explains the private sector and civil society partnership. This number 11 principle aims to develop civil society through increased participation of the community and the private sector empowered by cooperation or collaboration between the government, the private sector, and the community. Bureaucratic obstacles in forming equal partnerships

must be immediately overcome by improving the service system to the community and the private sector and providing integrated services. In this regard, the government of Lamandau Regency, through its agencies, must formulate a public policy to overcome river water pollution to prevent more serious environmental damage. River water pollution can cause diarrhea, itching, and other diseases, reduce sources of clean water and fish catches, lead to the loss of community livelihoods or decrease community welfare that automatically triggers anxiety and conflicts in the community.

River water pollution is one of the community's everyday problems, requiring immediate handling with a public policy. To solve such problems, collaborative governance, a concept known in public administration, can be applied. Collaborative governance as part of the governance paradigm is an idea of the need for cooperation between stakeholders in problem-solving. Emerson et al. (2012) defined collaborative governance as a process and structure of public policy and management decision-making that engaged people constructively at the confines of public institutions, the government, the private, and civil society to carry out the public interest that could not be achieved by one party only. Many water management problems are found due to complex causes, limited state resources, and difficulties in handling.—all can be handled using a collaborative approach to environmental governance. Collaborative governance utilizes inclusive deliberation and debate among the state, private, and civil actors to make decisions. The collaborative approach is implemented with varying degrees for each actor because each contributes differently to the final results.

Good governance is a new paradigm in using political authority and power to manage resources for socio-economic development (Rocha Menocal, 2011). Governance has three pillars: the government, the private sector, and the community. Meanwhile, the previously developed governance paradigm stated that the government was the only administrator of a state. The shifting paradigm from the government to governance emphasizes equal collaboration and balance among the government, the private sector, and civil society—it underlies the new paradigm of public administration, namely good governance. Even in practice, collaborative governance has become the attention of both domestic and foreign researchers.

The public issue of river water pollution needs to be overcome collaboratively because of the complex causes and effects. The decline in river water quality in Lamandau Regency seems to be triggered by various factors, including industries, illegal mining, rapid population growth, and increased livestock. Environmental problems are caused by natural events, rapid population growth, excessive natural resource utilization, industrialization, and transportation (Galudra et al., 2020).

The concept put forward by Vigoda-Gadot (2004) and Bevir et al. (2003) explains that in public administration, the discourse of the government system has traditionally focused on the role of the public sector (government) in dealing

with public issues. However, the complex and interdependent essence of the public problems has expanded investigation beyond the confines of the public sector. It has included other sectors, such as businesses and local communities. The collaborative governance system is structured as a network among the public sector, private sector, and civil society—the collaborative administration is the center. This network of the governance system is based on the understanding that no single actor in this network has the comprehensive capacity to overcome highly complex and interdependent issues. Collaborative governance is expected to surmount the problem of river water pollution in Lamandau Regency. This principle will become a reference in preparing or designing a collaborative governance model in environmental management, especially river water management in Lamandau Regency.

Literature Review

Collaborative Governance

Collaboration is cooperation between actors, organizations, or institutions to achieve common goals that cannot be achieved individually (Rhodes, 1996). In Indonesia, the terms 'collaboration' (kolaborasi) and 'cooperation' (kerjasama) are used interchangeably, and there has been no attempt to identify the differences and depth of meaning of these two terms. In general, the term cooperation is better known than collaboration, and there is no more profound understanding of which should be adopted.

Malone and Crowston (1990) mentions that collaboration means working together or cooperating with other parties—individuals, groups, or organizational actors work together. The term 'collaboration' was developed in the 19 century due to industrialization, increasingly complex organizations, and increased division of works and tasks. De Luca and Atuahene-Gima (2007) also explains a concept similar to cooperation but has a deeper meaning, namely collaboration. Cooperation, coordination, and collaboration differ in terms of the depth of interaction, integration, commitment, and complexity. Cooperation combining two characteristics, namely mutual giving or exchanging resources and mutual benefits, will lead to a collaborative process. This definition indicates that collective action in collaboration is higher than cooperation and coordination (Ansell & Gash, 2008).

