

**WILLINGNESS TO COLLABORATE IN
 COLLABORATIVE GOVERNANCE
 IMPLEMENTATION: THE WORKING GROUP OF
 BOGOR REGENCY MINAPOLITAN AREA
 DEVELOPMENT**



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MASTER THESIS

**A thesis submitted in partial fulfilment of the requirements for
The Master Degree from University of Groningen and
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By

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**Double Master Degree Programme
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School of Architecture, Planning and Policy Development
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Abstract

Since the decentralisation arose in Indonesia, many tasks and responsibility of the central government are delivered to the local level, including the implementation programme of the fisheries sector. Currently, the fisheries development is growing and giving a significant contribution to the Indonesia GDP, in which the fisheries sector is included in the agricultural, livestock, forestry and fisheries sectors. The GDP increased about 24.28% from 2010 to 2011. Further, one of the fisheries developments is minapolitan programme; the integrated rural area development in which the fisheries activities as the core business. In the programme implementation, the support from the other sectors is very important and obviously the certain institution that accommodates the sectors and its collaboration is essential. The minapolitan working group fulfils the criteria of collaborative governance that defined by Ansell and Gash (2007). Further, one of the important aspects that influence the collaboration process is the commitment to process, and in this study this aspect is described as willingness to process. Hence, the aim of this study is *Insight the influence factors of the willingness among stakeholders to collaborate in the working group of Bogor regency minapolitan development.*

This study is a qualitative research, since it focuses to the social phenomenon as well using the case study method to exemplify the broader category that is minapolitan program implementation in Bogor regency. Since this study is emphasized to the willingness to collaborate that is a subjectivity preference, then the Q methodology is conducted. Finally, the study concludes that the institution (interdependence and the important of sectors integration) and the synergy toward common goals are the factors influence the willingness of actors as the members of minapolitan working group to collaborate.

Keywords: *collaborative governance, working group, collaboration, willingness, stakeholders, minapolitan, Bogor regency*

Preface

This thesis is the last piece of work for completing my double degree master programme in the Environmental and Infrastructure Planning (RUG) the Netherlands and Regional and Urban Planning (ITB) Indonesia. The decisive factor that encourages me to do this research is my job in the Directorate General of Aquaculture, Ministry of Marine Affairs and Fisheries, in which the minapolitan is the prime programme in the fisheries sector currently. By doing this research directly in the field practice give me an opportunity to understand how the programme is implemented and how the fish farmers feel supported by the programme to develop their small fisheries business.

Several persons have contributed academically and practically to this thesis. I would like to express my gratitude, especially to my supervisors Mr. Taufiq Hidayat Putra and Mr. Suhirman who gave me valuable inputs and support throughout the entire period. I also would like to thank to the officials of the fisheries and livestock agency in Bogor regency that supported me in the interviews for this research. My gratitude also I would like to address to the National Planning Board (BAPPENAS) and Netherland Education Support Office (NESO) for giving an opportunity to broaden my knowledge at the qualified universities.

Finally my honourable mention is for my beloved family: my husband Kang Bambang, my sons Zaky and Fiky, as well my mother for their support and patience. Special thank to my dear friends of DD ITB-Belanda, this friendship is very valuable.

Thank you for everything.....

Groningen, August 2013

Desie Yudhia Rikmawatie Munggaran

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LIST OF ABBREVIATIONS

BPPKBB	: Badan Pembinaan Potensi Keluarga Besar Banten, <i>the potency development board of Banten great family</i>
BPS	: Badan Pusat Statistik Indonesia, <i>Indonesia statistical bureau</i>
DED	: Detail Engineering Design
DG	: Directorate General
DGA	: Directorate General of aquaculture
DGA-MMAF	: Directorate General of aquaculture- Ministry of Marine Affairs and Fisheries
GDP	: Gross Domestic Product
IDR	: Indonesian Rupiah
IPB	: Institut Pertanian Bogor, <i>Bogor Agricultural Institute</i>
MMAF	: Ministry of Marine Affairs and Fisheries
MoU	: Memorandum of Understanding
NGO	: Non Governmental Organisation
PCA	: Principal Component Analysis
PPID	: Pejabat Pengelola Informasi dan Dokumentasi, <i>information and documentation management official</i>
PS	: Perception System
PPS	: Penyuluh Perikanan Swadaya, <i>independent fisheries counsellor</i>
PK2PM	: Pusat kajian pembangunan kelautan dan Peradaban Maritim, <i>study centre of marine and maritime development</i>
RPIJM	: Rencana Program Investasi Jangka Menengah, <i>the medium-term investment programme planning</i>
TIU	: Technical Implementation Unit
UPP	: Unit Pelayanan Pengembangan, <i>fish farmer institution</i>

Chapter 1 INTRODUCTION

1.1. Background

Planning process involves many stakeholders, for instance central and local government, other institution, planners, community and others. However, especially in developing countries, sometimes the planning process is still dominated by the superior or government in decision making process. Booher (2004) reveals that there are authority and responsibility in every level of governance, and in many cases those are implemented through hierarchically, as well as command and control practices oriented. In order to gain the success of development process, community based programme become more popular in Indonesia nowadays since the term of Decentralisation arose in 1999 through the Law number 22/1999 and its revision (Law number 32/2004), especially in government programme. Moreover, the term of collaborative governance become essential due to by adopting the collaborative governance, the cost of contradiction policy making process will be lower, the equal participation of stakeholders will spread, and the public management will be provided (Ansell, 2007). In addition, Boedeltje and Cornips (2004) reveal that many initiators of interactive governance stated that the important factor for the legality in decision making is the interaction among stakeholders. Hence, in planning process nowadays, the collaboration among all stakeholders actively is important for achieving the target of planning and programme.

Since 2010, through the government regulation of minapolitan number PER.12/MEN/2010, the government (Ministry of Marine Affairs and Fisheries-MMAF) introduced the minapolitan area development, an integrated development in rural area which is fisheries activities as the core business. Furthermore, accordance to the regulation, the development concept of minapolitan is based on the principles of integrity, efficiency, quality and acceleration. In fact, the concept of minapolitan is similar with the integrated rural development. According to Nemes (2005), an integrated rural development is a process involving local community and outside intervention for improving the standard of living in rural

area and also focuses to intensify and maintain the local resources and local value, through the central resources redistribution and improving the utilization of natural resources. The statement is appropriate with the minapolitan definition; it is a cyclical dynamic process involving the integration of multi sector for creating a self sufficient town with fishery as sustainable prime mover sector (Wiadnya, 2011). Why does minapolitan development as the concern of the research? The reason is because nowadays the fisheries sector is growing and developing, and it also supports the national development. According to Indonesia Statistical Bureau (Badan Pusat Statistik-BPS Indonesia) (2011), fisheries sector that is included in agricultural, livestock, forestry and fisheries gives a significant support in sector's Gross Domestic Product (GDP); the sector's GDP in 2010 was about IDR 224.3 quintillion and it increased about 24.28% to IDR 278.8 quintillion in 2011. Moreover, it also can be figured out in the export of fisheries products in 2011 that was about US\$ 3.52 billion (Ministry of Marine Affairs and Fisheries, 2012); It was increased slightly from the export in 2010 that was about US\$ 2.86 billion (Ministry of Marine Affairs and Fisheries, 2011). In addition, the minapolitan area development is one of the government prime programmes to support the increasing of fish production, through area development, that all supports for developing the fish sectors are directed to the area.

Furthermore, the planning process of minapolitan area development involves many institutions from the central and local government to the local people institutions and community. According to Ansell and Gash (2007), the process of decision making in collaborative governance involves public and private stakeholders in a forum discussion. Actually, the basic concept of minapolitan programme came from the central government; it looks like as top down approach that combined with local people institution involvement. This process also stated in the regulation of Bogor Regent Number 523/151/KPTS/PER-UU/2012 about The Working Group of Bogor Regency Minapolitan Area Development (2012), *minapolitan area is the local development movement for promoting the community participation through the synergist of community potency, private sector and government in programme synchronisation*. Moreover, according to Roy and Ganguly (2009), the bottom up approach is able to meet the community

needs correctly, and at the same time the top down approach is required for proactive planning strategy, thus the community/local people institution have the sense of belonging of the planning or programme. Furthermore, Barbara Gray in London (1995) reveals that the interdependent stakeholders are important for the success of collaboration process in order for producing the mutual solution. Further, Bourne (1996) also mentions that the process of collaborative planning has more meaning than public participation commonly. So that, by implementing collaborative governance in planning implementation, in this case of the minapolitan area development, we can predict that the goal of the planning process may be easier to be achieved. It is also supported by Daryanto (2010), who mentions that the success of minapolitan programme is depended on the three aspects: 1) *good network*, 2) innovation, research and development, 3). qualified human resources. Huxham (1996) also implies that collaboration is important when the organization facing difficulty or impossibility to achieve the goals on its own (the self-interest motivation).

Further, since the working group of minapolitan fulfilled the most criteria of collaborative governance by Ansell and Gash (2007), hence it can be assumed that the working group as an implementation of collaborative governance in Indonesia. In addition, accordance with Ansell and Gash (2007), there are cyclical process of collaboration in planning arena, namely *face to face dialogue*, *trust building*, *commitment to process*, *shared understanding*, and *intermediate outcomes*. Those components should be implemented in order to gain the outcomes of the planning process. As the one of the process, willingness or commitment among stakeholders is an important factor, since it will influence the next process of the cyclical collaborative process and the goal of the planning. Further, the willingness or commitment to collaborate becomes an important criterion in evaluating the collaborative planning process (Gunton 2006/2007). Why does the willingness or commitments among stakeholders become an important factor in the collaborative process? It can be argued that all stakeholders of the institution in planning arena came from different backgrounds and have different interests, hence it needs effort and commitment to collaborate each other and equally. Furthermore, Reilly (1998) reveals that the compromising and reciprocity are the

essential factors in collaborative planning. The same condition is also happened in the working group of minapolitan area development in Bogor Regency where the stakeholders came from different agencies and community institution. It is also corroborated by Huxham (1996) that the self-interest motive is an essential factor for the collaboration successfulness. Hence, it is clear that *motive* and *interest* become some aspects caused the stakeholders *willing* to collaborate.

The purpose of this study is not to evaluate the successful of collaborative governance in minapolitan area development but to know deeper *the willingness or commitment* of the stakeholders as an important factors in collaborative process in order to develop minapolitan area. Hence, it can be expected through identifying the willingness to collaborate, the study also can figure the understanding of the collaborative governance process in Bogor regency minapolitan

1.2. Research Problems

As one of the current government programmes, the development of minapolitan area adopted collaborative governance in the implementation of the minapolitan master plan, and became an important process since it involved many stakeholders coming from government and community institution. Since the minapolitan programme was launched in 2009, the progress of the development in some regencies as the minapolitan pilot project is still slow. It can be seen that many regencies need so many times to fulfil the requirements as the minapolitan pilot project, such as the master plan of minapolitan development, the medium-term investment programme planning (RPIJM-rencana program investasi jangka menengah), Detail Engineering Design (DED), the determination of the minapolitan area and main commodities, as well as the establishment of the working group. From the evaluation conducted in 2012, from 46 locations of minapolitan area development, only five regencies (including Bogor) which have the significant support from the local government that indicated by the highest score (Directorate General of aquaculture, 2012).

According to the Study Centre of Marine and Maritime Development (Pusat Kajian Pembangunan Kelautan dan Peradaban Maritim-PK2PM, 2010), the

central government (Ministry of Marine Affairs and Fisheries-MMAF) stated that one of the causes of the slow progress is the limited commitment of local government. On the contrary, the local government experienced the difficulties in setting up the supporting facilities; even many of regencies that designated as the pilot project location do not have the spatial plan as the required supporting document of minapolitan master plan yet.

Reflecting to the issue above, hence the one of minapolitan pilot project requirements is the establishment of the working group minapolitan area by the regent. As has been mentioned previously, minapolitan as a programme involving local community, private sectors and different government agencies; so that the need of institution to guide and coordinate all stakeholders in the implementation of the programmes, projects, evaluation, as well for solving the problem related the issue is urgent. Thus, the working group has an important role for implementing the policy of aquaculture industrialisation in Indonesia through minapolitan area development, so that its implementation is expected becomes more integrated, effective and efficient.

Further, the case study of collaborative governance: the working group of minapolitan area development in Bogor regency includes many stakeholders that are government agencies, community institution, non-governmental institution, university/academics, private sectors and media. Even though the involvement of the stakeholders is appointed by the regent formally through the decree, but the process of coordination and cooperation among the stakeholders as an important factor to gain the objectives of the programme has not known yet. Due to the different backgrounds and interests of the stakeholders and sectors, it needs many efforts to gain the outcome of the collaborative process. The willingness to collaborate, as the one of factors affecting the collaboration process (Ansell and Gash, 2007) is important. In order to know deeper the collaborative process in the minapolitan area development, it is interesting to know about the implementation of collaborative governance in the field practice. Moreover, it is also interesting to understand the implementation of the willingness to collaborate from theory to the practice arena. It is also important to understand the implementation of the willingness to collaborate in the case study. Due to the willingness to collaborate

of the stakeholders in the working group of minapolitan area development can affect to the success of the implementation aquaculture development policy in the regional and local scale. This study is focused to the willingness of the members of the minapolitan working group to collaborate, since the working group is assumed as the implementation of collaborative governance; and it is also assumed that the appointed members are those who have related interest in the minapolitan area development.

1.3. Research Objective and Question

The goal of this research is to determine and analyse the commitment or willingness of the stakeholders involved in collaborative governance (the working group of minapolitan area development) to gain the goals of the minapolitan development programme. Hence, the objective of the research is *“Insight the influence factors of the willingness among stakeholders to collaborate in the working group of Bogor Regency minapolitan development”*.

As one of the current government programmes, the development of minapolitan area adopted collaborative process and become an important process since it involved many stakeholders coming from government institution and community. Further, the case study: the working group of minapolitan area development includes many stakeholders that are government agencies in Bogor Regency, community institution, non-governmental institution, and university. Due to the different background and interests, it needs many efforts to gain the outcome of the collaborative process including the willingness to collaborate among stakeholders. In order to know deeper the collaborative process in the minapolitan area development, it is interesting to know if the stakeholders have the willingness to collaborate among them in the institution. Hence my research question is:

How do the willingness to collaborate among the members of working group of minapolitan area development?

1.4. Research Significance

There are many natural resources for fisheries development in Indonesia, including for aquaculture development. The huge resources from both the sea and

inland for aquaculture have to utilize optimally with due regard to the environmental stability. One of the programmes of the fisheries sector is minapolitan area development which implements the collaborative governance in order to carry out the master plan of minapolitan. Further, the collaborative governance implementation, *the working group of minapolitan area development*, has responsibility to coordinate and synchronise the planning and implementation of minapolitan area development as well as to inventory and resolve the problem issue (Bogor Regent Number 523/151/KPTS/PER-UU/2012).

Furthermore, there are many aspects in collaboration process, and one important of those aspects is the commitment or willingness to collaborate among stakeholders involved. By learning and identifying the factors of willingness to collaborate of the stakeholders, the implementation of collaborative governance might be optimized by suppress the adverse factors and encourage the lucrative factors. In addition, the study may be beneficial for the institutions which adopt the collaborative governance that involve many stakeholders. The study may also contribute to the similar programmes of minapolitan area development in the other regencies as the lessons learn.

1.5. Research Scope

The collaborative governance is a technique that utilized to solve problem or conflict as well to accommodate the cooperation among public sectors, community and interest groups (Ansell, 2012). Further, the writer proposes three main categories of collaborative governance: collaborative planning, watershed partnership and regulatory negotiation; and those categories implement the collaborative process. In addition, according to Ansell and Gash (2007), the collaboration process has five important variables namely face to face dialogue, trust building, commitment or willingness to process, shared understanding, and intermediate outcomes. Those variables are continues and ongoing process.

Furthermore, the scope of this research is limited to the willingness of the stakeholders or members involved to collaborate in the collaboration process in the working group of minapolitan area development, whereas the location of the field research is in the regency of Bogor. The focus of this research is the

collaborative governance implementation that identified as the working group of minapolitan that consisted several related agencies and institutions/organisation in Bogor regency (appendix 1).

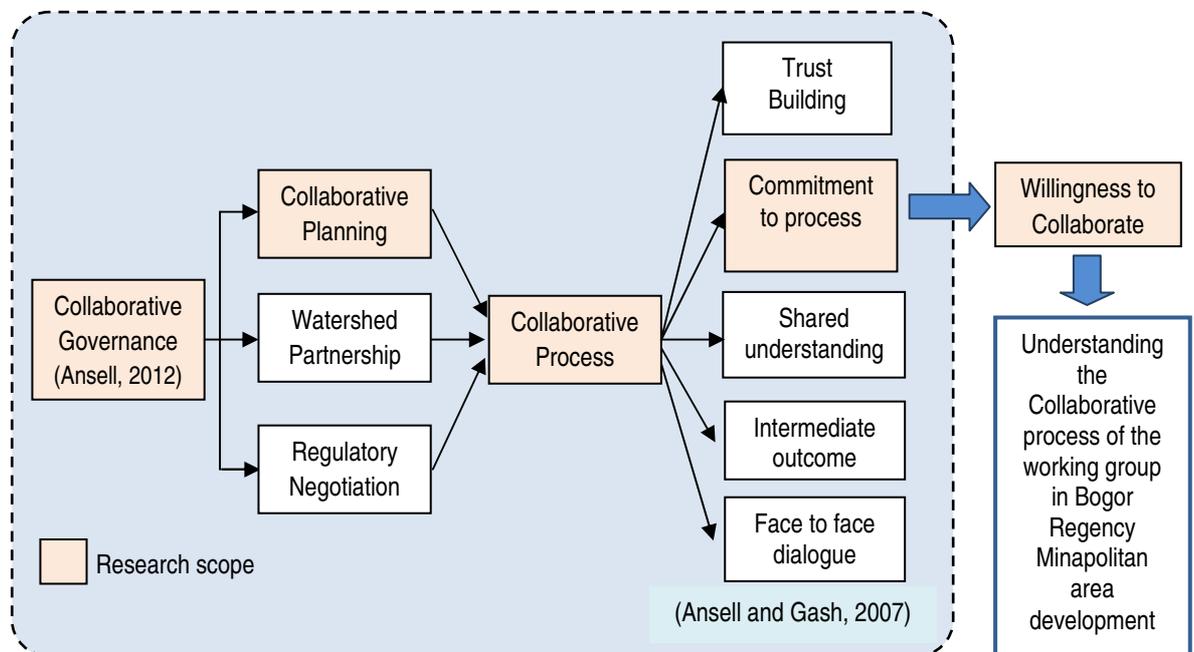


Figure 1.1 Research scope

1.6. Research Methodology

The study of willingness to collaborate of the working group member in Bogor Regency minapolitan development is a *qualitative research* that will be conducted through the *case study methodology*. Further, according to Yin (2009), the case study is the empirical research that the investigation is held on a certain cases or phenomenon deeply, primarily when there are not evidences on the boundaries between context and phenomena clearly. Due to this study is related with the stakeholder perception about the collaboration process in the minapolitan area development, hence Q-methodology is utilized in order to show and analyze the stakeholder perspective in a structured (Raadgever, et al., 2008).

