

Collaborative Governance in Basic Education Services in Indonesia-Malaysia Border Area

**Mawar¹, Abdul Rahman^{2*}, Retnowati Wahyuning Dyas Tuti³, Nida Handayani⁴,
Muhammad Sahrul⁵, Dini Gandini Purbaningrum⁶**

Lecturers of the Public Administration Study Program, FISIP, Universitas Muhammadiyah
Jakarta^{1,2,3,4,6}

Lecturer of the Social Welfare Study Program, FISIP, Universitas Muhammadiyah Jakarta⁵
Email: abdul.rahman27316@gmail.com

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ABSTRACT

This study examines the implementation of collaborative governance in essential education services in Indonesia-Malaysia's border area, in Entikong-Sekayam District, Sanggau Regency, West Kalimantan Province. It used a descriptive technique with a qualitative approach, with data collected through observation, interviews, and documentation. The data was analyzed with qualitative techniques and tested for validity by triangulation. According to the results, collaborative governance had not yet achieved desired results. This was based on several indicators, including starting conditions, facilitative leadership, institutional design, and collaborative processes. Importantly, the collaborative process involved several parties, including the government through the Ministry of Education and Culture, and the Ministry of Public Works and Housing, academics at the Faculty of Social and Political Sciences of Jakarta Muhammadiyah University, and elementary school figures (school committees, principals, staff, and teachers). The results showed that the government's role was not maximized, as indicated by uncertain policies and systems, overlapping authority, and inappropriate school infrastructure assistance targets. Academics actively facilitate various activities, including socialization, mentoring, workshops, and training, significantly improving education quality. Schools also operate an intense performance in mobilizing teachers to remain active amid the limitations of existing facilities and increasing their competence. Moreover, school committees also contribute ideas, energy, and materials in development, especially physical facilities. The weakness of the collaboration process in essential education services is the absence of private sector involvement.

Keywords: collaborative governance; basic education services; border regions

INTRODUCTION

National Border Areas are often associated with limited basic infrastructures, including education, health, and clean water. There is a blurred education portrait in Entikong and Sekayam Districts, Sanggau Regency, West Kalimantan Province, directly bordering the State of Malaysia. The conditions of basic school education services in this area are very alarming. This hinders the maintenance of national sovereignty and is a backward warehouse in national development, including education. About 30% of the illiteracy rate is reported in Suluh Tembawang Village, Entikong District.

The teaching and learning conditions are of great concern, where one teacher attends to 111 elementary students. Similarly, the number of classrooms is very minimal and not feasible, where one room is partitioned into 2 classes, insulated with boards, and covered with a blue tent. Moreover, there are limited school facilities and infrastructure. A classroom floor is made from a board, and many students are unfamiliar with computers, even though they take information and communication technology lessons (Mawar, Tuti, Purbaningrum, & Sahrul, 2020).

These conditions are exacerbated by poor school accessibility, inhibiting both teachers and students. They must cross rivers or walk on muddy, hardly navigable roads, spending more time and energy to get to school. Besides, the teaching staff is limited, as very few devote themselves to teaching in remote areas with access difficulties and inadequate salaries (Mawar et al., 2020). This shows the real education conditions in the border, remote areas, and inland.

Various educational problems in the border are inseparable from the poor national education system management. Education in the Indonesia-Malaysia border region is a black dot and is attributed to overlapping policies between the center and the regions. An excellent institutional mechanism, internal government coordination, and collaborative governance are crucial and need to be implemented. However, cooperation at the regional level has recently been weak.

On the other hand, cooperation at the central government level involved several ministries such as the Ministry of Education and Culture relating to school infrastructure services such as minor renovations and new school proposals, the Ministry of Public Works and Housing concerned with heavy renovations and road access, the Ministry of Health relating to school health, The National Development Planning Agency (BAPPENAS) relating to the planning and budgeting synergy. The cooperation gave suboptimal results, causing a polemic by service system changes.

