
Collaborative Governance in Child-Friendly City Policy Implementation in Kendari City, Southeast Sulawesi Province, Indonesia

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Abstract

Introducing a Child-Friendly City (CFC) policy in Indonesia signals the Indonesian government's commitment to promoting children's rights. One of the main strategies used by Indonesia to implement CFC policy at the local government level is establishing a task force as a collaborative forum involving both state and non-state actors. However, many local governments failed to form task forces and engage non-state actors. In contrast, Kendari City is one of the cities in Indonesia that successfully created a task force and collaborated with non-state actors to implement the CFC policy. This study aims to describe the collaboration process of stakeholders in the CFC task force and investigate the main factors that influence the collaboration process. A qualitative method with a case study approach was used in this study. The findings indicate that the Kendari City government collaborates with non-state actors through decision-making processes, joint action, and resource-sharing mechanisms. The collaboration improved Kendari City's capacity to accommodate children's rights during the CFC policy implementation process. Also, this collaboration results in more targeted programs because the policy's beneficiaries, children, are also involved in the decision-making process. Further, the similarity of goals and programs among actors influences stakeholder participation in collaboration to implement CFC policy in Kendari City. Moreover, because the collaboration in CFC policy implementation involved children, the study discovered that facilitators play essential roles in enhancing children's participation and improving the communication process in the collaboration process.

Keywords: Child-Friendly City; Collaboration; local government; task force.

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I. Introduction

This study is about collaborative governance involving weaker stakeholders in implementing public policy. Specifically, this study examines the Child-Friendly City (CFC) policy implementation in Kendari City, Southeast Sulawesi Province, Indonesia, as the case. This research argues that the collaboration process that involves children (weak stakeholders) can improve the capacity of the Kendari City Government to implement CFC policy.

Before collaborative governance became famous and influential in public administration literature, some scholars already explained the concept of collaboration. In the 1990s, Wood and Gray (1991) defined collaboration as the situation where stakeholders with various interests engage in an interactive process with rules, norms, and structures to deal with or solve particular problems. Although those stakeholders might have diverse interests from one another, there should be a common goal that put them to collaborate; as explained by Huxham and Vangen (2005) that some common advantages that stakeholders can gain from the collaboration include: (1) access to resources; (2) shared risk; (3) efficiency; (5) coordination and seamlessness; (6) learning; and (7) the moral imperative.

Many scholars explain that collaboration aims to deal with public issues that cannot be solved by one actor (Bryson et al., 2006). Similarly, Ansell and Gash (2008), with the term collaborative governance, explain that state actors initiate collaboration to engage non-state actors to implement public policy. Emerson et al. (2011) also discussed collaboration as a process with clear structures and management that engage various stakeholders with general purposes.

In Indonesia, collaboration practices have been done in various aspects, particularly in implementing public policy. The urgency to collaborate is that the government has limited capacity and knowledge to address public problems. As a result, to solve the problem of these limitations, the government initiated the collaborative forum and engaged non-state actors to collaborate (Nasrulhaq, 2020).

CFC policy is one of the public policies implemented by the Indonesian government in 2011. The Indonesian government believes that the CFC initiative introduced by UNICEF is significant for Indonesia's development. It is because Indonesia is the world's fourth most populous country, with children accounting for approximately one-third of the total population. According to the Ministry of Women's Empowerment and Child Protection regulation number 11 of 2011, a CFC is "a planned, comprehensive, and sustainable development system to ensure the fulfillment of children's rights and special protection." Moreover, to implement the CFC policy, the Ministry of Women's Empowerment and Child Protection set out five clusters of child rights for local governments to be accommodated to develop their cities/regencies as Child-Friendly Cities. Those five clusters include (1) civil rights and freedom; (2) the environment and alternative care; (3) basic health and welfare; (4) education, use of free time, and cultural activities; and (5) special protection (Ministry of Women's Empowerment and Child Protection, 2011a).

Furthermore, in accommodating and maximizing the fulfillment of those five clusters of CFC policy, one of the main strategies of the Indonesian government to implement CFC policy at the local government level is that establish a task force as a collaborative forum involving both state and non-state actors (NGOs, private sectors, the media, and children) (Ministry of Women's Empowerment and Child Protection, 2011b).

The necessity of the local governments collaborating with other stakeholders to develop a CFC is also in line with a scholar, Riggio (2002), who argued that CFC could not be created in a sectoral way. All stakeholders must come together to provide programs and services for children in a comprehensive and integrated direction.

However, many cities and regencies in Indonesia have not been able to engage non-state actors (private actors, NGOs, the media, and children) to collaborate to implement the CFC policy. For example, out of 16 cities/regencies in Southeast Sulawesi Province, Indonesia, only one city, which is Kendari City Government, has successfully collaborated with non-state actors, including children, to implement CFC policy, and has achieved CFC awards from the Ministry of Women's Empowerment and Child Protection (Diskominfo Kendari, 2018). In contrast, the CFC development in Southeast Province is critical because Southeast Sulawesi Province has the second highest percentage of children in Indonesia (Ministry of Women's Empowerment and Child Protection, 2020).

