Determinants in *Collaborative Policy Innovation:* Socio-Economic Development of Coastal Area Coastal Border Area in Nunukan District North Kalimantan Province

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ABSTRACT: Innovation seems to have become an important component and requirement for public institutions in both central and regional government, because it makes sense. At the government level, both regional and central government, the ability to innovate, especially policy innovation, is part of the ability to utilize resource potential, both local and national, supported by bureaucratic creativity at various levels. One of the important prerequisites for encouraging the growth of policy innovation is to create creative ideas for new bureaucratic change. Internal Affairs and Policy have some quite basic differences. This research uses descriptive qualitative research methods. The research results explain that the factors that are of concern for the implementation of collaborative innovation policies are the geographical location of Nunukan district which is an island and the lack of clean water and electricity supplies. So the implementation of downstreaming for Nunukan district has not been implemented optimally. Of course, this will affect the socio-economic development of coastal communities who are seaweed cultivators.

Keywords: Collaborative Policy, Socio-Economic, Coastal Area

Introduction

Responsive paradigms and policies provide the public with space for independent community development in the process of formulating, implementing and evaluating policies that will have an impact on improving community welfare in a sustainable manner. We have often heard the word innovation in various aspects of life and is one of the factors that plays an important role in facing and resolving problems involving various individuals, communities, organizations and countries. In the context of state and public relations, the state plays a role as a facilitator and regulator of public policy while innovation as a strategic keyword when the output and outcomes in policies are no longer able to meet the demands and dynamics of the development of an increasingly global society (Sururi, 2017b). Strategic changes to public policy as a real form of innovation should be interpreted as a preference so that public policy has the value of novelty and benefit to society at large.

Innovation seems to have become an important component and requirement for public institutions in both central and regional government, because it makes sense. This is in line with various shifts and patterns of cultural expectations. The need for innovation in central and regional governments, as well as in institutions public institutions, require more focused, simultaneous and integrated action. This

results from innovation that is applied holistically and simultaneously has a strong ability to spread throughout the company. Innovation will mainly impact certain areas within the company and will not have much of an impact on the organization's vision and mission (Sururi, 2017a).

At the government level, both regional and central government, the ability to innovate, especially policy innovation, is part of the ability to utilize resource potential, both local and national, supported by bureaucratic creativity at various levels. In Indonesia, the implementation of regulations regarding innovation is contained in Law Number 23 of 2014. It states that regional innovation is needed in order to improve the performance of Regional Government administration, Regional Governments can innovate. According to Simon Zadek (2008) in (Syah et al., 2023), collaboration is something that cannot be avoided, both by the government and the non-government sector in providing services to the community. Collaboration needs to be carried out starting from planning, implementing activities, capital, to business development and strengthening the legal umbrella.

Innovation is all forms of renewal in the administration of Regional Government. Innovation initiatives can come from regional heads, DPRD members, state civil servants, regional officials and community members. Government policies to support innovation activities also emphasize the important role of the government in establishing or changing regulations, fiscal (taxes, subsidies, and loans), and monetary policies, in addition to providing funds, educational and research institutions, laboratories for innovation, and other physical facilities. (credit and interest rates), in addition to trade and investment policies, as well as other driving and inhibiting factors. The government's task in supporting the innovation activities mentioned above is indeed necessary, although its implementation is not easy to do. As explained previously, innovation must have an impact factor. In this context, policy innovation aims to increase competitiveness, impact and benefits for the public interest. Therefore, the pattern of policy synergy from the concept of formulation, implementation and evaluation between the central and regional governments is an inseparable part (Kardiat, 2023).

Tri Widodo Utomo (2016) in (Sururi, 2017a) said that although innovation in Indonesia has developed rapidly, it is still carried out relatively partially, piecemeal and stagnant. Partial because usually an innovation is not automatically connected to other innovations. Not connected to the organization's road map, and does not have a long-term vision. Meanwhile, the 'piecemeal' (one by one) nature of their innovation is because it does not have a large and collective effect. As a result, innovation "goes nowhere" or stagnates. Policy innovation is not innovative if the policy does not encourage competitive impacts and provide benefits for the public interest. One of the important prerequisites for encouraging the growth of policy innovation is to create creative ideas for new bureaucratic change. Internal Affairs and Policy have some quite basic differences. Firstly, a policy generally eliminates old, or contradictory, policies and secondly, policy and innovation differ in terms of degree of creativity. Once the loss is determined, part of the policy will be a big aspect of creativity.