Therefore, collaboration is needed between governments and other parties, including academics, the community, and the private sector, to improve the quality of education. The implementation of collaborative governance is an urgent agenda in education management in Indonesia. This is mainly in the border areas of the State as the frontline of the country's identity. Collaborative governance involves the government and private actors working collectively and distinctively using particular processes, establish laws and rules for the provision of public goods (Ansell & Gash, 2008).

Its substance describes the synergy between government elements, the private sector, and society in producing licensed products, rules, and the right policies. This shows that public actors (government) and private actors (business organizations or companies) work together for community interests. Therefore, the private sector needs to be involved in collaborative governance to improve the border region's education conditions, especially in providing school infrastructure. It involves various stakeholders from the public, private, and community sectors in the proactive decision-making process based on common goals (Frankowski, 2019).

Collaboration in the public sector is commonly implemented to tackle public sector issues, requiring stakeholders' participation in realizing collective goals. Besides, it efficiently handles the issues only solved by merging all resources from every concerned stakeholder (Prasetyo, 2019). However, unfortunately, realizing collaborative governance in the public sector is not easy. Collaborative governance in the public sector facing major challenges such as: increasing fiscal

pressures, political and cultural instability, development of public service and increasing citizens knowledge and expectations in respect of public sector organizations (Rakšnys, Valickas, & Vanagas, 2020).

At the same time, effectiveness evaluation of implementation of state programs (including education) is a methodologically complex process that requires not only specific knowledge, but also well-formed tools (approaches for effectiveness evaluation) (Kolesnik, Pavlova, & Rybalova, 2018) and needed in the education discourse (Rahman, Zebua, Satispi, & Kusuma, 2021). Collaborative governance is based on interdependence, shared responsibility, and the results of joint efforts, where the goals and strategies are built by the networking partners (Ulibarri & Scott, 2017).

Therefore, it aims to simultaneously balance the flexibility required for the project needs and the standardization needed for organizational efficiency (Chakkol, Selviaridis, & Finne, 2018). Collaborative approaches to policy-making have also been advocated to bridge the widening gap between government and citizens, alleviating normative problems commonly besetting Western democracies in the previous decades (Batory & Svensson, 2019). For this reason, collaboration in the basic education services in the Indonesia-Malaysia border region must be intensively considered to improve the quality of education services.

METHOD

This study determines collaborative governance implementation in basic school education services in the Indonesia-Malaysia border region in Entikong and Sekayam Districts. This descriptive research was conducted with a qualitative approach. Data structured in-depth interviews, observation, and document analysis (Yin, 2015). Informants were selected purposively from actors involved in primary school education services.

They included staff at the Ministry of Education and culture, staff at the Ministry of Public Works and Public Housing, Sanggau Regency education office, Sanggau Regency regional development planning agency, school supervisors and principals, teachers, and elementary school committees in Entikong and Sekayam Districts. Then, document analysis was conducted on government policies, reports, online media searches related to systems, service processes, and primary school education conditions. Besides, observations were performed on the current condition of basic schools and on the interactions of the actors involved in collaborating basic education services. The data were then analyzed using qualitative analysis techniques (McNabb, 2015).

RESULT AND DISCUSSION

The Cycle of Stakeholder Relationship Pattern in Collaboration

The collaborative governance implementation in basic school education services in the border area of Entikong and Sekayam districts in Sanggau Regency, West Kalimantan Province, is based on 4 variables stated by (Ansell & Gash, 2008), including conditions, institutional design, leadership, and collaborative processes. Institutional design and leadership are encouraged by time, task, and target (Doberstein, 2016). The collaborative governance process, therefore,

involves the government as a facilitator, through the Ministry of Education and Culture (Kemendikbud), the Ministry of Public Works and Housing (PUPR), academics as facilitators from the faculties of Social and Political Sciences, University of Muhammadiyah Jakarta University (FISIP UMJ), and school elements (Principal, teacher, and staff, school committee).