1.1 Research Questions

The government of Indonesia and certain scholars believe that coordination between government agencies and the participation of non-state actors in developing a CFC is pivotal. However, many cities and regencies in Indonesia still find it challenging to engage non-state actors, particularly children. By investigating the case of the Kendari City Government, which has formed a CFC task force to collaborate with non-state actors, including children, this study aims to answer the following questions: 1) How do the stakeholders collaborate to implement the Child-Friendly City policy in Kendari City, and 2) What are the factors that influence the collaboration process in Child-friendly City policy implementation in Kendari City.

By answering these questions, the result of this study is expected to provide a better understanding of stakeholder collaboration as one of the strategies in developing a CFC and contribute to literature towards helping establish better policies in the CFC context. Moreover, the findings of this study will provide a new understanding of how to involve weaker stakeholders in the collaboration process to achieve better outcomes.

1.2 Theoretical Framework

In conducting this study, the researcher provides a theoretical framework as the guidance to answer the research questions. The theoretical framework of this study adopted and modified the collaborative governance framework from Ansell and Gash (2008). The framework comprises four significant variables: initial conditions, institutional design, leadership, and the collaborative process. The collaborative process variable is the central component of the framework. While the other three variables, starting conditions, institutional design, and leadership, are factors that have a significant effect on the collaborative process. From those, this study proposed three independent variables and a dependent variable. The independent variables consist of starting conditions, institutional design, and leadership, while the dependent variables are collaborative processes in implementing CFC policy. The three independent variables were used to examine the factors that influence the collaboration of stakeholders, while the dependent variables to describe the collaboration process in CFC policy implementation in Kendari City. These variables served as the basis for developing a semi-structured questionnaire, which was used to derive the perspectives of stakeholders involved in the collaboration process.

The first independent variable is starting conditions. Starting conditions are explained by some conditions that can enable or inhibit the participation of actors in the collaboration process, such as where there are asymmetries of power, capacity, and knowledge between actors. For example, weaker stakeholders may doubt participating because of their lack of capability to join in the technical process of collaboration. Another condition is the incentive of stakeholders, where stakeholders are willing to collaborate because of being mandated by the legislature, or stakeholders may join voluntarily because they have the same goals, and the stakeholders are interested in the outcomes of collaboration (Ansell & Gash, 2008).

The second independent variable is leadership, which is critical in collaboration. Collaboration requires a sponsor of people, such as a leader with authority to perform leadership activities to improve cooperation. The leader has a role in maintaining trust among the stakeholders and setting clear ground rules to achieve effective collaboration. In particular, the leader must be able to encourage weaker stakeholders and bring all stakeholders together to listen to each other (Ansell & Gash, 2008).

The third independent variable is institutional design. Institutional design is defined by the presence of clear ground rules essential for the formal legitimacy of the collaborative process. Moreover, the collaboration must generally include all stakeholders impacted by the issue and care about it. The process of transparency also needs to be considered as it is essential for building trust among stakeholders in the collaborative process (Ansell & Gash, 2008).

The dependent variable is the collaborative process. This variable explained several elements of collaboration: face-to-face dialogue, trust-building, commitment to the process, shared understanding, and intermediate outcomes. The components create a cyclical process that explains the collaboration process where communication (face-to-face dialog) is the starting point. Then, it goes to the process of building trust among the stakeholders. The existence or lack of trust will lead to a situation where stakeholders either commit or do not commit to the collaboration process. When stakeholders are engaged, they will do a shared understanding process to identify the goals and objectives of the collaboration, problems that should be solved, and shared values. After that, it will result in intermediate outcomes such as strategic plans, small wins, new partnerships, coordination, new facilities, agreement implementation, and joint action (Ansell & Gash, 2008).

According to the variables explained, the figure of the theoretical framework for this study is presented as follows.

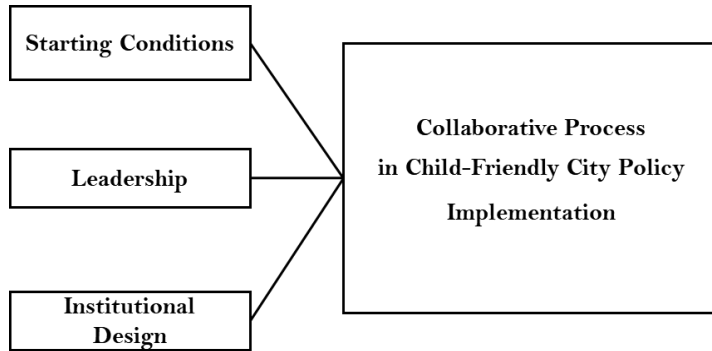


Figure 1. Theoretical Framework

Source: The figure is adopted and modified from Ansell and Gash (2008), p.550

II. Literature Review

Many scholars have continued to discuss both successful and unsuccessful stakeholder collaboration cases. From those empirical cases, various arguments about collaboration have been developed. More than ten years ago, Bryson et al. (2006) constructed their idea of the importance of cross-sector collaboration in addressing the most challenging public issues. Their study defined cross-sector collaboration as a mechanism where more than one actor is engaged to share information, resources, and capabilities to achieve the shared outcome. Bryson et al. (2006) then organized the framework based on reviewed literature to understand cross-sector collaboration. The components of their framework include initial conditions, process dimensions, structural and governance dimensions, contingencies and constraints, outcomes, and accountability issues. These components explain the whole of the cross-sector collaboration process. However, they conclude that the success of the collaboration process depends on leadership that has multiple roles as sponsors, champions, and facilitators.

