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Jurnal Ilmu Pemerintahan

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**Islam Mahrous Ali Naggi**

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**Sri Wahyu Handayani, Vellayati Hajad, Fadhil Ilhamsyah, Ikhsan Ikhsan, Herizal Herizal**

Navigating the complexities: assessing governance mechanisms for inter-regional cooperation  
**Ardhana Januar Mahardhani**

Transforming vision into action: exploring collaborative governance strategies in the development of the Nusantara New Capital City  
**Rusmiyati Rusmiyati, Andi Fitri Rahmadany**

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**Nina Yuslaini, Sri Maulidiah**

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**Yusriah Dzinnun, Hasse Jubba, Muh Azhar, Zuly Qodir**

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# Table of Contents

Building bonds for sustainable growth: social capital and networking in Indonesian tourism development	1-14
<b>Dia Meirina Suri<sup>1*)</sup>, Rijalul Fikri<sup>2</sup>, Pahmi Amri<sup>3</sup>, Dini Tiara Sasm<sup>4</sup></b>	
<sup>1</sup> Department of Public Administration, Universitas Islam Riau, Indonesia	
<sup>2,3</sup> Department of Government Studies, Universitas Islam Riau, Indonesia	
<sup>4</sup> Department of Political Science, State University of New York, USA	
Party change and electoral performance: assessing the impact of intraparty conflict on the Democrat and Hanura parties	15-33
<b>Ridho Al-Hamdi<sup>1*)</sup>, Krisma Trianisa<sup>2</sup>, Lenny Kurniasari<sup>3</sup>, Tanto Lailam<sup>4</sup>, Neni Nur Hayati<sup>5</sup>, Ramli Mahmud<sup>6</sup></b>	
<sup>1,2,3</sup> Department of Government Affairs and Administration, Universitas Muhammadiyah Yogyakarta, Indonesia	
<sup>4</sup> Faculty of Law, Universität zu Köln, Germany	
<sup>5</sup> Democracy and Electoral Empowerment Partnership (DEEP) Jakarta, Indonesia	
<sup>6</sup> Department of Pancasila and Civic Education, Gorontalo State University, Indonesia	
Assessing JAKSTRAKAB: government platform for waste management in Simeulue Regency, Indonesia	34-50
<b>Sri Wahyu Handayani<sup>1</sup>, Vellayati Hajad<sup>2*)</sup>, Fadhil Ilhamsyah<sup>3</sup>, Ikhsan<sup>4</sup>, Herizal<sup>5</sup></b>	
<sup>1,2,3,4</sup> Department of Public Administration, Universitas Teuku Umar, Indonesia.	
<sup>5</sup> Department of Political Science and Public Administration, Erciyes University, Turkiye	
Navigating the complexities: assessing governance mechanisms for inter-regional cooperation	51-63
<b>Ardhana Januar Mahardhani<sup>*)</sup></b>	
Department of Civics Education, Universitas Muhammadiyah Ponorogo, Indonesia	
Transforming vision into action: exploring collaborative governance strategies in the development of the Nusantara New Capital City	64-81
<b>Rusmiyati<sup>1*)</sup>, Andi Fitri Rahmadany<sup>2</sup></b>	
<sup>1</sup> Faculty of Government Management, Governance Institute of Home Affairs Jakarta, Indonesia	
<sup>2</sup> Faculty of Community Protection, Governance Institute of Home Affairs Jakarta, Indonesia	
Transforming vision into action: exploring collaborative governance strategies in the development of the Nusantara New Capital City	82-97
<b>Elvia Siskha Sari<sup>1*)</sup>, Dasman Lanin<sup>2</sup>, Aldri Frinaldi<sup>3</sup></b>	
<sup>1,2,3</sup> Department of Public Administration, Universitas Negeri Padang, Indonesia	
Navigating political terrain: a comprehensive review of leadership theories in political science	98-114
<b>Ibnu Asqori Pohan<sup>1*)</sup>, Muhamad Takiyuddin Ismail<sup>2</sup>, Sharifah Nursyahidah Syed Annuar<sup>3</sup></b>	
<sup>1</sup> Department of Political Science, Universitas Brawijaya, Indonesia	
<sup>1,2,3</sup> Department of Political Science, National University of Malaysia, Malaysia.	



