

Collaborative Governance on Mangrove Rehabilitation by Indralayang Village and PT. PLN West Java at Karang Modang

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Abstract. The rehabilitation of mangroves and coastal ecosystems of Karang Modang in Indralayang Village is basically a collaborative activity between the village government and PT. PLN (Persero) West Java in overcoming the problem of damage to mangrove and coastal ecosystems on Karang Modang Beach. Based on this, researchers conducted research related to collaborative governance factors and obstacles in mangrove rehabilitation and coastal ecosystems. The purpose of this study is to determine and analyze collaborative governance carried out in the rehabilitation of mangroves and coastal ecosystems. The research method used is qualitative with an intrinsic case study approach. The main research subjects are stakeholders related to using purposive sampling and snowball techniques. The research location is in Indralayang Village and PT. PLN is elaborated with data collection techniques through direct observation, interviews, related documents, and audio-visual materials. The results showed that collaborative governance has been running well, this is evidenced by the analysis of Ansell and Gash's collaborative governance model, such as firmness of rules, understanding of the common vision and mission, commitment, and good participation. Supporting success factors, namely: strong trust, regulation, division of responsibility, sharing of information, and availability of resources. Inhibiting factors, namely, lack of clarity on the sustainability of cooperation between the Indralayang Village Government and PT. PLN is described regarding mangrove rehabilitation, there is no detailed strategic plan for mangrove rehabilitation from the Indralayang village government in the future and there still needs to be increased active participation from the village government and the community.

Keywords: Collaborative Governance, Coastal Ecosystems, and Mangrove Rehabilitation

1. Introduction

Indonesia is an archipelagic country or maritime country with more than 17,000 islands, with a coastline of more than 99,000 km.[1] With a distribution of 70% of the area in the form of ocean and 30% in the form of land. The unequal condition of Indonesia's ocean area compared to land certainly makes Indonesia should be better able to manage, maximize and utilize the condition of the region. However, the reality is that Indonesia is an archipelagic country that does not live with a maritime culture.

Only coastal people take advantage of the potential existence of the coast and sea as a means of supporting people's lives. In fact, if you look at the potential and benefits that can be produced, of course, there will be very significant benefits felt both to the community and the environment around the community. On the other hand, the development of coastal potential or marine wealth in Indonesia has not been carried out optimally.[2]

Utilization of coastal potential in Indonesia can be done in various fields, one example is in the field of tourism related to ecotourism or environmental tourism, including through mangrove forests. Mangrove forests are one of the natural resources of coastal areas that have an important role in terms of social, economic, and ecological aspects.[3] Mangrove forests are typical ecosystems of tropical regions that are unique in the environment that has a combination of land and ocean formations.[4] The benefits of mangrove forests in ecological and economic aspects are numerous; (1) ecological benefits, as a prevention of abrasion and coastal erosion, a means of improving water quality, as a marine animal ecosystem, and reducing the impact of disasters such as tsunamis and strong winds. (2) economic benefits, such as natural tourism (ecotourism), as wood and fish resources and environmental conservation sites.[5]

Then, as already mentioned, Indonesia itself is an archipelagic country and has a coastline of almost 99,000-kilometers and is one of the countries that has the largest mangrove forest with the most biological wealth in the world.



Figure 1. National Mangrove Map, 2021

Seen in the picture above, the total area of Indonesian mangroves is currently 3,364,076 hectares, consisting of 2,661,281 hectares within the area and 702,799 hectares outside the area.[6] When compared to the total mangrove area in 2013-2019 which covered an area of 3,311,207 hectares, then that number shows a significant increase in the number of areas as much as 52,835 Ha which is certainly spread across various regions of Indonesia, including one of them is West Java Province.