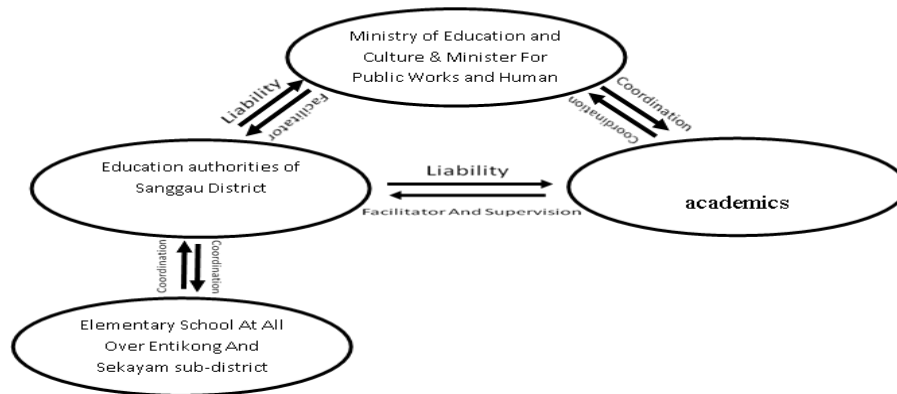


Figure. 1. Cycle of Stakeholder Relationship Patterns in the Collaboration Process
 Source: Processed by Authors.

Figure 1 shows the coordination between the Faculty of Social and Political Sciences academics at UMJ, the Ministry of Education and Culture, and the Ministry of Public Works and Housing. It also shows the accountability and facilitator between the Sanggau District Education Office with both ministries. Furthermore, the responsibility, facilitator, and supervision between the Sanggau District Education Officer and the Academic Faculty of Social and Political Sciences at UMJ were also determined. There was coordination between the Sanggau District Education Office and Primary Schools in Entikong and Sekayam Districts.

Role of Stakeholders in the Collaborative Governance Process

The Ministry of Education and Culture and the Ministry of Public Works and Housing serve as facilitators. They provided all facilities and needs, especially those related to rules and regulations, as the legal umbrella and technical implementation guidelines for school assistance distribution. The academics (Faculty of Political and Social Sciences UMJ) provided socialization, education, and assistance. The socialization activities were conducted related to government policies in terms of basic education and service system changes. Education was carried out through workshops to propose new school units and renovations and improving the school quality services by excellent training for principals, teachers, school committees.

The Sanggau District Education Office facilitated data and information provision related to the existing conditions of education services in the Entikong – Sekayam District border region. They are also intermediaries between the school and the Ministry of Education and Culture related to various activities performed by the academics. The school takes part in mobilizing teachers and staff to improve their competence actively, as well as providing information on the physical and non-physical school conditions. This allows a more understanding of the complex and

uncomfortable processes of public sector reform and their impact on professionals' role expectations (Hendrikx & van Gestel, 2017).

Relationship Between Stakeholders in Collaboration

1. Starting Condition

Starting conditions are the initial states of the collaborative process between the Ministry of Education and Culture, the Ministry of Public Works and Housing, academics at the Faculty of Social and Political Sciences (FISIP) UMJ, the Sanggau Regency Education Office, and the Primary Schools in Entikong and Sekayam Districts. It began by implementing a survey on infrastructure development in social welfare, conducted by FISIP UMJ academics in collaboration with the National Border Management Agency (BNPP) in 2016.

The survey shows that the condition of education services is of great concern, especially in limited facilities and school infrastructure. The results were followed up with a survey in 2018, where FISIP UMJ academics received research grants from the Ministry of Research, Technology, and Higher Education (Kemendikbud). The research involved stakeholders, including the central government, through the Ministry of Education and Culture at the Directorate of Elementary School Development and the Ministry of PUPR.