The primary data is collected through interview and conducting Q-sort to the stakeholders who are the member of the working group minapolitan area in Bogor regency, and the respondents selected through purposive sampling. In addition, it is also conducted the content analysis of the secondary data to gain more

explanation of the collaborative governance and collaborative process in the practice field (in the case study). The research framework of this study is provided in the figure 1.2; and the further explanation of the methodology that conducted in this research is provided in the Chapter 3.

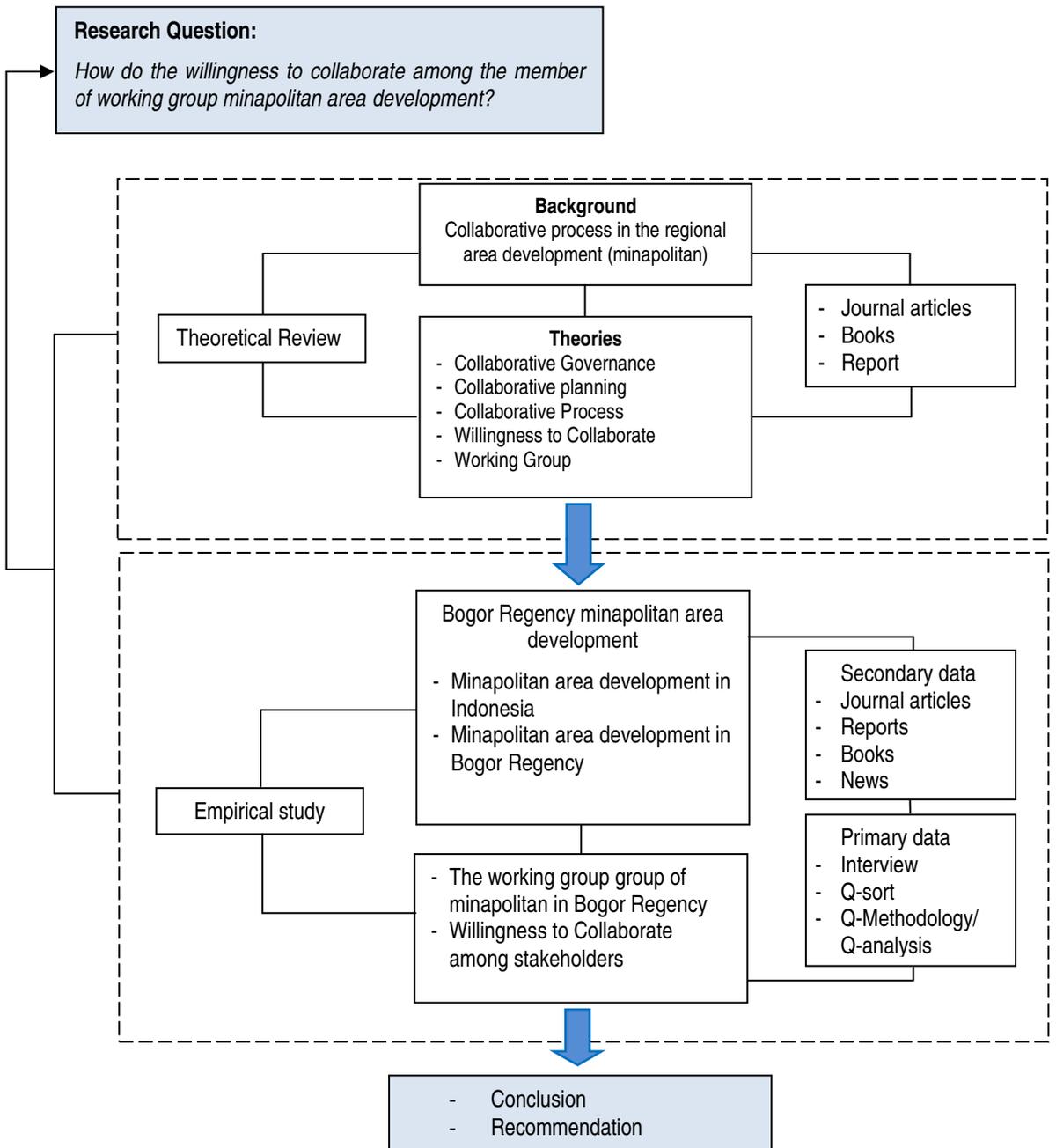


Figure 1.2 Research framework

1.7. Thesis Structure

This thesis will contain five chapters, and its contents of each chapter can be organized as follows:

Chapter 1: INTRODUCTION

This chapter presents the overview of the thesis, research problem, research objective and question, the significance of this thesis, methodology, as well the thesis structure.

Chapter 2: THEORETICAL REVIEW

This chapter describes the concept of collaborative governance, collaborative planning, collaborative process, willingness to collaborate and the working group related to the integrated area development. From the literatures it can be expected to be a base for analyzing the willingness to collaborate in the working group of minapolitan in Bogor Regency.

Chapter 3: RESEARCH METHODOLOGY

This chapter explains the methodology conducted in the research and the reasons of choice the selected method.

Chapter 4: BOGOR REGENCY MINAPOLITAN AREA DEVELOPMENT

This chapter figures the minapolitan area development in Indonesia, as well the minapolitan area development in Bogor Regency.

Chapter 5: THE WILLINGNESS TO COLLABORATE IN THE WORKING GROUP OF BOGOR REGENCY MINAPOLITAN AREA DEVELOPMENT

This chapter describes the findings of the case study, the willingness to collaborate among stakeholders in the working group of the Bogor Regency minapolitan area development in collaboration process based on the interview and Q-methodology that has been conducted.

Chapter 6: CONCLUSION AND RECOMMENDATIONS

This chapter conveys the conclusions of the thesis, reflections and recommendation for the policy and further research. The research structure of the thesis is provided in the figure 1.3.

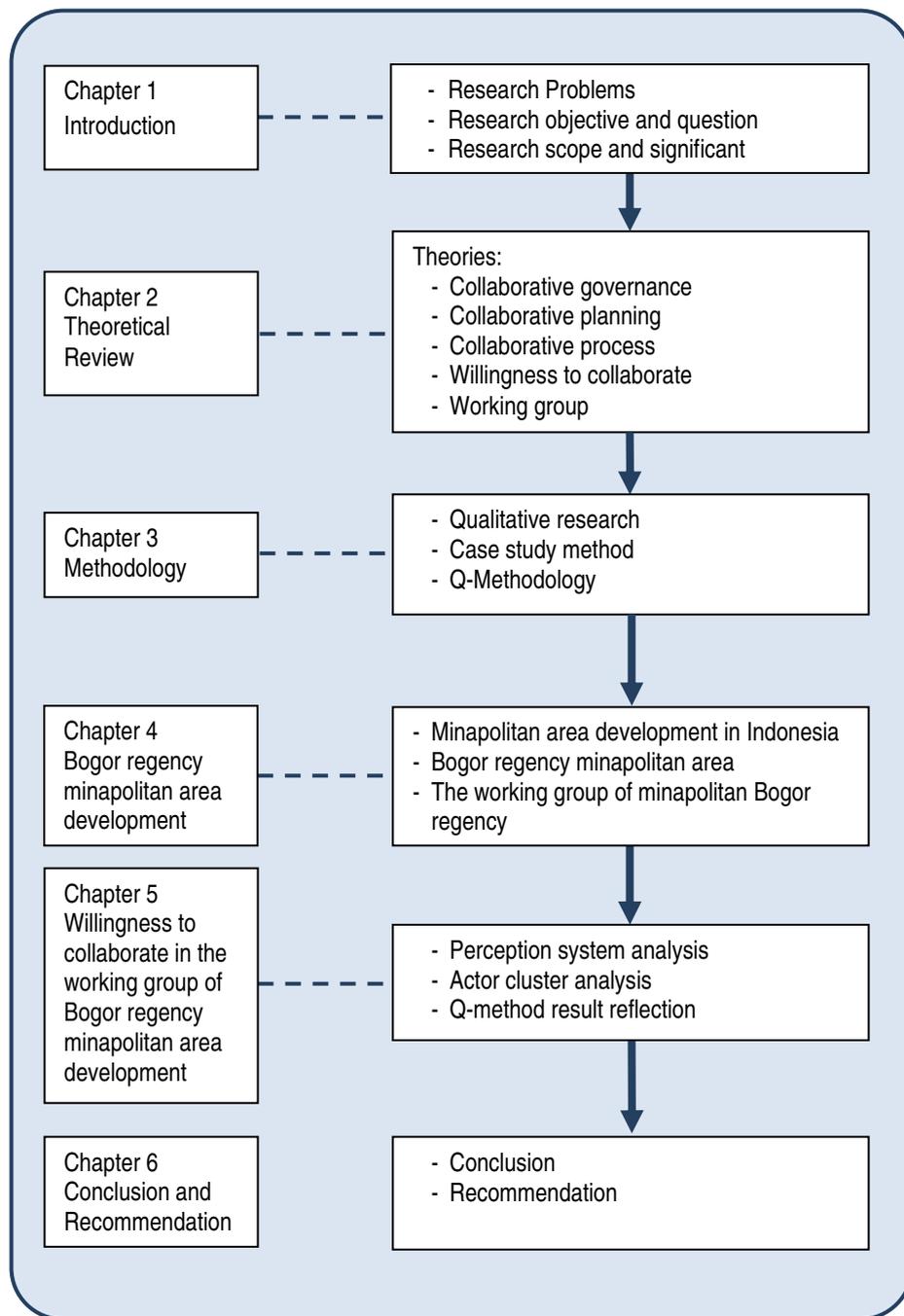


Figure 1.3 Research Structure

Chapter 2

THEORETICAL REVIEW

2.1. Introduction

Nowadays the term of collaborative governance as a new strategy in governing is increasingly stated and used in the literatures (Ansell and Gash, 2007; Booher, E.D, 2004), and it is as one of the approaches in order to deal with the complexity and uncertainty in governance process; mainly if it is related to the multi sectors and multi levels of government. Since the decentralization era in Indonesia, many tasks and functions of central government delivered to the local government, including the minapolitan programme as the MMAF policy. To implement the programme in the field practice, it is important to establish the working group of minapolitan. As an implementation of collaborative governance that involving various stakeholders, the collaboration process has to conduct in order to gain the aims of the programme. Ansell and Gash (2007) propose the collaboration process and one of the criteria is the *commitment to process*. This chapter discusses the collaborative governance, collaborative planning and collaborative process with focus on the commitment or willingness to collaborate. Further, it is also trying to understand the factors that influence the willingness to collaborate among the stakeholders.

This chapter is divided into seven sections, including this introduction as the first part. The sub chapter 2.2 figures out the collaborative governance and the types of collaborative governance. Sub chapter 2.3 observes the collaborative planning from various literatures. Furthermore, the sub chapter 2.4 presents the collaboration process and the model of collaboration process. Sub chapter 2.5 explores the willingness to collaborate and the factors affecting the willingness to collaborate from many resources. The sub chapter 2.6 tries to explain the working group and its comparison criteria with collaborative governance. Moreover, through the sub chapter 2.7 it tries to synthesis those theories as based in this study, and finally the sub chapter 2.8 provides the conclusion of this chapter.

2.2. Collaborative Governance

The collaborative governance is the term in which government in various sectors; including the public institutions cooperate for gaining the goal. In addition, Koimann (2003) implies that in governance approach in social and political situation, there is an interaction among actors involved; “the interactions are human irreversible an unpredictable character as attempts are made toward understanding the diversity, complexity & dynamics of these situations”. It is different with the traditional governance that is characterized as the top down approach and central control, in which the decision making is only in the hand of the authority of the government agencies (Innes & Booher, 2010). On the contrary, Innes and Booher (2010) also reveal that the control in the collaborative governance is distributed, the boundaries is opened, interdependent and involving the participation. According to Newman, et al. (2004), the collaborative governance strategy is introduced to solve the cross-sectoral social problems that can be attempted through partnership, participation and local capacity building. Further, to understand the different ideas about traditional and collaborative governance, Innes and Booher (2010) have determined the difference dimension of both governance approaches, as in the table below.

Table 2.1 The ideas about traditional and collaborative governance

Governance Dimension	Traditional Governance	Collaborative Governance
- Structure	- Top down hierarchy	- Interdependent network clusters
- Sources of direction	- Central control	- Distributed control
- Boundary condition	- Closed	- Open
- Organizational context	- Single authority	- Divided authority
- Leadership approach	- Directive	- Generative
- Role of manager	- Organization controller	- Mediator, process manager
- Managerial tasks	- Planning and guiding organizational process	- Guiding interactions, providing opportunity
- Managerial activities	- Planning, designing and leading	- Selecting agents and resources, influencing condition
- Goals	- Clear with defined problems	- Various and changing
- Criterion of success	- Attainment of goals of formal policy	- Realisation of collective action and conditions for future collaboration
- Nature of planning	- Linear	- Non linear

Governance Dimension	Traditional Governance	Collaborative Governance
<ul style="list-style-type: none"> - Public participation objective - Democratic legitimacy - Source of system behaviour 	<ul style="list-style-type: none"> - Legal conformity, inform and educate, gain support of public for agency policy - Representative democracy - Determined by component participant roles 	<ul style="list-style-type: none"> - Create condition for social learning and problem-solving capacity - Deliberative democracy - Determined by interactions of participants

(Source: Innes and Booher, 2010)

Hence, due to the complexity and dynamics in the governance approach, related to the certain situation of overlapping policy and non-linked regulations among government agencies, the collaborative governance may encourage for elaborating the complex situation. According to Ansell and Gash (2007), collaborative governance is the situation in which the public agencies sitting together with public and private stakeholders for obtaining decision through consensus oriented; they also mention that the collaborative governance is the response for the certain failure in the policy implementation, the regulations that politicized and the high cost of politicization. Moreover, the collaborative governance is not only give the opportunity to the community for participating, but also provide the governance system to be more transparent, accountable and legitimate (Henton, et al., n.d.).

According to the explanation about the *collaborative governance* above, thus Ansell and Gash (2007) mention about six criteria of the issue, those are: 1) the forum is engaged and suggested by public agencies; 2) the stakeholders involved in the forum include non-government actors; 3) the participants are involved actively in the discussion and not only *consulted* by the public agencies; 4) the forum is conducted formally, collectively and regularly; 5) the consensus is the standard of decision making process (practically the consensus is not always achievable); and 6) the public policy or public management become the focus of the collaboration process. Hence, according to those criteria above, the working group of minapolitan development as the case study at a glance has fulfilled those criteria. However, to understand the factors influence the participation among stakeholders (related to the willingness and commitment), and the decision making process are will be identified through this study. Further, according to those criteria, the process of collaboration needs efforts from stakeholders

involved for the success of the process. It is also reinforced by Thomson and Perry (2006) argument that the collaboration is costly in time and energy. Further, according to Wanna in O'Flynn and Wanna (2008), there are four types of collaboration between stakeholders, as follows:

1. Collaboration within government including many different agencies
2. Collaboration between governments involving different jurisdiction agencies
3. Collaboration between government and the other institution (goods and services providers)
4. Collaboration between government and community/clients

Those types may be implemented together, for instance type one and four where there are collaboration within governments, and also between government and community. In addition, there are also three main types of collaborative governance (Ansell, 2012) that includes: 1) *Collaborative planning*: the governance land use development; it focuses to the place-based character of spatial planning that involving various stakeholders in planning process directly to gain the consensus among stakeholders; 2) *Watershed partnership*: the partnership among public sectors, private and community in the watershed management activity, restoration, monitoring, integrated planning, education and advocacy; 3) *Regulatory negotiation*: in the rule-making process the stakeholders are involved in the early of the process to achieve the agreements. Furthermore, the collaborative planning and regulatory negotiation are the responses to the conflicts, procrastination, and failures of the comprehensive planning and the command-control regulation. Hence, especially in the collaborative planning, even though there are the high tension conflicts, the place-based stakeholders have strong incentive frequently to engage with one another.