In another study, Ansell and Gash (2008) described the collaboration between state and non-state actors as "collaborative governance." They stated that collaborative governance is a formal arrangement initiated by the government to engage non-state actors in a collective decision-making process, consensus-oriented and deliberative, to implement public policy. Moreover, Ansell and Gash (2008) formulated a collaborative governance model that consists of four broad variables: starting conditions, institutional design, leadership, and collaborative process. The collaborative process is the core of the model, with the other three variables considered as components that contribute to the collaborative process.

In 2011, another scholar, Emerson et al. (2011), defined collaborative governance more broadly than Ansell and Gash (2008) did, focusing only on formal, state-initiated collaboration and engagement between state and non-state actors. They defined collaborative governance broadly as "the processes and structures of public policy decision making and management that engage people constructively across the boundaries of public agencies, levels of government, private, and civic spheres to carry out a public purpose that could not otherwise be accomplished." Emerson et al. (2011) also established a framework

that examined three general dimensions of collaborative governance: the general system context, the collaborative regime, and collaborative dynamics and actions.

In a more recent study, Adopting Ansell and Gash's (2008) Collaborative Governance Model, Bichler and Lösch (2019) conducted an empirical case study on the community-oriented destination in South Tyrol (Italy) to investigate the drivers and barriers of the collaborative governance process in tourism. By interviewing stakeholders, including public bodies, entrepreneurs, local tourism associations, and destination management organizations, the study discovered that leadership is the most important factor in promoting a collaborative process in tourism. The leaders showed strong commitment by maintaining trust and communication between stakeholders. Meanwhile, the barriers to a collaborative process include institutional design factors that lead to a lack of trust, limited participation of actors in decision-making, and a lack of shared understanding between stakeholders.

From another field of study, Subatin and Pramusinto (2019) carried out a case study on a successful collaboration in off-site anoa conservation at the Anoa Breeding Center (ABC) to investigate factors that influence the successful collaboration process. The collaboration in managing ABC involved the government, private actors, the public, and international conservation institutions. Their research concludes that administrators' active roles in increasing actor participation, maintaining trust, and operating a transparent process positively affect the collaboration process in managing ABC's success.

Another empirical study by Fossheim and Andersen (2022) investigates how different participants, including the public sector, private businesses, and interest groups, collaborate to influence urban freight policymaking in Oslo, Norway. The study discovered that participants must first gain a sense of power in the collaborative process to influence policy making. The institutional design is the primary factor contributing to participants' gaining more power by establishing inclusive collaborative arrangements with limited interdependence. As a result of this institutional collaboration design, non-state actors (private actors and interest groups) can influence policy making by commenting on plans and strategies, setting the agenda on urban freight, and presenting their interests to politicians and civil servants.

Those empirical studies were more focused on the collaboration process, which only includes stakeholders with the capacity and knowledge to contribute to collaboration. Meanwhile, limited research focuses on weak stakeholder involvement in collaboration and factors that can increase their participation. Therefore, more empirical evidence on collaborative governance is still required, particularly in collaboration cases involving weak stakeholders (e.g., children).

III. Methods

This research employed a qualitative method by conducting a case study approach. By showing an exploratory process, the results are presented in the form of a descriptive narrative. The primary and secondary data were used in this study. The primary data is collected through in-depth interviews, face-to-face communication, and video-calling (Zoom and WhatsApp). The interview process was conducted with purposive sampling and using a semi-structured questionnaire as an interview guide. The informants consist of Kendari City

Government officials from the Development Planning Agency, Women's Empowerment and Child Protection Agency, Education Agency, and Departmental Police Force of Kendari City. The non-state actors collaborating with the government in implementing CFC policy, such as a local NGO, a private sector, a media, and a children's forum organization, were also interviewed. Then, the secondary data was collected by examining national and local government regulations, agency documents, newspapers, websites, and other reliable sources. The obtained data collected were analyzed by using the triangulation technique. Then, the data were compared and elaborated to discuss the findings and draw conclusions.

