

Factors Affected Collaborative Governance in Planet Kakao Program

Nadya Bulqis

Faculty of Administrative Science, University of Indonesia. nbulqis@gmail.com

Student of Administration and Public Policy, Magister Program in Faculty of Administrative Science, University Indonesia.

Prof. Dr. Eko Prasajo, Mag.rer.publ

Faculty of Administrative Science, University of Indonesia. Eko.prasajo1@ui.ac.id

Public Policy Specialist of the Department of Administrative Sciences FISIP UI. In addition, He is also an expert in Collaborative Governance, Administrative Reforms and Human Resource in Public Sector.

Abstract: Government of East Java through Dinas Perkebunan (The Farm Agency) initiated a program, called Planet Kakao. A program manages cocoa from the upstream to the downstream. It was found that there was an increase in the area of community cocoa farms and cocoa productivity after this program. This program does not only involve the Farm Office, but also several other actors. Like Puslitkoka, Research Center for Coffee and Cocoa, business centers and cocoa activities such as Kampung Coklat Blitar, Banking, and the Association of East Java cocoa farmers. This study uses a qualitative approach with data collection methods in the form of in-depth interviews and secondary data. The preliminary results that I found in this study was collaborative governance in the Planet Kakao Program were affected by the factors proposed by Ansell and Gash. That are starting conditions, institutional design, facilitative leadership, and the collaboration process itself. In the context of the program, the facilitative leadership factor determines the success of the program. Started from the initiative program, the personal approach did by Dinas Perkebunan, and the integrity of the leader . This program continues despite changes at the top of the Dinas Perkebunan leadership. Research results are expected to be able to be used to develop in developing countries. Previously, many studies stated that collaborative governance could only be done in developed countries. In addition, the results of the research can produce material for other regional governments to replicate similar programs.

Keywords: Collaborative governance, Planet Kakao Program

Introduction

Agricultural potency in Indonesia is quite high, this is because agriculture is still a national economic driving force. It is proven that agriculture is the second most influential sector for economic growth (kompas.com). The agricultural sector is not limited to agricultural land, but also covers the forestry, farm, or horticulture sectors.

Based on Law Number 18 of 2004 concerning Farms, farms are all activities that cultivate certain crops on the land and / or other growing media in the ecosystem accordingly, processing and marketing the products and services of these crops, with the help of science and technology, capital and management to reach the welfare of farm businessmen and the community. It was also explained that farms were held with several objectives, namely:

- a. to Increase community income;
- b. to increase state revenue;
- c. to Increase foreign exchange earnings;
- d. to Provide employment;
- e. to Increase productivity, added value and competitiveness;
- f. Meeting domestic consumption and raw material needs;
- g. Optimizing sustainable management of natural resources.

The farm sector cannot be separated from the dynamics of the national and global environment. So of course the problems contained in farms are also influenced by these dynamics. <http://www.bumn.go.id> maps several problems faced by farms into several dimensions. First, the problem of farm management. Farm development policies in Indonesia have so far ruled out productivity, efficiency and product development.

The second problem is in marketing and economics. It is said that the limited information received by smallholder farmers in smallholder farms concerns the price, quality, and number of needs of the world's farm commodities, resulting in information asymmetry which results in unproductive farm commodities and lacks competitiveness.

The third problem is a multicultural problem, social conflict is caused by several things, namely:

1. Land markets cannot allocate land efficiently;
2. Agrarian arrangements and policies are not compatible with the development and conditions of society;
3. Land administration systems that are not yet orderly;
4. The available land has not been used effectively and efficiently;
5. Community legal certainty of land is not guaranteed;
6. The increasingly competitive alternatives to land use, such as land use for settlements and industries;
7. There are still areas of smallholder farms in the forest.

The fourth problem is an environmental problem. To date, the most effective method of clearing land is burning. Even though there are other methods that are environmentally friendly, the costs must be too high. Fifth, the problem of science and technology. Farm research institutions have not been able to distribute technology to smallholder farms as a whole. However, the use of technology began to intensify in some areas that promote smallholder farms.