2.3. Collaborative Planning

The integrated planning process seems more popular in Indonesia in the recent years, since 1999 when the regulation of local government was introduced through the Law number 22/1999 about "Pemerintah Daerah" (local government) where a term of *Decentralisation* was known. In addition, the decentralisation process may give an opportunity to the community to intervene and give their

responsibility in the rural development (Wijayaratna 2004). Moreover, since the regulation was applied in 2000's, the planning process of local and regional development (regencies and provinces) has blossomed, and arose with an issue of *integrated planning* and also *collaborative planning*. In addition, in order to speed up the development of rural area, one of the approaches is the integrated development. This concept is also not a relative new; even many countries throughout the world have adopted it. The integrated rural development is an in progress process that accommodated the internal and external stakeholders in the framework encouraging economic development of rural society as long as the sustainability and improving the rural value, by natural resources redistribution, comparative loss reduction and also the new invention of technology for utilising and strengthening the rural resources (Nemes, 2005). By examining the definition, it is essential for involving all related stakeholders in corporation for supporting rural development, beside the rural community; it also needs the involvement of the centre and local government, as well the private sectors. Accordance with the definition, Rahman (1978) in United Nation (1978) mentions that there are some reasons why the integrated area development should be chosen: first, there is a bigger opportunity to explore the local resources and harness the capital, labour and production factors optimally. Second, the concept of area development *involving the society participation* is easier relatively than in regional scope. Third, due to the area is smaller and homogeneous than a region, thus the planning is more facilitated because the smaller area will face a less complex problems. Fourth, the *coordination among stakeholders* are involved is easier. Due to those reasons, the integrated rural development is still applicable in the developing countries. Furthermore, nowadays the integrated development that combines all related sectors for gaining the same purposes, almost similar with the rural industries.

The collaborative planning was introduced since the mid 1980's, and it is more as an answer to the injustice of planning process (Healey, 2003). Healey describes the term of injustice is more the injustice for the environmental from the public investor development. Further, in the certain area, not only the environmental quality reduction was happened but also there were government programmes that

overlapped and not linked. Hence, the collaborative planning arose as an interactive process in planning. In addition, accordance with Healey (1998), in order to build the collaborative relationship with the territorial stakeholders, there are five main concepts: 1) integrative place making; 2) collaboration in policy making; 3) inclusive stakeholder involvement; 4) the using of local knowledge; and 5) building relational resources. It is also strengthened by Ansell and Gash (2007) that collaboration indicates the reciprocal communication and influences between public agencies and the other stakeholders.

2.4. Collaborative process

Accordance with Ansell and Gash (2007), the collaboration process itself needs the trust building, commitment, understanding, and dialogues among stakeholders, and the process is influenced by the starting condition whether it will discourage or encourage the process. In addition, Mazumdar (2006), Huxham and Vangen (2000) in O'Flynn and Wanna (2008) also state that the important keys of the success of the collaboration process are closer working relationship (interdependent, commitment, mutual understanding, trust and respect), participative decision making, open communication, understanding, strong leadership, clarity of objectives and planning stages, as well complement each other in term resources and skills. The model of collaboration process is built by Ansell and Gash (2007) is provided in the figure 2.1.

From the collaborative process model above, the cyclical process that consists of five elements that related each other. First, Ansell and Gash (2007) explain that the face-to-face dialog is always conducted in the collaborative approach to develop the direct communication to gain the mutual benefit. Indeed, the writers give the argument that the face-to-face dialog is an important factor but it is insufficient condition for collaboration process. Second, the trust building is the leading aspect of the initial collaboration process, due to it relates with the trust among stakeholders to avoid manipulation risk. Hence, the role of collaborative manager to build the trust is urgent, even though it is time-consuming. Third, the commitment to the process; according to Yafee and Wondolleck (2003) in Ansell and Gash (2007), this is the most essential factor to facilitate the collaboration.

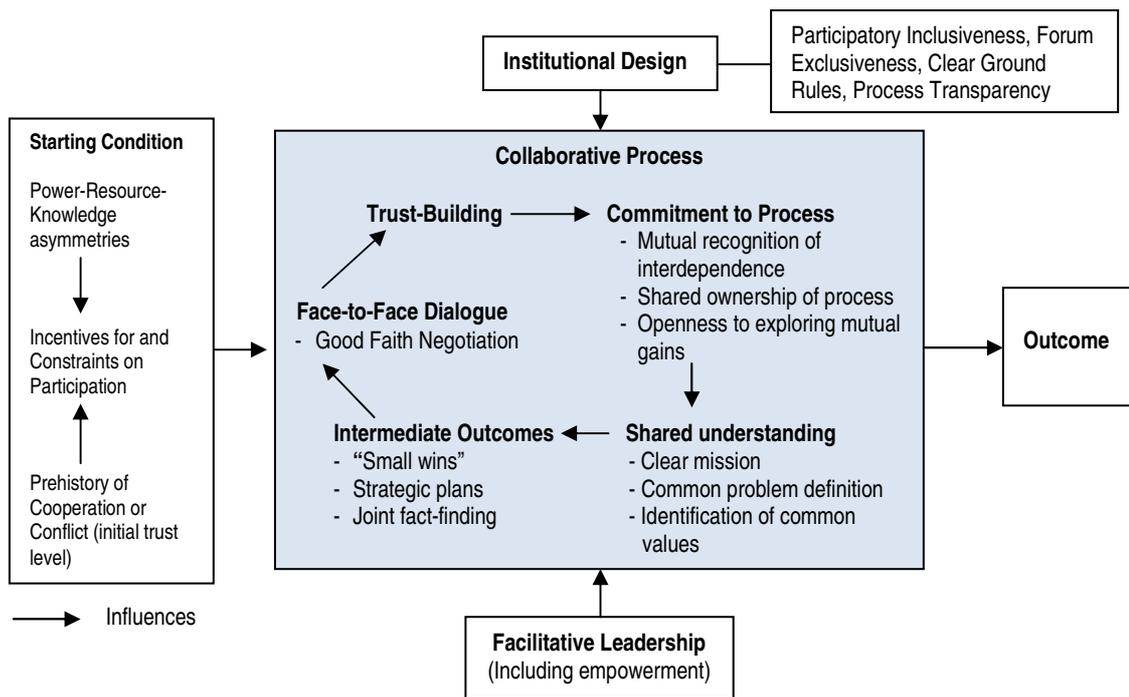


Figure 2.1 The model of Collaborative process (Ansell and Gash, 2007)

Further, the motivation to participate of the stakeholders is closely linked to the commitment. It might become the reason of the stakeholders to collaborate to avoid the abandonment their perspectives, to secure the legitimacy or to comply a legal obligation. Fourth, the shared understanding is described as the factor that should be built by the stakeholders to gain their common purposes (Tett, et. al, 2003 in Ansell and Gash, 2007). Finally, the intermediate outcomes is defined as the in between clear output or process outcomes of the collaboration purposes or advantages that will lead to the success of collaboration.

If one those criteria is not fulfilled, the process of collaborative will stagnate and furthermore will not reached. Moreover, even though it was stated by some writers that in the collaboration process of the collaboration governance, the opportunity of all stakeholders to involve in the process are equal, but the process may various in the level of collaboration itself. Further, as mentioned above that in the collaborative governance, the commitment/willingness is strongly related to the motivation to participate. It means, there are *some reasons* of stakeholders to involve in the collaboration process. Ansell and Gash (2007) also imply about the three dimensions of commitment/willingness of the process; First, mutual

recognition of interdependence shows the interdependence among stakeholders will influence to the increasing of the commitment/willingness to collaborate. Second, shared ownership of process explains about the process of the decision making involving all stakeholders and share responsibility for the process. Third, openness to explore the mutual gains, in order to achieve the policy outcome is essential to develop a belief of good faith negotiation for mutual benefits.

The stakeholders will commit or willing to collaborate if they believe it is valuable with their effort, hence it is important to public agencies for considering the stakeholders motivation to collaborate (World Wildlife Fund, 2000). Moreover, the reason of stakeholder for collaborating is also important and should become a consideration, the stakeholders perspective on an issue is not always similar, or different groups have equal views on the issue but express their objective in the different perspective. Thomson and Perry (2006) imply that the sharing information will not lead to the collaboration process if there is not a mutual benefit. Hence there is the possibility to the lack of willingness to collaborate among the public or private stakeholders due to non-mutual benefit for their sectors or institutions.

2.5. Willingness to collaborate

The term of willingness is utilized frequently related to the people or community attitude. Further, as a mentioned above, the commitment to process or willingness to collaborate become one of the important criteria of the success of the collaboration process. According to Ansell and Gash (2007), the willingness of stakeholders to comply the discussion result is required to the commitment of collaboration process, although they only partially support to the direction. Further, Mazumdar (2006) states that there are some conditions that hinder the collaboration among government agencies, such as the stakeholders are unwilling to cooperate, the action or solution are achieved with less consensus, power imbalance among stakeholders, significant transaction cost to partner for maintaining the inter-organisational relation, or the absence of mediator or facilitator of the collaboration process. Hence, from the condition mentioned above, the willingness to cooperate, working together or collaboration among

government agencies is an essential factor for the success of the process. Further, the term of *willingness* has meanings related to the human behaviour, as below:

- a. The quality or state of being prepared to do something; or the readiness (Oxford dictionaries, 2013);
- b. Relating to the will or power of choosing; prompt to act or respond; inclined or favourably disposed in mind; accepted by choice or without reluctance (Merriam Webster dictionaries, 2013).

According to Rosas and Camarinha-Matos (2010), willingness to collaborate is related to the attitudes and interest of actors to the collaboration circumstance. In addition, Cavalcanti, et al., (2009) imply, there is a study about the willingness to contribute for the cooperating of the common-pool resource management in a protected area among the fishery community, the result shows that a participatory approach and beliefs affect significantly to the willingness to cooperate. The beliefs among fisherman that the others will contribute also encourage them to the willingness to participate. Hence, it can be assume that the stakeholders involved in the collaborative governance such as working group or teamwork may willing to collaborate or participate to the process of collaboration if they belief that the other stakeholders from the other sectors will involve as well. It also support by the definition of willingness to collaborate that is: “*the willingness of individuals to contribute their efforts to the cooperative system*” (Jacobs, n.d.).

The willingness to collaborate or cooperate become an important factors, since the collaboration process needs a large cost in time and energy consume. Margerum (2002) in Ansell and Gash (2007) argues the most important factor of the collaboration is “member commitment”. It means, the commitment to collaborate among *members* that can be defined as actors or stakeholders or institutions incorporated in an organization or institution is essential. Further, if the public agencies have the less commitment to collaborate, mainly in the headquarters level, hence it becomes a hindrance (Yafee and Wondolleck, 2003 in Ansell and Gash, 2007).

It is in line with Jacobson and Choi (2008) that imply based on the transaction cost economic theory, the trust and open communication will lead to the

understanding among participants, due to the willingness to collaborate and trust can avoid the unimportant transaction cost and conflict among actors/members. This argument is also strengthened by Sussman (2000) who argues that the successful of collaboration depends on the critical components such as clear assignment of responsibility, agreement with the result, mutual trust, willingness to share ideas and cooperate, and technical support for helping the partner to communicate. Further, Amirkhanyan (2008) also states that the willingness to collaborate among participant will lead to the occurring of the collaboration process. In addition, according to Nolte (2005), the willingness to collaborate is one of the characteristics that encouraged the development of organization and the good environment of the team, beside the trust, reciprocal respect, and the effective communication. Hence, it is undeniable that the willingness to collaborate is one of the important factors to the success of collaboration process, including in the collaborative governance in which many stakeholders are involved. Based on those theories above, it can be summarized the factors affecting the willingness to collaborate are:

- a. *Motive and self-interest/interdependence* (Huxham, 1996; Ansell and Gash, 2007); it means, the motive to collaborate is based on the conviction that stakeholders can gain something that could not be achieved in any other way, except through collaboration
- b. *Participatory approach/shared ownership* (Calvacanti, et al., 2009; Ansell and Gash, 2007); the involving of the stakeholders since in the planning process that will affect to the sense of belonging to the programme or project (feel involved) and involving all stakeholders in decision making process as well the sharing of responsibility
- c. *Beliefs* (Calvacanti, et al., 2009); beliefs that the other stakeholders will also cooperate, contribute and be involved in the collaborative process/institution
- d. *Trust* (Ansell and Gash, 2007; Jacobson and Choi, 2008); it means, the trust among stakeholders to communicate and share information in order to avoid the conflict that would be happened
- e. *Open communication* (Jacobson and Choi, 2008; Ansell and Gash, 2007); sharing all information (including problems) of the group/institutions and

developing the belief of good faith negotiation will affect to the stakeholders to give alternatives and solutions

2.6. Working Group

The working group or working team or teamwork or team working is described as the group of people who work together. Further, there are some definitions of *working group* as follows:

- a. a small group of people, for example one chosen by a government, which studies a particular problem or situation and then reports on what it has been discovered and gives suggestions (Cambridge dictionaries, 2013);
- b. a committee (Collins dictionaries, 2013)
- c. a committee or group appointed to study and report on a particular question and make recommendations based on its findings (Oxford dictionaries, 2013)
- d. a group of people working together temporarily until some goals are achieved (Audio English.net, 2013)

Based on those definition above, hence if two or more people working together to answer the question and make recommendation to achieve some goals, it can be mentioned as the working group. Furthermore, according to Campion and Medsker (1993), there are some characteristics of the working group that affect to its effectiveness and each sub criteria has been selected related to the collaborative governance perspective, as follows: 1) job design (self management, participation); 2) interdependence (task interdependence, goal interdependence, interdependent feedback and rewards); 3) composition (heterogeneity, flexibility, preference for working group); 4) context (communication/cooperation between groups); and 5) process (workload sharing, cooperation/communication within groups). Those characteristics and its sub can be used to measure the effectiveness of the working group. It can be seen that in the working group, the participation of the member means the sense of responsibility and ownership of the task, while the process relates to the communication among member. Those two criteria are closed to the process in the collaborative governance, the participation (relates to the commitment) and collaboration. In addition, accordance with Tarricone and Luca (2002), the synergy among members of the working group will build the

circumstance that encourage they are willing to collaborate and coordinate, which in the end will affect to the success of the teamwork.

In a meantime, there is a certain situation when the authority decides to form the new structure of institution that is when some tasks or problems cannot solve as usual but those need new approach, that is a collaborative approach (Booher, 2004); In order to build the collaborative structure, the related actors are identified and invited to collaborate. Further, Booher (2004) also reveals that the new institution or organization is established through negotiation, contract or memorandum of understanding.

In the field practice of the collaborative structure in Indonesia, the institutions are established by the regulation or decree. In the case of minapolitan area development, since it is as integrated area development and the supports from the other sectors other than fisheries sector is important, hence the establishment of the minapolitan working group is crucial. In the headquarter level, the Directorate General of aquaculture (DGA) has established the minapolitan working group through the Decree of DGA number KEP.68/DJ-PB/2012 about The Minapolitan Working Group Based on Aquaculture, and members cover the officials in DGA according to their relevant duties as well the officials from DG of Water resources (Ministry of Public Works), Directorate of Settlements Development (Ministry of Public Works), Directorate of Community Empowerment (National Land Agency), and Directorate of Credit (Indonesia Bank). This institution has the responsibilities to: 1) integrate the policy and aquaculture development through minapolitan development with the related sectors and local government; 2) arrange the policy and strategy of aquaculture minapolitan development; 3) coordinate the planning and implementation of minapolitan area development; 4) socialize, coordinate and synchronize the programme implementation in the central, province and local level; 5) review the sectors policy with the minapolitan; 6) support the budgeting planning, monitoring and evaluation.

In the location of minapolitan area development or local level, there is also the specific institution that has responsibility for implementing and managing the

minapolitan area in the field area, as referred to as *the working group of minapolitan* that should be established by the regent through formal regulation.

2.7. Synthesis the Views

This chapter has discussed the basic theoretical view to help obtaining the answer of the research question. Those theories of collaborative governance and its implementation in this case study might be the bridging of the views to the willingness of stakeholders to collaborate.

The concept of collaborative governance in this chapter is described as the broad view and as an umbrella of the collaboration planning and collaboration process. There is a comparison of the idea about the traditional and collaborative governance that give the significant differences of those governance approaches. This comparison strengthened the idea about the importance of the new approach of collaborative governance that accommodates the more complex and dynamics of the governance circumstances nowadays. Since the minapolitan area development covers the large area and certainly needs supports all level governments and different sectors, hence the collaborative governance approach becomes the better alternative to gain some goals that should be achieved, in which those can be obtained through the collaborative way.

In a meantime, this chapter is also discussed the three main types of collaborative governance: the collaborative planning, watershed partnership and regulatory negotiation. This study is focused to the first type, the collaborative planning; the planning with takes into consideration the various stakeholders' involvement, public participation and environmental awareness. Further, the minapolitan area development is an integrated area development that the related sectors support the fisheries area development with regard to the environmental carrying capacity. So that, the cooperation among stakeholders including the community and the other parties such as private sectors and NGO, is very important to conduct the collaborative planning. In addition, in the collaborative planning, there is a collaborative process among actors definitely. This process should be a reciprocal relationship, in which some characteristics are requires, such as trust building, commitment and understanding among the actors. Those are will influence to the

successful of the collaboration process. Moreover, this study emphasis to the commitment to process that is interpreted as the willingness to collaborate. This factor is important, because without the willingness of the stakeholders to collaborate in the collaborative governance, hence the aims and goals of the certain programmes cannot be achieved. The willingness of stakeholders to collaborate involves many factors, for instance motive, benefits, regulation, tasks and others. Accordingly, exploring and understanding the factors influence the willingness to collaborate among stakeholders that taking part in the minapolitan area development is interesting and necessary. Since the minapolitan programme is an important area development in the fisheries sector development, due to this area will become an embryo of the fisheries industrialisation location in the future. Finally, the working group is selected as the focus of this study, because the working group is an essential institution in which involve various stakeholders. Further, there is also an important description of the working group: as a team working that can be chosen by the government to resolve the certain issues or problems. This description is exactly similar with the minapolitan working group that is arranged and established by the local government to implement the master plan of minapolitan and resolve the problems related to the minapolitan area development. In addition, the minapolitan working group also fulfils the criteria of the collaborative governance by Ansell and Gash (2007) that reinforce the writer assumption that the minapolitan working group is one of the collaborative governance implementations in Indonesia, mainly in the fisheries development sector. Those are become the reason of the choosing minapolitan working group as the case study of the collaborative governance implementation, in order to identify and understand the factors influence the willingness of stakeholders to collaborate in the planning process and implementation the programme.