Gulati et al. (2012); Johansson et al. (2011) defined collaboration as a form of relationship and partnership between organizations different from coordination and cooperation. The difference lies in the goals and the dependence. Coordination and cooperation are organizational efforts from various parties to achieve common static goals. Relationships between organizations in coordination and cooperation are independent. In collaboration, all parties work together and build consensus to reach a decision that benefits them. In collaboration, the relationships between parties are continuous, so collaboration is

dynamic and interdependent. Collaboration, as a dynamic concept, is an incremental process with several stages: (1) the development of collaboration vision that explains common interests, (2) approaches to visioning in the form of equalizing the collective understandings and experiences, in which the results are documented in operating principles as a reference for how stakeholders work, and (3) Appreciative Inquiry (AI). AI is a tool to find a better, effective and constructive way consisting of the following four Ds: (a) Discovery – finding the best, (b) Dream – visioning what goals to be achieved, (c) Design – planning what to do to achieve the goals, like a feasible proposal, (d) Deliver – implementing the plans.

Likewise, the concept proposed by Cross et al. (2002); Yoon et al. (2021) sees collaboration as the last stage of an informal network. Informal networks develop through coordination and cooperation, which ultimately comes to collaboration. Informal networks only exchange information for mutual benefit, no exchange of needed resources. On the other hand, collaboration refers to the level of formally increased organizational capacity to achieve the same goal—within a collaboration context, cooperation has reached the level of fully sharing risks, responsibilities, and benefits.

Pravdić and Oluić-Vuković (1986); Weiss et al. (2002) defined collaboration as a relationship in a specific form between non-governmental organizations (concerned with environmental and natural resource issues) and governmental organizations. In this relationship, both parties act together in designing and implementing program development. The form of interaction between the two is not merely an agreement but also mutual acknowledgment and active participation. Collaboration as a specific form of relationship has now been recognized by some experts as an essential tool in systematically accelerating development. However, collaboration has not been widely practiced because this kind of relationship involves the awareness of parties involved, both the government and voluntary organizations, to work together despite the distrust and antagonism they may have. Collaboration is teamwork involving interdependent public and non-public organizations having limited resources (Rocha Menocal, 2011). Collaboration must be built through commitment so that the collaborating parties are voluntarily involved in the collaboration process. A strong commitment encourages collaborator relationships not always to be based on juridical legitimacy as a formal basis for collaboration. Instead, collaborator relationships are built informally.

Collaborative Governance Model

1.   Ansell and Gash's Model

The collaborative governance model by Ansell and Gash (2008) emphasizes four variables: the initial condition, institutional design, facilitative leadership, and collaborative process. Each of these variables is divided into sub-variables. The collaboration variable is the core of this model, while the other

three variables (initial condition, institutional design, and facilitative leadership) support the collaboration process. The initial condition of an organization greatly determines the level of trust. Conflict and social capital can be opportunities and challenges in collaboration at the same time. Institutional design can serve as a ground-rule in implementing collaboration, while leadership is the mediator and facilitator in collaboration (Ansell & Gash, 2008). These variables can be explained as follows:

　　　a)　　Initial Condition

　　　Various literature has suggested that many collaboration processes fail due to stakeholders' different views. The stakeholders had terrible experiences in the past, from which local emotional issues arise, that lower the trust and increase suspicion and hostility. Three variables exist related to differing views between stakeholders: a) the imbalance of resources and knowledge between collaborators, 2) the requirement of a clear incentive to collaborate, and 3) the fear of conflict emerging from the collaboration.

　　　b)　　Institutional Design

　　　Institutional designs must consider the participation of institutional collaboration forums, ground rules supporting collaboration, and the transparency of the collaboration implementation.