IV. Results and Discussion

4.1 The Collaborative Process in Child-Friendly City Policy Implementation

Collaboration is modeled as a cyclical process characterized by communication, trust development, commitment to the process, shared understanding among stakeholders, and intermediate outcomes (Ansell & Gash, 2008). As a starting point, communication is a vital aspect of collaboration. Stakeholders engage in a dialogue to identify the problem, set the direction, and identify opportunities for mutual gain in a consensus-oriented process. The communication process conducted by stakeholders in implementing CFC policy begins in the urban planning process. The urban planning process involves the main stakeholders in the CFC development, the Kendari City Government, the community, and the children's forum organization. The government provides a platform for all participants to engage in dialogue. Children's forum organization that represents children communicate their aspirations to the government regarding children's needs and issues that should be solved. The government then listens to children's voices about their needs because, with facilitators' assistance, children know best what their priorities are. As a result, the government has become aware of new information about the children's needs that were previously unknown.

Besides dialogue in urban planning, which is conducted collaboratively as a first step, there are regular meetings for stakeholders involved in the CFC task force. The CFC task force initiated by the Kendari City Government is a coordinating institution that coordinates the efforts of policies, programs, and activities for developing a CFC. The membership of this task force consists of the government, community/NGOs, the private sector, the media, and children (children's forum organization). The regular communication of this CFC task force is held four times a year, which the Kendari City Government leads to coordinate and evaluate the CFC policy implementation in Kendari City. This regular communication is held through a formal meeting, which serves as a process for harmonizing perceptions among stakeholders about the CFC policy and developing a CFC action plan in Kendari. There is also electronic communication and coordination, such as meetings via Zoom and communication via phone, particularly during the COVID-19 pandemic, which required reducing face-to-face dialogue. These regular communications become a means to increase trust between stakeholders and share the same vision and expected outcomes of implementing the CFC policy. Given that the dialogue process includes children, the Kendari City government always involves a facilitator with communication skills and an understanding of CFC policy. The facilitator assists the children and makes sure they have a chance to participate meaningfully. With the facilitator's involvement, the communication process between stakeholders in collaboration becomes more effective.

In the regular meeting, there is also a capacity-building program where each stakeholder communicates to achieve shared understanding. The capacity-building program carried out by Kendari City Government each year aims to improve the capacity and

understanding of stakeholders regarding the importance of fulfilling children's rights. Moreover, an annual monitoring and evaluation process is conducted to assess stakeholders' efforts to date in fulfilling children's rights. In this evaluation process, the government and other stakeholders exchange information regarding children's rights indicators that have not been fulfilled according to the CFC action plans that the public agencies have set. This evaluation process is also carried out to ascertain how committed stakeholders contribute to fulfilling children's rights.

Furthermore, as explained, the collaborative process will result in intermediate outcomes. Ansell and Gash (2008) stated that intermediate outcomes include a strategic plan and small wins. Then, Bryson et al. (2006) also defined new partnerships, coordination, new facilities, and joint action as intermediate outcomes of collaboration. The collaborative process among stakeholders in implementing the CFC policy in Kendari City resulted in a partnership between agencies and joint action between public agencies and non-state actors. Regarding non-state actors, four actors have been involved, including the private sector, NGOs, media, and children (children's forum organization). In more detail, the following passages show the intermediate outcomes that describe the roles of each actor and how they collaborate and contribute to the implementation of CFC policy in Kendari City.

4.1.1 Public-public Partnerships

The government is the leading actor in the implementation process of the CFC policy. The government represented by public agencies have a role in providing services for children's needs. In Kendari City, some agencies collaborate to create a child-friendly environment, particularly in the areas frequently visited by children, such as schools and healthcare facilities (hospitals and primary healthcare centers). The coordination and collaboration of agencies in Kendari City to design these child-friendly environments involved the Women's Empowerment and Child Protection Agency, the Education Agency, schools, the health Agency, hospitals, and healthcare centers. These primary children's environments were designed to respect children's rights, which promote child safety, protection from violence, and non-discrimination. Table 1 shows the number of schools and health care facilities in Kendari City that have been designed to be child-friendly.

Table 1. The number of child-friendly schools and health care facilities in Kendari

Schools	Total number	Number of schools friendly for children	Health care facilities	Total Number	Number of healthcare facilities friendly for children
Elementary schools	139	62	Hospital	14	4
Junior high schools	53	23	Primary healthcare centers	15	15
Senior high schools	11	7			

Source: Women's Empowerment and Child Protection Agency of Kendari City, (2021)

However, as shown in the table, not all school facilities and hospitals are child-friendly. The suboptimal development of these child-friendly facilities results from a lack of commitment and understanding by public officials who work as implementers. This lack of commitment and poor understanding regarding their tasks related to the fulfillment of children's rights has caused the coordination and synchronization of work programs between agencies to be ineffective at the time of implementation. Thus, there is a need for a solution to solve this problem, so the development of a child-friendly environment can be optimal.

