

Conference Paper

Collaborative Governance in the Development of Silk Commodities in South Sulawesi

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Abstract.

This study departs from the fact that the silk sector in South Sulawesi is currently experiencing a decline, even though it is closely attached to the culture of the people of South Sulawesi and has broad and varied potential benefits. Silk has also become a priority sector in the provincial government's development planning. In recent years, collaborative governance has become a concept that has been in great demand by academics. Collaborative governance has emerged to respond to implementation failures, high costs, and the politicization of public sector regulations. The focus is on each stage of public policy. It is a new paradigm to understand the existence of multiple stakeholders in public affairs. This study aimed to explain collaborative governance in the development of silk commodities in South Sulawesi, and case studies were used to analyze such models. I used a post-positivist research paradigm with qualitative methods. The government's efforts to develop the silk commodity in South Sulawesi by implementing a collaborative governance process have shown results that have not been maximized in the upstream, manufacturing, and downstream sectors, which are still dominated by entrepreneurs. Therefore, the government's role is needed to formulate policies that are more effective and capable of developing good collaboration with the public sector and society.

Keywords: collaborative governance, silk commodity

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1. Introduction

Collaborative governance is a way of collaborating to manage governance to achieve goals. Collaborative governance includes processes, structures and dynamics of decisionmaking and coordination, across organizational and sectoral boundaries including communities. Collaborative governance provides a platform that involves the public sector, the private sector, and communities to achieve common goals in governance practice by consulting decision-making and seeking the best long-term solutions. Collaborative governance models can be formed with adjustments related to needs, problem context, community, and participants. For example, by combining decisions that vary in the process of preparation and communication methods.

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The decision-making process is carried out in a structured manner, but there is no monopoly or a single actor who has full authority over the course of the collaboration. In the collaboration process, there is a strategy that is aligned in producing output, namely, accountability and business processes, sustainability objectives, and a risk management framework. Collaborative governance implies that the nonpublic sector is responsible for every policy outcome decision. Therefore the parties must be directly involved in every decision making.

Government intervention to increase the development and improvement of silk in South Sulawesi dates back to at least 1970 by the Ministry of Agriculture (Dirjen Kehutanan) through the South Sulawesi Natural Silk Development Project. Ridwan [1] This project was supported by the Japan International Cooperation Agency (JICA) by the Center for Natural Silk Technology in 1984. Balai Persuteraan Alam [2]. At that time, South Sulawesi became one of the natural silk development areas in Indonesia and contributed 70–80 percent of the national silk thread production. Maturidy, et al [3]. At that time, South Sulawesi silk production was supported by 3,556 farmers (families) spread across 13 regions from 24 districts/cities in South Sulawesi [4].

Currently, the silk sector in South Sulawesi is experiencing a decline, even though it is closely attached to the culture of the people of South Sulawesi and has broad and various potential benefits. Silk has also become a priority sector in Provincial Government development planning. Several findings related to this problem can be observed in the upstream, manufacturing, and downstream sectors. In the upstream sector, the number of farmers cultivating mulberry and silkworms has decreased drastically. There were only 75 farmers left, scattered across Soppeng Regencies (56 people) and Wajo (19 people). Dependence on imported silkworm seeds, which when experiencing problems in the form of Low productivity: this sector recedes.

The main problem currently faced by spinners in the manufacturing sector is the shrinking quantity and quality of cocoon production. Shrinkage of the spinning business is directly related to the problem of the previous upstream link. Many artisanal spinners stopped operating or operated very limitedly because of a lack of a cocoon supply. Low wages for regular and worker weavers, who make up the majority of South Sulawesi's silk weavers, are a major problem in the production sector. In the downstream sector, an increasing number of sarongs are woven using a mixture of silk and synthetic materials because of the decline in silk thread production amid a constant or increasing market demand. Relevant government agencies focus more on promotional work, for example with exhibitions, galleries and fashion shows.

From the government's point of view, policies are still more focused on improving commodities for the purpose of spurring production and ignoring the characteristics of the humans (farmers) involved. The policy of facilitating import procedures was accompanied by the disappearance of the function of the government agency tasked with detecting caterpillar diseases in areas where the threat of the disease continues to lurk. There are several problems related to government institutions. First, the fragmentation of the division of mandates of related government organizations that handle silk makes the work of these agencies are less flexible in dealing with issues outside their respective mandates. Second, government institutions continue to change their institutional structures and hinder the sustainability of long-term work. Changes in the structure of the agencies also divert resources in the district, away from problems faced by the upstream sector.