2.8. Conclusion

The decentralization in Indonesia emerged since 1999 in all development sectors including marine affairs and fisheries. In order to develop the fisheries sector, the government declared the fisheries industrialisation, and the embryo of the

aquaculture industrialisation location is the minapolitan area development. Further, minapolitan area development involved many stakeholders from the other sectors beside fisheries to support the programmes. So that, the implementation of the collaboration process becomes essential, since many stakeholders with different interests get involved.

As one of the collaborative governance implementations, the working group of minapolitan area development in Bogor regency has fulfilled the criteria of the collaborative governance by Ansell and Gash (2007), and also covers government elements, academics, private sector, and community representative. Further, the collaboration process is difficult (Huxham, 1996), due to working with the other people is never simple, and many evidences show that the collaboration process is not always successful. From the collaboration process provided by Ansell and Gash (2007), the commitment or willingness to process is the one important criterion, and from the other writers there are five factors affecting the willingness to collaborate. The attempt to gain the goals of the programme will be easier and more assure of the success, since there is the willingness to collaborate of the stakeholders to involve voluntarily in the collaboration process of the collaborative governance implementation, which in this case is the working group of minapolitan area development.

Chapter 3

RESEARCH METHODOLOGY

3.1. Introduction

The qualitative research strategy is implemented in this research, since it focuses to the social phenomenon that is the collaboration among stakeholders as the members of minapolitan working group, and it emphasizes to the attitude of the willingness to collaborate. In addition, the case study method is also used since the typical of this research is exemplifies the broader category; due to the minapolitan area development in Indonesia covers 46 locations/regencies. Further, the tool is used to analyse the subjectivity of the willingness among the member of working group is the Q methodology. Hence, this chapter will explain the methodology that applied of this research and how the Q methodology is conducted since the primary data collection (interview and Q sort) until the analysis.

3.2. Qualitative Research

The qualitative research will be implemented in the study of willingness to collaborate of the working group minapolitan area development members in Bogor regency, through interview and collecting secondary data. Furthermore, according to Denzin and Lincoln (2005), the definition of qualitative research is *“the multi-method research which consists of a set of interpretative, material practises. It involves the studies use and collection of a variety of empirical materials, case study, personal experience, introspection, life story, interview, artefacts; cultural texts and productions, observational, historical, interactional, and visual texts-that describe routine and problematic moments and meanings in individuals”*.

Furthermore, Joubish, et al., (2011) reveal that the qualitative research focuses to develop the social phenomenon through the deep explanation, that the social aspects become the concerns in order to answer the questions: 1) why do people have attitude that way; 2) how the opinions and attitudes are established; 3) how do the events or circumstances affected the people; 4) how and why do the culture have developed; and 5) the distinction between social groups. From the questions

and statements as mentioned above, those are in line with the research question about why and how do the stakeholders in the working group of minapolitan behave or decide to behave at the certain ways in the collaboration process at the working group of minapolitan.

In addition, Neuman (1999) summaries the qualitative research style from many sources that explain the specific approach to the social sciences; the qualitative research has styles:

- *construct social reality, cultural meaning*
- *focus on interactive processes, events*
- *the key is the authenticity*
- *values are present and explicit*
- *situational constraint*
- *few cases, subjects*
- *thematic analysis*
- *researcher is involved*

Hence, base on the summary above, this research is appropriate with the qualitative research, since it focuses to the social reality among the members of the minapolitan working group that is the attitudes and behaviours of the willingness to collaborate in the collaboration process as an interactive process, in which the researcher is involved directly to collect the primary data. In addition, since the researcher is involved directly, this research is called *field research*. Accordance with Neuman (1999), the field research is suitable when the questioners of the research are to study about understanding and explaining about the group of people and their interaction.

.3.3. Case Study Method

Furthermore, this research is also conducted through the *case study* method. According to Yin (2009), through the case study method, the researcher has bigger opportunity for examining deeply about certain phenomenon. The case study method also has ability for dealing with many sources and evidences which can be gathered through interviews, observations, documents, news, and others

(Yin, 2009). In addition, Yin (2009) also reveals that there are the certain scopes of case study methodology, those are:

- a. The case study is the empirical research where the investigation is held on a certain cases or phenomenon deeply, primarily when there are not evidences on the boundaries between context and phenomena clearly.
- b. The case study research is identified as:
 - Dealing with an unique and special situation with many variables of interests
 - Depend on many sources of evidences
 - Utilize the previous research of the theoretical argumentation for giving references of data collection and analysis

According to Bryman (2008), the typical of case study research is chosen due to exemplifies a wider category of which the example chosen is a member. Hence, in order to know more in-depth of the collaboration process, mainly the willingness to collaborate of the minapolitan working group members, the case study method is an appropriate option. Since it is the case study research about the minapolitan area development, where the pilot projects cover 46 locations (regencies) in Indonesia, hence to understand the collaboration process in the institution which has a responsibility to develop the minapolitan area, the writer choose Bogor regency as one of the pilot projects. It is not only because Bogor regency shows the strong commitment from the local government, but also the progress of the development is quite good.

3.4. Q Methodology

Since the study is focused to the stakeholder's perception about the collaboration process in the working group, the subjectivity of the stakeholders about their willingness to collaborate in the working group will be assessed quantitatively as well, by using the Q methodology. The Q methodology was invented by William Stevenson which is designed to help the human subjectivity examination orderly (Brown, 1980). This methodology will provide a surprising result of the subjectivity study, due to at the initial process it is only a set number without meaning (Brown, 1993). Further, according to Shinebourne (2009), this method

appropriates for the study with the subjectivity, experiences and beliefs in a range. Cross (2005), also states that the Q methodology is used to measure the attitude and subjective opinion. Moreover, the Q methodology is operated with the type of opinion sample not from type population sample, and the opinions should be collected from the sources that have opinion in the certain topic (Rozalia, 2008).

Since this method also gives alternative to analyse the qualitative research. Hence, Q method defines as the middle ground of the qualitative-quantitative research (Brown, 1996 in Miharja, 2009). In this research, the using of Q methodology is applied since the primary data collection or interviews that so called Q-sort.

3.4.1. Concourse and Q-Set Sampling

In the in-depth interview, the questions that asked to the stakeholders are about the current conditions of minapolitan area development in Bogor regency, as well their perspectives as the members about the collaboration process in the working group. Further, as a part of the Q methodology, the stakeholders are also asked to do the Q-sort with guidance from the interviewer (writer). The Q-sort is a method to rank the so called Q-set that selected from the *concourse*. According to Brown (1993) the *concourse* is the *communicability among certain topic*. Hence, the *concourse* is a collection of data, opinion or news. Further, the *concourse* is not limited to the sentences, but also can be provided as pictures, photographs or musical (Brown, 1993). The number statements of the *Q-set* consist of 10 to 100 items usually (Cross, 2005).

In this study, the *concourse* is arranged become statements are collected through the early interview to the person in charge in the Livestock and Fisheries agency in Bogor regency and Directorate of Infrastructure, DGA-MMAF. It is also collected from the theories of the research topic, report and news. Moreover, the *concourse* is transferred become simpler statement (Q-set). According to the theories, the factors influenced the willingness to collaborate of the stakeholders are: 1) motive and self-interest/interdependence; 2) Participatory approach/shared ownership; 3) beliefs; 4) trust; and 5) open communication. Hereafter, those factors are arranged as variables for the questionnaire of the interview and statements of Q-set. The several statements of Q-set are arranged as the negative

statements that possible as the potential risk of the collaboration process; the potential risk can encourage the actor's perception that discourages the stakeholders to involve in the collaboration process (Miharja, 2008 in Cynthiasari, 2011). The statements for Q- set sampling is provided in table 3.1 below.

Table 3.1 Statements for Q-set sampling

Variable	Statements
Motive and self-interest / interdependence	<ol style="list-style-type: none"> 1. The involvement the other sectors/agencies in the working group influences your willingness to collaborate 2. Your institution will gain the benefit through the involvement in the working group 3. Your involvement in the working group is because appointed by the authority 4. Your involvement in the working group is because you have an interest (institution/personal interest)
Participatory approach/shared ownership	<ol style="list-style-type: none"> 5. The working group members have an equal right to convey their opinion 6. Not all the members of working group are involved actively since in the minapolitan development planning arrangement 7. The livestock and fisheries agency can implement the planning of minapolitan programme by its own 8. The involvement of non-governmental (community, media, private, etc) sectors are not important 9. The Livestock and Fisheries agency is the institution that will gain the benefit from the cooperation in the minapolitan programme 10. Not all members of the working group have the same responsibility to the programme implementation 11. The working group is an important institution for the success of the minapolitan programme
Beliefs	<ol style="list-style-type: none"> 12. The working group is an important institution for the success of the minapolitan programme 13. The task and responsibility of each minapolitan working group member is unclear 14. The local government initiative is not important in the minapolitan area Development
Trust	<ol style="list-style-type: none"> 15. The member of working group has a <i>trust</i> that encourages the communication and sharing information 16. It is difficult to gain the agreement of cooperation among stakeholders in the working group 17. In the implementation, there is an opportunity to neglect the agreement in the working group by the members
Open communication	<ol style="list-style-type: none"> 18. The working group members do not get the information and issues related the minapolitan programme openly 19. There is not an open communication among the members of minapolitan working group

Further, those statements of the Q-set are numbered randomly and provide it in the card (Cross, 2005). The statements with random number are showed in the appendix 3.

3.4.2. Respondent Selection

As mentioned previously, the qualitative research through the case study may collect the evidences with many ways. It is in line with Merriam (2002) who also implies that there are three main of sources data for conducting qualitative research through case study that are interviews, observations and documents. Furthermore, the interviews, Q-sort and collecting documents will be conducted in order to collect data for this research.

Further, the respondents of this study (for in-depth interview and Q-sort) are selected by purposive sampling. According to Neuman (1999), the purposive sampling is used in the field research and it is appropriate for certain situations, for instance: it is used to select the unique cases that are mainly informative, it is utilized if facing difficulties to find the select member or specialized population, and if the researcher would like to identify the case trough the depth study. The aim of the purposive sampling in this study is to achieve the representative respondents who are familiar and involved in the minapolitan area development in Bogor regency.

In a meantime, the respondent for Q methodology, that so called *P-set* (set of person) is a group of people who have consideration of the problem or topic of the study (Brown, 1980). Brown (1980) also reveals that in Q methodology only a few subjects are needed. Since this study is about the willingness to collaborate among the working group members, who are assumed that the members are familiar with the minapolitan area development, then the respondents are selected from the members of minapolitan working group in Bogor regency. Furthermore, the respondents who are selected as the *P-set* is the actors who are involved in the minapolitan area development, since planning process (the master plan arrangement and locations selection) to the implementation in the field area, so that they are expected can provide their opinions and preferences about the minapolitan area development and the collaboration process in the working group based on their experiences. The *P-set* covers government stakeholders (agencies in Bogor regency), fish-farmer group, NGO and private sector. In this research, the stakeholders or *P-set* who are selected is provided in the table 3.2.

Table 3.2 List of the respondents for In-depth interview and Q-Sort (*P-set*)

No	Category	Institution
1	Government (Govern1)	The Local Development Planning board of Bogor regency
2	Government (Govern2)	Livestock and Fisheries agency
3	Government (Govern3)	Livestock and Fisheries agency
4	Government (Govern4)	Livestock and Fisheries agency
5	Government (Govern5)	The Food Security and the Enforcement of Agricultural, Fisheries and Forestry extension agency
6	Government (Govern6)	Agriculture, Forestry and Plantation agency
7	Community/Fish farmer institution (Comm)	Unit Pelayanan Pengembangan/UPP (Service Unit Development) Mina Kahuripan
8	Private sector (Private)	Hatchery Jumbo Lestari
9	NGO	Badan Pembinaan Potensi Keluarga Besar Banten/BPPKBB

Most of the selected respondents are involved in the working group, and those government representatives are selected due to their activeness and direct involvement in the field area of minapolitan, as well due to the agencies are those that have the direct interest to the minapolitan development.

3.4.3. Collecting Data and Q-Sort

a. Interview

In order to get more information about the current condition of minapolitan area development, hence this study also conducted the interview. The field interview has characteristics as unstructured, nondirective, in-depth interviews with involving many questions, listening, expressing interest and recording the conversation (Neuman, 1999). Moreover, the semi-structured interview, a free conversation, is commonly used in the qualitative research-interview (Kvale, 1983). In this study, the interviews have been conducted at May 2013 and followed the interview-guide that consists of the questions related to the issue about minapolitan area development and the willingness to collaborate among stakeholders (appendix 2). The questions are based on the theory of the factors affecting the people to have willingness to collaborate and involve in the organisation or institutions that derived from many resources. Further, the process of interview was recorded and noted. In addition, the one important point to conduct the Q methodology, Brown (1993) states that the interview of the

c. Secondary data

For supporting the data obtained by interview and Q-sort, this research also collects the other information or data from many sources, such as article, report, presentation, map, news (from local newspaper and the other related news), and the other electronic documents are also collected. As well the documents from regulations, formal planning and government reports are also gathered.

3.5. Analysing Data

Since the Q methodology is the qualitative-quantitative combination approach with emphasized to stakeholder's preference and very subjective, hence the analysis uses the *Q-sort analysis* by using free software by Peter Schmolck that so called *PQ-method 2.33* (available at <http://schmolck.org/qmethod/>).

According to Bradley (2009), the Q-sort analysis focuses to the exploratory factor analysis, grouping the respondents based on their viewpoints or preference, and the factor analysis is by person. Further, the Q analysis is about recognise the correlation among respondents across their preference, hence the factor generated represent a group of person that have ranked the statements similarly. The each factor generated shows the shared viewpoint or attitude (Maddox, n.d.).

For conducting analysis using Q-analysis, since the study about the preference of the actors related to their involvement in the collaboration process in the working group, hence the main data for this analysis is the actor preferences from the working group of minapolitan in Bogor. The process of analysis utilized the certain aspects from Q-analysis, as follows:

a. Correlation and factor matrix

The Q-analysis using PQ-method provides matrix that the rows refer to the respondents and the columns show factors and its correlation. The correlation matrix table shows the extent to the respondent preferences are similar or different (Brown, 1996). Brown (1980) also states that "the factor analysis is a method to define how the respondents have classified themselves". Further, the factor analysis informs the researcher about the number of different family (factors), hence the number of factor is purely empirical and very dependent to

the performing of the sort (Brown, 1993). According to Miharja (2009), from the correlation matrix showed, and then the researcher selects the number of common factors, mostly 2 to 5 factors that show the most part of the population variance. These factors provide the actors perception dimension, that important in the analysis by show the perception structure that intended by the group of respondents.

b. Factor's naming

According to Brown (2003), the factors in the Q methodology form the generalization to the subjectivity, even though there is a little number of respondents. To give the new identity to the factors that showed the structures of the respondent perception, then the identified factors have to be named by the researcher (Miharja, 2009). Kachigan (1982) states the naming of the factors with the descriptive name is intended to represent the common element of the individual variable which has the highly load from the factors.

c. Qualitative explanation of the perception

The final step of the Q methodology is the interpretation stage. Further, the advantage using Q methodology is giving a narrow space of the researcher's general political and ideological values to influence to the result (Raadgever, et al., 2008). The interpretation in this study is also be supported by the qualitative explanation of the respondent's perception that explored by using the data from in-depth interview and the other supporting data. The stages of the Q methodology can be described in the figure 3.2.