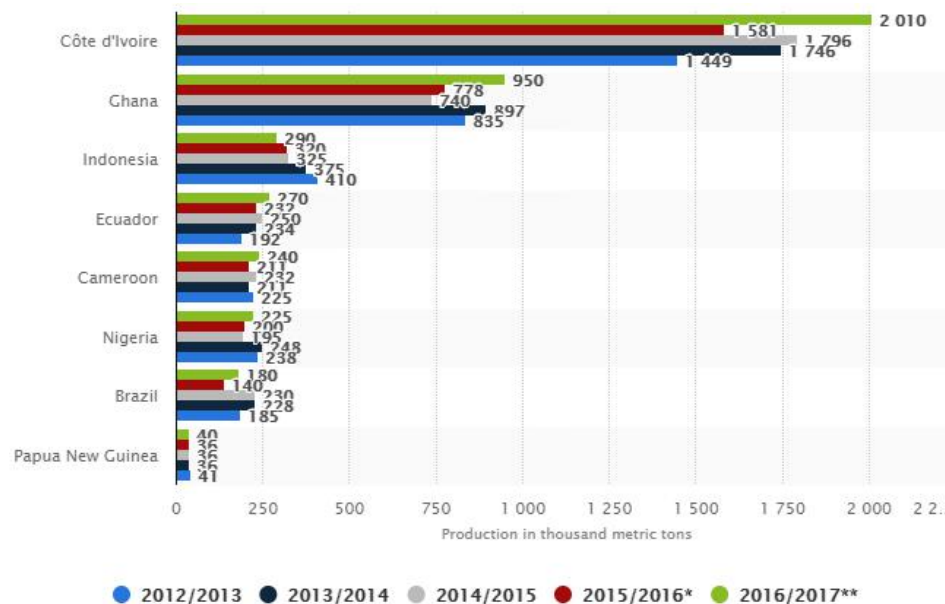
The sixth problem is in human resources or human resources. Both farmers, businessmen, or government. Such as the mentality of the community has not led to

independence and depends on government projects. While the seventh problem is an institutional problem. Existing institutions have not been able to develop community economic activities. Institutionalization of farmers and the development of business partners between farmers and entrepreneurs or large farms still face obstacles.

At the commemoration of the 57th farm day in 2014, the Secretary of the Directorate General of Farms said that Indonesia was formerly known as farm products, even the results of farms were made into green gold by the Dutch colonial. But over time, some agricultural commodities declined. Although there is no denying that there are several commodities that have survived until now. These commodities are Crude Palm Oil (CPO) or palm oil which is ranked first in world production, the second largest rubber producer in the world, and the third largest producer of cocoa commodities (Ditjenbun Pertanian, 2014)

Indonesia is currently the third largest cocoa supplier in the world, under Ivory Coast and Ghana.

Figure 1. World Productivity of Cocoa since 2012/2013 till 2016/2017



Source: statista.com

National supply above is influenced by regional supply. The cocoa farm itself is divided into 3 types, namely the State Large Farm (PBN), Large Private Farm (PBS), and People's Farm. Based on the Central Statistics Agency's data, the number of areas and production of PBN and PBS is decreasing every year, inversely proportional to people's farms which are increasingly expanding and increasing production.

Table 1. Cocoa Area and Productivity of Large Companies in Indonesia according to Company Status (Ha), 1999-2016