Another collaboration between public agencies is carried out by the Women's Empowerment and Child Protection Agency with the Kendari Departmental Police. This coordination aims to address issues related to children becoming victims of crime and children accused of breaking the law in situations where children commit a crime. To solve these issues, the Women's Empowerment and Child Protection Agency, in collaboration with the Kendari Departmental Police, offers services in an integrated service center for women and children. This service center provides services and solutions based on the situations and problems that children have encountered. The primary service is to ensure that children who commit crimes receive diversion efforts, which shift the resolution of children's cases from the criminal justice system to the juvenile justice system—for instance, promoting peace and reconciliation between the victim and the child. If the diversion effort cannot be carried out, it is necessary to ensure a reduction in the punishment given. If children are the victims of a crime, various health services are offered, including psychologists, who can provide care for children's mental health.

4.1.2 Government - Private Sector

One of the non-state actors that have direct roles in supporting the government in implementing CFC policy is private actors. The private sectors that the Kendari City Government has involved in implementing the CFC policy in Kendari City are SULTRA Bank and Brylian Plaza Kendari Company. The government has collaborated with these private sectors to develop children's playgrounds. These private sector companies allocate their company's Corporate Social Responsibility (CSR) funds to build children's playgrounds in public spaces by making an agreement with the government. This collaboration positively impacts Kendari City Government, which has a limited budget to provide public facilities. As a result, with this scheme, Kendari City Government can offer better public spaces that promote children's rights. However, Kendari City has only built children's playgrounds in eight out of ten districts, and from those eight playgrounds, only two use collaboration schemes with private sector companies. Thus, the government must continue collaborating and engaging with more private sector businesses to build more playgrounds for children.

Besides the CSR scheme, a local business is known as CV. Kareem El Harry has supported the Kendari City Government in improving children's creativity and participation. This local business collaborates with the government in providing facilities for the secretariat of the children's forum organization. The facilities provided by this local business are beneficial as a gathering place for members of the children's forum organization to interact with one another, enhance creativity, and organize work programs for the children's forum organization.

4.1.3 Government - NGOs

Regarding Non-Governmental Organizations (NGOs), some local NGOs in Kendari City are involved in implementing the CFC policy through the PUSPA organization. PUSPA is an organization of local NGOs and community members who care about women's empowerment and children's welfare. The PUSPA organization participated by providing Kendari City Government with recommendations and solutions to children's issues that still occur in Kendari City. The PUSPA organization also collaborates with Kendari City Government to provide educational activities and facilities to improve the literacy level of children, particularly street children (children living in poverty) who cannot enroll in formal education. Furthermore, joint actions are carried out by the government and the PUSPA organization to campaign on children's issues that still often occur in Kendari City, such as the negative impact of violence against children in the family. It is hoped that by socializing this issue in the community, the number of violent cases against children can be minimized in Kendari City.

4.1.4 Government – Media

Collaboration between government and media is also carried out to promote children's rights, particularly in education. The media that directly collaborated with the Kendari City Government is Kendari Pos. This media company collaborated with the Education Agency to provide a project called Jum'at Kids. This project fosters children's creativity and talent through art and cultural activities. Additionally, this media company assisted the government in publishing the implementation progress of the CFC policy in the Kendari Pos Daily Newspaper.

4.1.5 Government - Children (Children's forum organization)

Children are the most critical actors who should be involved in implementing the CFC policy because they are the beneficiaries of the CFC policy. The collaboration of children and the Kendari City Government has been conducted in various ways. The first collaboration with the government to implement the CFC policy is done by the active participation of a children's forum organization in the decision-making processes. The participation of children in the decision-making process is through the involvement of children in urban planning that is conducted by the government every year to determine which programs and projects the government should carry out in the coming year. Participating in urban planning allows children to make recommendations and express their aspirations to the government. The involvement of children with the assistance of a facilitator in the urban planning process can positively impact the development of Kendari City as a CFC because the public agencies of Kendari City can obtain more direct input from children to develop more targeted policies and programs for them. The more targeted the policies and the programs, the more effective the Kendari City government will be in accommodating and fulfilling children's rights. Thus, it can be said that although children are regarded as weak stakeholders, children's participation is essential in the collaboration process in implementing the CFC policy.

The second is a joint action between the Women's Empowerment and Child Protection Agency of Kendari City and a children's forum organization to socialize and educate schools and local communities on children's issues and rights. This socialization increases public understanding and awareness of the negative consequences of children's issues such as underage marriage and drug abuse that can affect children's futures. There is

also a joint effort between the children's forum organization and the Population and Civil Registration Agency of Kendari City. This collaboration is related to the Population and Civil Registration office's program to provide child identity cards to all children in Kendari City. The children's forum organization assists this agency by creating a work program to collect monthly data on children who do not have child identity cards. The importance of children having an identity card is that it provides numerous benefits. For example, an identity card is required to enroll in school, open a bank account, and obtain health coverage. It can also be used as an identity in the immigration process and to prevent child trafficking.

Each of those collaborations has contributed to the five children's rights clusters of CFC policy mentioned in the previous chapter, including; (1) civil rights and freedom; (2) environment and alternative care; (3) basic health and welfare; (4) education, use of free time, and cultural activities; and (5) special protection. In more detail, it can be seen in table 2.