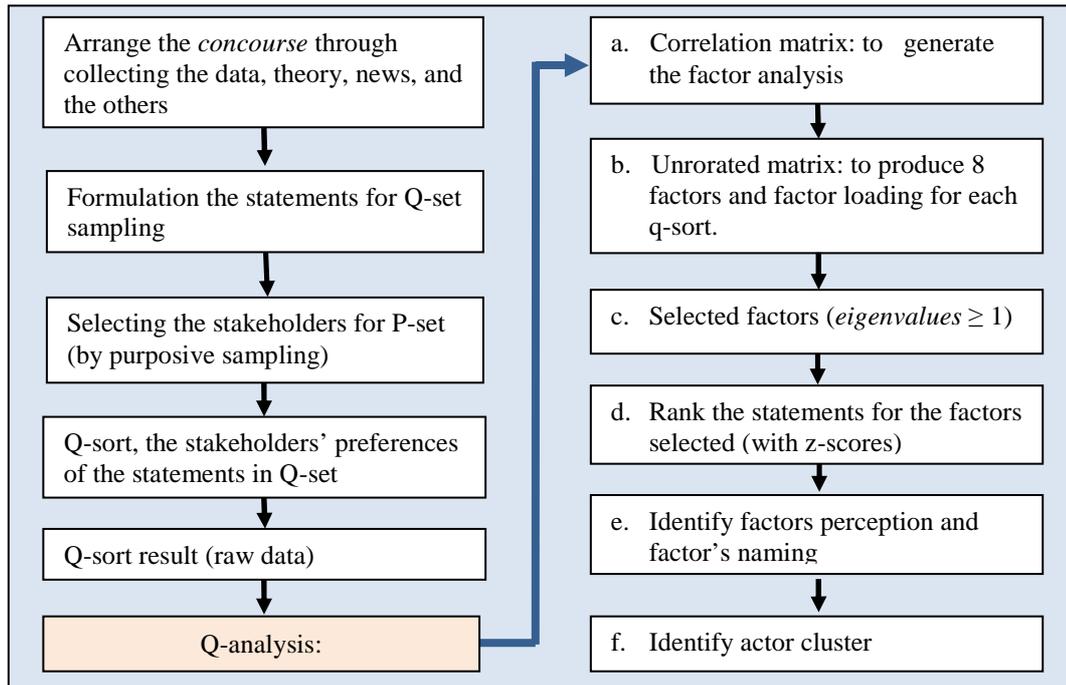


Figure 3.2 The stages of Q methodology

Based on the stages of the Q methodology above, hence this study is conducted in accordance to those stages, as provided in the figure 3.3 below

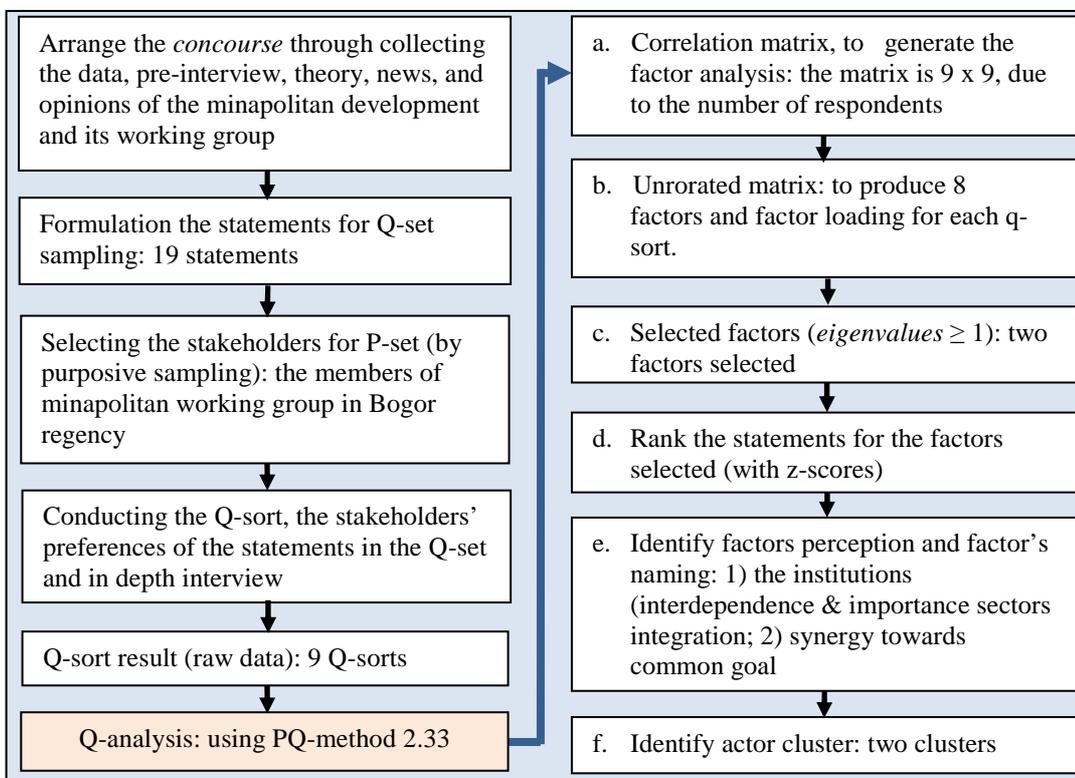


Figure 3.3 The Q-methodology conducted stages for the study of insight the willingness of the stakeholders to collaborate

Chapter 4

BOGOR REGENCY MINAPOLITAN AREA DEVELOPMENT

4.1. Introduction

The programme of minapolitan area development was initiated by DGA-MMAF as the fisheries development area-based. In the initial development itself, mostly the infrastructure's reconstruction that need support from related sectors, such as Ministry of Public Works and National Land Agency. Further, the most important aspect from this programme is the local government commitment; due to the location selected of the minapolitan area are the regencies and cities.

Bogor regency, as one of the 46 pilot project locations of the aquaculture production centre shows the progress in the development that can be seen from the implementation of the master plan. Most of the infrastructure constructions have been built in line with the planning that all targeted were completed in 2012 indeed, as well the development of human resources and institution. This chapter provides the description of minapolitan area development in Indonesia and specifically takes the Bogor regency as the case study.

4.2. Minapolitan Area Development in Indonesia

The policy of minapolitan area development in Indonesia has been initiated in 1999 as a respond of the problems facing by the marine and fisheries sector. The minapolitan concept is the area based development of marine and fisheries sector which one of the objectives is to develop the leading economic area (Sunoto, n.d.). Further, as stated in the MMAF Act number KEP.18/MEN/2011, about the General Guidance of Minapolitan, the goals and strategies of minapolitan development can be summarized as follow:

- a. The production centre and minapolitan areas are developed in an efficient and sustainable way, with regard to the natural resources, economic resources and spatial planning
- b. The institutional development, through the integration of the policy, programmes and activities of the fisheries sector in all level governments and all related sectors (province, regency, local)

- c. The increasing fisheries production, processing and marketing in the capture and aquaculture sectors which are pro to the small business
- d. The integration of fisheries production centre, processing and marketing become the leading economic zone that support local economic development

The minapolitan development has two area developments for capture and aquaculture sectors, and for each sector should be supported by the processing and marketing sectors. In the aquaculture sector, the development includes the coastal and inland areas, according to the fish commodity which is developed.

Further, according to the regulation of MMAF number PER.12/MEN/2010, there are some area characteristics that should be fulfilled as the requirement the minapolitan area development:

- a. An economic region/area that consists of the centre of fisheries production, processing, and/or marketing, as well the other business activities (trading and services)
- b. The region has some infrastructures to support the economic activities
- c. The region can accommodate and employ the human resources in that region and the surrounding area
- d. Having the positive impact to the economics of the surrounding area

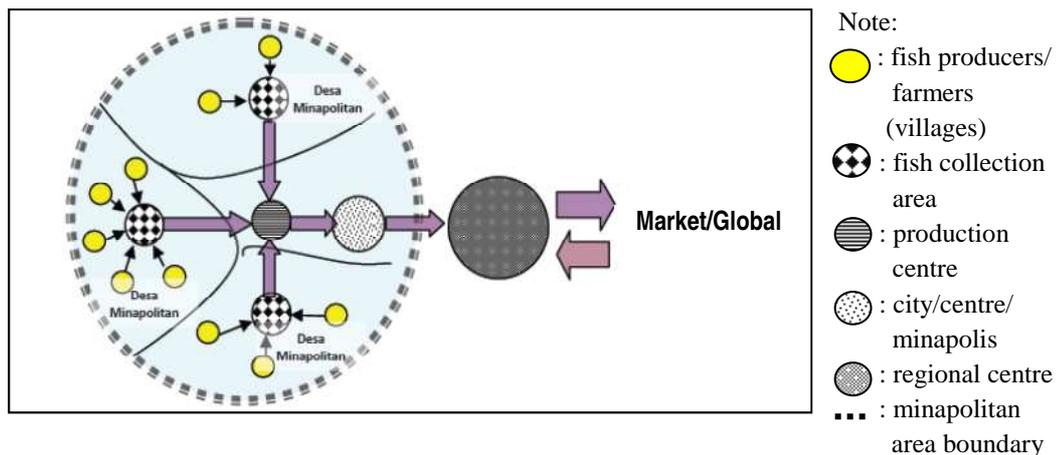


Figure 4.1 The concept of minapolitan area development (Local Development Planning Board of Bogor regency and Bogor Agricultural Institute (IPB), 2010)

Hence, it shows that if the certain areas or regencies have been established as a minapolitan area development, the regencies already have the readiness and commitment to develop the area as minapolitan, and to attempt the involvement of relevant sectors.

In the grand strategy of the aquaculture minapolitan area development, the targets which are developed, covers: 1) the entire of aquaculture area potential become aquaculture production area with independent businesses; 2) the aquaculture production centres have the main commodities with innovative technology implementation; and 3) the facilities and infrastructures of aquaculture should be built in the integration way. Those strategies are implemented to increase the aquaculture productivity and knowledge-based as well has the competitiveness (Aquaculture Infrastructure Directorate, 2012).

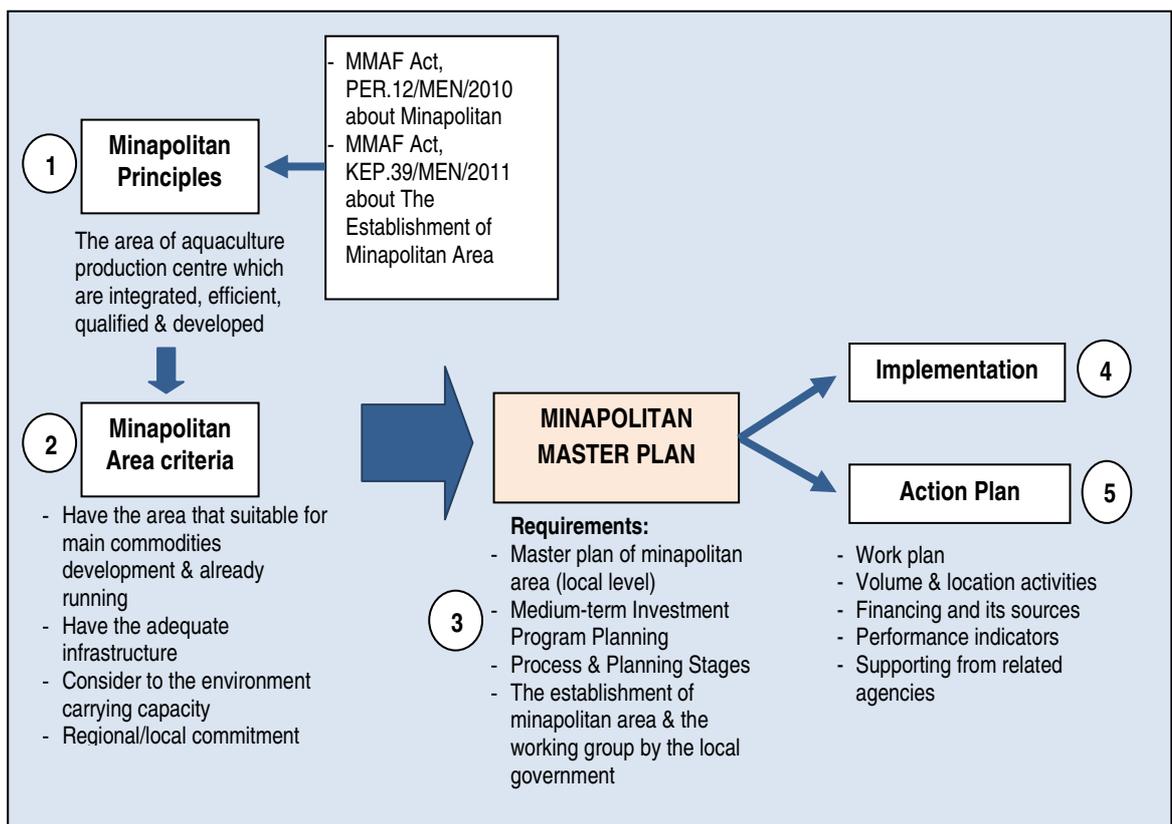


Figure 4.2 The stages of minapolitan area development (Source: Aquaculture Infrastructure Directorate, 2012)

The concept of minapolitan areas should already have an area as fisheries production and integrated fisheries activities (hatchery, aquaculture, processing,

and marketing), the urban and rural area linkage, and the supporting infrastructures. Further, the spatial planning of the minapolitan area is a comprehensive and multi sectors. It includes the area structure (centre and hinterland), infrastructure system, agribusiness system development; as well the provision of land uses area (Planning Board of Bogor Regency and Bogor Agricultural Institute (IPB), 2010).

In order to support the policy, the MMAF also have established the minapolitan area in 197 locations (regencies) in Indonesia through the MMAF Act number KEP/MEN/2011 which includes the capture and aquaculture area. The stage of minapolitan area development can be seen in figure 4.2.

In the meantime, to follow up the policy, the DGA established the 46 locations of the aquaculture production centres as the pilot project in 2012 (KEP. 123/DJ-PB/2011). The implication of this regulation is that the all resources and development are prioritized to the pilot project locations, such as infrastructure development (irrigation, roads), the capital support for the aquaculture farmers, and the aquaculture facilities (floating ponds, excavator, feeding machine, etc). Further, to support those infrastructure development, the MMAF has cooperated with Ministry of Public Works through the MoU about infrastructure development in minapolitan area, and it is also followed by the agreement between DGA, Directorate General (DG) of Capture Fisheries and DG of Fisheries Processing and Marketing with DG of Human Settlements, Ministry of Public Works, about the infrastructures and settlements development in minapolitan area (Directorate of Aquaculture Infrastructure, 2012). Moreover, the coordination and cooperation among related sectors in the headquarter level have been arranged, and it is summarized in table 4.1.

Table 4.1 The cooperation between MMAF and related sectors for the minapolitan area development

No	Cooperation	Regulation/Act	Description
1	DGA-MMAF and DG of Human Settlements (Ministry of Public Works)	- 01/DPB/KKP/PKS/V/2011 - PR.0103-DC/PKS/16 (10 May 2011)	Cooperation of the basic settlements infrastructure development in minapolitan areas

No	Cooperation	Regulation/Act	Description
2	DGA- MMAF and DG of Water Resources (Ministry of Public Works)	- 13/DPB/KKP/PKS/VIII/2012 - No 01/PKS/DA/2012 (14 August 2012)	Development and rehabilitation of irrigation ponds
3	DGA- MMAF and Deputy of Land Control and Community Empowerment (National Land Agency)	- 14/DPB/KKP/PKS/VIII/2012 - 8.1/SKB/VIII/2012 (14 August 2012)	Fish farming business empowerment to the financing access trough land rights certification

Furthermore, since the objective of minapolitan area development is to develop the local economic trough fisheries sector that needs the other sectors support, mainly from the Ministry of Public Works for the infrastructures development. So that, the legal cooperation have been arranged in order to guard the implementation in the local level.

Due to those development targets, it should need a strong institution to implement the policy and planning in the minapolitan area which are located in the selected regencies and cities (local level development). The institution should be capable to integrate the different sectors in the local level and has the initiative to plan the programmes and activities to support the minapolitan area development. In addition, the institution should be established by the regent or mayor and has the responsibility to plan, implement, monitor and report the programme (General Guidance of Minapolitan, 2011). Hence, due to the important role of the institution, it can be understood if one of the requirements as the minapolitan area pilot project is the legal establishment of the institution by the local authority that so called *the working group of minapolitan*.

4.3. Bogor Regency Minapolitan Area

Bogor regency has been designated as the location of minapolitan area development based on regulation of the MMAF number PER.32/MEN/2010 about The Establishment of Minapolitan Area, 2010. In addition, Bogor regency has been established as aquaculture minapolitan development and the minapolitan area covers four sub-districts: Ciseeng, Parung, Gunung Sindur and Kemang, since those areas are suitable for the development due to the fulfilment of the criteria to develop the aquaculture minapolitan. According to the regulation of

According to the Regent decree about the main fishery commodity that will be develop in the minapolitan area; the catfish becomes the main commodity. Further, accordance with the Production Head of the Livestock and Fisheries agency (as the secretary of the minapolitan working group), the reason why Bogor regency is assessed as the best five regencies in term of the local government commitment to develop the minapolitan area; because before the minapolitan programme was announced in the headquarter level (DGA-MMAF), the Bogor regency already has the programme of fisheries development with catfish as the main commodity through the *Agriculture revitalisation and rural area development programme*. This programme is commodity based. Hence, when minapolitan programme as area development based was initiated, and then those programmes meet and fit to develop together. So that, all requirements as minapolitan area development from the DGA-MMAF was responded and fulfilled by the local government immediately. It is also the description of the Regent commitment.

Furthermore, the catfish culture development in minapolitan area of Bogor Regency has also been supported by the other related sectors, for instance:

- The fishery technical assistance for the fish farmers is supported by the Sukabumi Technical Implementation Unit (TIU) of DGA-MMAF
- The fishery technical assistance from *Assistance institution* (agriculture, fisheries, forestry)
- The road constructions (for road production) and irrigation from DG of Public Works
- The breeding centre development
- The capital support for fish farmer
- The construction of hygienic fish market, pilot ponds, and others

Since the establishment as the minapolitan pilot project in 2010, the process of minapolitan area development in Bogor regency is still ongoing process, but the outcomes have begun to be accepted by the community, mainly by the farmers and fish farmers.

4.4. The Working Group of Minapolitan Bogor Regency

The awareness of the importance the certain institution to implement the minapolitan programme especially in the local level, make the central government requires the establishment of the minapolitan working group. This institution should be established by the regent decree. According to Minapolitan Master Plan of Bogor regency (2010), the objectives of the establishment of the implementing institution in the minapolitan area are:

- a. Ensuring the organisation or institution that has main tasks and function to implement the activities related to the minapolitan area management function
- b. As the institution that accommodates and analyses the aspirations and ideas from the stakeholders related to the minapolitan area management function
- c. As the institution that formulates the operational rules related to the minapolitan area management according to the reference of the higher hierarchy regulations;
- d. As the institution that formulates and facilitates the stakeholders coordination and participation in order to manage the minapolitan area.

From the objectives of the establishment the institution of minapolitan area above, it can be figured that the institution has the important roles for the successful minapolitan programme. Further, the minapolitan working group in Bogor regency has been established by Bogor Regent through the regulation number 523/151/KPTS/PER-UU/2012 about the Working Group of Bogor Regency Minapolitan Area Development. This institution consist the relevant agencies in Bogor regency, academics, NGOs, fish farmer group, private sectors and others (*appendix 1*). Furthermore, The working group has the main tasks to: 1) socialize the principles and programmes of minapolitan area development; 2) assess the nominee location of minapolitan area; 3) arrange the technical guidelines, information and trainings; 4) coordinate and synchronize the planning and implementation of minapolitan area development; 5) arrange the programmes of minapolitan area development; 6) inventory and resolve the problems; 7) establish the sub-institution in minapolitan sub-districts.