The government's task is to provide development and welfare in a fair and equitable manner, including economic development, based on local wisdom. There is a need for different systems for the development of silk commodities. As Donahue, et al [4] state, government agencies at every level have the opportunity to collaborate with the private sector to achieve public goals more effectively. Ansell and Gash [5] also conveyed that the government can partner with the private sector to formulate and implement public policies.

Collaborative governance is a concept of collaborative governance. In the opinion of Ansell and Gash "Collaborative governance is therefore a type of governance in which public and private actors work collectively in distinctive ways, using particular processes, to establish laws and rules for the provision of public goods". Collaborative governance is one type of governance. The implementation of the concept of collaborative governance shows the importance of cooperation between the public and private sectors in a certain way to produce regulations and policies that are effective and right on target for the community. In administering the state, public actors and private actors work together to achieve the goals of the public interest.

According to interpret collaborative governance is interpreted as a form of horizontal collaboration or cooperation with multi-sectoral actors. In the collaborative process, client demands often exceed the capacity and role of the organization; thus, cooperation between the organizations involved is required. Collaboration has a goal, namely that governance becomes more structured and effective in improving management across government sectors, public or private organizations, and divisions of authority.

Furthermore, Ansell & Grash's explanation in Sudarmo [6] is conveyed more Specifically, with several reasons and the importance of a collaborative governance concept, it

is concluded that collaborative governance exists on purpose and is created consciously for reasons, namely: (a) complex relationships and the existence of interdependence on the organization; (b) the emergence of conflicts of interest between groups that are difficult to resolve because they are ingrained; (c) using new solutions for the sake of political legitimacy; (d) failure in program implementation in the field; (e) the lack of ability of some groups due to the separation of power regimes in other organizations to delay decision making; (f) increased mobilization as a form of group organizing; and (g) high budget and political interference in policies. According to Ansell and Gash [5], collaborative governance is the process of making decisions together consisting of one or more government agencies related to non-governmental organizations with the aim of implementing public policy and managing public assets.

According to the Big Indonesian Dictionary, consensus is the word agreement or mutual agreement (regarding opinions and stances) that is reached through unanimity. Consensus is valued because the main picture of collaboration is mutual agreement. van Oortmerssen et al [7] explained that a consensus orientation is needed in multi-stakeholder collaboration. What is agreed upon concerns all issues related to a policy or program? Both those that have previously determined, and issues that are temporary and will be addressed.

Ansell and Gash [5], in their writing entitled 'Collaborative Governance in Theory and Practice,' state that the criterion for collaboration is consensus. This agreement was based on common interests. The consensus must be based on commitment. The content of commitment is related to escort promises or agreements. Without high commitment, it is difficult to realize the unity of promises. In addition, what determines consensus depends on the symbiosis of mutualism. If there are parties who are disadvantaged, the chance of not reaching consensus is very large. Therefore, mutual commitment and mutual benefit are important to put forward so that orientation can be achieved properly. Indeed, it is not easy to reach a mutual agreement because there is much interest in collaborative governance. Different organizations sometimes have different interests.

According to Provan and Kenis [8] consensus-based problem solving is better done to avoid conflict. Collaborative-based relationships are prone to conflict, so consensus must be prioritized. Good or bad collaboration can be seen in the extent to which collective agreements are carried out. If the decisions taken are dominated by certain groups without deliberation for consensus, this indicates a problem with collaboration.

b. Collective Leadership

One of the main themes of collaborative practice is Osborne and Stephen. P [9] is leadership. Emerson et al [10] added that leadership is part of the capacity for joint action in Collaborative governance practices. Collaborative leadership is more networked than hierarchical. In other words, all parties are in the same position. The relationship between the parties involved is more on the function of coordination than command. Each has a different task but is in the same position. Duties and responsibilities were carried out periodically.

The understanding of leadership in collaboration is directed towards collective leadership. All individual actors, groups, and organizations involved are leaders, without exception. The term collective leadership is in line with the distribution of leadership, as stated by Martin et al. [11]. Even though it is directed at a collective model, the presence of a coordinator is still recommended to facilitate the direction. At least, it has become the center of the stages of public policy to know the progress, results, and impact. Mutual coordination is also important. As explained previously, togetherness has the highest priority. Therefore, mutual coordination is inevitable.