Table 2. The contribution of stakeholder collaboration to children's rights

No	Types of collaboration	Form of contribution to children's rights	Children's Rights that have been promoted
1	Public-public partnership	1. Establishing child-friendly schools	Education, use of free time, and cultural activities
		2. Creating child-friendly health care facilities	Basic health and welfare
		3. Providing service center for children	Special protection
2	Government - Private Sector	1. Developing children's playground	Environment and alternative care
		2. Providing facilities for children's creativity	Education, use of free time, and cultural activities
3	Government - NGOs	1. Providing educational facilities and activities	Education, use of free time, and cultural activities
		2. Campaigning for children's issues in the family	Special protection
4	Government - Media	1. Providing an educational project	Education, use of free time, and cultural activities
		2. Producing a publication on CFC Policy	Special protection
5	Government - Children (Children's forum organization)	1. Collaborating in decision-making processes	Civil rights and freedom
		2. Collaborating in providing identity cards for children	Civil rights and freedom
		3. Campaigning for children's issues in school	Special protection

Source: Author Analysis, 2022

4.2 Influencing Factors of The Collaboration Process in Implementing CFC Policy

Ansell and Gash (2008) found that some factors or conditions may promote or inhibit collaboration among stakeholders. Those factors include starting conditions, leadership, and institutional design.

4.2.1 Starting Conditions

According to Ansell and Gash (2008), starting conditions such as asymmetries of power and resources among stakeholders and stakeholder incentives to participate may enable stakeholders to collaborate.

4.2.1.1 Power-Resource-Knowledge Imbalance

The imbalance of power, resources, and knowledge is a condition that leads to weak stakeholders with no power or resources being unable to participate in the collaboration process. As a result, the collaborative forum should provide a strategy to engage them. The imbalance of power or knowledge among actors in the collaborative process of the CFC task force exists since it includes various stakeholders from government agencies and some non-state actors. According to the findings of this research, children, as one of the stakeholders that also participate in the collaborative forum of the CFC task force, have been perceived as actors that have less power and do not have the capacity, organization, and resources to be involved. Nevertheless, since one of the crucial factors in developing CFC is children's participation in the decision-making process, the city should engage and collaborate with them to plan the city according to their needs.

As a result, in the case of Kendari City, to improve children's participation and engage with them, the government that initiated the collaboration also established a children's forum organization as an organization that can represent children. This forum comprises children who want to contribute and participate in city development. The children's forum organization has a role in bridging communication and interaction between the government and children and participating in decision-making processes. Moreover, to enhance the power of the children's forum organization, the mayor of Kendari City has also legalized this organization, allowing it to assist the government in planning and implementing programs related to children's rights to create Kendari City as a CFC.

Another strategy that the Kendari City Government carried out to enhance children's participation in the collaborative forum is providing them with competent facilitators. It can be said that children lack skills (e.g., public speaking) to engage in the discussion process, particularly on technical issues. The facilitator provided by the government assists the children in having meaningful communication with other stakeholders in a collaborative forum. Specifically, a facilitator's job is to act as an intermediary between the children's forum organization and the government. The facilitator assists the children's forum organization in identifying the priority needs of children in Kendari City and communicating their aspirations to the government by training them to speak formally.

Based on these points of view, with the existence of the children's forum organization to represent children and the assistance of facilitators, children who have always been viewed as weaker stakeholders with less power and knowledge can have more capacity and be recognized by other stakeholders. In short, it can be argued that the government's strategy of establishing a children's forum organization and providing facilitators for children has

proven to be greatly useful in enabling children to participate meaningfully in the CFC task force forum.

4.2.1.2 Incentive to Participate

The incentive for stakeholders to participate can be mandated by the legislature, or stakeholders may voluntarily join because they have the same goals and the stakeholders are interested in the outcomes of collaboration. The participation of stakeholders in the collaborative process of the CFC policy implementation in Kendari city is both mandated and voluntary. First, public agencies' participation is mandated by regulations that bind them to carry out their tasks and duties. Some agencies such as the Women's Empowerment and Child Protection Agency, the Education Agency, the Population and Civil Registration Agency, the Health Agency, and the Departmental Police have duties and roles related to fulfilling children's rights, so they must join in the CFC task force and collaborate to implement CFC policy. In general, those agencies have different tasks and functions from one another. Still, their similarity is in one of their institution's goals, which is to promote children's rights.

Moreover, non-state actors' participation, such as the private sector, is also mandated, but there is also voluntary participation. The government tries to engage private actors through the CSR program. CSR programs are mandated by government regulations that persuade private sector organizations to commit to sustainable development initiatives, which focus on improving the quality of life and the environment. Further, there is a local business that participated in assisting Kendari City Government voluntarily in developing CFC by providing facilities for the children's forum organization. This local business is very enthusiastic about participating because it cares about children's issues, and it considers that the CFC policy could bring a positive impact on the community. Despite the difference in the motivation of private actors, they ultimately share the same goals with the government to contribute to the community.