Tahun Years	Status Perusahaan Category of Estates		Total Luas Total Area	Tahun Years	Status Pengusahaan Category of Producers		Produksi biji Kakao Production of Cocoa Beans
	Perkebunan Besar Negara Government Estates	Perkebunan Besar Swasta Private Estates			Perkebunan Besar Negara Government Estates	Perkebunan Besar Swasta Private Estates	
(1)	(3)	(4)	(5)	(1)	(2)	(3)	(4)
1999	59 990	73 055	133 045	1999	37 064	25 862	62 926
2000	52 690	56 094	108 784	2000	34 790	22 724	57 514
2001	55 291	56 114	111 405	2001	33 905	25 975	59 880
2002	54 815	60 608	115 423	2002	34 083	25 693	59 776
2003	49 913	53 211	103 124	2003	32 075	31 864	63 939
2004	38 668	49 040	87 708	2004	25 830	29 091	54 921
2005	38 295	47 649	85 944	2005	25 494	29 633	55 127
2006	48 930	52 257	101 187	2006	33 795	33 384	67 179
2007	57 343	49 155	106 498	2007	34 643	33 993	68 636
2008	50 584	47 848	98 432	2008	31 130	31 783	62 913
2009	49 489	45 839	95 328	2009	34 604	32 998	67 602
2010	48 935	43 268	92 203	2010	34 740	30 407	65 147
2011	48 935	45 377	94 312	2011	34 373	33 170	67 543
2012	38 218	42 909	81 127	2012	23 837	29 429	53 266
2013	37 450	42 396	79 846	2013	25 879	29 582	55 461
2014	15 171	26 088	41 259	2014	11 438	18 542	29 980
2015	15 171	26 776	41 947	2015	11 616	19 369	30 985
2016	32 337	31 868	64 206	2016	11 295	5 327	16 622

Source: BPS, 2016

Table 2. Area and Production of Community Farm Area (Ha), 1996-2016

Tahun Years	Luas Areal Area	Produksi (ton) Production
(1)	(2)	(3)
1999	534 670	304 549
2000	641 133	363 628
2001	710 044	476 924
2002	798 628	511 379
2003	861 099	634 877
2004	1 003 252	636 783
2005	1 081 102	693 701
2006	1 219 633	702 207
2007	1 272 781	671 370
2008	1 326 784	740 681
2009	1 491 808	741 981
2010	1 558 153	772 771
2011	1 638 329	644 688
2012	1 693 337	687 247
2013	1 660 767	665 401
2014	1 686 178	698 434
2015	1 667 337	562 346
2016*)	1 659 588	622 516

Source: BPS, 2016

Based on data on the area and production of cocoa farms according to the status of the company above, it can be seen that people's cocoa farms are increasingly giving a positive trend. Both are due to the increasing area of the garden, or the increase in production. This shows that people's cocoa farms have the potential to continue to be developed.

Cocoa of East Java

One of the areas in Indonesia that promotes smallholder farms is East Java. Previously, cocoa in East Java was managed by PBN, namely PT Perkebunan Nasional or PTPN and Perkebunan Besar Swasta/ Large Private Farm, PBS. Unfortunately, the management experienced problems with the surrounding community so that the management became less than optimal. Therefore, since the 1990s the Dinas Perkebunan Jawa Timur has implemented cocoa management

through smallholder farms. Some obstacles have resulted in not optimal management of cocoa managed by the people, namely:

1. Lack of knowledge of cocoa cultivation;
2. Does not have nursery access;
3. The selling price of cocoa beans is low because the cocoa market has not yet been created.

Until 2010, the East Java Provincial Government through the Farm Agency pioneered the cocoa planting movement independently. The aim is to create the Cocoa Belt or the Kokoia Belt in East Java. The cocoa belt area is in the southern region, namely Pacitan, Ponorogo, Trenggalek, Tulungagung, Blitar, Malang, Lumajang, Jember, and Banyuwangi. The aim is to develop the region, create production, and create a cocoa market in East Java.

Cocoa planting in the southern region of East Java uses the Regional Budget for Expenditures and Expenditures (APBD), these funds are used as capital to buy cocoa seedlings which are still considered not affordable enough by smallholders. besides disbursing funds, Disbun Jatim also educates the public about the management of cocoa.