- Governing sustainability: land use change impact on the palm oil industry in Riau Province, Indonesia **115-130**  
**Nina Yuslimi<sup>1\*)</sup>, Sri Maulidiah<sup>2</sup>**  
<sup>1,2</sup> *Departement of Government Sciences, Universitas Islam Riau, Indonesia*
- Exploring indigenous intellectual property rights and e-governance: a legal analysis of customary aboriginal knowhow in Arunachal Pradesh, India **131-147**  
**Partha Sarothi Rakshit<sup>1</sup>, Koyel Roy<sup>2\*)</sup>, Sarbani Bhowmik<sup>3</sup>, Saroj Singhania<sup>4</sup>, Aarin Gosh<sup>5</sup>, Syed Raihanul Hossain<sup>6</sup>, Debanjan Saha<sup>7</sup>**  
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- Navigating digital tourism governance: a case study of branding strategies in the Mandalika special economic zones **148-159**  
**Ilham Zitri<sup>1\*)</sup>, Rifaid<sup>2</sup>, Yudhi Lestanata<sup>3</sup>, Cahyadi Kurniawan<sup>4</sup>**  
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- The politics of voicelessness: voices of community elders in ethnic and religious minorities in the Philippines **160-179**  
**Sheryl R. Morales<sup>1\*)</sup>, Roque S. Morales<sup>2</sup>, Randy D. Sagun<sup>3</sup>**  
<sup>1</sup> *Polytechnic University of the Philippines-Parañaque City Campus*  
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- From global trends to local realities: understanding women's political involvement for Indonesia's democratic progress **180-193**  
**Yusriah Dzinnun<sup>1</sup>, Hasse Jubba<sup>2\*)</sup>, Muh. Azhar<sup>3</sup>, Zuly Qodir<sup>4</sup>**  
<sup>1,2,4</sup> *Department of Islamic Politics, Universitas Muhammadiyah Yogyakarta, Indonesia*  
<sup>3</sup> *Department of Psychology of Islamic Education, Universitas Muhammadiyah Yogyakarta, Indonesia*
- Legislative policy to criminalizing human trafficking in anti-trafficking law in Saudi Arabia **194-212**  
**Islam Mahrous Ali Naggi <sup>\*)</sup>**  
*Department of Public law, Princess Nourah bint Abdulrahman University, Saudi Arabia*
- Technological interventions: a pathway to combatting judicial Corruption **213-227**  
**Amalia Syauket<sup>1</sup>, Dwi Seno Wijanarko<sup>2</sup>, Tyastuti Sri Lestari<sup>3</sup>, Ismaniah<sup>4\*)</sup>**  
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<sup>4</sup> *Faculty of Engineering, Universitas Bhayangkara Jakarta Raya, Indonesia*
- Geographic information systems and big data analytics: optimizing digital adoption to develop tourism in Buton Islands, Indonesia **228-244**  
**Herman Lawelai<sup>1\*)</sup>, Anwar Sadat<sup>2</sup>, Ansar Suherman<sup>3</sup>, Muhammad Alim Alfinta<sup>4</sup>, L.M. Ahsan Ishaq<sup>5</sup>**  
<sup>1,2,4</sup> *Department of Government Studies, Universitas Muhammadiyah Buton, Indonesia*  
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## Transforming vision into action: exploring collaborative governance strategies in the development of the Nusantara New Capital City

Rusmiyati<sup>1\*)</sup>, Andi Fitri Rahmadany<sup>2</sup>

<sup>1</sup> Faculty of Government Management, Governance Institute of Home Affairs Jakarta, Indonesia

<sup>2</sup> Faculty of Community Protection, Governance Institute of Home Affairs Jakarta, Indonesia

### Abstract

*The research purpose to examine collaborative governance, the potential and opportunities for the Nusantara New Capital City. The research design utilizes a qualitative exploratory method, where collected data is then analyzed using descriptive techniques. The results showed that the realization of collaborative governance in the development of Nusantara New Capital City has not been optimized due to less intensive and sustainable communication.; low levels of trust among local stakeholders; failure to build ownership and lack of transparency in achievements; lack of shared vision, mission, and perspective on resolving common issues; suboptimal realization of common values in the development of Nusantara New Capital City; achievement of only 38.1% completion progress in development; and the realization of strategic planning being less accelerated. The model for the collaborative governance optimization of Nusantara New Capital City is developed as a model emphasizing the empowerment of equality and proportional aspects of local stakeholders supported by accommodated regulation. The model can be applied to various collaborative governance objects and in other regions because it is developed according to the flexibility, conditionality, actuality, and factual nature of the issues.*

**Keywords:** collaborative governance, new capital city, nusantara

\*)corresponding author

E-mail : [rusmiyatislukman@ipdn.ac.ad](mailto:rusmiyatislukman@ipdn.ac.ad)

### Introduction

The capital city of a country is the primary urban entity, playing a central role in governance and economy (Herdiana, 2022). Typically, this city is the location for various government agencies and important meetings. Moreover, the capital often acts as a national hub for cultural and economic activities. The capital city holds a strategic role and position in the political, economic, and socio-cultural context of a nation. Sassen (2013) asserts that capital cities are strategically positioned in economic aspects as they frequently serve as economic and business centers, attracting investment, creating job opportunities, and stimulating economic growth. The role of the capital as an economic hub influences wealth distribution and regional development across the country.

The capital city plays a crucial part in a country's cultural features since it is frequently the hub for innovation, research, and education, boosting the country's capacity for knowledge and technology (Florida, 2005). Lowenthal in Gillis (1996) states that the capital city also symbolizes national pride and cultural identity. This is due to the capital often housing monuments, museums, and other cultural institutions, significantly influencing national identity and pride. The establishment of a capital is

generally based on historical, political, and practical studies. Relocating the capital can have legal implications for the current capital and the country as a whole (Nugrohosudin, 2022; Yani, 2020).

The goal of establishing a new capital is frequently to combine existing areas within a nation in a variety of circumstances. On the other hand, problems with the old capital's population density, transportation jams, and environmental deterioration may necessitate moving the capital. Moreover, some nations choose to relocate their capitals in order to establish a city that is neutral from a political or economic standpoint or to more fairly share riches (Herdiana, 2022). The relocation process is a crucial aspect of national development, considering the strategic role of the capital in coordinating public policies, influencing economic growth, and reflecting a nation's cultural identity. This process involves essential elements from socio-cultural and economic perspectives, impacting various factors such as the central government, local governments, the private sector, society, and other stakeholders.

In national development, relocating the capital becomes an effective strategy to address various urban challenges, equalize economic growth, and strengthen national integration and collective identity (Herdiana, 2022; Nugrohosudin, 2022; Yani, 2020). Several countries worldwide have experienced capital relocations for various reasons, including India and Myanmar for political reasons, Australia for security defense reasons, Pakistan for social-economic reasons, Malaysia for administrative and urban planning reasons, Brazil for urban sprawl and infrastructure, Kazakhstan for disaster and geopolitical reasons, and Tanzania for social-political reasons (Manan & Suprayitno, 2020; Purnama & Chotib, 2023).