The local government, through the Department of Education and Regional Development Planning Agency (BAPPEDA) of Sanggau district, was involved. The survey recommended the need for synergy between central and local government agencies in planning, budgeting, policy, evaluation, and supervision. Moreover, it is more effective when initiated in a collaboration involving the government and other stakeholders such as academics and schools.

Finally, in 2019, the collaborative process began with social interventions to the Sanggau district education office and elementary schools in Entikong and Sekayam districts. It was executed as a workshop to propose new school units and renovations, involving regional government organizations (SOPs) in Sanggau district and primary school principals. It also involves training elementary school teachers and school committees on excellent service. Sensitization activities were then carried out on the Ministry of Education and Culture and the Ministry of Public Works and Housing by providing data on schools' real conditions that should receive assistance from the government.

2. Facilitative Leadership

In this stage of the collaborative governance process, the Ministry of Education and Culture becomes a leading sector between the schools, education offices, and academics of FISIP UMJ. A proactive collaboration process in educational services produces various innovations, depending on the actors' commitment.

According to Šiugždinienė, Gaulė, and Rauleckas (2019), increasing the competence of all actors supported by high internal and external commitment plays a pivotal role in fostering innovation and improvement. Interaction between actors with different roles, background identities, and resources facilitates developing new solutions and innovations to overcome insurmountable problems. Much evidence shows that collaboration spurs public innovation (Sørensen and Waldorff 2014; Hartley, Sørensen, and Torfing 2013).

Leadership synergy between actors in collaboration is necessitated, aiming at building alliances at the community level. Leaders seek synergies weaving between different institutions and services by qualitatively connecting different professionals, building trust between them, and encouraging discussion of consensus and innovation (Gibson, Zaragoza, & Pujol, 2015). Leadership, the first essential driver, is an identified leader that initiates and helps secure resources and support for collaborative governance (Emerson, Nabatchi, & Balogh, 2012).

3. Institutional Design

In this collaboration, Institutional Design is contained in the MOU and the guidance module designed and formulated by FISIP UMJ academics. It is based on the Sanggau District Education Office's approval and known by the Ministry of Education and Culture and the Ministry of Public Works and Housing. The Institutional Design describes the duties, rights, and obligations of stakeholders involved in the collaboration process. Besides, it facilitates coordination and forms formal or non-formal forums to discuss the process of basic education services further.

4. Collaborative Process

The collaboration process implementation consists of several stages. The collaborative governance process in basic education services requires the role and participation of the community. The community or students' parents are represented through a school committee. Furthermore, participation as joint consultations or practices contributes to crisis remediation to study the dynamics between different organizational actors (Larruina, Boersma, & Ponzoni, 2019). The collaborative is a governance modifier, emphasizing the nature of the process by which various societal actors engage in collective action (Morse & Stephens, 2012). The collaborative governance process in basic education services can be seen through the following:

4.1 Face to Face Dialogue

In the collaborative governance process, face to face dialogue involves the Sanggau district education office, Ministry of Education and Culture, Ministry of Public Works and Housing, Entikong, and Sekayam subdistrict schools FISIP UMJ academics. It was performed in formal and informal ways. Formal dialogue is carried out by inviting all stakeholders to official coordination meetings, conducting workshops, and training.

An informal dialogue is held unofficially with online conversations through mobile phones to monitor and evaluate the undertaken activities' progress. The intensity of formal and informal face-to-face dialogues facilitates trust-building, commitment to the process, and shared understanding.

4.2 Trust Building

Trust between each stakeholder is built with good coordination and communication. However, the communication established in basic education services in Entikong, and Sekayam Districts is not maintained correctly. This is due to the central government's overlapping of policies and the change in the service system. For instance, using E-Takola in 2006, which later changed in 2018 as a delegation of the Ministry of Education and Culture to the Ministry of Public Works and Housing in terms of school renovation.