　　　c)　　Facilitative Leadership

　　　Facilitative leadership can be widely seen as an essential element in bringing all parties to the negotiating table. All of them are directed to make negotiations to prevent problems that might arise in the collaboration process.

　　　d)　　Collaborative Process

　　　In this case, collaboration is carried out by taking into account these followings: 1) how to build trust between collaborators, 2) how to build commitment in the collaboration process, 3) shared understanding of the mission and problems and identification of shared values in collaboration, 4) intermediate outcomes, by seeing how to achieve initial success, doing strategic planning, and finding facts together, and 5) face-to-face dialogue, in this case, through good faith negotiation. Ansell and Gash's collaborative governance model can be depicted in more detail as follows:
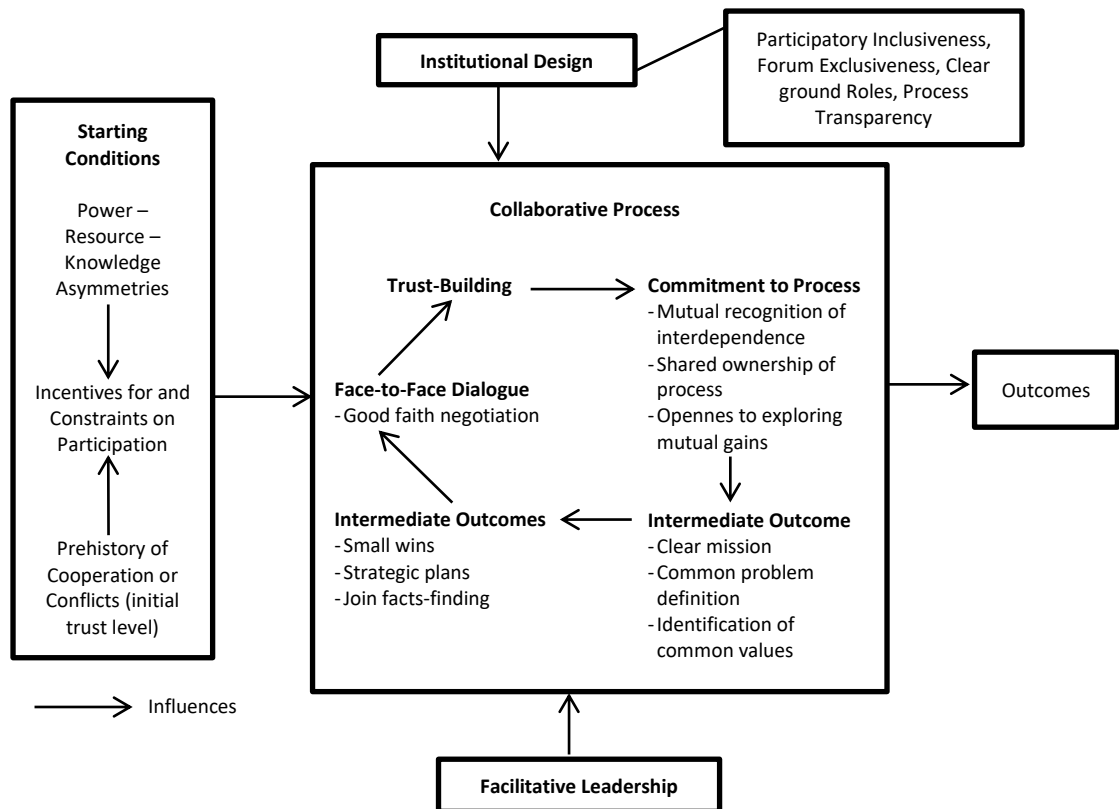
Figure 1. Ansell and Gash's Collaborative Governance Model (2007)

This definition involves these following six criteria: 1) a forum initiated by public institutions; 2) participants in the forum include non-state actors; 3) participants are involved in decision making, not just consulting; 4) the forum is officially held; 5) the forum aims to make decisions by consensus; and 6) the collaboration focuses on public policy or public management (Ansell & Gash, 2008). The emphasis is that the forum is officially organized with regular meetings. It directly involves the public, private, non-state institutions, and the general public in decision-making (not just consulting).