President Joko Widodo declared in 2019 that Indonesia would move its capital from Jakarta to a new location in the East Kalimantan Province, namely in the Regencies of Kutai Kartanegara and North Penajam Paser. This relocation initiative aims to alleviate the burden on Jakarta, which is no longer deemed suitable as the nation's capital due to its excessive load and severe environmental issues. These include extreme traffic congestion, high population density, and diminishing green spaces. Additionally, Jakarta faces serious environmental problems, such as flooding, air pollution, and declining groundwater quality, posing threats to public health and environmental sustainability.

The severe traffic congestion in Jakarta has significant economic consequences, resulting in annual economic losses of Rp71.4 trillion. These losses are attributed to fuel wastage and reduced community productivity due to time lost in traffic jams (Sulistiyono, 2022). Another driving factor for relocating the capital is Jakarta's serious environmental issues, including flooding, air pollution, and declining groundwater quality. The frequent flood disasters striking Jakarta also led to economic losses. For instance, in the February 2020 floods, the Jakarta Chamber of Commerce and Industry estimated total losses for Jakarta's businesses at around Rp 30-40 billion, partly due to disrupted logistics supplies.

Another critical issue is the massive land subsidence in Jakarta. Land subsidence and rising sea levels due to global warming pose the risk of Jakarta sinking in the future. The Head of the Jakarta Water Resources Service, Yusmada Faizal, stated in 2020 that the Muara Baru area was already 1 meter below sea level (Andre & Erdianto, 2022). This land subsidence in Jakarta is mainly due to excessive groundwater exploitation due to the city's high population density. Relocating the capital to East Kalimantan offers numerous benefits. Besides reducing Jakarta's burden, it can strengthen Indonesia's position as an archipelagic nation and accelerate infrastructure development in Eastern

Indonesia, enhancing local community welfare (Cinthia, 2022a). However, there are significant environmental challenges to be addressed. The government must ensure that the capital's relocation does not harm the environment or threaten the livelihoods of local communities (Mutaqin et al., 2021).

**Table 1.** IKN KPI Targets Based on Regions

Principle	The Key Performance Indicators (KPI)		KPIKN	KIKN	KIPP
		Description	2045	2045	2045
1. Harmony with Nature	1.1	>75% of the 256 thousand Ha area for green spaces (65% protected area and 10% food production)	75%	50%	50%
	1.2	100% of the population can access recreational green spaces within 10 minutes	Strategic	100%	100%
	1.3	100% replacement of green spaces for every institutional, commercial, and residential high-rise building (>4 floors)	Strategic	100%	100%
2. Unity in Diversity	2.1	100% integration of all existing and new residents	100%	100%	100%
	2.2	100% of residents can access social/community services within 10 minutes	Strategic	100%	100%
	2.3	100% of public spaces are designed using principles of universal access, local wisdom, and gender-responsive and inclusive design	Strategic	100%	100%
3. Connected, active, and easily accessible	3.1	80% of travel by public transportation or active mobility	Strategic	100%	100%
	3.2	10 minutes to critical facilities and public transportation hubs	Strategic	100%	100%
	3.3	<50 minutes Express transit connection from KIPP to strategic airports by 2030	Strategic	100%	100%
4. IKN with net zero emissions	4.1	Installation of renewable energy capacity will meet 100% of IKN energy needs	100%	100%	100%
	4.2	60% energy savings for energy conservation in buildings	Strategic	70%	70%
	4.3	Net zero emissions for IKN (while operational) by 2045 in a 256K Ha area	Net-Zero	Strategic	Strategic
5. Circular and resilient	5.1	>10% of the 256K Ha land available for food production needs	> 10%	Strategic	Strategic
	5.2	60% recycling of all waste generated by 2045	Strategic	60%	60%
	5.3	100% wastewater treated through treatment systems by 2035	Strategic	100%	100%
6. Safe and Affordable	6.1	Top-10 EIU Livable City in the world by 2045	Strategic	Top 10	Strategic
	6.2	Existing and planned settlements in the 256K area will have access to essential infrastructure by 2045	0	0	0
	6.3	Adequate, safe, and affordable housing meeting a balanced housing ratio of 1:2:3 for luxury, medium, and affordable types	100%	100%	100%
7. Comfort	7.1	Achieve a very high rank in the E-	-	Very	Very



<b>Principle</b>	<b>The Key Performance Indicators (KPI)</b>	<b>KPIKN</b>	<b>KIKN</b>	<b>KIPP</b>	
and efficiency through technology		Government Development Index (EGDI) by the United Nations (UN)		High	High
	7.2	100% digital connectivity and information and communication technology (ICT) for all residents and businesses	Strategic	100%	100%
	7.3	>75% Business Satisfaction with Digital Services rankings	Strategic	Strategic	Strategic
8. Economic opportunities for all	8.1	0% poverty among the IKN population by 2035	0%	Strategic	Strategic
	8.2	Gross Regional Domestic Product (GRDP) per capita equivalent to high-income economies	Strategic	Strategic	Strategic
	8.3	Lowest regional GINI ratio in Indonesia by 2045	Lowest in Indonesia	Strategic	Strategic

*Source: Bappenas, 2020.*

The Key Performance Indicators (KPIs) as presented in the table, indicate that the development targets of the IKN are long-term in nature, encompassing the IKN Development Area (KPIKN) with an approximate area of 199,962 hectares; the IKN Area (KIKN) with an approximate area of 56,180 hectares; and the Core Government Center Area (KIPP) which is part of the KIKN with an approximate area of 6,671 hectares.