However, when referring to the distribution data of mangrove forests on the coast of West Java in 2020, the coast of West Java only has a distribution of mangrove forests covering an area of 43,582.09 hectares, with the division of mangrove forests more focused on the northern coastal area of West Java, namely Indramayu, Subang, Bekasi and Karawang Regencies as shown below:[7]_

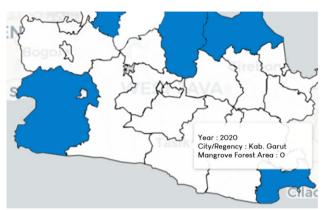


Figure 2. Area of Mangrove Forest in West Java in 2020

The picture above shows the area of mangrove forests in the West Java region with a very high ratio where it is seen in the southern coastal area, only in Pangandaran Regency and Sukabumi Regency there are mangrove forests in the coastal area, while Garut Regency does not have a mangrove forest distribution area. Even though Garut Regency itself is one of the regions in West Java Province which has a coastline of about 75 square kilometers from the Cibalong to Caringin areas which includes the Karang Modang beach. [8]

Therefore, the preservation of coastal ecosystems through mangrove rehabilitation should be one of the government's agendas to provide welfare to the community, especially in coastal areas. Conservation of mangroves is certainly not focused on the results of the benefits to be achieved. However, it also refers to the prevention of various consequences that will occur if there is no mangrove forest such as erosion, ecosystem damage, flooding, loss of resources, and loss of natural tourism potential. In fact, the rehabilitation of coastal ecosystems through mangrove planting is certainly able to be a natural protector against damage that occurs in coastal areas, as what happened on the beach of Karyasari Village, Indramayu Regency, which initially experienced damage due to abrasion but managed to recover and become wrong an example of the success and rehabilitation of mangroves in overcoming environmental damage on the coast.[9]

The habilitation program at Karang Modang Beach can be an important effort, seeing the problems that occur on Karang Modang beach such as high waves that cause beach abrasion, damage to community crops due to strong sea breezes that carry salt composition, lack of community participation and understanding of ecological values and the economy of mangroves is a problem that has not been resolved so far. Meanwhile, if the community knows and can preserve mangroves in the coastal environment of Karang Modang Beach, of course, it can be a source of community in improving the economic quality of the community, because Indeed, mangrove rehabilitation itself can be a boost in improving the economic quality of the community as happened to the coastal communities of Rembang Regency.[10]

In addition to problems in the environmental and community spheres, the coastal rehabilitation process is often not carried out due to lack of funding, unavailability of tree seedlings and technical personnel to provide direction in rehabilitation. These problems are certainly an obstacle for the Indralayang Village Government in developing and preserving the coastal area of Karang Modang, which in the end the Indralayang Village Government solving these problems collaborates (Collaboration) with PT. PLN is focused on PLN's Social and Environmental Responsibility Program (TJSL) in the form of CSR.

Corporate social responsibility (CSR) program of PT. PLN is basically a sense of responsibility and authority from the PLN company where in this case the rehabilitation of mangroves and coastal ecosystems on Karang Modang Beach is a form of corporate responsibility to the environment. Where of course with the help of outside parties in this case PT. The PLN can assist the Indralayang Village government in the process of rehabilitating mangroves and coastal ecosystems in the Karang Modang Beach area.[11] Cooperation between Indralayang Village Government and PT. PLN in mangrove rehabilitation is carried out in a series of programs in the form of planting mangrove trees and coastal ecosystems on the coast of Karang Modang, Indralayang Village. This refers to the previous situation of Karang Modang Beach which experienced problems such as the potential for abrasion, ecosystem damage and environmental damage due to strong winds which are finally expected to be resolved through the mangrove rehabilitation program.

Collaboration between Indralayang Village government and PT. PLN is ultimately the first step in solving coastal environmental problems in Karang Modang Beach because it is a concept of self-government collaboration in fact, it can be interpreted as an effort and government response in handling public and other problems that require cooperation or partnership with the community or other private institutions.[12] In this case, of course, the village government and PT. PLN.