RESEARCH METHODS

This research employed a qualitative method. According to (Creswell & Tashakkori, 2007), the qualitative research method aims to explore and understand the meaning of which some individuals or groups ascribe to social or humanitarian problems. The qualitative research process involves important efforts, such as asking questions and procedures, collecting specific data from participants, analyzing data inductively from particular themes to general themes, and interpreting the meaning of the data. Data collection in this study was conducted through interviews, observations, and document search.

An interview is a communication or interaction process to collect information through questions and answers between researchers and informants. In this study, the first informant was the village heads or village officials or community leaders representing the 12 villages in Belantikan Raya District.

Further interviews were then made with the private sector and other parties, involving five large private companies in Belantikan Raya District. The last interviews were done with the regional government, specifically with the leaders and officials in the regional offices. After conducting the interviews and collecting data, we directly interviewed the key informant, the Lamandau Regent. We also interviewed the Regional House of Representative's Chairperson of Lamandau Regency to strengthen and complement the research results. All of these interviews were conducted one time. Observations were done to obtain data to support the interview results.

Furthermore, we collected documents directly from the Environment and Forestry Office, the Regional Development Planning Agency, the Health Office, the Agriculture and Fisheries Office, the Public Works and Spatial Planning Office, and the Population and Civil Registry Office of Lamandau Regency and the business sector. In addition, we obtained several additional documents from the official website of the Central Bureau of Statistics of Lamandau Regency.

The triangulation method was done to ensure data validity. Triangulation is a technique for testing data validity by confirming data to other informants (triangulation sources). Triangulation is better carried out on more than one source to avoid errors in interpreting research data.

Triangulation comes in three ways: 1) theory triangulation or validating findings or data with existing theories, 2) data triangulation or validating findings or data with other relatively similar data, and 3) expert triangulation or validating findings or data by confirming to experts in the relevant field (Pravdić & Oluić-Vuković, 1986). The data were then analyzed using the interactive data analysis model adapted from (Hashimov, 2015). The interactive data analysis model is carried out interactively and continuously until data collection is completely done. This analysis includes: reviewing the data, grouping the data, finding what is essential according to the research focus, and studying and deciding what to report. Thus, the data analysis process runs simultaneously or continuously during the research process. For example, we collected local regulatory documents, reports on river water quality monitoring, and EQI documents to be sorted out and presented in the research report. This process is repeated for other data collection according to the research focus to answer all research problems.

Results and Discussion

Results

In this research, collaborative governance referred to the local government's effort to prevent river water pollution. The local government worked with the private sector and the community according to their respective authorities, roles, and responsibilities. The river water pollution control conducted by regional offices included establishing policies, planning, implementing, and supervising programs. Documents for planning became the basis for establishing policies. The

implementation involved monitoring river water quality and providing infrastructure. Supervision was undertaken on business people to know their compliance in carrying out wastewater management. One of the key informants from the Environment and Forestry Office of Lamandau Regency revealed:

"The pollution control process starts from planning the activities. They will b written on documents of the strategic plans and work plans. The activities must refer to the policies set out in the vision and mission of the regional head. Then, we implement the predetermined activities related to water pollution, for example, monitoring water quality. To prevent pollution, we routinely supervise companies in Lamandau Regency. We guide companies to comply with their obligation to manage the environment. We also prepare the Environmental Protection and Management Plan. This document is applicable for 30 years and can be revised every five years." (HS, 55 years old, Interview, May 2020).

From the collaborative governance perspective, river water pollution control, especially the prevention efforts, involves many parties to achieve predetermined goals. We examined the actors involved in the river water pollution control in Belantikan Raya District, Lamandau Regency. The actors included the regional government, the private sector, and the community. The regional government of Lamandau Regency was represented by the regent along with the Environment and Forestry Office regional offices whose main tasks, functions, and authorities were related to water pollution control. Meanwhile, other regional offices included the Health Office, Agriculture and Fisheries Office, and Public Works and Spatial Planning Office of Lamandau Regency.