According to Johnston et al. [12], collective leadership distributes power among stakeholders. Collective leadership, as a basic value of collaboration, continues from the formulation stage to the evaluation of public policies [13]

Ansell and Gash [5] placed communication as one of the core processes in collaboration. They were described in the form of face-to-face dialogue. Communication in this point is a continuation of the previous basic value, namely collective leadership. Cline [14] states that Communication is a subsystem of the policy implementation. Collaboration requires multidirectional communications. Multidirectional communication, namely feedback that takes place by involving more than two parties, takes place on an ongoing basis with high intensity. Responses are made to all parties involved in various ways of communication (oral or written).

Ideally, collaborative governance should involve at least three parties. There are government, Private and community representatives. Communication was performed face-to-face. Communication through media is performed only to help establish intensive communication. Interactions between actors must occur maximally. Good communication also drives good human relationships. The establishment of an effective message from one party can strengthen collaboration-based interactions.

Multidirectional communication is used as one of the basic values to illustrate that, in collaboration, there is something more than the relationship between actors. Norris-Tirrell and Clay [15] made communication an indicator for assessing the level of collaboration. Tirrell and Clay [15] divide collaboration into five levels: exploration, formation,

growth, maturity, and end. Essentially, cross-stakeholders must communicate directly with each other to strengthen collaborative governance practices.

Emerson et al [10] place resources as part of the capacity variable. The capacity for collaboration can be seen in the degree to which resources are shared. The hope is that in this way, collaborators can strengthen each other's strengths, address weaknesses, and act equally actively. They reinforce and cover one another. The essence of an activity is its collaboration. The resources in question are human resources and financial resources as well as other resources that can strengthen collaborative activities in public policy.

A collaborative approach is used to solve public problems. It must be acknowledged that the government has strengths and weaknesses, as do the private sector, media, and non-governmental organizations. Collaboration exists to address this lack of resources. Often, a lack of resources is the reason a solution is not implemented. Institutional performance is strongly influenced by resources (Lee & Withford, [16])

Collaborative governance, which has been used as a governance strategy, must focus on resources within the framework of strengthening public policies. As stated, the existence of the division will certainly be a strength in itself. In addition, knowledge includes things that must be shared. If resource requirements are met, the impact of collaborative action will be more pronounced. It is certain that the power possessed by collaboration is better than partial activity. Something that unites and unites has its own power.

Collaboration forums are the shared property of all parties involved. Therefore, there is no reason for sharing their resources. Good results will increase the reputation of the parties involved; otherwise, bad results will reduce the reputation. Of course, collaboration is here to provide better colors. Various resources have become the pillars.

2. Methods

This study was conducted using the library research method. The process was performed using a simple and systematic approach. The author analyzes several writings related to collaborative governance in the study of public policy implementation from several reputable journal articles and books, as listed in the bibliography. The process of writing and analysis is carried out in several stages, namely searching for articles in journals and books online and offline. This study used a post-positivist research paradigm with qualitative methods. The measurement uses a four-aspect approach,

namely the upstream sector, the manufacturing sector, and the downstream sector which are then to explain the purpose of this study.

3. Results and Discussion

3.1. Upstream Sector

To date, relevant government institutions do not have a specific, effective solution at least so far. Existing policies have so far continued to focus on the 'procurement' of goods for the purpose of spurring commodity production, and have largely ignored the characteristics of the humans (farmers) involved in this sector. This tendency may stem from the assumption that if these goods (e.g., the area of mulberry land and the volume of silkworms) are available in improved quantities, the production of caterpillars and cocoons will also improve; thus, the welfare of upstream actors will also increase, so that they will persist or even increase. Such an assumption is not wrong on all fronts; it is only that the increased availability of these goods, as well as the budget to support them, cannot automatically move farmers to become involved and stay in the silk value chain. The characteristics of the livelihood strategy and institutions of the farming communities could have annulled this assumption.

The budget for silk in South Sulawesi generally increased from 2019-2020 to. Accompanying this surge was a series of activities in the form of assistance with mulberry seeds and silkworms (including imports), something that always took place almost every year and was sometimes carried out without prior adequate social preparation, as was the case with the assistance of mulberry seeds in Wajoriaja Village, Wajo. Apart from that, assistance was also directed at training to increase the skills of farmers, and ease of procedures for importing silkworms from abroad.