Then when referring to several existing literature studies, for example in Devi (2018), collaborative governance in mangrove development in Tirtohargo Village showed positive results by identifying the success of *collaborative governance* in overcoming existing abrasion problems through mangrove rehabilitation.[13] Meanwhile, another study quoted from Novrizal (2023) regarding *collaborative governance* in efforts to overcome abrasion on the coast of Dumai City also shows the same thing regarding the identification of successful *Collaborative governance* in overcoming the potential for abrasion that [14] exists even though it still finds it.

2. Problem

The identification of problems in research is as follows:

- a. The lack of community participation in Indralayang Village towards mangrove forest conservation is caused by the lack of public knowledge about the benefits and values of mangrove ecosystems;
- b. The poor coastal environment of Karang Modang, Caringin District due to high waves that cause abrasion, coupled with the strong sea breeze around the coast of Karang Modang;

- c. Lack of availability of seeds and experts on mangroves and funding for mangrove rehabilitation procurement;
- d. Vulnerable to damage to community crops due to too close the coast to the community's farming area; and
- e. The passivity of the village government in implementing mangrove rehabilitation activities and coastal ecosystems at Karang Modang Beach, Caringin District, Bandung Regency can be seen from the lack of many activities and actions taken by the Indralayang Village Government.

3. Method

The type of research used in this study is a type of qualitative research with an intrinsic case study approach. Qualitative research is an approach to conducting research that is oriented to natural phenomena or symptoms. Qualitative research is fundamental and naturalistic, and cannot be done in the laboratory, but in the field. [15] The approach method used in this research is an intrinsic case study where an intrinsic case study is a case that is studied containing interesting things to learn from the case itself. [16]

Intrinsic case study research is used to see and study a case in this case of collaboration governance in mangrove rehabilitation in depth and is used to find interesting things to learn. In this study, researchers will describe the Collaborative Governance of Indralayang Village Government and PT. PLN West Java Distribution in Mangrove and Coastal Ecosystem Rehabilitation on Karang Modang Beach.

This study also used *purposive sampling* and *snowball* techniques with data collection techniques consisting of interviews, observations, audio and visual, and documents. *The purposive* sampling technique is a sampling technique with certain considerations where informant collection will be adjusted to certain characteristics to be studied. While [17] *snowball sampling* is the use of informant collection techniques where informants who were initially few gradually became large.[18]

The informants in this study that the researchers chose based on needs with the theme of the research were Mr. Yan Yan Wijana Head of Government in Indralayang Village and other stakeholders who were directly involved in *collaboration governance* of mangrove rehabilitation and in this study the data collection that the researchers did started from key informants with The goal is to get a complete and comprehensive picture of the problem. [19]

4. Discussion

4.1. Initial Conditions

The starting Condition is the initial condition in which Collaborative Governance is implemented. The initial stages in the initial conditions of Collaborative Governance

include the historical conditions of cooperation in the past, potential, and incentives expected from the *Collaborative Governance* process.[20] Based on the findings of the researchers, there are several interesting things that happen to the factors that affect the collaboration process between the Indralayang Village government and PT. PLN, especially in the initial condition factor, as for some of these interesting things include:

First, cooperation between PT. PLN and Indralayang Village is the first-time cooperation between the two parties which shows of course there is no historical history of cooperation and conflict between the two parties. The second potential is quite unequal between village governments that only have natural potential, PT. PLN is described as a provider of funds and as a provider of knowledge that makes *this collaborative governance* able to be carried out properly. Third, there are incentives that are directly felt by both parties, both the Indralayang Village Government and PT. PLN is West Java if it participates in mangrove rehabilitation activities and coastal ecosystems on Karang Modang Beach.

4.2. Institutional Design

Institutional Design or institutional design is basically how the Collaborative Governance forum is designed, forum participation that is only attended by members has clear rules and an open process in discussing Collaborative Governance. [21] What is emphasized in this institutional design are the rules of the game in participating in collaboration, how the forum is formed, the form of clear mop rules, and how there is transparency in the process of implementing collaboration.