Moreover, this was not accompanied by intensive socialization from the central and regional governments. The realization of collaboration is also supported by a forum for

dialogue, trust, and commitment between actors. However, drawbacks in the absence of regulations hamper the collaboration process (Utami, Hadi, & Hijri, 2019).

4.3 Commitment Process

There was a low level of commitment to the process both in the central and regional governments. It was evidenced by the minimal allocation of special funds (DAK) in the field of basic education, and the low synergy of planning and budgeting at the central government level between the Ministry of Education and Culture, the Ministry of Public Works and Housing, the Ministry of Finance, and Bappenas.

However, there was a high commitment to the UMJ FISIP academics and schools in Entikong and Sekayam sub-districts. This was seen from the increasingly active academics in providing guidance, assistance, and education through workshops and training to improve education quality. The school was very enthusiastic through participants' attendance. On the other hand, collaborative governance pushes for accountability and transparency (Sofi & Mutiarin, 2017).

4.4 Share Understanding

In basic education services, share understanding is arranged through formal and informal meetings. Besides, communication media are also used when incidental problems arise. However, this is only temporary, because the problems that need further resolving necessitate the stakeholders to run the meeting. Lack of communication and coordination between stakeholders, internal departments, and officers leads to wasteful duplication, unmet needs, ill-feeling, conflict, and reduced synergy (Ridwan, Wijaya, & Kasim, 2019).

4.5 Intermediate Outcome

The collaborative governance process performed has not yet gained maximum results. It can be seen from the dismal assistance of school renovations, facilities, and infrastructure. Less than 50% of schools categorized as heavily or slightly damaged received assistance. Another drawback is the involvement of the private sector. It is advantageous that the government formulated many collaborative governance policies but implemented locally, therefore acting as natural experiments with innate controls for analysis, as was performed in this study. Variations and facilitative institutional and leadership designs are analyzed to build a more comprehensive collaborative governance theory (Doberstein, 2016).

Collaboration between Actors through E-Takola Service Innovation

The fulfillment of public services is a necessity and welfare. Effective public services provided by public organizations can have a positive impact on democracy and human rights, improve socioeconomic welfare, and reduce poverty incidence (Kusumasari, Pramusinto, Santoso, & Fathin, 2019). The community should request services since the government is empowered to manage the environment. Bureaucratic Reform in the service sector accelerates improvement in the quality of public services. Since 2013, the government has had one agency and one innovation. Public Service Innovation is a breakthrough type of service in original and creative ideas or adaptations, providing direct and indirect benefits to the community.

The Ministry of Education and Culture applies a service innovation known as E-Takola. In implementing E-Takola, the Ministry of Education and Culture in the service of primary education coordinates and cooperates with central and local government agencies. This was similarly carried out in providing educational services in the Sekayam and Entikong districts of Sanggau Regency, West Kalimantan Province. Without a good coordination and cooperation pattern, the various problems, and basic needs in education in the border region are not fulfilled, and solutions are not established. There are 8 types of government assistance channeled by the Ministry of Education and Culture for primary school education services, as listed below.

1. Construction of new school units (submission through proposals)
2. Library development (submission through Takola)
3. Takola service innovation with an online-based system (digital Governance)
4. Construction of latrines and sanitation (submission through E-Takola)
5. Canteen Construction (submission via E-Takola)
6. School Rehabilitation and Revitalization (submission through E-Takola)
7. Renovations (Submission via E-Takola)
8. Procurement of ICTs (Implemented by Subdit)
9. School children nutrition program (Initial Program is determined from the Ministry of Education and Culture, after running for 2 years submitted to the City and District Education Office).

Collaboration Mechanisms in the Implementation of E-Takola in Entikong-Sekayam District, Sanggau Regency

The implementation of E-Takola involves the Ministry of Education and Culture as the leading sector, the Provincial Government (Designation of Verification Teams from Vocational High Schools with significant building engineering), and District and City Government by the education office. The E-Takola team was mandated to identify the school in general, evaluate the classes one by one following the program set, photographed, and sent to the Ministry of Education and Culture. Sanggau Regency has 483 elementary schools and one Vocational School in Entikong Subdistrict.