Among the eight principles within the objectives of IKN development, the author argues that the most important at the initial stage is the preparation of IKN infrastructure by the first objective mandated by Law No.3 of 2022, which is to become a sustainable city globally. The progress of IKN development in the context of infrastructure preparation until September 2023 only reached 40%, whereas the government targets to complete it by 2024 up to 100% (Binekasri, 2023). Considering the progress achieved, it can be said that the development of IKN has not been optimal.

The issues in developing the National Capital in East Kalimantan include threats of adverse environmental impacts, particularly in protected forest areas. Similarly, challenges arise regarding threats to social and economic aspects, population migration, and natural resource exploitation, which may lead to social inequalities between residents and newcomers. Meanwhile, there are issues regarding the recognition of indigenous land rights affected by the IKN project as potential social problems and conflicts in the future. There are 21 indigenous communities in the planned IKN development area, with 19 in North Penajam Paser and the rest in Kutai Kartanegara. Their identification reveals that there are 11 indigenous communities within the core zone of IKN development. This condition indicates that the IKN location is not vacant land (Hariandja, 2022).

Concerns and issues of deforestation and social inequality as negative impacts of relocating the capital city have also been faced by Brazil. 73% of the savannah was destroyed to build infrastructure for the new capital city, significantly reducing the vegetation where Quilombola communities and indigenous peoples have resided since ancient times (World et al., 2023). For over 60 years, the Quilombola communities displaced by the construction of Brasilia have been struggling to fence off at least a small portion of what used to be their territory (Fellet, 2018).

In the late twentieth century, several new capital cities were established in developing countries, such as Putrajaya in Malaysia, Islamabad in Pakistan, and Astana in Kazakhstan, which were under construction or completed (Kwon, 2015). Some countries successfully relocated their capital cities, including the United States from New York to Washington DC, Germany from Bonn to Berlin, Australia from Melbourne to Canberra, and Malaysia from Kuala Lumpur to Putrajaya (Herdiana, 2022; Manan & Suprayitno, 2020; Rachmawati et al., 2021). Some countries can be said to have not succeeded but not failed, as the capital relocation process took a long time, as experienced by South Korea. The relocation is done slowly, while Seoul remains the center of government, economy, and entertainment (Kwon, 2015).

Some countries failed to relocate their capital cities because their plans were not implemented due to a lack of agreement regarding the required funds for the relocation. Developed countries such as Japan also planned to build new capital cities for balanced development. Japan aimed to mitigate its overly centralized metropolitan area (i.e., Tokyo) but never achieved it. These new capital cities were planned and built to develop national lands, achieve balanced development, and facilitate political gains (Kwon, 2015).

Meanwhile, Brazil is considered to have failed in relocating its capital city. Brasília exhibits striking disparities within its territory. In "Lago Sul," a luxurious neighborhood, the average income reached R\$7,654.91 in 2018, while in Estrutural, just 15 km from Lago Sul, the average income was only R\$485.97—a difference of 16 times. Residents of Estrutural face significant difficulties in meeting their basic needs due to inadequate and expensive transportation systems, which hinder access to affordable food, clean water, energy, sanitation, and healthcare services (World et al., 2023).

Previous research on the relocation of capital cities in several countries has found evidence of successes and failures and the impacts of relocating the capital city on various aspects of life. This study demonstrates substantial concerns about the negative impacts of relocating the capital city on the environment and society. However, this study proposes the role of development stakeholders in demonstrating how the concept of collaborative governance is involved in the process of building the new capital city and its implications for addressing the issues arising from the relocation of the new capital city. This aspect has not been addressed in previous studies in several countries related to the relocation of the capital city.

The emergence of issues surrounding the relocation of the capital in recent years has increased the interest of researchers in taking the same topics. The attention to relocating the capital must be observed, and attention must be paid to several aspects, including the potential for disasters and the environment (Rahmat et al., 2021; Van De Vuurst & Escobar, 2020). Changes are needed in the economic, political, defense, security, social, cultural, and infrastructure fields (Nur et al., 2020). Third, the public response is also needed to find the idea of moving the capital by discussion (Huwaitdah & Al Faraby, 2021; Nugraha & Siregar, 2021; Sutoyo & Almaarif, 2020).

The relocation of the capital city of Indonesia is part of the national idea of sustainable development, and this is the readiness and condition of the community to support and contribute to the idea of development (Syafitri et al., 2021). Other studies identify the problem of climate analog, novel climate, and regional climate models in Southeast Asia as primary considerations. However, this study does not discuss the relocation of the Indonesian capital (Nguyen-Thi et al., 2021), while another study considers moving the Indonesian capital based on the potential for future disasters (Nur Azhar et al., 2020). Moving to the capital city of Indonesia is central to relocating

the center of politics and government and has the potential to move the economy evenly. Although there is a reaction to this idea, it can be used as material for subsequent government evaluation (Sutoyo & Almaarif, 2020). Furthermore, the impact and consequences of the Indonesian government's decision to move the capital city of Jakarta to Kalimantan also need to consider the economic, human, and environmental impacts. It can be achieved by developing predictive simulation models to identify possible outcomes such as population and increased immigration to new capitals, human income, investment, and capital (Shimamura & Mizunoya, 2020).

Moving the capital city from Jakarta to Kalimantan could turn into a significant disaster that affects biodiversity and the surrounding ecosystem. Further studies and more serious observations are needed, depending on the government's response (Van De Vuurst & Escobar, 2020). Apart from the government's goal of economic equality, the concept of a smart city, and the geographical location of moving the capital city from Jakarta to Kalimantan, it still needs to be prepared and analyzed, especially budget and cost issues. These findings will come in the face of significant budget challenges by the government, and they could affect national economic gatherings (Sugihartati et al., 2020).