This empowering approach can also be seen in KPH Walenae's efforts to organize farmers and have the potential to provide good social preparation to access forest area land for silk businesses in a community partnership scheme. Unfortunately this program has not run optimally, at least until now. Traditional societal institutions are also obstacles to this organizational effort.

Program/budget policy issues are a series of issues in related government institutions. First, the fragmentation of the division of mandates of related government organizations dealing with silk makes the work of these agencies less flexible in dealing with issues in the field that are outside their respective mandates. Second, the change in regime

(power/regulatory framework) at the center triggers government institutions to continue to make changes and hinder the sustainability of long-term work.

3.2. Manufacturing Sector

Spinner business actors are out of business, inactive, or reducing their level of activity. Due to the decline in local cocoon production, there has been a significant reduction in the number of spinning businesses. According to BPS data, the number of smallholder spinning businesses was only around 26 out of 255 smallholder spinning business units in 2015. Of the remaining number, they also do not operate optimally and only operate when there are available cocoons for spinning. Meanwhile, for modern spinning installations (semi-automatic), the impact is also significant. Economically, spinning installation is not profitable because the production scale is not comparable to the production potential that can be produced because of the lack of cocoon raw materials that can be processed. As a result, as mentioned above, a number of silk thread spinning installations in the Wajo and Soppeng Regencies have stopped operating.

The aid of spinning equipment is more oriented towards the quantity of spinning equipment, yet it leads to the quality that will be produced. The spinning tools provided are in the form of traditional spinning tools and semi-mechanical spinning tools that do not yet have dense control devices. The tool plays an important role in maintaining the uniformity of the yarn size. As a result, the silk thread produced does not match market demand. Moreover, the quality of the cocoons affects the quality of the yarn produced.

Meanwhile, the Provincial Government's plan to procure fully automatic reeling spinning equipment in 2021 in the Wajo and Soopeng Regencies has not been accompanied by institutional preparations for managing the spinning equipment. The Provincial Industry Office and the District Industry Office do not yet have an institutional plan to manage these tools. This has the potential to hinder the maximization of the use of the full automatic spinning tool in at their respective locations.

Access to Training. With regard to access to skills training assistance (and capital) in the weaving sector, all weaver informants the Team met stated the same thing: they had never received or participated in skills training carried out either by the government or other parties. The Bank Indonesia staff, who organized training programs for weavers, indirectly confirmed this statement. They stated that for the implementation of activities, BI did not deal directly with groups of weavers due to limited resources but contacted one of the entrepreneurs who was asked to organize weavers as training participants.

Loom assistance. A weaving entrepreneur said that several weavers had received assistance with looms. Although the source could not mention the source of the assistance and when it would be implemented, he said that this assistance would later enable regular weavers to become independent weavers, and thereby seek greater income. The relationship between spinners in this sector and farmers in the upstream sector is very close; many of them are the same actors. The main problem faced by spinners, both those using manual and modern spinning, is directly related to the previous chain, namely the shrinking quantity and quality of cocoon production. The continuity of the spinning business is highly dependent on the supply of raw cocoon materials from silkworm-rearing units.

3.3. Downstream Sector

Captive market for silk products. Silk products are clothing materials that have become part of the long tradition of South Sulawesi. Silk clothing is worn by the people of South Sulawesi in various life cycle rituals, especially in the long series of weddings. Silk products are also used in religious celebrations, such as Eid. These cultural practices have created a captive silk product market, both in South Sulawesi and in other provinces, considering that many people from this province have migrated and lived in other areas. Therefore, at certain times, such as before Eid and the wedding season (usually after Eid al-Adha), silk products are hunted by the birthday districts of Wajo, Soppeng, Bone, and South Sulawesi Province. According to shop owners and traders in Kampung BNI, Wajo, during these periods Their village was flooded with buyers from various regions in South Sulawesi. This broad and large market potential is not only reflected in the characteristics of users and the number of collections of silk products but also in the pattern of consumer purchases of South Sulawesi silk products. The survey revealed that 51 percent of respondents purchased South Sulawesi silk products in 2020, around 19 percent bought silk products in 2019, the rest bought in 2018 and in the previous year.

BNI Silk Village Branding. The Silk Village branding program succeeded in increasing local sales and creating many shops for woven products. It is interesting to see the success story of BNI, a state banking company that allocates their CSR funds to promote weavers to become small- and medium-sized weaving entrepreneurs.