In this case, it is interesting to discuss institutional design in the *Collaborative Governance* process between the Indralayang Village Government and PT. PLN Explained is that the existing institutional design is formed based on an understanding of the results of the Village government forum discussion contained in a proposed program proposal addressed to PT. PLN. All processes starting from participation, forums, implementation procedures, cost budgets, benefits, objectives, and locations to rules in mangrove rehabilitation activities and coastal ecosystems in Karang Modang Beach are contained in the program proposal based on community needs.

Based on this, the institutional design that occurs in collaborative governance between the Indralayang Village Government and PT. PLN was formed through deliberation and consensus with broad and limited participation. Where in this case the institutional design chosen for the rehabilitation of mangroves and coastal ecosystems was the result of deliberations between the Indralayang Village government and PT. PLN was elaborated which was followed by stakeholders related to the parties involved to determine how the institutional design would be used during the collaborative governance process between the Indralayang Village Government and PT. PLN. The obstacles in the institutional process include the lack of clarity regarding the continuity of cooperation between the Indralayang Village Government and PT. PLN's description regarding mangrove rehabilitation and the absence of a detailed strategic plan for mangrove rehabilitation from the Indralayang Village government regarding the future development of Karang Modang beach, this can be

seen from the absence of related information and the absence of a separate strategic plan. plans from Indralayang Village in developing Karang Modang beach.

4.3. Facilitative Leadership

Facilitative Leadership is basically concerned with deliberation carried out by *stakeholders*, establishing clear basic rules, building trust, facilitating dialogue between *stakeholders*, and sharing mutual benefits. Facilitative leadership can also be said to be a form of appointment to *certain* stakeholders based on the trust of other *stakeholders* through deliberation in assisting the implementation of various kinds of activities that will be carried out during the *collaborative governance* process.

There are interesting things in the discussion of facilitative leadership in the *Collaborative Governance* process between the Indralayang Village Government and PT. PLN is about the direct appointment of consensus PT. PLN is described as the chief executive of *Collaborative Governance* activities in mangrove and coastal ecosystem rehabilitation activities. The leadership was chosen based on the trust that both parties have regarding expertise and experience as well as knowledge in environmental rehabilitation activities, especially mangroves and coastal ecosystems. Meanwhile, the obstacle in facilitative leadership is the lack of ability of elected leadership to embrace the community and village government to participate and massively and actively rehabilitate mangroves and coastal ecosystems. This can be seen from the lack of public interest and village apparatus in participating in mangrove rehabilitation activities.

4.4. Collaboration Process

Face-to-face Dialogue

Face to Face Dialogue or face-to-face meeting is a meeting between various parties in one location and at the same time so that there is a direct or interactive dialogue between the various parties, to discuss a common interest. This dialogue can also be said to be a process, which is oriented towards the birth of consensus/agreement between the parties. This stakeholder dialogue is usually carried out to identify opportunities by putting forward the narrative that there will be a state of "mutual benefit" for stakeholders if they can collaborate.

The direct dialogue in Indralayang Village regarding mangrove rehabilitation activities and coastal ecosystems on Karang Modang Beach began with direct and open communication from the Indralayang Village government to PT. PLN who came to offer cooperation in terms of maintaining the coastal environment on Karang Modang Beach.

In addition, in the framework of this face-to-face dialogue, the Indralayang Village government through its village head stated its *grand plan* regarding the development of tourism villages in Indralayang Village, one of which is about the development of Karang Modang Beach. *Face-to-face dialogue* that is carried out, including meetings or open communication directly or indirectly via telephone or *WhatsApp*.

Building Trust

Building trust in this case is a condition that states that the Parties do have the same intention to take the best policy for all Parties. Building trust begins with building communication between various parties involved in mangrove and coastal ecosystem rehabilitation activities.

Building trust in mangrove rehabilitation activities and coastal ecosystems in Karang Modang certainly begins with communication between the Indralayang Village Government and PT. PLN is described where PT. PLN itself has been directly involved several times in mangrove rehabilitation activities and coastal ecosystems in Garut Regency itself, for example on the coast of Karang Paranje located in Karyasari Village which demographically borders Indralayang Village.