In addition, since many agencies involved in the working group, then certainly each agency has different task and function in this institution. The task and function of each member is adjusted with the tasks and functions of the agency. The summary of tasks and functions of the minapolitan working group members is provided in the table 4.3 below.

Table 4.3 The tasks and functions of agencies as the members of minapolitan working group in Bogor regency

No	Institution	Task & Function	Task & Function related to minapolitan development
1	Local Development Planning Board	Arrangement and policies implementation of regional development planning: formulation the technical planning policy, coordination the planning development, coaching and tasks implementation of regional development planning	<ul style="list-style-type: none"> - Arrangement the technical guidance of the economic development planning in agriculture, forestry, livestock, fisheries, culture and tourism sectors - Preparation of the formulation material and coordination of the planning policy in agriculture, forestry, livestock, fisheries, culture and tourism sectors
2	Livestock and Fisheries agency	Formulation the technical policies, implementation the government affairs and public services, and coaching and tasks implementation in the livestock and fisheries sector	- Livestock and fisheries development zoning in order to stimulate the increasing of the livestock and fish production, as well as guidance for farmers/fish farmers and investors to the livestock and fisheries development
3	Food Security and the Enforcement of Agricultural, Fisheries and Forestry extension agency	Implementation the agriculture, fisheries and forestry extension	- Coordination and coaching the cooperation development, partnership and institutional, and extension the infrastructure of fisheries sector
4	Agriculture, Forestry and Plantation agency	Implementation the local government affairs in the food crops, plantation and forestry sector	- Implementation the management of technology development and the production of food crops, business services, plan protection, post-harvest management and marketing
5	Road Infrastructure and Irrigation agency	Implementation the local government affairs in the Infrastructure and irrigation sector: formulation the technical policies, implementation the government affairs and public services, coaching and implementation the tasks of the infrastructure and irrigation	- Implementation the construction and rehabilitation of road infrastructures and irrigation

No	Institution	Task & Function	Task & Function related to minapolitan development
6	Industry and Trading agency	Implementation the local government affairs in the industry and trading sector	- Industry and trading development
7	Cooperative, The Middle and Small Business agency	Implementation the local government affairs in the development of cooperative, and the Middle and Small Business sector	- The middle and small Business development
8	The Economic and Development at the Regional Secretary	Coordination the economic and development tasks	- Preparation the policy and coordination the natural resources management tasks - Preparation the policy and coordination the development tasks of public works
9	Technical Implementing Unit (TIU) of the Ciliwung-Cisadane Water Resources Development and Management	Utilization the water resources in Ciliwung – Cisadane: the technical guidance assessment and the implementation of the water resources utilization	- the technical guidance assessment of the water resources utilization including rivers, lakes, reservoir, coastal, as well to control the water resource degradation, and to develop and manage the irrigation network
10	Head of the Integrated Licensing Agency	Arrangement and implementation the regional policies of licensing and capital investment	- Development and implementation the licensing and capital investment tasks - Mediating the government, community and private sectors to develop the investment in Bogor regency, mainly in the minapolitan area development
11	Head of Sanitation and Landscape agency	Implementation the local government affairs in the sanitation and landscape sector	- Arrangement the technical policy of the sanitation and landscape sector
12	Academics	Providing the basic theoretical consideration and giving input from the researches and empirical experience concepts of the regional development	- Providing and supporting the arrangement of minapolitan master plan - Providing the technical support of aquaculture development
13	NGO	Guarding and partnership in the government policy implementation	- Guarding and partnership in the minapolitan development programme implementation
14	The fish farmer group (UPP Mina Kahuripan)	Coaching the operational technical, technical administration services, as well the facilitation and infrastructures utilization to the fish farmers	- Developing the skill capacity of the fish farmers - Creating the equal opportunity of fish farmers to develop their business - Empowerment the fish farmer groups through the micro-finance institutions, internships and trainings

No	Institution	Task & Function	Task & Function related to minapolitan development
			- Facilitating the capital assistance from the central government
15	Banking	Capital supporting for the bankable small scale business	- Capital supporting for the bankable small scale fisheries business
16	Private sectors	Investment and cooperation	- Supporting the minapolitan area development through the investment in the fisheries business - Cooperation in the supply and distribution fish fry and feeding
17	Media	Providing the information of the program development by government to the community	- Providing the information about minapolitan development

Source: Summarized from The structure and organisation of the Bogor regency Government (Sistem Layanan Informasi Publik, Pejabat Pengelola Informasi dan Dokumentasi/PPID Kab. Bogor), Regulation of MMAF number PER.18/MEN/2012, uppminakahuripan.blogspot and Interview

Due to those important tasks of the working group, hence the commitment, togetherness, and responsibility to implement the tasks that have been given through the formal regulation are important as one of the guaranties to achieve the goal of the programme. So that, the willingness of members/stakeholders to collaborate may affect to the cooperation and collaboration process, and at the end will also impact to the success of the programme.

In addition, this working group can be identified as the implementation of collaborative governance, since most of the criteria of the collaborative governance by Ansell and Gash (2007) as mentioned previously can be fulfilled by the minapolitan working group.

Table 4.4 The criteria of collaborative governance to the minapolitan working group

Criteria Collaborative Governance (Ansell & Gash, 2007)	The working group of Bogor regency Minapolitan area
1. The forum is engaged and suggested by public agencies	At least once in a year there is a meeting attended by all members of the working group engaged by the Local Development Planning Board and the Livestock and Fisheries agency (as the leading sectors of minapolitan development)
2. The stakeholders involved in the forum include non-government actors	Non-government stakeholders: academics (representative from Bogor Agricultural University), fish farmer institution, media (Mega swara radio), and private sectors

Criteria Collaborative Governance (Ansell & Gash, 2007)	The working group of Bogor regency Minapolitan area
3. The participant involved actively in the discussion (not only <i>consulted</i>)	The participants are free to give their opinion, input, objection, etc in the discussion or formal meeting
4. The forum is conducted formally, collectively and regularly	The regular meeting (called the coordination meeting) conducted formally, regularly (due to also as the meeting for evaluation the programme), and collectively since involved all stakeholders and interests
5. The consensus is the standard of decision making process	(ongoing process)
6. The public policy or public management as the focus of the collaboration process	The focus of the working group minapolitan development is to implement the aquaculture industrialisation policy in Indonesia

Based on the table 4.4, by the fulfilment of most the collaborative governance criteria, hence the working group of Bogor regency minapolitan area can be assumed as the implementation of collaborative governance concept in Indonesia. In addition, the working group of minapolitan become the core of the study, because this group has a huge responsibility to implement the policy of minapolitan development in the field area. The success of minapolitan development is also depended to the activeness of the working group in which it is associated with the local government commitment.

Nowadays, beside the physical constructions, the working group of minapolitan also concerns to develop the human resource development. The fish farmer institution that so called the *service unit development* (Unit Pelayanan Pengembangan/UPP) is involved since the minapolitan area development planning, includes the arrangement of the master plan, the selection location and also active in the working group as a member. It can be figured that not only the government agencies, private sectors and NGOs, but also the community/fish farmers are involved. The current condition, the fish farmers are conditioned become more independent by cooperation with banking and National Land Agency through certification the right land. Moreover, in the technical aspect (hatchery and aquaculture), the head of fish farmer groups can assist their members directly through the *independent fisheries counsellor* (Penyuluh Perikanan Swadaya/PPS) that got the salary from government. It is a problem solving of the lack of technical assistants in Bogor regency.

4.5. Conclusion

The suitable concept of aquaculture development from the central government (DGA-MMAF) with local government (Bogor regency) becomes a factor that supported the programme implementation. Hence, in Bogor Regency case the top down and bottom up planning meet and fit, and become a value added to the development. As a pilot project location, nowadays most of the infrastructures construction have been built, and will be continued based on the master plan. In order to implement the programme and master plan, the certain institution is important. The working group of minapolitan become the main institution that includes the related stakeholders (agencies), NGOs, private sectors and the fish farmer institution that so called UPP (Unit Pelayanan Pengembangan).

In the meantime, the minapolitan area development as well the minapolitan working group is also concern to the human resources development through the fish farmer empowerment. The attempt to empower the fish farmer already done and will still continue, until they are independent. Besides giving them the capital support, it is also given the way to the banking access, through land right certification and it's collateralized. Further, in the fisheries technical aspect, the fish farmers are educated to assist their members, and not only depend to the formal assistance from government.

Chapter 5

THE WILLINGNESS TO COLLABORATE IN THE WORKING GROUP OF BOGOR REGENCY MINAPOLITAN AREA DEVELOPMENT

5.1. Introduction

The analysis of the willingness to collaborate with the Q methodology uses the *principal component analysis* (PCA), a statistical method using factor analysis. The Q factor analysis is a quantitative and qualitative research method; it is called the quantitative, due to the using of factor analysis as the calculation, and it is called the qualitative since it is also using the descriptive explanation for each tracked factor (Rozalia, 2008). Further, through the Q methodology, it will be analysed the two main aspects, the perception system analysis and actor grouping analysis. The former will generate the simpler of structured actor's perception to the easier of the analysis; while the latter will analyse the probability of the relationship between actors category that have the similar perception. The analysis was conducted by using the software PQ-method 2.33 which are the data of Q-sorts were processed.

Hence, this chapter will explore the willingness among actors to collaborate in the working group of minapolitan area development based on the Q method analysis. From the final analysis, this study produces two factors that have the significant influence to the willingness to collaborate of the stakeholders, as well two actor groups that have the similar perception.

5.2. Perception system analysis

The Q methodology is a method based on the PCA; it is a *factor analysis* statistical method. According Olive (2013), the PCA is utilized for the explanation of dispersion structure that has linear combination of the original variable. Further, the factor analysis is a classifying variable method, in this case the Q sorts as the variables. The aim of Q analysis is for identifying the factors, and then based on the factors the several actors can be compared (Rozalia, 2008). Moreover, Brown (1980) emphasizes that in the Q method, the factor analysis is used to describe how the stakeholders/actors have classified themselves. It is in

line with Rozalia (2008) that the focus of Q analysis is to correlate the similar attitudes among actors.

The first matrix that is generated from PQ-method, the correlation matrix (*appendix 5.1*) is merely a transitional matrix to generate the factor analysis. The correlation matrix is utilized to indicate the pair of the Q sort that has been conducted. The first analysis by using the Q methodology is the analysis system perception for structuring the actor's perception become simpler, thus the further analysis will be easier. The unrotated factor matrix (*appendix 5.2*) is generated by using PQ-method; it is a matrix that includes 8 factors and each factor shows the factor loading of each Q-sort. Moreover, the factor loading in the factor matrix describes the values that represent the correlation between each of the variables and each of the factors, as well the *eigenvalues*, the representing factor from the equivalent number of variable (Kachigan, 1982). The number of factors that are selected for the further analysis are determined by the eigenvalues, it should be ≥ 1 . Furthermore, this analysis generates two factors (two perception systems) that have the eigenvalues more than 1 (factor 1= 6.33; factor 2= 1.01). Those factors explain the 81.58% in total of the total actor's perception variance. The factor 1 explains 70.32% perception variance and the factor 2 explains 11.26% perception variance. Brown (1993) reveals that the performance of the Q sorters strongly influences the number of factors in the Q method that is fully empirical.

For the further analysis, in order to extract the perception system from those two factors, the analysis selected 6 statements from each factor with the highest and lowest z-scores, the positive and negative values. The positive value reflects the agreement of actors, the higher of positive z-scores values means the stronger of the agreement; while the negative value reflects the disagreement, the lowest of the values means the stronger of the disagreement. Kachigan (1982) also reveals that if factor loading negative, it means the persons give a low score to the factors and the meaning of factor is the opposite. Moreover, the rank of statements for each factor and z-scores value is shown in the *appendix 5.5* and *5.6*. In addition, the selected factors for the further analysis should be given a name as perception system (PS) identity. The perception system is formed by the combination of each statement (with the highest and lowest z-scores) that gives the new meaning.

From the analysis, the two factors of this study that formed the two perception systems are above:

PS 1: Institution (Interdependence and the importance of sectors integration)

The first perception system (PS) is composed from six statements and each statement contributes to the new meaning of this perception: *the institution*. The PS of institution can be elaborated become the interdependence among actor's institution and how the integration among the sectors is very important. Since the minapolitan area development is the MMAF programme and the livestock and fisheries agency of Bogor regency is appointed as the institution in the local level that have a responsibility to support the programme implementation, hence it is clear from the statement [10] that the livestock and fisheries agency will gain the benefit from the cooperation in the minapolitan programme. The common actor's perception is mostly very agreed for this statement, it is shown from the highest z-scores (2.51). The cooperation among agencies/sectors in Bogor regency that is accommodated in the institution so called minapolitan working group influences the success of minapolitan area development implementation, and then the livestock and fisheries agency with the local development planning board are the leading sectors for the programme.

Table 5.1 The statements with the most significant scores in PS1

No	Statements	Z scores
10	The livestock and fisheries agency is the institution that will gain the benefit from the cooperation in the minapolitan programme	2.50903
6	The livestock and fisheries agency can implement the planning of minapolitan programme by its own	-1.59037
7	The involvement the non-governmental (community, media, private, etc) sectors is not important	-1.46333
18	The local government initiative is not important in the minapolitan area development	-1.30607
2	Your institution will gain the benefit by involving in the working group	1.27962
15	The working group is an important institution for the success of the minapolitan programme	1.09319

On the other hand, this PS is also generated by the statement [2], the belief of actor that their institution will also get the beneficial if they are involved in the working group of minapolitan. Hence, there is a motive that influences the willingness among actors to collaborate that is the benefit for their institution. Even though from the previous statement, there is a perception that the benefit

from the collaboration in working group will be gained by the livestock and fisheries agency, but each institution of the actors that are involved also gain certain benefit.

In addition, there is also a perception about the importance of the working group as an institution that will support the success of the minapolitan programme as mentioned in the statement [15]. This perception comes from the awareness that the certain institution such as the minapolitan working group that integrate the various sectors is important. The working group as the implementation of the collaborative governance in the field practice is an appropriate institution to implement the minapolitan programme. Through this institution, the related sectors cooperate to support the minapolitan programme accordance with their respective tasks. This perception is also strengthened by the statement [6], there is a disagreement of actors that the livestock and fisheries agency can implement the planning of minapolitan programme by its own, with the z-score of - 1.59. It is clear that the perception of the collaboration in the minapolitan working group is important. The collaboration is not only within government agencies but also the other sectors, such as community, private sectors, NGO and others; the statement [7] supports this perception, the perception of this statement is negative, hence there is awareness that the involvement of the other sectors beside the government representatives is essential in the working group.

Further, this PS is also supported by the disagreement of actors to the statement [18], the local government initiative is not important in the minapolitan area development. In the minapolitan area development, the role and initiative of the local government is very important indeed. Since it is an integrated rural development, in which the local government know more deeply about the circumstance around the location, both the social-cultural and technical-environmental aspects of the fisheries area development, hence it cannot be denied the local government initiative will affect to the development.

PS 2: Synergy towards common goal

The second PS is formed by six statements which are four statements are the agreement of actors to the statements and the remaining two statements are the

disagreement of the actors. First of all, the PS of *synergy toward common goal* is formed by the agreement of actors to the statement [15]; the working group is an important institution for the success of the minapolitan programme. It comes from the perception of actors that in the minapolitan working group which are all related stakeholders cooperate and collaborate in order to realize the integrated minapolitan area development, which at the end is to gain the fisheries community welfare. Hence, of course the minapolitan working group become a very important institution.

Table 5.2 The statements with the most significant scores in PS2

No	Statements	Z scores
16	The task and responsibility of each minapolitan working group member is unclear	-2.34686
15	The working group is an important institution for the success of the minapolitan programme	1.56775
10	The livestock and fisheries agency is the institution that will gain the benefit from the cooperation in the minapolitan programme	-1.48017
3	The working group members have an equal right to convey their opinion	1.46738
1	The involvement the other sectors/agencies in the working group influences your willingness to collaborate	1.08159
8	The member of working group has a <i>trust</i> that encourages the communication and sharing information	1.02144

This perception is also supported by the statement [3]: the working group members have an equal right to convey their opinion. Hence, the collaboration process in the working group seems running well; since the several actors believe that all members of the working group may convey the inputs, opinions and suggestions equally. It is in line with the statement [8] that the members of the working group have a trust that encourages the communication and sharing information. This trust among related stakeholders will encourage their communication in the collaboration process both in the planning and implementation of the minapolitan area development. It is accordance with the theory of the willingness to collaborate, that *trust* is one affecting factor. Interestingly, this PS is also built by the actor's perceive that the other stakeholder's involvement influence their willingness to collaborate in the working group, in the statement [1]. Thus, from this perception the actors aware about the importance of the other sector involvement to cooperate for gaining their purposes.

Moreover, this PS is also supported by the disagreement of the actors to the statement [16], the task and responsibility of each minapolitan working group member is unclear. Actually, due to the working group of minapolitan is composed from different agencies and sectors, hence their task and responsibility based on their agency's task and function. There is a strong disagreement among actors for this statement and it is shown with the lowest z-scores of -2.35 . Moreover, the PS is also supported by the actor's disagreement to the statement [10] that only the livestock and fisheries agency that will gain the benefit from the cooperation in the minapolitan programme. Hence, it can be interpreted that the actors from the other agencies and sectors also have the benefit from the collaboration in the minapolitan working group.

5.3. Actor cluster analysis

The analysis of actor cluster has the purpose to form a group or cluster of individual, by categorizing individuals that have commonality based on the certain criterion. Further, this actor cluster analysis is a tool to address groups or clusters with the homogenous characters of the different large sample from the multivariate data object (Hardle and Simar, 2003; Waters and Deane, 1985). In the cluster analysis on Q methodology, if some actors have the same perception on the certain topic, hence their Q-sort will be alike and they will ended on the same factor (Brown, 1980). In this analysis, the selected factors is rotated (by using *Varimax* principle rotation in the PQ-method) in order to generate the group of actors with the high loading for each factor (see *Appendix 5.3*). Hence, it can be shown which actor's category supports the certain PS. The table 5.3 provides the category of actors that have loading values > 0.6 as criteria in each PS. It is in line with Kachigan (1991) in Miharja (2009), the correlation between each PS and actor's category should be based on the criteria of factor loading > 0.6 Or < -0.6 . The higher the loading value means the bigger correlation among actors and the perception system. Hence, the result of this analysis provides a relationship between perception system and the actor category.