Therefore, one vocational school has not identified all elementary schools. Before the E-Takola system, there was a Dapodik system (basic education data), which is rarely updated due to different Sanggau District conditions. In other departments, Dapodik is also limited in providing data available at school. These weaknesses, therefore, led to the innovation of E-Takola services.

In 2018, Sanggau Regency handled a budget of 1.5 trillion. The Education Office received 24 billion, with 11 billion used to pay contract teachers (HONDA) covering 474 elementary schools in 15 sub-districts, and 2 new middle schools. With this budget, the pokir-pokir ration of the DPR from the APBD with an activity value of 200 million rupiah goes to the Education Office. Considering budgetary constraints, community proposals through musrenbang that are not accommodated are captured by the council through the pokir-pokir fund (Aspiration Fund). An aspirational fund of 2-3 members of the regional legislative assembly (DPRD) goes to the Sanggau District Education Office, to be distributed to schools as compensation. The number of proposals submitted is determined by the priority scale of the respective Regional Work Units

(SKPD). However, input into the Education Office has not been realized because of budget constraints. (Source: Education Office of Sanggau Regency, 2018).

E-Takola's implementation is based on information. Its implementation started in 2016 as one of the reforms in education services, connecting single data across all primary schools in Indonesia. Vocational Building Engineering is asked to help recap the inaccuracy of physical infrastructure in Dapodik data related to the damage criteria. There is only one Vocational School in Sanggau District with a building engineering major, Vocational School 01, which is then used as a verification team. The E-Takola function only verifies infrastructure data through applications.

For 2018, the following 11 schools have been verified in Sanggau Regency: Elementary School of 16 Tembayan, Elementary School of 02 Batang Tarang, Elementary School of 01 Balai Karangan, Sekayam, Elementary School of 26 Sungai Bun, Elementary School of 05 Muara Ilai, Elementary School of 12 Entikong, Elementary School of 20 Tunggung Boyok, Bonti, Elementary School of 03 Sontas, Etikong, Elementary School of 03 Balai Karangan, Sekayam, Elementary School of 01 Serambai, Elementary School of 22 PAUS, Sekayam (Source: Sanggau Regency Education Office, 2018).

Table 1. List of Elementary Schools in Sanggau Regency, West Kalimantan Province that will be Renovated for the 2020 Budget Year

No.	Classifications	Name of Facilities and Infrastructure	Status	Address	District	Village	Annotation
1.	School	Public Elementary School of 02 Pangan	Public	Dusun Panga	Entikong	Semanget	Severely damaged
2.	School	Public Elementary School of 10 Pool	Public	Pool	Entikong	Suruh Tembawang	Severely damaged
3.	School	Public Elementary School of 28 Entabai	Public	Dusun Entabai	Sekayam	Lubuk Sabuk	Lightly damaged
4.	School	Public Elementary School of 06 Raut	Public	Dusun Raut Kayan	Sekayam	Raut Muara	Medium damaged

Source: Ministry of Public Works and Housing (PUPR), (2019)

The number of schools that received school renovation assistance was very minimal compared to those that suffered physical damage from the data above. In implementing programs or aiding through E-Takola as above, the Ministry of Education and Culture has cooperated and coordinated with:

1. National Border Management Agency (BNPP), in preparing action plans for affirmations in border areas.
2. National Development Planning Agency (BAPPENAS) related to budgeting.
3. Ministry of Home Affairs (KEMENDAGRI) related to regulation
4. Ministry of Public Works (PU) related to the determination of the costly construction index (IKK)
5. The Central Statistics Agency (BPS) related to the survey on determining the costly construction index (IKK)
6. Provincial and Regency or City Governments, especially education offices
7. Regional Development Planning Agency (BAPPEDA) related to planning.
8. City or district health office, related to school health.