In this case, public policy functions the same as the brain in the human body, because through this instrument all activities of state and social life begin to be carried out by the bureaucracy plus the private sector and society. Therefore, in the context of understanding public policies that are capable of providing impact and benefits, public policy innovation is needed as a form of broader encouragement, namely in the form of expansion and modification of policies that are novel and useful both in terms of formulation, process and policy evaluation.

Substantive policy innovation can provide reinforcement in solving problems that occur in society. Even though policy innovation is carried out not following trends or seasonally, policy innovation can be an alternative decision in the current and future dimensions of public policy. Innovation policies and innovations in public sector activities are oriented to address market failures and in particular (Alvarez et al., 2012).This means that policy innovation and public sector innovation are oriented towards overcoming market failure and all parts of it.

The importance of government collaboration and policy innovation cannot be denied. According to the Organization for Economic Co-operation and Development report, collaboration between government and civil society can improve the quality and relevance of public policy (OECD, 2017) in (Raafiah et al., 2024). Furthermore, studies from the National Development Planning Agency emphasize that policy

innovation is the key to overcoming complex development challenges in Indonesia (Bappenas, 2019) in (Raafiah et al., 2024). The real challenges faced by the government can basically be overcome by collaborating with various parties involved in management, based on various literature on innovation and government management (Mustari, 2018).

Nunukan Regency is one of the districts in North Kalimantan province which is located in the border area and is an archipelago. Nunukan Regency currently has main commodities that influence the improvement and development of coastal communities. Currently, the people of Nunukan Regency are focusing on seaweed cultivation, which has a big influence on improving the community's economy. Therefore, there is a need for collaborative policy innovation that can regulate the sustainability of seaweed cultivation for the people of Nunukan Regency. However, in the implementation of collaborative innovation policies there are often factors that can hinder its implementation.

Library Survey

The definition of innovation itself according to West&Far in Ancok (2012:34) is the deliberate introduction and implementation of new ideas, processes, products and procedures in the units that implement them, which are designed to provide benefits for individuals, groups, organizations and society at large. According to Evert M. Rogers in Suwarno (2008:9) innovation is an idea, idea, practice or object/object that is recognized and accepted as something new by a person or group for adoption. Innovation simply means changing into something new. This is as stated by Muluk (2008:44) regarding innovation, namely change towards new things, Muluk (2008:43) adds that innovation is also an instrument for developing new ways of using resources and meeting needs more effectively. , apart from that, innovation can be used to develop strategies and actions in public services. Innovation in the public sector is expected to reduce the number of existing problems. So it is time to implement service innovation in the process of its activities.

Innovation and experimentation in central and regional government, especially in the service sector, is currently occurring in various parts of the world as part of efforts to revitalize government administration for society, according to an analysis by the UN Department of Economic and Social Affairs in 2006. Conceptually there are three types of policy innovation , that is; (1) Policy innovation: new policy direction and initiatives (policy innovation). The policy innovation referred to is the existence of new policy initiatives and directions. This means that every (public) policy issued must in principle contain something new; (2) Innovations in the policy-making process (innovation in the policy-making process). In this role, the focus is on innovation that influences the process of making or formulating policies; (3) Policy to foster innovation and its diffusion. The policy in question is a policy created specifically to encourage, develop and spread innovation in various sectors. (Albury, 2003)

In implementing an innovation, there are several indicators or factors that have an influence on its implementation. These factors can be a success of an innovation itself. According to Borins in Dwanto (2014), supporting factors in public services are as follows; (a) Program objectives must be aligned with the organization's goals and objectives. A program whose main goal is to meet community needs; (b) There is a socialization program including introductions or exchanges. New innovations must go through the implementation and publication stages. The goal is for the public to have information so that the public can accept the innovations provided; (c) Accelerate the implementation of innovation with the aim of avoiding loss of momentum and community focus. Innovation is implemented in a timely manner so that it can make a good contribution to society.; (d) Private and/or voluntary sector involvement required. The involvement of the private sector to support public innovation, usually in the form of products.

Apart from supporting factors, an innovation cannot be separated from factors that can hinder the innovation being made. According to Borins in Noor11 (2013), there are several factors that inhibit innovation: first, it can come from internal systems in organizations or agencies, this arises from a lack of confidence or doubt about an innovation. Second, it originates from the political environment. Instability in the political environment, such as additional funding, regulations that become obstacles, and the interests of certain groups make the goals of the organization sometimes unable to be fulfilled. Third, it originates from factors outside the public sector, such as public skepticism regarding the

effectiveness of the program and challenges in implementing the program, especially in identifying target groups.