The second actor involved in river water pollution control in collaborative governance is the private sector. In Belantikan Raya District, it was represented by five large private companies: 1) PT. Kapuas Prima Coal Tbk (iron ore and galena mining company); 2) PT. Karda Traders (forest logging concession company); 3) PT. Amprah Mitrajaya (forest logging concession company); 4) PT. First Lamandau Timber International (palm oil plantation and processing company); and 5) PT. Mirza Pratama Putra (a palm oil plantation and processing company). The third actor involved was the Belantikan Raya District community led by the village heads and officials.

Discussion

Ansell and Gash (2008) collaborative governance model consists of four variables: the initial condition, institutional design, facilitative leadership, and collaborative process. Based on findings, there was no collaboration among the regional government, the private sector, and the community in the starting condition. The analysis results showed the absence of collaboration in water pollution control due to the absence of collaboration policies in regional regulations, lack of understanding of the regional government and the community regarding collaboration, and low public awareness of the importance of environmental pollution prevention efforts.

Based on the data, the government of Lamandau Regency, through the Environment and Forestry Office, compiled the Environmental Protection and Management Plan documents of Lamandau Regency in 2019. This document has been prepared as a reference for environmental protection and management programs in Lamandau Regency for the next 30 years. The document represents the regional government's commitment to protecting the environment. One of the strategies for controlling the use of water resources is through a collaboration forum—this is the basis for the regional offices to collaborate with other stakeholders. The analysis results also indicated that the environmental protection efforts made by the regional government were suboptimal, considering that regional regulations did not support the Environmental Protection and Management Plan document, so they could not be implemented.

Further analysis indicated that the absence of collaboration was also caused by the lack of understanding of the regional government regarding collaborative governance. During the interview, the regent even asked us what the collaborative governance concept was. After being explained, the regent understood and then supported the collaboration between stakeholders. The lack of community understanding of preventing river water pollution was also a cause of collaboration absence. Our observation results confirmed that the people still polluted the environment. Environmental management, especially water, has not been a priority for or considered necessary by the community. The poor, especially in rural areas, often damage and pollute the environment because they do not understand the need for a sustainable environment. The poor and the rural people tend to ignore the sustainability of the environment because fulfilling their basic needs is their primary concern. Therefore, through regional offices, the government of Lamandau Regency needs to socialize the importance of preserving the environment, especially river water, so that the public can prevent river water pollution. Ying et al. also suggest changing the existing system with new policies for appropriate and strategic water management by involving relevant parties, including stakeholders and local people. Communities, the private sector, and stakeholders must be aware of the importance of water preservation and protect natural resources.

In the starting condition variable, the history of cooperation or conflict also affects the success or failure of collaboration. According to the data, the collaboration between the regional government and private sector was established to improve road infrastructure in Belantikan Raya District in the past. In this collaboration, the regional government facilitated a meeting between Lamandau Regency and the private sector to improve road infrastructure in the district collaboratively. PT. Amprah Mitrajaya and PT. Karda Traders (the forest logging concession companies) supplied the wood material for repairing damaged bridges. The stone for stockpiling was provided by PT. Kapuas Prima Coal Tbk (the mining company). The heavy equipment was

supplied by PT. First Lamandau Timber International (the oil palm plantation company). The collaboration still runs to the present.

The following variable in Ansell and Gash (2008) collaborative governance is the institutional design. The data indicated no particular institution or forum responsible for implementing water pollution control in Belantikan Raya District. The three actors (the local government, the private sector, and the community) should have met to build trust, explore the problem, and set the goals to tackle river water pollution.

As the data presented, all respondents agreed and were willing to attend and participate in a collaboration forum for discussing and deciding on the efforts to prevent river water pollution. The actors' willingness is the primary capital in building collaboration.