In addition to trust through the many *histories* of cooperation between other village governments around Garut Regency and PT. PLN. On the other hand, PT. PLN basically has obligations as a company in corporate responsibility for the environment as stated in the PLN Peduli program.

In the collaborative *governance* process between the Indralayang Village Government and PT. PLN Described trust building between parties as carried out by means of open communication where this communication is a continuation of face-to-face dialogue carried out in discussing various kinds of needs that will be needed.

Commitment to processing

Commitment or agreement to carry out a certain process to achieve the desired common goal. Sharing commitments means that they depend on each other to solve problems and solutions, that this process is a common property, and that they are open to mutual benefits. The commitment to process is also basically carried out on the problems that exist on Karang Modang Beach which ultimately resulted in a mutual agreement to carry out mangrove rehabilitation activities and coastal ecosystems as a form of providing solutions to existing problems in Karang Modang Beach.

The commitment to process is also fundamentally underpinned by the existence of a high state of interdependence among stakeholders which is likely to increase the commitment to collaborate. It should be emphasized that collaboration is not a one-time agreement but a process of continuous and mutually beneficial cooperation activities. In this case, the village government benefits from the development of Karang Modang Beach as a tourist destination, while on the other hand, PT. PLN benefits in the form of *social credit* and trust from the community as a form of CSR from the Company in the context of environmental development and maintenance.

The commitment to realizing mangrove and coastal rehabilitation activities on Karang Modang Beach is certainly based on the benefits felt by both parties, in this case, assistance, maintenance, and tourism formation for Indralayang Village and also as a form of development and corporate responsibility, in this case, PT. PLN is described as providing a good environmental impact in one of PLN's programs, in this case, PLN Cares through CSR in terms of realizing a sustainable environment as a buffer ecosystem for all life.

In addition to these benefits, which is one of the bases for the commitment of both parties. One of the other reasons that became the basis of the commitment to realize mangrove and coastal rehabilitation activities was the hope of creating better relations between the company and the community, the environment, and company *stakeholders* in general which of course was expected to create other collaborations between the village government and PT. PLN.

Shared Understanding

The common understanding, in this case, is to share understanding and understanding that the vision of this Forum is a shared responsibility, identify problems to have a common understanding and identify the basic values that form the basis for this process. The vision of this forum is of course to be able to determine, identify and provide solutions to Karang Modang Beach through the realization of mangrove rehabilitation activities and coastal ecosystems on Karang Modang Beach.

Of course, this process occurs when there is a dialogue directly or indirectly between the Indralayang Village Government and PT. PLN is a further form of joint commitment where in the process of communication dialogue there is a process of mutual information about problems and obstacles experienced in the process of rehabilitation of mangroves and coastal ecosystems and how solutions will be implemented to overcome these problems.

The village government provides a lot of information about needs, challenges, geographical conditions, and various other needed information about the condition of Karang Modang Beach and on the other hand PT. PLN is an information provider on various things that should be a solution in overcoming various obstacles that exist on Sometimes Modang Beach.

Of course, with this various information, makes the mission, benefits, and objectives of the mangrove and coastal rehabilitation program easier to understand and learn, which of course also provides a direct picture of how this mangrove and coastal rehabilitation program will be implemented by the Indralayang Village Government and PT. PLN.

Based on the explanations above, it can be said that there is mutual understanding in the collaborative governance process between the Indralayang Village Government and PT. PLN which occurred during deliberations between the Indralayang Village Government and PT. PLN

Interim Results

Interim Results are interim results of ongoing processes. These interim results already provide benefits and strategic value. The interim results in this case are certainly strategic values obtained by both parties, in this case, the Indralayang Village Government and PT. PLN is described for the sustainability of mangrove rehabilitation activities and coastal ecosystems of Karang Modang in Indralayang Village.