The participation of NGOs is essential in implementing CFC policy. Since NGOs work at the grassroots level or in the community to help children and families, their involvement is important to advocate, assist, or encourage the government to create service standards and share learning in efforts to fulfill children's rights. The participation of NGOs in the collaborative forum of the CFC task force was facilitated by the government of Kendari City through an organization known as 'PUSPA.' One of the NGOs known as Al Khanza Foundation that participated in PUSPA Kendari and collaborated with the public agencies in the implementation of some programs to fulfill children's rights claimed their participation is due to having a similar goal with the government to provide education for disadvantaged children and to promote no violence against children in Kendari City.

The media is also involved in the CFC task force in Kendari City. The media's involvement is necessary because they have a pivotal role in assisting the government in implementing the CFC policy. The media that joined the CFC task force in Kendari City have participated in supporting the Kendari City Government in conducting an education project that can improve children's literacy and creativity and supporting the government by publishing information about the implementation of CFC policy in Kendari City. The media's role in assisting the government is because the media shares similar goals with the government in providing education for the community, as mandated by Law Number 40 of 1999 concerning press media, which stated that the media should play a role in the education sector.

Another non-state actor who joined the collaborative forum of the CFC task force in Kendari City is the children's forum organization. The children's forum organization is a forum to represent children in their area, and their members are children aged below 18 years old. Children who are members of this forum stated that they participated because they were curious, were seeking new experiences, wanted to improve their soft skills such as public speaking, and wanted to contribute to the community by joining the forum. The other incentive that increases children's participation is the proactive efforts of the Kendari City government to engage and empower them to participate in city governance. Further, the involvement of children in the implementation of CFC policy through children's forum organization has also been mandated by a regulation of the Minister of Women's Empowerment and Child Protection.

It can be concluded that the Kendari City Government actively engages non-state actors to collaborate in building Kendari City as a CFC with a focus on engaging non-state actors that share the same goals and interests as the government. Moreover, the Kendari City Government also looks for the opportunity to engage non-state actors mandated by regulation to perform their functions. In short, the similarity of goals and the mandated regulations make non-state actors participate and collaborate with Kendari City Government in implementing the CFC policy.

4.2.2 Leadership

The role of leadership is pivotal in the collaboration process. As explained previously, collaboration needs sponsorship with formal authority. The leader should also be able to bring all stakeholders, including weaker stakeholders, together to have meaningful participation. The coordination and collaboration of stakeholders in the CFC task force in Kendari City are led by two leaders. The head of the Development Planning Agency of Kendari City is a leader of the CFC task force. However, the mayor of Kendari City is assigned the most responsibility in leading the CFC task force. This is because the mayor is hierarchically the leader with authority over the public agencies. In other words, the mayor represents the city government and has the legitimacy to lead the decision-making process. These two leaders play significant roles in achieving successful coordination and collaboration between stakeholders.

Since one of the current mayor's main goals is to make Kendari City a liveable city, the mayor has committed to making Kendari City also child-friendly. The commitment of the mayor was then translated by issuing local regulations regarding CFC policy and the CFC task force in Kendari City. The mayor also empowers all stakeholders, particularly heads of public agencies involved in the CFC task force, to eliminate sectoral egos among agencies and commit to improving their performance to deliver services that meet the children's basic needs. The mayor always emphasized the importance of coordination between agencies to develop Kendari City as a CFC.

Besides empowering government agencies, the mayor also gives special attention and facilitates non-state actors, particularly children, as the weakest stakeholder to participate in developing Kendari City as a CFC. In each meeting, such as in urban planning and regular meetings of the CFC task force, the mayor asserts his views to the forum that the children's forum organization is a partner to the government agencies, and it is important to always involve children in the decision-making process to hear their aspirations. Further, the

children's forum organization has become legitimized since the current mayor has been officially elected.

Meanwhile, the head of the Development Planning Agency of Kendari City is responsible for facilitating formal dialogue. The Development Planning agency also plays a role in coordinating and discussing all government agencies' programs to carry out projects related to CFC policy. Moreover, the Development Planning Agency of Kendari City always emphasizes that children's participation in the urban planning process is important because it is recognized nowadays that children are not only objects of development but can also serve as subjects and support the local government in the city's development process.

These two leaders demonstrate their commitment to CFC policy implementation by establishing clear ground rules, facilitating the dialogue process, and persuading all stakeholders, particularly children with no power and capacity, to participate meaningfully. These efforts can positively impact the interrelationship between stakeholders and enhance stakeholders' commitment to implementing the CFC policy.