Table 3. Development of Cocoa in East Java People's Farm

Year	Area (Ha)	Production (Ton)
2008	21.600	2.905
2009	22.984	4.800
2010	23.634	5.877
2011	28.046	6.607
2012	32.010	14.730
2013	35.744	14.988
2014	35.680	15.770

2015	36.593	11.010
2016	41.332	18.564
2017 (sementara)	41.771	13.610

Sourced: has been reprocessed from Jawa Timur dalam Angka, 2018

The movement to plant cocoa independently is one of the activities in the Planet Cocoa Program initiated by the Dinas Perkebunan Jawa Timur. The process for letting the program proceed is by coordinating with the Dinas Perkebunan and inviting cocoa farmers in potential cocoa areas not only with the policy and program approach that was initiated from the start. However, a more personal approach is taken to the cocoa farmers. The personal approach turned out to be able to attract cocoa farmers, as evidenced by the formation of the Guyub Santoso Farmer Group (Gapoktan) in Blitar Regency.

The Planet Cocoa Program is one of the flagship programs of East Java Province that successfully penetrated the Top 40 Public Service Innovations organized by the Ministry of State Civil Service Reform and Bureaucratic Reform or Kempan-RB in 2017. The following Plan of Action for Planet Cocoa was initiated by Dinas Perkebunan, East Java Government.

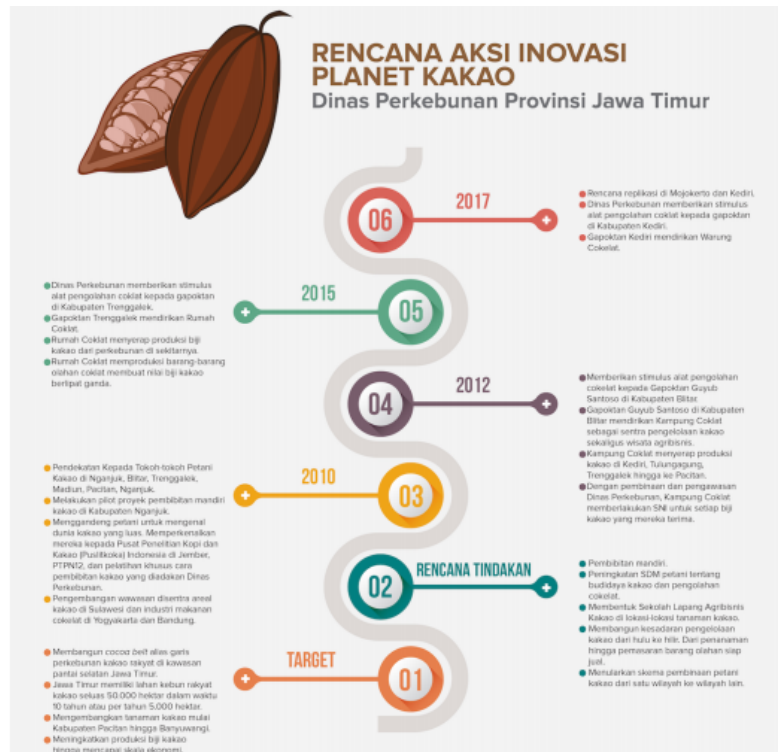


Figure 2. Action Plan of Planet Kakao Innovation

Source: <http://jipp.jatimprov.go.id>

Based on the action plan, it can be seen that, this program is a program that builds cocoa from upstream to downstream. So that not only cocoa land expansion is carried out, but also cocoa production. The following is an infographic on the comparison of farm area and cocoa productivity on smallholder farms, before and after the Planet Cocoa Program.