Cooperation and coordination of the Ministry of Education and Culture with various institutions related to primary education services are based on the appropriateness of tasks between existing work units in the central and regional institutions. Consequently, there is frequent throwing of responsibility for realized programs, leading to ineffective outcomes.

Moreover, another problem arises in the coordination between agencies at the district level, which is not running intensively, such as between the education Public Works offices regarding access to roads and school sanitation. This resulted in many schools with difficult access to roads and unapproved proposals for establishing new school units due to the inaccessibility of these locations.

The new regulation in which high education (high school and vocational school) is the provincial government's authority also raises problems. The application of service innovation by the Ministry of Education and Culture through a system called TAKOLA began in 2017. Almost 75% of the submission on types of assistance for primary school facilities and infrastructure was conducted through TAKOLA.

However, identification and verification of services to receive assistance made by the Vocational High School team (SMK) and recommended by the provincial government are sometimes inaccurate. Schools that truly deserve assistance were not considered. Moreover, many SMKs are passive in recommending appropriate schools that meet the requirements for assistance, including in the Sekayam sub-district, Sanggau district. Many schools that deserve assistance have not been recommended by SMK to the Takola system. This certainly needs to be followed up with guidance and supervision by the provincial and the district government.

Supporting and Inhibiting Factors

1. Supporting Factors

In the implementation of the collaboration, supporting factors include the existence of 9-year compulsory education, the high community enthusiasm for schools, and the school's high enthusiasm (headmaster, teachers, and school committee) to improve education quality. It is achieved by actively participating in various activities carried out by the FISIP UMJ academics.

2. Inhibiting Factors

The main obstacle to collaboration in basic education services is the change in the system of basic education services. The legal umbrella for the amendment still refers to the Macro Regulation, Presidential Regulation No. 43 of 2019, which has not been translated into lower rules. Besides, standard operating procedures related to institutional relations' synergy in basic education services have not yet been prepared. This is especially in the field of facilities and infrastructure (school renovation) implemented by the Ministry of Education and Culture and the Ministry of PUPR, as stated in a similar President Regulation.

The application of traditional governance models (top-down and hierarchical) and managerial models (control and performance-based) are still prominent in the public sector (Hendriks & van Gestel, 2017). Also, there is no regular supervision in schools in distant villages. Besides, the special allocation fund (DAK) at the central government level and the regional revenue and expenditure budget (APBD) at the local government level for low education, cross-sectoral cooperation, and the private sector's involvement in the collaboration process have not been implemented.

The private sector's involvement helps increase efficiency, investment, and alternative revenue sources for the government. This collaboration is expected to provide optimal benefits to the government, the private sector, and the community (Hakim, Zaenuri, & Fridayani, 2019). Accordingly, the local government's role is a critical factor for the business world to be involved (Furqoni & Rosyadi, 2019).

CONCLUSION

This study shows that collaborative governance implementation between the Ministry of Education and Culture (Kemendikbud), the Ministry of Public Works and Public Housing (PUPR), the Sanggau district education office, academics of FISIP UMJ and the schools in Entikong and Sekayam districts has not been maximized. This is evidenced by the central and regional governments' low commitment level in supporting the collaboration process. The assertion was proven by the dismal special allocation funds and the regional budget for the education sector.

Additionally, the system in basic education services has also changed, with E-Takola no longer in use. The legal umbrella for changes in primary and secondary education system still refers to macro regulations, specifically the Presidential Regulation No. 43 of 2019 not been translated into lower rules. Moreover, standard operating procedures related to the synergy of

institutional relations in basic education services have not been prepared. This is especially in the facilities and infrastructure (school renovation) carried out by the Ministry of Education and Culture and the Ministry of Public Works and Housing. Supervision to schools in distant villages was also not routinely conducted and lacked any involvement of the private sector in the collaboration process.

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