4.2.3 Institutional Design

As defined by Ansell and Gash (2008), institutional setting refers to the ground rules of collaboration that are critical for legitimizing the collaborative effort. Moreover, the collaborative forum must be inclusive and transparent in its processes. Regarding coordination and collaboration to develop Kendari City as a CFC, some regulations became ground rules. The first regulation is Kendari City Local Regulation Number 9 of 2019 concerning CFC policy. This regulation explains the responsibilities of public agencies, the private sector, community/NGOs, media, and children in implementing the CFC policy in Kendari City. Then, there is the Decree of the Mayor of Kendari Number 98 of 2020 concerning the formation of a CFC task force for Kendari City in 2020. Specifically, the decree regulates the organizational structure that divides the task force into six divisions. It describes precise tasks for each division as the guidelines for stakeholders. Each CFC task force division is coordinated by public agencies, and their members include not only government agencies but also non-state actors such as NGOs, the media, and a children's forum organization.

The collaborative forum of the CFC task force of Kendari City is also inclusive. It demonstrated how the collaborative forum is open to all actors who care about children's issues. The openness of the forum shows by how the Kendari City Government always updates the CFC task force members every two years. The update is carried out to change the CFC task force structure because some actors will leave and new actors will join. The government of Kendari City established the open forum because it recognized that the development of CFC could not be done solely by the government and that non-state actors should also be involved to work together to fulfill children's rights.

In addition, the collaborative process is transparent since the CFC task force, led by Kendari City Government, conducts verification and evaluation processes with all stakeholders to assess how many programs have been done in accordance with the fulfillment of children's rights. The verification and evaluation processes are carried out yearly to measure the indicators on five clusters of children's rights. The assessment is conducted to ensure each stakeholder understands which indicators have been met and which have not and enables each stakeholder to improve their performance to meet the target indicator. The

evaluation process is also publicized through the media to inform the public about the implementation process of the CFC policy in Kendari City.

Based on these explanations, the collaborative forum of the CFC task force in Kendari City provides clear ground rules that explain the responsibility of state and non-state actors. The clear ground rules will clarify the distribution of roles among actors and make the collaboration process more effective. Furthermore, an inclusive and open collaborative forum influences the success of the implementation of CFC policy because the more actors that can participate, the more resources that can be used to develop Kendari City to be a CFC.

V. Conclusion and Recommendation

5.1 Conclusions

This study concludes that two types of collaboration can be classified as the result of the collaborative process in implementing the CFC policy in Kendari City. The first type of collaboration is the partnership between public agencies in Kendari City. In implementing the CFC policy, several government agencies with tasks and functions related to fulfilling children's rights were involved in the CFC task force. Those agencies coordinate to maximize the public services that meet children's demands and provide better solutions to common problems affecting children.

The collaboration between the Kendari City Government and non-state actors is the second type of collaboration. In this context, the government collaborates with the children's forum organization in a decision-making process to determine the priority needs of children. The government also takes part in joint action with the children's forum organization to conduct some programs that aim to fulfill children's rights. In contrast, the government collaborates with other non-state actors, such as the private sector, local NGOs, and the media, in resource-sharing mechanisms to conduct projects and provide facilities for children.

From these collaborations, it can be said that collaboration with non-state actors led to the improvement in the capacity of the Kendari City Government to accommodate children's needs in the process of CFC policy implementation. Moreover, the involvement of children positively impacts the decision-making process in developing Kendari City as a CFC because the government, as the decision-makers, can obtain direct input from children to make more targeted policies and programs.

Furthermore, this study found that similar goals and programs between government and non-state actors enhance the participation of stakeholders in collaboration. This is explained by how the government of Kendari City is engaging non-state actors such as the private sector, local NGOs, and the media that also have programs to contribute to the city's development. Moreover, a proactive strategy by the Kendari City Government to establish children's organizations and provide facilitators is successfully enhancing children's weak stakeholder participation in collaboration, as the facilitator contributes to improving the communication process in the collaborative forum of the CFC task force. Meanwhile, the commitment of the Mayor of Kendari City as the leader and an institutional collaboration setting with clear rules are also factors in creating an effective collaboration process.

These findings have several implications. This study adds a new component to the factors contributing to better collaborative governance practices, particularly collaboration involving weaker stakeholders. It shows that weak stakeholders' participation can be improved by creating an organization or forum for them and providing facilitator and capacity-building programs.

In practice, this study demonstrates that collaboration between governments and non-state actors contributes to the success of CFC development by increasing local governments' capacity to provide projects and facilities that fulfill children's rights.

5.2 Recommendations

As a result of this research, some recommendations are made. To begin, the Kendari City Government should engage more non-state actors, such as the private sector, through the CSR program to build children's playgrounds and conduct educational projects for children. For example, the government could work with an automobile manufacturer to provide an educational project in schools about driving safely from home to school.

Secondly, the recommendations apply to other local governments in Indonesia that still fail to collaborate with non-state actors and engage children in developing their cities to become CFCs. It is recommended that city governments establish clear goals, ground rules, plans, and programs for implementing CFC policy. The clarity of objectives will allow non-state actors with similar interests to collaborate. Moreover, local governments should have a strategy, such as establishing a children's organization, to represent children to improve their participation. This organization should be legitimized by a mayor or regent to be recognized by other stakeholders and the community. Furthermore, local governments must provide capable and dedicated facilitators to train and assist children's forum organizations with the process.

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