Based on previous studies addressing the topic of relocating the national capital, there have been few examinations of New Capital City development in the context of governance and collaborative governance. Similarly, there have been no recommendations on how to optimize the development of New Capital City through collaborative governance. Models related to the relocation of the national capital have been formulated, including recommendations that focus on regional planning contexts (Kwon, 2015) and models formulated focusing on disaster mitigation with a mental model approach (Nur Azhar et al., 2020).

The author believes that, as previously mentioned regarding the suboptimal development of IKN, the government struggles to optimize its development of IKN without support from other parties. Therefore, in efforts to optimize IKN development, there is a need for a commitment from all involved stakeholders to collaborate. Collaborative governance can be a solution to address the challenges of resource limitations and coordination in the development of IKN Nusantara. In collaborative governance, the government and the community work together to plan, implement, and evaluate regional development programs, considering the interests and needs of all involved parties.

In its implementation, collaborative governance can help accelerate regional development, improve the quality of development, and increase community participation in the development process. In addressing resource limitations and coordination issues, collaborative governance can help optimize the use of available resources and enhance coordination between the government and the community in the regional development process. As stated, collaborative governance allows for more efficient resource utilization through the division of responsibilities and resources among different stakeholders. This reduces overlap and improves resource utilization efficiency (Emerson et al., 2012). In terms of optimizing the development of IKN Nusantara, collaborative governance can help realize the positive impacts of IKN Nusantara development while minimizing the negative impacts.

The study of collaborative governance in the development of IKN can illustrate how stakeholders and interested parties collaboratively respond to the issues encountered in the process of IKN development. By examining the opportunities and challenges in implementing collaborative governance, recommendations for

collaborative governance models can be provided to optimize the development of IKN. Moreover, it provides an overview of its implications for addressing or alleviating the issues faced in developing IKN.

### **Research Methods**

The research design utilizes qualitative descriptive methods. Primary research data were obtained through interviews using purposive sampling techniques. The informants were selected based on their authority, expertise, and the impact of the IKN development policy. The informants include central government officials who initiated this top-down policy and local government officials to understand the role and position of local government in IKN development. Additionally, informants from the private sector, community, non-governmental organizations, and academic circles were also involved to provide perspectives on their roles, positions, and impacts on themselves in IKN development. Meanwhile, secondary data were obtained through documentation study techniques by examining documents and literature to support the primary data.

The data analysis in this study employs descriptive techniques, referring to Miles & Huberman (2009), through several stages, including data collection, data reduction by sorting data, data presentation, and conclusion. Data validity testing is conducted through data source triangulation, involving checking data against sources from central government informants, local government, the private sector, and other supporting informants.

### **Results and Discussion**

#### ***Collaborative governance in optimizing the development of Nusantara New Capital City***

Ansell & Gash (2007) put forward several reasons for collaborative governance, which are relevant to optimizing the development of Nusantara IKN, including 1) Complex and interdependent institutions, 2) Hidden and intractable conflicts among interest groups, 3) Efforts to find new ways to gain political legitimacy, 4) Failure to implement policies on the ground, 5) The fact that groups cannot use other institutional arenas to halt decision-making, primarily due to separated power regimes, 6) Encouraging interest groups to cooperate, and 7) High costs and political rule-making. Thus, the dimensions of Ansell & Gash's (2007) collaborative governance model used to understand its application in optimizing Nusantara IKN development include face-to-face dialogue, building trust, commitment to the process, shared understanding, and intermediate outcomes.

Regarding the face-to-face dialogue dimension, it can be clarified that both internal and external communication has been conducted, albeit not so intensively and continuously. As the implementing authority of the development, the central government initiated communication only in the early stages. However, during the implementation phase of the development, there was no communication with local governments, and they were not even involved in the development process, despite initiatives from the Provincial Parliament of East Kalimantan to open communication, which proved difficult to realize. This information was gathered from interviews with local government officials and executive and legislative bodies in East Kalimantan.

Therefore, to optimize the development of IKN, intensive and continuous communication must be strengthened among internal and external stakeholders throughout the development and relocation process to IKN. It is reinforced that two-way communication influences institutions and stakeholders and provides

opportunities for them to communicate extensively, where institutions and stakeholders need to find common ground through multilateral deliberative processes (Ansell & Gash, 2007).

At this stage, direct dialogue among involved stakeholders is necessary as a consensus-oriented process. Direct dialogue is needed as a communication medium to identify opportunities, challenges, weaknesses, and shared benefits to be achieved together. The essence of this stage is to build communication among stakeholders (Ansell & Gash, 2007). When facing capacity limitations and differences in interests among stakeholders, it is crucial to build trust. Collaboration pioneers must build trust, even in crises or when trust weakens. Even in a history of past conflicts, trust remains the most prominent element in the collaborative process. Ansell & Gash (2007) cautioned that the process would be lengthy but requires a long-term commitment from stakeholders to achieve collaborative outcomes. Policy stakeholders, in this case, the government, must allocate the necessary time and resources to build collaboration strategies.

From the perspective of trust-building, trust in the development of IKN at the community level is quite good but polarized between supporters and skeptics, or even opponents of IKN with its various issues. Similarly, at the level of local government, there is a visible lack of trust due to the central government's failure to involve local governments in the implementation of IKN development. Meanwhile, strategically, to increase trust in optimizing the development of IKN, efforts are needed to complement the existing structures and human resources in IKN and map internal and external issues that will arise when IKN is fully realized. Informants from the central government, local government, community, and non-governmental entities provided this information.