The concept of collaborative governance (2024)

In the article "Collaborative Governance in Theory and Practice" written by Ansell & Gash (2008) in (Raafiah et al., 2024) for the Journal of Public Administration Research and Theory, a collaborative theory is presented which highlights the important role of collaboration in public management. They explore the concept of collaboration by defining and identifying the characteristics of collaboration in the context of public management, while describing the roles of the various actors involved in the process. Additionally, they explain the theories that support collaborative phenomena, including how elements such as trust, power, and networks influence the dynamics and effectiveness of collaboration in achieving public management goals. Through an analysis of collaborative practice, this article also offers insights into the strategies and methods used in public management, supported by case studies to provide a deeper understanding of the implementation of collaboration in practice. Finally, Ansell & Gash (2008) identified the challenges faced and opportunities that arise in the context of collaboration, which provides a basis for understanding the obstacles that may arise as well as the potential for increasing collaborative effectiveness in achieving public management goals.

Methods

This research uses a qualitative approach. The choice of this method is based on the theory or model that is used as a reference in data collection, which is then verified or confirmed with field data collected through qualitative analysis methods. In this research the focus is on Determinants in Collaborative Policy Innovation: Socio-economic Development of Communities in Coastal Areas Border. The research location was carried out in Nunukan Regency, North Kalimantan province. To collect data, researchers used observation and interview techniques. Data sources in this research were taken through primary data and secondary data. Primary data collection was carried out directly using in-depth interview methods. Secondary data collection was obtained through related office documents and online data searches. Informants in this research were selected according to the criteria set by the researcher by considering all the information needed to carry out the research. The data collection technique in this research is a systematic procedure using interview, observation and documentation methods. Furthermore, to declare the validity of the data using four techniques, namely Trustworthiness (*Credibility*), Transferability *(Transferbility)*, Dependency (*Dependability*), Certainty (*Confirmability).* According to Miles and Huberman, they divide analysis into four activity streams, namely as follows (Sugiyono, 2010), namely data collection, data reduction, data presentation, and drawing verification conclusions.

Results and Discussion

Determinants posit that the factors that encourage local governments to innovate are the internal political, economic, and social characteristics of the region through regional diffusion or spread models that emphasize the influence of nearby countries, with the assumption that countries allow countries to imitate their neighbors when faced with policy problems. Theory *state of innovation* by Mohr (1969) which was the source of this dimension, it was then deemed necessary to be tested by some sciences that continued research related to policy innovation, especially in community socio-economic development and management of marine resources in coastal areas in the border areas of Nunukan Regency, North Kalimantan Province. Mohr's (1969) analysis in theory *state of innovation* explains that innovation can be realized through regional innovation diffusion or spread that emphasizes the influence of nearby countries, with the assumption that countries allow countries to imitate their neighbors when faced with policy problems. This concept is very relevant to the conditions that occur in Nunukan Regency, where the area directly borders Malaysia and it is also very possible to innovate through adopting forms of innovation from neighboring countries.

Driving Factors

In implementing a collaborative policy innovation, there are certainly supporting or driving factors in its implementation. This can be considered as the main reason for collaborative-based policy making.

Nunukan Regency currently has a main commodity that requires collaborative policy innovation to regulate and accommodate so that seaweed cultivation, which is the main commodity, can run effectively.

From the researchers' findings, the factor for implementing policy innovation in collaboration with stakeholders is related to the processing of seaweed which can become a main commodity that can help improve the community's economy. However, in this case there are still obstacles faced, namely related to the delivery and marketing of raw seaweed, which affects people's income/profits. Where there is no processing factory for the production of semi-finished seaweed.

The factor that caused the innovation to be implemented was that the government had the desire to be able to produce seaweed products in Nunukan district with the hope that there would be a processing factory for seaweed production. This will certainly affect the economic development of coastal areas. Another factor is plastic waste from waste buoys, which if excessive use affects shipping lanes for ships passing through the waters of Nunukan district. Therefore, the government is encouraged to innovate policies for the use of plastic waste bottles for seaweed cultivators. The government also continues to provide outreach to the public regarding the use of plastic bottles as seaweed floats. Where there are innovations related to environmentally friendly buoys that have been made by the community in terms of reducing the use of used plastic bottles. Through this, the government is also encouraged to create a policy regarding the use of environmentally friendly buoys and prohibiting the use of used plastic bottles. This can influence stakeholders to do so collaborative policy innovation, because the government cannot act alone in creating policies. There needs to be views from various stakeholders.

Obstacle factor

Inhibiting factors are obstacles that always exist in everyone policy, because these inhibiting factors prevent policy implementation running smoothly, causing several negative impactsimplementing policies, especially in the socio-economic development of society. Collaborative policy innovation cannot be separated from factors obstacles faced by the Nunukan district government.