The Partnership and Community Development Program (PKBL), which initially had Approximately one billion funds are available to realize this assistance. The main requirement of the BNI village program is the existence of commodities that have become

a hallmark of culture in one area and that must collaborate with the local regional government. The regional government of Wajo is very supportive of allocating road repairs, and BNI has allocated funds of around 600 million, with a composition of 300 million in the form of soft loans and others in the form of grants such as capacity building, outlet rental support, house rental, construction of gates, and location branding campaigns. Ultimately, there were around 176 IKMs involved, and there were no defaults on this soft credit report. They succeeded in transforming 176 IKM from artisans to entrepreneurs.

Exhibitions: Fashion Shows and Gallery. Through Dekranasda/PKK, South Sulawesi Province held an exhibition attended by silk entrepreneurs in South Sulawesi. In addition, the Provincial Dekranasda/PKK also took part in exhibitions held by various institutions, within the province and outside the province, such as the Inacraft, which took place in Jakarta. The Provincial Dekranasda also organizes silk fashion and shows competition as a means of promoting silk products. Fashion designers in South Sulawesi showed off their designs using silk. Meanwhile, the Wajo Regency Government in collaboration with Wajo silk entrepreneurs and the Four Point Makassar Hotel established a Silk of Sengkang outlet at the Four Point Hotel Makassar. This outlet contains cloth products and silk sarongs produced by artisans in the Wajo District.

3.4. Actor Collaboration

Actors with strong position control over the silk commodity. In this case, weaving entrepreneurs became the dominant actors (governors) in the governance of the South Sulawesi silk value chain. They set rules (legislative governance) by determining the motives, prices, quantity of goods, and quality standards of goods to be produced. They enforce the rules (judicial governance) by setting wages and sanctions for weavers and middlemen/travelers who violate the 'contract.' They also, to a certain extent, become proactive managers (executive governance), for example, helping weavers (suppliers) achieve quality standards by occasionally teaching weaving skills to weavers who still need them. They also manage various "subordinate links" in the value chain. For example, they immediately contact the weavers they subscribe to when they receive orders from intermediaries or consumers. Or become a liaison if the government or other parties want to hold a program that involves weavers. In the end, they control information, networks, and can influence government policies and programs.

This kind of value chain governance posture, with governance dominated by weaving entrepreneurs, also triggers importers/traders to import worms and silk yarn (and non-silk yarn) from outside of South Sulawesi. This then created dependence on imported worms and yarn, which gave rise to other dominant actors (worm importers/yarn traders), although not as dominant as weaving entrepreneurs. This is because basically it is the weaving entrepreneurs who determine the quantity and quality of yarn needed in the South Sulawesi silk value chain.

This kind of value chain is called a “producer-driven chain,” that is, when producers master production technology, they play a coordinating role and help the efficiency of suppliers and customers. As we have seen above, this governance model puts pressure on marginal actors, such as farmers (in the form of failed cocoon production risks) and weavers (low wages, thin material-price ratio). This kind of model then creates dependence on imported worm seeds and silk threads at one level, and at the next level contributes to a wide income inequality between the strong and weak actors along the South Sulawesi silk value chain.

4. Conclusion

Based on the results of the research, it can be concluded that the collaboration process has not fully gone well between the government, private sector, and community. This can be seen from the various problems and constraints faced regarding the silk commodity in South Sulawesi in the upstream, manufacturing, and downstream sectors. The government’s role in this case is that policies related to the development of silk commodities have not been optimally felt. In the midst of these conditions, related government institutions appear to play a more supporting role or at least cause neglect which leads to dependence (on imported caterpillar seeds and yarn), and inequality (income distribution).

The closeness between the dominant actors and related government agencies seems to go hand-in-hand with policies that benefit the dominant actors (importers and large weaving entrepreneurs). Examples include policies that facilitate imports and the omission of low wages for weavers. Meanwhile, marginal actors, such as farmers and weavers, who are precisely the backbone of the South Sulawesi silk value chain, experience marginalization both in terms of income distribution and policymaking related to silk commodities.

There is a great need for openness and good relations between the government, the private sector, and the community to realize collaborative governance in order to revive

the glory of the silk commodity in South Sulawesi. In addition, the commitment of the parties involved is very important in achieving the expected outcomes. The contribution of this research is that it enriches the study of collaborative governance in developing regional potential to improve people's welfare

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