Towards the environment of acknowledging one's own dependence, taking responsibility of the process, and investigating mutual gains, commitment is essential in influencing the perspectives of stakeholders who may at first regard their viewpoints as indisputable. This entails acknowledging one another and being prepared to follow decisions reached by consensus. This involves mutual recognition and willingness to abide by consensus outcomes. In this regard, Ansell & Gash (2007) emphasize stakeholders' commitment to bear responsibility for the agreed-upon process in deliberations jointly.

The lack of appreciation for local government stakeholders and local communities, as stated by local government officials and local community informants, indicates that the dimension of commitment to the process has not been well achieved. In other words, the lack of appreciation for individual freedom, the lack of efforts to build ownership between the central government, authorities, and elements in the regions, and a lack of openness in achieving joint success illustrate that the development of IKN is not yet optimal. Partnerships in the collaborative governance approach need to be articulated and implemented effectively.

Additionally, to optimize the development of IKN Nusantara, a shared understanding is needed to unify perceptions regarding the substance and objectives of collaboration. Ansell & Gash (2007) explain several terms related to shared understanding, such as shared mission, shared goals, clear goals, or a clear direction, meaning shared understanding implies an agreement on the definition of the problem or an agreement on relevant knowledge needed to address the problem. A standard problem definition involves an agreement on the definition of the problem. Goal achievement will relate to the identification of current problems.

Information from various sources and observations from researchers in the dimension of shared understanding provides an overview that the development of IKN is not optimally carried out, primarily due to a crucial reason: stakeholders' perspectives on problem resolution related to IKN lack a unified vision and understanding. This can be seen from the emerging issues regarding the recognition and protection of indigenous communities' land rights in areas designated for IKN, for which there have been no follow-up solutions. Meanwhile, Indonesian law requires indigenous communities to be recognized through local regulations or decrees so they can assert their rights when development projects enter indigenous territories (Hariandja, 2022).

These issues, as identified by the Supreme Audit Agency (BPK), revolve around the inadequacy of preparing and planning for regulatory completeness, and the derivative regulations of Law Number 3 of 2022 have not been adequately implemented. Other problems are related to the readiness of IKN authorities to operate in fulfilling the mandate of Law Number 3 of 2022, which has not been supported by institutional completeness, namely, the completion of OIKN personnel and the absence of OIKN Head Regulations related to coordinating the implementation of preparation, development, and relocation of the national capital city after OIKN operates (Rachman, 2023). Regulations and institutional completeness of IKN are manifestations of a shared understanding of emerging issues.

Minimal results are required in intermediate outcomes because of the cooperative approach, which can promote a great cycle of commitment and trust-building. Small successes can be used as a foundation for reconstructing the cooperative process as a model for enhancement. Through the Task Force for the Implementation of Infrastructure Development for the National Capital City (IKN), the Ministry of Public Works and Public Housing (PUPR) reported that 38.1 percent of East Kalimantan's IKN development had progressed. As of August 2023, the first wave's overall IKN development progress status was 38.1 percent (Cakti, 2023).

According to sources, this means that from the standpoint of achievement outcomes, the main problem is that Balikpapan has seen favorable benefits. In the meanwhile, the existence of IKN has not resulted in a rise in the economy for Penajam Paser Utara and Kutai Kartanegara. Hotel occupancy rates in Balikpapan have gone up since East Kalimantan was named the Nusantara Capital Province (Cinthia, 2022b). The Residential Property Price Index for the third quarter of 2023 in Balikpapan grew by 1.92 percent compared to the same period the previous year, which was around 1.32 percent. Both Balikpapan and Samarinda show positive developments. However, Balikpapan experiences better growth. There is also an increase in demand in the rental market. This is due to the increasing number of workers or those with periodic mobility between cities. Meanwhile, in the commercial sector, such as shopping centers, Balikpapan experiences positive impacts such as increased traffic. This contrasts with conventional office rentals, which have not seen any significant movement yet (Alexander, 2024).

The importance of collaborative governance in optimizing the development of IKN Nusantara lies in one of the most substantial goals of building IKN, which is to realize a sustainable world city. It must be understood that all policies and various development programs are intended to achieve a sustainable city; as stated by The World Commission on Environment and Development (WCED, 1987), a sustainable city is a city that can perform functions and roles in sustainable development. The city must be able to protect and preserve natural resources in the city and its surrounding areas

to be utilized sustainably. This means that it is not only the city itself that continues but also its regional functions and roles.

To achieve the goal of sustainable urban development, developed countries pay great attention to the conservation and preservation of natural and built environments. There are three principles of sustainable urban design: first, reusing existing buildings, roads, and infrastructure, as well as components and building materials that have been recycled. It was second, conserving natural resources, flora, fauna, and landscapes. Building materials must be obtained from sustainable sources. Third, the pattern and construction of new developments must use as minimal energy as possible. Each new building must be designed flexibly so that it can be used for various functions throughout its lifespan (Rahmi & Setiawan, 1999).

The substance of collaborative governance in the development of IKN also relates to the role of central and local governments in viewing the city as an integral entity involving interactions between humans, the physical environment, and social systems. This reminds us to understand the environment not only in physical terms but also in social, economic, cultural, and political terms. Development programs or activities represent the principles and spirit of reusing existing infrastructure, conserving natural resources, and using energy efficiently in new developments. However, it is important to remember that the implementation of these principles may face challenges, such as financial, political, and technological issues. Therefore, concrete steps need to be taken to overcome these obstacles so that sustainable urban development can be effectively realized.