Table 5.3. The significant actors in the two perception systems (PSs)

PS	Actor Category	Loading
PS1	Government (Govern1)	0.84
	Government (Govern2)	0.89
	Government (Govern4)	0.78
	Government (Govern5)	0.73
	NGO	0.87
PS2	Government (Govern3)	0.92
	Government (Govern6)	0.60
	Community (Comm)	0.73
	Private sector (Private)	0.87

From the table 5.3, the actors from government representatives are divided into two different PS, but mostly the PS 1 is established by the actors from government agencies and NGO. The actors who support PS 2 is quite balance between government and non-government sectors.

PS 1. Institution (Interdependence and the importance of sectors integration)

This perception system is supported by government and NGO representatives. It shows that the actors have similar perception about the importance of minapolitan working group as an institution that is consisted of the stakeholders from various sectors. In general, the actors from government saw the working group as institution has conducted the collaboration and cooperation very well, mostly among agencies. Further, the initiative and commitment from local government also affects the programme implementation, as well the programme consistency from central government (MMAF).

The actors also emphasize about the importance of coordination among agencies, it seems that the collaboration process to implement all minapolitan programme has conducted properly. The government representative from the local development planning board reveals that coordination among the livestock and fisheries agency, the agricultural, forestry and Plantation agency, as well the food security and the enforcement of agricultural, fisheries and forestry extension is very well. Those agencies are the sectors which have responsibility to implement the programme and connect directly with the community, mainly the fish farmers in the field area. Hence, it can be understood that agencies are interdependent each other to implement their tasks and duties in the minapolitan area development. As

a collaborative governance implementation, the minapolitan working group has also implement two importance phases of the collaborative governance life cycles (Zadek, 2008): the first phase, the public policy design, mostly needs the involvement of the private sectors, community, academics with special knowledge, as well the lobbying process, besides government representatives. In fact, even though the policy of minapolitan development came from the MMAF as the central government, but the *minapolitan master plan* as an important document for the implementation in the field practice should be arranged by the local government; which hereinafter the group of agencies and sectors involved in the master plan arrangement is established as minapolitan working group. Under coordination of the local development planning board, all related stakeholders including the private sectors, academics, fish farmer groups, NGO are involved. The second phase, the supporting from non-governmental stakeholder is needed in the public policy implementation and resources. In the minapolitan area development, the involvement of community/fish farmers, private sectors as well the banking is important, especially to the building capacity of the fish farmers. These phases cannot be just omitted, since each phase is related each other for the successful collaboration process in the collaborative governance implementation. Thus, it can be figured the important role of the working group in the minapolitan area development, as well the essential of the collaboration process among stakeholders as the member of working group.

Furthermore, the representative of NGO also perceives that the PS 1 is essential. As a guardian in the programme implementation from non-governmental elements, the representative of NGO realizes that the stakeholders from various sectors as the member of minapolitan group have cooperated actively. Interestingly, even though the membership of minapolitan working group is established by the regulation, the representative of NGO argues that the most important factor to the collaboration process is the commitment of each agency; as well the function of minapolitan working group should be improved to increase the fish production in Bogor regency. In addition, the institution become an important factor, since the *institutional development* is also as one of the goals of the minapolitan area development in Indonesia, as stated in the MMAF Act

number KEP.18/MEN/2011: *Institutional development, through the integration of the policy, programmes and activities of the fisheries sector in the all level governments and all related sector (province, regency, local).*

PS 2. Synergy towards common goal

The PS 2 is also built from two different actor categories, the government and non-government representatives. This system perception emphasizes to the importance of cooperation and coordination in collaborative governance implementation to gain the objectives of minapolitan area development. It can be figured that the stakeholders who have homogenous of this perception, that is the awareness about the importance of collaboration among them in the collaboration process, which the open communication, trust among them, and the clear of tasks and responsibility among actors will encourage the achievement of goals.

In addition, there is also a statement from a government representative; even though the task and responsibility of each member of the minapolitan working group is clear, but since the government organisation is dynamic, and the membership of the working group is based on the institutional appointed not personal, hence the reorganisation within institution of the working group members sometimes become an obstacle for the minapolitan programme implementation, due to sometimes there is a new representative from certain institution that have reorganisation. Hence, the minapolitan programme socialisation should be done periodically. Thus, in order to build the synergy among the member, the open communication and sharing information should be carried out continuously. Actually, the dynamic organisation is common, Booher (2004) states that the sharing information, negotiation and implementation/action are iterative; it is related to the structure of organisation that changed regularly, when the current member leave or new participant are added.

On the other hand, there is also a statement from a government representative that even though there is coordination in the regular meeting, but the coordination in the field area is still lack; mainly, the coordination of the integration development of fisheries and agriculture sectors. Nowadays, the agricultural sector is only the

complementary for the minapolitan area development. Hence, in order to achieve the common goal, the coordination between sectors should be more integrated.

This PS is also supported by the working group member from the community, a representative from the fish farmer institution. Since the objective of the minapolitan programme is to develop the integrated fisheries area, not only the infrastructures but also the capacity building of the fish farmers, and in the end of the goal to be achieved is the increasing of the welfare and income of the fish farmers (Syahril, 2011). For instance, the fish farmers gain the benefits from the collaboration in the working group, such as the construction of road infrastructures that increasing the market access and decreasing the production cost. The other benefits are the irrigation construction, the cooperation with banking for capital access, and the cooperation with private sectors for trading cooperation of the fish seeds/fries and feeding. In addition, the private sector representative (the hatchery businessman) also perceives the PS 2, since there is a believing among them that cooperation of the members is essential for the fisheries community welfare. Of course, the private sector also has a contribution as well gain the benefit from the cooperation. Interestingly, the collaboration between fish farmers and private sectors has been built before the working group established. So that, the private sectors expect the coordination among the member will be continued.

In order to gain the common goals of the minapolitan area development, hence it needs a strong synergy and integration, due to the minapolitan area development is an integrated development, so that the responsibility of the development should also be integrated not only sectoral. It is in line with Boohar (2004), that in order to achieve the problem results, the stakeholders in the collaborative structure have to coordinate actively, in which the individual or sectoral cannot address by its own.

5.4. Q methodology result reflection

From the result of Q methodology, there are two factors affect the willingness to collaborate the members of minapolitan working group; the first is the institution, the interdependence and the importance of sectors integration. It is related with

the theory by Huxham (1996) and Ansell and Gash (2007), that *Motive and self-interest/interdependence* is one of the factors of the willingness to collaborate in the collaborative governance. Kooiman (2003) in Kooiman, et al. (2008) also reveals the mutual interdependency is an important reason to encourage the willingness of groups, organizations and authorities to share their actions for the governance aims. In addition, it is reflected from the Q methodology result, and also supported by the statement from interview. The awareness of the importance collaboration among different sectors not only perceive by the stakeholders from government representatives, but also from NGO as the community institution. Hence, the non-government sector also consider to the collaboration among the various sectors, including the private sectors, fish farmer group, academics, banking and media in the working group is essential to gain the objectives of the minapolitan programme, that is for the fisheries community welfare. Further, there is also awareness that the livestock and fisheries agency cannot act without supports from the other sectors. Those are strengthened by Ansell and Gash (2007) that if there is a situation in which the interdependence among stakeholders is high, then the high level of conflict will encourage the strong incentive for the collaborative governance.

The second factor, the synergy toward common goal is also become consideration among stakeholders to collaborate in the working group. It is interesting, because from the statements support the second perception system, the benefit from the collaboration among sectors is not only for the livestock and fisheries agency, but also the other stakeholders. Hence, the integration is needed in order to achieve the common goal. It means there is a conviction among stakeholders that their goals or objectives that should be achieved is only through the collaboration way. Moreover, the collaboration process is also become consideration and supporting this factor, such the urgency of trust and open communication. According to Kets de Vries (1999), the mutual goals will affect to the effectiveness of the cooperation in the working group that will encourage the members to the purposes and focuses. Hence the goal should be clear and not had an ambiguous meaning.

Further, the second perception is perceived by the stakeholders from government and non government representatives. The representative of fish farmer groups and

private sector have felt the benefits from the collaboration and coordination, and since the common goal is for the community welfare, they support the working group activities in the field area. In addition, there is a government representative that still has a feeling that his or her presence in the working group is only as complementary. It can be understood since the minapolitan programme is to develop the fisheries area. Actually, if the minapolitan working group also notice that the fish farmers are also crop farmers, hence through the collaboration in the working group, it could have been accomplished two goals at once, the welfare of fisheries and agriculture community. If the collaboration process in the working group lasts longer, perhaps the interactive process will be better, and the cooperation to gain the common goal will increase. It is in line with Aritzeta and Balluerka (2006) that state the stronger relationship between actors as well the common goal, the level of cooperation will be higher. Hence, common goal or interdependence goal will influence the willingness to collaborate among stakeholders in the minapolitan working group.

5.5. Conclusion

The study produces two factors that have the significant influence to the willingness to collaborate of the stakeholders that are *the institution (Interdependence and the importance of sectors integration)* and *synergy towards common goal*. In addition, there are also two main categories of actors who have the same perception; the first group consist of government representatives and NGO, and the second group including the government, community and private sector.

From the analysis result, therefore the awareness among stakeholders of the integrated sectors to collaborate is important. They perceive the working group is an important institution to accommodate different actors and sectors for working together and sharing responsibility that means as interdependence. This perception not only comes from governmental sectors, but also from NGO as the representative of community institution. In addition, there is also a consciousness among stakeholders who perceive about the important of the synergy to achieve common goal. If the stakeholders aware that the share goal can merely be

achieved through collaboration, then it will influences the stakeholder to willing to collaborate.

Chapter 6. **CONCLUSION AND RECOMMENDATION**

6.1. Introduction

This study is focused to the willingness to collaborate among stakeholders that incorporated in the minapolitan working group in Bogor regency. Further, the minapolitan working group is an institution that has a responsibility to implement the minapolitan area development: an integrated rural area development that the fisheries activity as the core business. As an institution with considerable responsibility, the minapolitan working group consists members from government representatives who come from various agencies, community (fish farmers), private sectors, NGO, academic, and media. The successful of collaboration process in the working group will also affect the implementation of the minapolitan programme. Accordingly, understanding the factors influence the willingness to collaborate among stakeholder might be able to give a contribution to the collaborative governance context, as well to the similar programmes of minapolitan area development in the other regencies as a lesson learned.

6.2. Conclusion

From the result of analysis, this study has identified and insight two factors affect the stakeholders in the working group willing to collaborate. These factors are generated by using q methodology as a tool to structure the actor perception about their willingness to collaborate as well to know the group of actors who have similar perception. The two factors have been identified are *institution (Interdependence and the importance of sectors integration)* and *synergy towards common goal*.

Firstly, the institution: interdependence and importance of sector integration. It means that the several members of the minapolitan working group realize that there is interdependence among stakeholders and awareness of the importance of sector integration in the working group as an institution. It is related with the stakeholder's awareness that the minapolitan working group is an important institution that can accommodates different actors and different sectors to coordinate for developing the fisheries area. There is also a consciousness that to

achieve the minapolitan development objectives, the sectors are interdependence and should work in an integrated way, not sectoral. This perception is supported by the actors from government representatives and NGO. Since the NGO is a representative from community institution, hence it can be concluded that the related actors who have interest to the minapolitan development are aware of the importance of this institution.

Secondly, the synergy among stakeholders is essential. Through the sharing tasks and responsibility, as well the collaboration process in the working group, the common goal of the programme will be gained. In addition, the actors that supported this perception also stated that the benefit of the integration action in the working group is perceived not only by the livestock and fisheries agency, but also the other stakeholders. The actors who perceive this perception are from government representatives, fish farmer group representative and private sector.

Further, even though the stakeholders are aware the importance of the sectors integration and synergy to achieve common goal as the aspects that influenced their willingness to collaborate, but there is also a lack of satisfaction from a stakeholder in the field of implementation. There is a sector that feels just a complementary. Since the minapolitan area development in Bogor regency held for almost three years recently, probably for the further cooperation/coordination among agencies might be better. The stronger relationship between actors as well the common goal, the level of cooperation will be higher (Aritzeta & Balluerka, 2006).

6.3. Recommendation

From the collaborative governance implementation in the field practice, the case study can be taken as the lesson learned that even though the minapolitan working group is established by the regulation of the regent, but it is not immediately the stakeholders selected as members of this institution have willingness to collaborate. In order to increase the willingness of stakeholders to collaborate, some recommendations can be considered as inputs for the further collaboration process in minapolitan working group:

- a. The information about minapolitan development should be delivered to all stakeholders as members more frequently, not only in the annual meeting, since the dynamic reorganisations are often in the government agencies and other institutions, in order to avoid the breaking chain of information.
- b. The selection of minapolitan working group members should more consider to the agencies relevant tasks, function, activeness and willingness, hence only the related interest sectors involved in this institution. Further, due to the regulation of the minapolitan working group is updated annually, hence the fisheries and livestock agency and the local development planning board should review the members of minapolitan working group based on those criteria.
- c. The same perception of the importance minapolitan working group as an institution should be build among the members, through the increasing of the awareness that minapolitan development not only fisheries development, but it is an integrated development for the community wealth.
- d. Sharing responsibility among the members should be increased, thus not only several sectors that feel responsible of the programme.
- e. The benefit and goals should distributed to the stakeholders equally, not only several sectors, in order to avoid the feeling as the complementary member. So that, in order to achieve common goals the stakeholders will have *sense of belonging* to the institution and its goals.

In addition, the collaboration process by Ansell and Gash (2007) includes the other criteria that are trust building, shared understanding, intermediate outcome and face to face dialogue. In my view, the further research should be conducted related to those criteria if those are implemented in the working group of minapolitan. Understanding how all aspects of collaboration process implemented in the field practice will provide a picture of the social reality in the collaborative practice, mainly in the fisheries sector development. It can provide some inputs to the implementation of collaborative governance to gain the goals of minapolitan area development in Indonesia.

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- Directorate General of Aquaculture number KEP.68/DJ-PB/2012 about The Minapolitan Working Group Based on Aquaculture
- Bogor Regent Number 523/151/KPTS/PER-UU/2012 about the Working Group of Bogor Regency Minapolitan Area Development, 2012

APPENDICES

Appendix 1. The member of the working group of Bogor Regency minapolitan area development (2012)

The member of the Working Group of Bogor Regency minapolitan area development:

1. Bogor Regency Assistance for Development (Steering committee)
2. The Head of the Livestock and Fisheries agency (Person in charge)
3. The Head of Local Development Planning board (Chairman)
4. The Production Head of the Livestock and Fisheries agency (Secretary)
5. The Head of Food Security and the Enforcement of Agricultural, Fisheries and Forestry extension agency (Member)
6. The Head of Agriculture, Forestry and Plantation agency (Member)
7. The Head of Road Infrastructure and Irrigation agency (Member)
8. The Head of Human Settlement agency (Member)
9. The Head of Industry and Trading agency (Member)
10. The Head Cooperative, The Middle and Small Business agency (Member)
11. The Head of Economic and Development at the Regional Secretary (Member)
12. The Head of Technical Implementing Unit of the Ciliwung-Cisadane Water Resources Development and Management (Member)
13. The Head of the Integrated Licensing Agency (Member)
14. The Head of Sanitation and Landscape agency (Member)
15. The academics (Member)
16. Non-Governmental Organisation (Member)
17. The fish farmer group (UPP Mina Kahuripan) (Member)
18. Private sectors (Member)
19. Banking (Member)
20. Media (Member)

Appendix 2(a). Interview protocol (English version)

Interview Protocol

Research : Willingness to Collaborate in Collaborative Governance Implementation: The Working Group Of Bogor Regency Minapolitan Area Development

Researcher: Desie Yudhia Rikmawatie Munggaran (Student of the Regional and City Planning Department, School of Architecture, Planning, And Policy Development, Bandung Institute of Technology and Faculty of Spatial Sciences, University of Groningen, the Netherlands)

Time of Interview:

Date :

Place :

Respondent :

The research explores the topic of the willingness to collaborate in collaborative governance implementation, the working group of Bogor regency minapolitan area development. The objective of the research is to identify the willingness to collaborate of stakeholders as the member of working group minapolitan area development in Bogor Regency. The result of the research is expected may contribute some inputs to the improvement of the collaboration among stakeholders mainly in the fisheries institution that implemented the collaborative governance.

Questions:

I. Minapolitan and the Working Group of Bogor Regency

1. How does the current condition of minapolitan development in Bogor Regency? What are the main problems in the development?
2. How to deal with the problems and issues?
3. What is the policy that should be taken by the government to address the problems and issues?
4. Explain the condition of the minapolitan institution (working group)
5. How do the relations between stakeholders? (government institution, community and private sectors)
6. How do the role and function of the working group to deal with the problem and issues?

II. Collaboration in the Working Group of minapolitan

1. ***Motive and self-interest/Interdependence***
 - a. Why are you involved in the working group of minapolitan?
 - b. Are there the other purposes or aims of your involvement in the working group of minapolitan? (political, administrative, procedure or regulation)
 - c. Is the spatial-economic factor influence your involvement? (local financial resources, cooperation cost)
 - d. Is the social-cultural factor influence your involvement? (cooperation tradition, behaviour in viewing the leadership, hierarchy)
 - e. Are there the other benefits for *your institution* that can be achieved through your involvement in the working group of minapolitan?
2. ***Participatory approach/Shared ownership***
 - a. How are you involved in the planning process of minapolitan area development? (Including in the master plan arrangement, area/location determination, programme/action planning)
 - b. How are you involved in decision making process?
 - c. How are you involved in the implementation activities of the master plan minapolitan?
3. ***Beliefs***
 - a. How do the other stakeholders involvement influences your willingness to be actively involved in the working group of minapolitan?
 - b. How do the other stakeholders contribution influences your willingness to contribute as well in the working group of minapolitan?