Table 1. Interim Results obtained from the Mangrove and Coastal Rehabilitation Program

No	Aspects	Interim result

1.	Milieu	Becoming a means of environmental conservation, a means of protecting local areas from the dangers of
		coastal erosion and environmental damage as well as a
		new ecosystem for marine ecosystems
2.	Economics	Increasing the income of communities, fishermen and
		villages in the future by establishing ecotourism sites.
3.	Behavior changes	With the rehabilitation of mangroves and coastlines,
		people become more aware of preserving the surrounding environment, especially in terms of
		preserving mangrove trees and coastlines.
4.	Social	There is an increase in community skills through training
		provided in the form of field schools carried out by the
		village government and PT. PLN

Based on the results of the research carried out, the researchers concluded that the collaborative governance of rehabilitation of mangroves and coastal ecosystems on Karang Modang Beach provided positive results in providing solutions to the environmental conditions of the Karang Modang coast which the researchers outlined in the form of a collaborative governance model below:

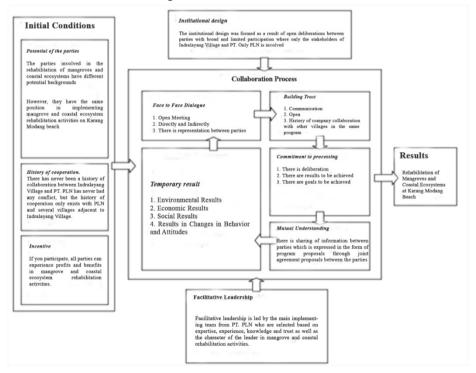


Figure 3. Results of Ansell and Gash Collaborative Governance Model Indralayang Village Government and PT. PLN Elaborated in the Rehabilitation of Mangroves and Coastal Ecosystems of Karang Modang

5. Conclusion

Collaborative governance process between the Indralayang Village government and PT. PLN described the Mangrove and Coastal Ecosystem Rehabilitation activities at Karang Modang Beach as being able to run well and effectively thanks to collaborative processes and governance factors. Initial conditions, each actor has a different background so that it can create a good and unbalanced relationship in this collaboration. Potential, cooperation, and incentives as shown in the picture above can be a strong foundation for the formation of collaborative governance in the rehabilitation of mangroves and coastal ecosystems. Facilitative leadership related to collaboration management, managing technical capabilities, and ensuring collaboration empowers actors in making convincing and credible decisions for all parties involved also shows good things in supporting the collaboration process that occurs between the Indralayang Village Government and PT. PLN is depicted in the rehabilitation activities of mangroves and coastal ecosystems at Karang Modang Beach.

Institutional design includes basic protocols and cooperation rules, emphasizing procedural legitimacy in the cooperation process. Meanwhile, the Collaboration Process includes three stages, namely problem determination, goal setting, and implementation. The collaborative stages in this process include a. Face-to-face dialogue; B. Building trust c. Commitment to the process d. Sharing understanding e. Achieving temporary results. Factors inhibiting collaborative governance between the Indralayang Village Government and PT. PLN is unclear about the continuity of cooperation between the Indralayang Village Government and PT. PLN regarding mangrove rehabilitation, there is no detailed strategic plan for mangrove rehabilitation from the Indralayang village government in the future and there is still a need to increase active participation from the village government and community.

As for suggestions for the implementation of *collaborative governance* in the Indralayang Village Government and PT. PLN Elaborated, among others, are as follows:

- a. It is hoped that there will be a continuation of cooperation between the Indralayang Village Government and PT. PLN is elaborated in developing and maintaining coastal ecosystems;
- b. There is the formation of a team to become a manager so that the existing mangroves are cared for and continue to be maintained not only by the Indralayang Village government;
- c. There is an increase in active participation from the village government and surrounding communities to continue to be able to care for and maintain mangroves in the long term so that the benefits can be felt optimally; and
- d. Increasing public awareness and understanding of the importance of mangroves for the environment should be a priority. The government can involve the community in education and awareness programs to get active support from residents.

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