### **Opportunities and challenges of collaborative governance in optimizing the development of Nusantara New Capital City**

Several opportunities and challenges in collaborative governance for optimizing the development of Nusantara IKN can be presented in the following table:

**Table 2.** Opportunities and challenges of collaborative governance

<b>Dimension</b>	<b>Opportunities</b>	<b>Challenges</b>
Face-to-face dialogue	<ul style="list-style-type: none"> <li>- Disruptive technology provides frameworks and media for communication.</li> <li>- Readiness for cooperation in the development of secretariats or diplomatic offices.</li> <li>- Preparedness of community elements, leaders, and tribal representatives for dialogue.</li> </ul>	<ul style="list-style-type: none"> <li>- The extended distance in conveying information and direct communication</li> <li>- Limited funding and limited participation from local governments.</li> </ul>
Building trust	<ul style="list-style-type: none"> <li>- Socialization and involvement of community elements in the planning and delineation of the area have led to an increase in the population in the City of Balikpapan and other buffer areas.</li> </ul>	<ul style="list-style-type: none"> <li>- Inadequate risk mitigation in development, leading to difficulties in managing land speculators.</li> </ul>
Commitment to process	<ul style="list-style-type: none"> <li>- The public through PERKA OIKN regulation.</li> <li>- Amendment of Law No. 3 of</li> </ul>	<ul style="list-style-type: none"> <li>- Issues in land administration and services with numerous overlapping HGU (Right to</li> </ul>

Dimension	Opportunities	Challenges
	2022. - Characteristics of transmigration areas with heterogeneous socio-cultural demographics.	Cultivate) due to suboptimal cross-checking processes. - Inadequate availability of road network infrastructure. - Limited opportunities for local government involvement.
Shared understanding	- Cross-sectoral involvement of ministries and agencies in the development of Nusantara IKN.	- Limited infrastructure and facilities for the Nusantara IKN Authority office. - Minimal coordination between central and regional governments in supervising the entire Nusantara IKN development process. - Lack of regulations concerning legal certainty and protection for indigenous communities.
Intermediate outcome	- Law No. 3 of 2022 ensures the continuity of Nusantara IKN development despite changes in regime and central government leadership.	- Limited budget for the development of Nusantara IKN. - Inadequate fulfillment of human resource proportions in the structure of the Nusantara IKN Authority. - Minimal involvement of local Indonesian workers in the development of Nusantara IKN. - Budget inefficiency for non-budgeted guest visits reviewing the development of Nusantara IKN.

*Source: Processed by researchers.*

A summary of the opportunities and challenges in collaborative governance for optimizing the development of Nusantara IKN indicates that more challenges are faced than opportunities in collaborative governance. Therefore, a strategic model is required to optimize the development of Nusantara IKN through a collaborative governance approach.

### **Collaborative governance *model* for optimizing the development of Nusantara New Capital City**

Optimization is a measure that leads to the achievement of objectives. Optimization maximizes activities to realize the desired or intended benefits when viewed from the perspective of effort. Generally, optimization is the search for the best available value from several functions given in a context. Therefore, the collaborative governance model in the optimization of Nusantara IKN Development highlights how an approach involving various interrelated variables, dimensions, and aspects represents a conceptual problem-solving in the practice of Nusantara IKN





relationship being conducted. Thus, collaboration in developing IKN involving the central government, local governments, local communities in East Kalimantan, the private sector, and other non-governmental elements can work together in one forum. These conditions can determine the collaborative process. In the institutional design dimension, as stated by Ansell & Gash (2007), Institutional Design refers to the basic protocols and fundamental rules for critically collaborating, with procedural legitimacy in the collaboration process being emphasized. In the collaborative process, what needs to be emphasized is that the government should be open and inclusive. Thus, the central government should be open to involving local governments, the private sector, and all elements of society to work together in one forum. The government legitimizes this forum with formal rules that become procedural standards for the existence of the forum. The forum and its legitimacy in institutional design can determine the collaborative process.

In the facilitative leadership dimension, as stated by Ansell & Gash (2007), leadership can facilitate the management of the collaborative process, technical implementation, and the ability to empower the actors involved in collaboration. Therefore, about development, leaders at both the central and regional levels, as important stakeholders, must proactively play a catalytic role in optimizing the development of IKN. Facilitative leadership can determine the collaborative process.

Likewise, in the dimension of effective and efficient resources as part of the renewal proposed by the authors, existing resources must be effectively and efficiently utilized. In developing IKN, it is essential for the government to be a key actor in collaboration to mobilize resources effectively and efficiently because leakage, waste, and corruption are not impossible in developing IKN. Therefore, effective and efficient resources determine the collaborative process. This is also supported by Purdy (2012), who states that the government can still be a critical factor in successful resource mobility and collaboration facilitation, or ideally, it can place the government more than just collecting and overseeing the collaboration process.

In the collaborative process, adopting the Ansell & Gash (2007) model, several aspects of the collaborative process dimension are elaborated by the authors based on existing conditions in the researched area, including *first*, the aspect of face-to-face dialogue, the need for all actors involved in collaboration to communicate directly, both internally and externally across actors. The central government, local government, private sector, and community communicate. Various forms of communication include development planning meetings, regional parliament recesses, public hearings, opinion polls, and consultations.

*Second*, trust-building is that in building trust, understanding each other is initiated. Hence, the key actors involved must continuously build communication through dialogue activities or regular communication in inclusive forums. *Third* is commitment to the process, where all involved actors must commit to collaborative processes built on shared ownership and openness. To realize this commitment, the government, as a key collaboration actor, formulates mechanisms to reward or appreciate the achievements of the actors involved in collaboration. *Fourth* is the aspect of shared understanding, where a shared understanding of the collaboration's goals and perspectives on issues can be understood by all involved actors. Thus, as a critical collaboration actor, the government must periodically provide updates on the development of IKN and be open to opinions on issues faced in developing IKN.