The institutional design of river water pollution control in Belantikan Raya District was a collaboration forum. Following the strategy for controlling water resources in the 2019 Environmental Protection and Management Plan of Lamandau Regency, one of the strategies for managing water resources is strengthening partnerships between stakeholders through collaboration forums. The collaboration forums to be formed must consist of the regional government actors from various related offices, the private sector, and the community representatives.

Collaborative governance is about the involvement of actors in consensus-oriented and joint decision-making (Ansell & Gash, 2008). Therefore, it is better to formulate clear ground rules and transparent processes in the forum. All actors must be involved in joint decision-making. The mutually agreed decisions in the forum should be stated in official reports or joint decrees as implementation guides. Garske-Román et al. (2018) study highlights the importance of raising stakeholder awareness about how and when collaborative processes had to be created and clarifying the objectives, principles, and rules for participation as early as possible. Likewise, Salu et al. (2018) recommended collaborating stakeholders to make a joint decree in which the agreements were stated and obeyed by all parties involved to achieve the common goals.

The last supporting variable in the collaborative governance model is facilitative leadership, an essential element in bringing and directing all parties to the negotiation process to prevent problems in the collaborative process. Facilitative leadership is a factor influencing the success of the collaborative process. The regional government, the private sector, and the community, based on the data, were willing to attend and participate in a special collaboration forum for discussing efforts to prevent river water pollution. Their willingness to attend and participate arose because the forum is official and facilitated by the regional government. According to the data analysis, the Regent of Lamandau was the facilitative leader because his position as a policymaker could influence and move all actors to work together to achieve common goals. The support of the Regent of Lamandau as a regional leader would be vital in realizing collaboration.

The results of this research indicated that in addition to being the supporting variable to the collaborative process, the facilitative leadership showed by the Regent of Lamandau also influenced the institutional design variable. Without the support of the regent as the regional leader, the establishment of a collaboration forum as part of the institutional design would not be realized. Regardless of how democratic the formulation of public policy is, it is the leader who decides at the end. Managers only play a role as policy implementers—it is the leaders who must take part in every stage. The role of leaders is so vital in public policy. That is, without a good leader, public policy will be useless.

The Regent of Lamandau, as the regional leader, has agreed and supported the plan for establishing a collaboration forum. The regent's decisions are public policies that must be obeyed and implemented by the relevant offices. Therefore, in this research, the Regent of Lamandau was the most dominant actor in realizing collaboration. Public policies are the primary domain of the government and have a strategic meaning for solving problems today and in the future.

Conclusion

The collaborative governance in Belantikan Raya District, Lamandau Regency represented the collaboration of the government, the private sector, and the community in controlling river water pollution according to their respective authorities, roles, and responsibilities. All actors agreed and were willing to attend and participate in a special collaboration forum for discussing and deciding on the efforts to prevent Belantikan river water pollution. Findings showed that the three parties did not collaboratively execute Belantikan river water pollution control. The collaborative governance process can run optimally if the regent as the facilitative leader supports the collaborative process and establishes the institutional design.

The study extended Ansell and Gash's collaborative model on the facilitative leadership variable. Ansell and Gash (2008) found that facilitative leadership was one of the supporting variables with a vital contribution to the collaborative process. Our findings confirmed the following. First, the Regent of Lamandau as the facilitative leader was the supporting variable with a considerable contribution to the collaborative process adopted from Ansell and Gash (2008). Second, the Regent of Lamandau was an influential factor for the institutional design variable.

Without the support of the Regent of Lamandau as the regional leader, the collaboration forum as part of the institutional design could not be established. Regardless of how democratic the formulation of public policy is, it is the leader who decides at the end (Johansson et al., 2011). Managers only play a role as policy implementers—it is the leaders who must take part in every stage. The role of leaders is so vital in public policy. That is, without a good leader, public policy will be useless.

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