From the research findings previously disclosed, it shows that the factors that cause policy innovation to occur are that Nunukan district, which is an archipelagic region and a border region, is the obstacle faced in implementing downstreaming, apart from that, factors that also influence it are the lack of clean water and electricity. Another thing that also influences the socio-economic development of the community is that it is based on the use of sea transportation which is a challenge in the socio-economic development of the community. This influences the implementation of the policy innovation that is to be implemented. These regional conditions require the government to increase policy innovation for the socio-economic development of the community. The influencing factors are the geographical location of Nunukan Regency, where the use of transportation by sea is an obstacle in marketing native regional products, and there is no technology or factory available to process and produce semi-finished seaweed

Source: Nunukan Regency Fisheries Service

Based on the regional map, Nunukan Regency has 29 islands, consisting of Nunukan Island, Sebatik Island, Gosong Makassar Island, one island in Sebuku District, one island in South Nunukan District,

four small islands in Sei Menggaris District, eight small islands in Nunukan District, and 12 small islands in Sembakung District.

Table 1. Division of Administrative Areas of Nunukan Regency

No	Subdistrict	Capital Subdistrict	Wide Region (KM^2)
1	South Krayan	Long Withered	760,24
2	Central Krayan	FOOLISH	997,42
3	Krayan	Long Bawan	254,35
4	East Krayan	Long Umung	1.273,17
5	West Krayan	Lembudud	307,22
6	LumbisOgong	Samunti	1.628,66
7	LumbisPansiangan	Battle	964,42
8	Upper Lumbis	Of course Funeral	763,93
9	Lumbis	Mansalong	290,23
10	SembakungAtulai	Saddam	277,72
11	Sembakung	Roof	1.764,94
12	A bunch	The sale	1.608,48
13	I came to Onsoi	Sekilan	1.513,36
14	Sei Lines	Srinanti	850,48
15	Nunukan	West Nunukan	564.50
16	South Nunukan	South Nunukan	181,77
17	Western Sebatik	Washed off	93,27
18	Sebatik	Cape Coral	51,07
19	Eastern Sebatik	Mosquito River	39.17
20	Central Sebatik	Aji Kuning	47,71
21	North Sebatik	Stake	15,39
	Amount	**14.247,50**	**100,00**

Source: Nunukan Regency RPJMD 2021-2026

Nunukan Regency is located between coordinates 115°33' to 118°03' East Longitude and 3°15'00'' to 4°24'55" North Latitude. Its location in a tropical region means that Nunukan Regency is always illuminated by the sun all year round. Part of Nunukan Regency is in the region *Heart of Borneo* (HoB) which has high rainfall and a diversity of flora and fauna. Nunukan Regency is an area whose 15 sub-districts are located on the border line between the Republic of Indonesia and Malaysia, specifically the States of Sabah and Sarawak.

These findings can be the reason as well as the main factor why Nunukan Regency must carry out policy innovation. Innovation that can and should be realized through these two conditions, namely regions with regional characteristics and also conditions that directly border Malaysia, should be able to motivate stakeholders to innovate.

In addition to promoting the formulation of innovative new understandings and solutions to problems, collaborative policy innovation can promote a broad sense of ownership in the public sector as well as society at large and thereby stimulate the willingness to implement and disseminate policy innovations (Rogers, 1995). ;Mintrom and Vergari, 1998; Wejnert, 2002; Feldman et al, 2006).

However, in reality, the acceleration of development in Nunukan Regency tends to be slow in realizing innovation. Apart from that, the spread of innovation as stated by Mohr in the context of socio-economic development of communities in coastal border areas is still very low due to the lack of commitment and effort by various stakeholder groups in presenting innovative policies as a form of their seriousness in creating prosperity. Therefore, the government needs to take firm action in

implementing collaborative innovation policies in realizing the socio-economic development of coastal communities in Nunukan district.

A policy will be effective if it is implemented and has positive benefits for members of society. In other words, human actions or actions as members of society must be in accordance with what the government or state desires. So, if their behavior or actions are not in accordance with the wishes of the government or state, then a policy is not effective.

Conclusion

In general, the results of research on internal determinants *collaborative policy innovation:* socio-economic development of communities in the coastal areas of the border areas of Nunukan district, which is based on the findings obtained that the factors that are of concern in implementing collaborative innovation policies are the lack of clean water and electricity in Nunukan district, which causes downstreaming of seaweed cultivation, which is currently a commodity, has not been implemented. The main source of income in Nunukan district and the largest source of livelihood for the people of the coastal area. Apart from that, another factor is the geographical location of Nunukan district which creates obstacles in shipping and marketing products that have been made in Nunukan Regency.

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