*Fifth*, the aspect of equality and proportionality empowerment, where equality is part of the principles of good governance (UNDP, 1997), so about the development of

IKN, the central government must treat local governments and local communities with principles of equality and justice by allowing their proportional involvement in both planning and oversight.

The aspect of equality and proportionality empowerment in substance is proportional distribution and empowerment. If local stakeholders, in this case, local governments, are not empowered and involved in various processes of developing IKN, conflicts of interest will inevitably occur, both administratively and politically. Therefore, IKN development policies ideally should not be separated from the principles of good governance and the values of regional autonomy objectives. Thus, Equality and proportionality empowerment are reinforced by UNDP (1997) that good governance is reflected when participatory characteristics exercise organizational power (or government), the rule of law, transparency, responsiveness, consensus-oriented, equality, effectiveness, and efficiency, accountability, strategic vision, legitimacy, resource prudence, empowering and enabling, partnership, and community-oriented. Similarly, the principle of equality to participate in policy-making and the capacity to mediate differences between stakeholders to achieve consensus together.

*Sixth*, accommodated regulation is related to formal provisions governing collaboration procedures to legitimize the presence of collaborative forums. In this regard, central and regional governments issue official regulations regarding the technical implementation of IKN development and provisions as the code of conduct for collaborative forums. Meanwhile, the accommodated regulation dimension is based on the uncertainty of the future both in terms of governance and social aspects in Penajam Paser Utara District and Kutai Kartanegara District in East Kalimantan Province, which is a concern that cannot be ignored. In this regard, the principle of legal certainty regarding population administration and governance management systems is vital to achieving the substantial goals of building IKN.

As in Law No. 30 of 2014 and the most recent regulation, namely Government Regulation No. 2 of 2022 concerning Job Creation, it is stated that the principle of legal certainty is a principle in a state of law that prioritizes the foundation of legal provisions, propriety, reasonableness, and justice in every policy of government administration. Legal certainty is important to optimize the development of IKN Nusantara, especially the principle of justice, which is a proportionate, appropriate, balanced, and harmonious action with the rights of every individual. Meanwhile, the principle of reasonableness emphasizes that every government activity must consider the values prevailing in society, such as religion, morality, customs, and other values (Ridwan, 2011) because solid laws are not obeyed out of fear but because all parties will benefit from the enforcement of a law. All elements comply with law enforcement because they will benefit from the absence of corruption and authoritarian regimes, not because they are afraid of committing corruption or acting arbitrarily. The application of the rule of law principle requires cooperation between the government and society to produce rooted social outcomes and processes so that the rule of law principle can be applied (Johnston, 2006).

*Seventh*, the aspect of intermediated outcome is related to the short-term achievements produced by collaboration, so in this case, strategic planning regarding short-term and long-term targets must be formulated together from the beginning of collaboration. This is reinforced by Lindeke & Sieckert (2005), who state that in collaboration, joint planning is needed so that responsibility in implementation becomes a joint responsibility. As stated, collaboration is a complex process that requires planned, intentional, and joint knowledge-sharing responsibilities.

The contributions made in this collaborative governance model aim to provide a comprehensive framework for understanding and implementing collaborative governance processes, particularly in the context of developing the IKN. These dimensions and aspects highlight the importance of inclusive participation, effective leadership, institutional design, resource utilization, and regulatory frameworks to ensure successful collaboration and achievement of collective goals. Additionally, by addressing trust-building, commitment, shared understanding, equality, empowerment, and regulatory accommodations, this model offers practical guidance for policymakers and practitioners involved in collaborative governance initiatives, facilitating effective decision-making and sustainable development outcomes.

## **Conclusion**

The implementation of collaborative governance in the development of IKN has not been optimal, and it can even be said that the collaborative governance approach has not been applied well in the development of IKN. This can be observed, among other things, from the perspective of building communication (face-to-face dialogue) where communication has not been intensive and continuous; from the perspective of building trust where the level of trust among the wider community is polarized between pros and cons, but the trust of local stakeholders is low; from the perspective of building commitment where development implementers fail to build a sense of ownership and are not transparent enough with the achievement of results; from the perspective of building shared understanding where there is no common vision, mission, and perspective on solving common problems; and from the perspective of achieving results where the obtained intermediate outcome has not been maximal, with only 38.1% progress of completed development and a lack of strategic planning in collaboration implementation.

There are more challenges than opportunities to optimize the development of Nusantara IKN through collaborative governance. Opportunities include the availability of communication tools in the era of disruptive communication and information technology, the readiness of local community elements to be empowered, legitimate development actors, and regulatory adjustments with laws that ensure the sustainability of IKN development, such as Law No. 3 of 2022 on the National Capital. Challenges include limited involvement of local governments, minimal opportunities for local stakeholders to participate in oversight, lack of legal and regulatory certainty related to population administration and governance systems, and clear authorities between the central government, the authority, and local governments. Classic issues such as limited financial resources and human resources are also challenges.

The author develops the collaborative governance model to optimize the development of IKN, which emphasizes empowering the aspects of equality and proportionality of local stakeholders supported by accommodated regulation. The developed model recommends the effectiveness and efficiency of resources as variables that can be determined by outputs and outcomes, serving as intervening bridges to achieve participatory inclusiveness, synergy, transparency, and accountability in collaborative design in the development of IKN. The model can be applied to various objects of collaborative governance and in other regions because it is developed according to the flexibility, conditionality, actuality, and factuality of the issues.

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