4. **Trust**

How do you have a *trust* to the other members of the working group of minapolitan for communication and sharing information?

3. **Open communication**

- a. How are the information, issues, problems related to the minapolitan development conveyed to all Stakeholders or members? (the openness of information)
- b. How do the members develop the belief to discuss/negotiate to solve the problem?

Appendix 2(b). Interview protocol (Indonesian version)

Protokol Interview

Riset : Kemauan untuk bekerjasama pada penerapan Tata Pemerintahan Kolaboratif: Kelompok Kerja Pengembangan Kawasan Minapolitan di Kabupaten Bogor

Periset : Desie Yudhia Rikmawatie Munggaran (Master pada Programme Studi Perencanaan Wilayah dan Kota, Arsitektur, Perencanaan & Pengembangan Kebijakan – ITB dan Faculty of Spatial Sciences, University of Groningen, the Netherlands)

Waktu Interview :

Tanggal :

Tempat :

Responden :

Riset ini mengenai topik kemauan untuk bekerjasama pada penerapan Tata Pemerintahan Kolaboratif: Kelompok Kerja Pengembangan Kawasan Minapolitan di Kabupaten Bogor. Tujuan riset ini adalah untuk mengidentifikasi kemauan atau keinginan untuk bekerjasama pada stakeholder yang menjadi anggota Kelompok Kerja (Pokja) minapolitan di kabupaten Bogor. Hasil penelitian ini diharapkan dapat memberikan masukan bagi peningkatan kerjasama antar stakeholder, khususnya pada institusi perikanan yang menerapkan tata pemerintahan kolaboratif.

Pertanyaan:

I. Minapolitan dan Pokja minapolitan Kabupaten Bogor

1. Bagaimana kondisi pengembangan kawasan minapolitan saat ini? Apa yang menjadi permasalahan dan persoalan pada pengembangan kawasan ini?
2. Bagaimana menangani permasalahan dan persoalan tersebut?
3. Kebijakan apa yang harus diambil Pemerintah untuk menangani permasalahan dan persoalan tersebut?
4. Jelaskan kondisi kelembagaan minapolitan (Pokja)
5. Bagaimana keterkaitan antar stakeholder? (antara lembaga pemerintah dan masyarakat/swasta)?
6. Bagaimana peran dan fungsi Pokja dalam menangani permasalahan dan persoalan?

II. Kerjasama dalam Kelompok Kerja Minapolitan

1. Motif dan Kepentingan/Saling ketergantungan

- a. Mengapa anda terlibat dalam Pokja minapolitan?
- b. Apakah ada tujuan/cita-cita lain dalam keterlibatan anda di Pokja minapolitan? (faktor politis-administratif, prosedur dan peraturan) yang mempengaruhi untuk bekerjasama?
- c. Bagaimana dengan faktor spatial-ekonomi yang mempengaruhi stakeholder untuk bekerjasama?
- d. Bagaimana dengan factor social-budaya yang mempengaruhi stakeholder untuk bekerjasama ? (tradisi bekerjasama, perilaku memandang kepemimpinan dan hierarki)
- e. Apakah ada keuntungan untuk *institusi anda* yang dapat dicapai dengan bergabung di Pokja minapolitan?

2. ***Pendekatan partisipatif***

- a. Bagaimana anda terlibat dalam proses perencanaan pengembangan kawasan minapolitan?
(dalam: Penyusunan master plan; Penetapan lokasi/kawasan; Perencanaan program/kegiatan)
- b. Bagaimana anda terlibat dalam proses pengambilan keputusan?
- c. Bagaimana anda terlibat dalam implementasi kegiatan dari master plan minapolitan?

3. ***Keyakinan***

- a. Bagaimana keterlibatan stakeholder lain mempengaruhi keinginan anda untuk terlibat aktif dalam Pokja minapolitan?
- b. Bagaimana kontribusi stakeholder lain mempengaruhi keinginan anda untuk berkontribusi pula dalam Pokja minapolitan?

4. ***Kepercayaan***

Bagaimana anda merasa memiliki rasa “percaya” terhadap sesama anggota Pokja minapolitan? Berkomunikasi? Berbagi informasi?

5. ***Komunikasi terbuka***

- a. Bagaimana menurut anda semua informasi, issue, masalah yang berkaitan dengan pengembangan kawasan minapolitan disampaikan pada semua anggota? (keterbukaan)
- b. Bagaimana para anggota Pokja minapolitan membangun keyakinan dari itikad baik diskusi/negosiasi untuk menyelesaikan masalah? (keterbukaan)

Appendix 3(a). Q sorting protocol (English version)

Q sorting protocol

Research : Willingness to Collaborate in Collaborative Governance Implementation: The Working Group of Bogor Regency Minapolitan Area Development

Researcher: Desie Yudhia Rikmawatie Munggaran

Step 1. Read the 19 statements. Give your preference of each statement in the context minapolitan area development in Bogor Regency

Step 2. Allocate the statements into three preference categories (agree, disagree, neutral)

- A. Agree : 7 statements
- B. Neutral : 5 statements
- C. Disagree : 7 statements

Step 3. Allocate of the 7 statements of preference category A (agree) to each the box of Form-1 according to your preference scale (from 1= agree to 3= very agree)

Form-1:

1	2	3

Step 4. Allocate of the 7 statements of preference category C (disagree) to each the box of Form-2 according to your preference scale (from -1= disagree to -3= very disagree)

Form-2:

-3	-2	-1

19 Statements for Q-sort

1. The involvement the other sectors/agencies in the working group influences your willingness to collaborate
2. Your institution will gain the benefit by involving in the working group
3. The working group members have an equal right to convey their opinion
4. The working group members do not get the information and issues related the minapolitan programme openly
5. Not all members of working group are involved actively since in the minapolitan development planning arrangement
6. The livestock and fisheries agency can implement the planning of minapolitan programme by its own
7. The involvement of non-governmental (community, media, private, etc) sectors is not important
8. The member of working group has a *trust* that encourages the communication and sharing information
9. There is not an open communication among the members of minapolitan working group
10. The livestock and fisheries agency is the institution that will gain the benefit from the cooperation in the minapolitan programme
11. Your involvement in the working group is because designated by the authority
12. Your involvement in the working group is because you have an interest

13. Not all members of the working group have an important contribution to the minapolitan programme
14. Not all members of the working group have the same responsibility to the programme implementation
15. The working group is an important institution for the success of the minapolitan programme
16. The task and responsibility of each minapolitan working group member is unclear
17. It is difficult to gain the agreement of cooperation among stakeholders in the working group
18. The local government initiative is not important in the minapolitan area development
19. In the implementation, there is an opportunity to neglect the agreement in the working group by the members

Appendix 3(b). Q sorting protocol (Indonesian version)

Q sorting protocol

Research : Kemauan untuk bekerjasama pada penerapan Tata Pemerintahan Kolaboratif: Kelompok Kerja Pengembangan Kawasan Minapolitan di Kabupaten Bogor

Researcher: Desie Yudhia Rikmawatie Munggaran

Langkah 1. Bacalah 19 pernyataan, kemudian berikan preferensi setiap pernyataan dalam konteks pembangunan area minapolitan di Kab. bogor

Langkah 2. Alokasikan setiap pernyataan ke dalam tiga (3) kategori preferensi (setuju, tidak setuju, netral)

- A. Setuju : 7 pernyataan
- B. Netral : 5 pernyataan
- C. Tidak setuju : 7 pernyataan

Langkah 3. Alokasikan 7 pernyataan dengan kategori preferensi A (setuju) ke dalam kotak Form-1 berdasarkan skala preferensi anda (dari 1= setuju sampai 3= sangat setuju)

Form-1:

setuju sangat setuju

1	2	3

Langkah 4. Alokasikan 7 pernyataan dengan kategori preferensi C (tidak setuju) ke dalam kotak Form-2 berdasarkan skala preferensi anda (dari -1= tidak setuju sampai -3= sangat tidak setuju)

Form-2:

Very disagree disagree

-3	-2	-1

Pernyataan untuk Q-sort:

1. Keterlibatan sektor/SKPD lain dalam Pokja minapolitan mempengaruhi keinginan anda untuk bekerjasama
2. Institusi anda akan mendapatkan keuntungan dengan terlibat dalam Pokja minapolitan

3. Anggota Pokja minapolitan mempunyai hak yang sama untuk menyampaikan pendapat
4. Anggota Pokja minapolitan tidak mendapat semua informasi tentang program minapolitan secara terbuka
5. Tidak semua anggota Pokja minapolitan terlibat aktif sejak penyusunan rencana pengembangan minapolitan
6. Pengelolaan minapolitan akan lebih efisien dan ekonomis bila ditangani sendiri oleh Disnakkam
7. Keterlibatan sektor non-pemerintah (masyarakat, swasta, media) kurang penting
8. Anggota Pokja mempunyai rasa *kepercayaan* untuk bekerjasama yang dapat mendorong komunikasi dan berbagi informasi
9. Komunikasi antara anggota Pokja minapolitan dilaksanakan secara kurang terbuka
10. Dinas Peternakan dan Perikanan merupakan institusi yang mendapatkan keuntungan dari kerjasama Pokja minapolitan
11. Keterlibatan anda dalam Pokja minapolitan karena ditunjuk oleh yang berwenang (peraturan)
12. Keterlibatan anda dalam Pokja minapolitan karena memiliki kepentingan
13. Tidak semua anggota Pokja minapolitan memiliki kontribusi penting terhadap program minapolitan
14. Tidak semua anggota Pokja minapolitan memiliki tanggungjawab yang sama terhadap program minapolitan
15. Pokja minapolitan merupakan institusi yang penting untuk keberhasilan program minapolitan
16. Tugas dan tanggungjawab setiap anggota Pokja minapolitan tidak jelas
17. Sulit untuk mencapai kesepakatan kerjasama antar stakeholder dalam Pokja minapolitan
18. Inisiatif dari pemerintah daerah tidak penting dalam pengelolaan kawasan minapolitan
19. Dalam pelaksanaannya peluang diabaikannya kesepakatan dalam Pokja oleh para stakeholder sangat besar

Appendix 4. The selected PQ-method outputs

Appendix 4.1 Correlation matrix

Correlation between matrix		Minapolitan_1							
SORTS	1	2	3	4	5	6	7	8	9
1.Govern1	100	76	57	83	69	64	81	81	48
2.Govern2	76	100	33	64	55	67	64	76	36
3.Govern3	57	33	100	59	52	67	81	52	76
4.Govern4	83	64	59	100	86	62	81	86	67
5.Govern5	69	55	52	86	100	50	64	86	62
6.Govern6	64	67	67	62	50	100	76	59	55
7.Comm	81	64	81	81	64	76	100	74	74
8.Ngo	81	76	52	86	86	59	74	100	57
9.Private	48	36	76	67	62	55	74	57	100

Appendix 4.2 Unrotated factor matrix and its eigenvalues

Unrotated factor matrix	Minapolitan_1							
	Factors							
	1	2	3	4	5	6	7	8
1.Govern1	0.88157	-0.25789	0.08611	0.32853	-0.04805	-0.04499	-0.15151	0.10144
2.Govern2	0.75953	-0.47419	0.31332	-0.17697	-0.20776	0.09666	-0.05817	-0.10264
3.Govern3	0.76214	0.56116	0.09857	0.15921	0.07221	0.22791	-0.04241	-0.03693
4.Govern4	0.91960	-0.10841	-0.23117	0.07758	0.03914	-0.22871	0.03994	-0.03742
5.Govern5	0.83282	-0.13669	-0.45024	-0.10644	0.21142	0.05798	-0.08265	-0.10186
6.Govern6	0.79155	0.10181	0.47885	-0.21038	0.27388	-0.10359	-0.00468	0.05877
7.Comm	0.92354	0.18323	0.14778	0.15588	-0.10134	-0.06429	0.16995	-0.10078
8.Ngo	0.89668	-0.28494	-0.18563	-0.06275	0.00165	0.17260	0.15853	0.14588
9.Private	0.75584	0.50148	-0.19914	-0.23869	-0.25351	-0.07782	-0.07042	0.06837
Eigenvalues	6.3290	1.0133	0.6967	0.3114	0.2465	0.1697	0.0956	0.0735
%Percentages	70.3219	11.2590	7.7412	3.4602	2.7385	1.8855	1.0618	0.8170

Appendix 4.3 Factor matrix with defining sort (x indicator)

Loadings	Minapolitan_1	
	1	2
1.Govern1	0.84285X	0.36508
2.Govern2	0.88722X	0.12073
3.Govern3	0.22752	0.91869X
4.Govern4	0.77656X	0.50435
5.Govern5	0.72789X	0.42714
6.Govern6	0.54372	0.58420X
7.Comm	0.59320	0.73117X
8.Ngo	0.87175X	0.35393
9.Private	0.26082	0.86876X

Appendix 4.4 The rank of statements with each factor

Rank Statement Totals With Each Factor			
Statements	No	Factors	
		1	2
1. The involvement the other sectors in the WG influence you	1	0.44737	1.08159
2. Your institution will gain the benefit by involving in th	2	1.27962	0.24740
3. The WG members have an equal rights to convey their opini	3	0.09824	1.46738
4. The WG members do not get the inform of program openly	4	0.05845	-0.88845
5. Not all members of WG are involved actively since the pla	5	-0.89999	0.50018
6. The livestock & fisheries agency can implement the planni	6	-1.59037	-0.40034
7. The involvement the non-govern sectors (media, comm, priv	7	-1.46333	-0.68336
8. The member of WG has a trust that encourage the comm & sh	8	-0.06166	1.02144
9. There is not an open comm among the members of minapolita	9	-0.40164	-0.20290
10. The livestock & fisheries agency is the institution that	10	2.50903	-1.48017
11. Your involvement in the WG is because designated by the	11	0.43166	0.64854
12. Your involvement in the WG is because you have an intere	12	0.54842	-0.64069
13. Not all members of the WG have an important contribution	13	0.33438	0.52868
14. Not all members of WG have the same responsibility to th	14	0.34467	-0.25508
15. The WG is an important for the success of the minapolita	15	1.09319	1.56775
16. The task & responsibility of each minapolitan WG member	16	0.17145	-2.34686
17. It is difficult to gain the agreement of cooperation amo	17	-0.20448	0.28050
18. The local govern initiative is not important in the mina	18	-1.30607	-0.64371
19. In the implementation, there is an opportunity to neglec	19	-0.72017	0.19810

Note: uncomplete statements is due to the limitation of characters in the PQmethod 2.33 program

Appendix 4.5 The normalized factor scores for Factor 1

Normalized Factor scores -- For Factor 1		
Statements	No	Z-Scores
10. The livestock & fisheries agency is the institution that	10	2.50903
2. Your institution will gain the benefit by involving in th	2	1.27962
15. The WG is an important for the success of the minapolita	15	1.09319
12. Your involvement in the WG is because you have an intere	12	0.54842
1. The involvement the other sectors in the WG influence you	1	0.44737
11. Your involvement in the WG is because designated by the	11	0.43166
14. Not all members of WG have the same responsibility to th	14	0.34467
13. Not all members of the WG have an important contribution	13	0.33438
16. The task & responsibility of each minapolitan WG member	16	0.17145
3. The WG members have an equal rights to convey their opini	3	0.09824
4. The WG members do not get the inform of program openly	4	0.05845
8. The member of WG has a trust that encourage the comm & sh	8	-0.06166
17. It is difficult to gain the agreement of cooperation amo	17	-0.20448
9. There is not an open comm among the members of minapolita	9	-0.40164
19. In the implementation, there is an opportunity to neglec	19	-0.72017
5. Not all members of WG are involved actively since the pla	5	-0.89999
18. The local govern initiative is not important in the mina	18	-1.30607
7. The involvement the non-govern sectors (media, comm, priv	7	-1.46333
6. The livestock & fisheries agency can implement the planni	6	-1.59037

Note: uncomplete statements is due to the limitation of characters in the PQmethod 2.33 program

Appendix 4.6 The normalized factor scores for Factor 2

Normalized Factor scores -- For Factor 2		
Statements	No	Z-Scores
15. The WG is an important for the success of the minapolita	15	1.56775
3. The WG members have an equal rights to convey their opini	3	1.46738
1. The involvement the other sectors in the WG influence you	1	1.08159
8. The member of WG has a trust that encourage the comm & sh	8	1.02144
11. Your involvement in the WG is because designated by the	11	0.64854
13. Not all members of the WG have an important contribution	13	0.52868
5. Not all members of WG are involved actively since the pla	5	0.50018
17. It is difficult to gain the agreement of cooperation amo	17	0.28050
2. Your institution will gain the benefit by involving in th	2	0.24740
19. In the implementation, there is an opportunity to neglec	19	0.19810
9. There is not an open comm among the members of minapolita	9	-0.20290
14. Not all members of WG have the same responsibility to th	14	-0.25508
6. The livestock & fisheries agency can implement the planni	6	-0.40034
12. Your involvement in the WG is because you have an intere	12	-0.64069
18. The local govern initiative is not important in the mina	18	-0.64371
7. The involvement the non-govern sectors (media, comm, priv	7	-0.68336
4. The WG members do not get the inform of program openly	4	-0.88845
10. The livestock & fisheries agency is the institution that	10	-1.48017
16. The task & responsibility of each minapolitan WG member	16	-2.34686

Note: uncomplete statements is due to the limitation of characters in the PQmethod 2.33 program