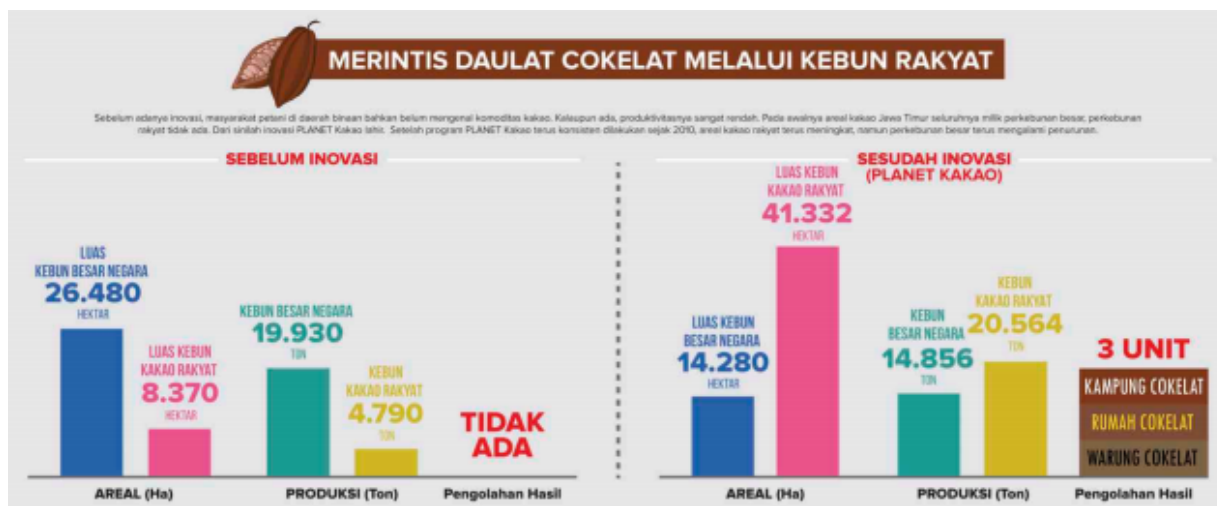


Figure 2. Perbandingan Kakao Setelah dan Sesudah Program Planet Kakao

Source: <http://jipp.jatimprov.go.id>

The above infographics show that the existence of the Planet Cocoa program applied in smallholder farms had a positive impact on cocoa development in East Java. Either from the area of the cocoa plant, which was originally around 8,370 ha to 41,332 ha in 2016, to the cocoa production which was initially 4,790 tons / year to 20,564 tons / year. In addition to the area and production, this program also creates production houses so that farmers can distribute their cocoa to production houses. Until 2016, there were 3 cocoa production houses, namely Kampung Coklat in Blitar, Rumah Coklat in Trenggalek, and Warung Coklat in Kediri.

The program which aims to expand cocoa cultivation through smallholder farms, of course also aims to improve the welfare of farmers in smallholder farms. One of the measuring instruments used to see the level of welfare of farmers is Nilai Tukar Petani or Farmer Exchange Rates or NTP. The following table shows the NTP on smallholder farms in 2013-2017

Table 4. Nilai Tukar Petani di Perkebunan Rakyat pada 2013-2017

Tahun	IT	IB	NTP
2013	109.92	104.95	104.73
2014	116.35	112.17	103.72
2015	122.07	120.54	101.28
2016	126.78	126.76	100.02
2017	132.39	130.91	101.13

Source: BPS, 2017

The table above shows that NTP on smallholder farms is quite stable, in the sense that there is no sharp decline. NTP is said to increase if the Farmer's Acceptable Price Index (IT) is greater than the Farmer's Paid Price Index (IB). Seeing the comparison of IT and IB in the previous

column, it can be seen that the development of IT and IB is also quite stable and IT is always greater than the IB. Unfortunately, there are no NTP data for exclusive community cocoa farms.

Collaborative Governance

The public administration paradigm continues to grow. In the late 1990s a governance paradigm emerged. Governance itself is a harmonization process and an effort to synergize the actors in making public decisions. Where in the OPA paradigm, the government is the sole actor in running the government, so in the Governance paradigm, all sectors, both the private sector and the community, have the right to make joint decisions. Peters and Pierre (2006: 29) suggest that Governance is a process of defining collective goals, making political priorities, and allocating resources from a number of actors to achieve agreed goals. Similarly, Chottray and Stoker (2009: 3) explained that governance is about the rules of collective decision making in which there are a number of actors and organizations and there is no formal control system that can determine the requirements of the relationship between actors or organizations.

This era, collaboration seems to be a way out of several problems that arise. collaborative governance according to Ansell and Gash (2008: 544-545) "A governing arrangement for non-state stakeholders in a collective decision-making process that is formal, consensus-oriented, and deliberative and that aims to make or implement public policy or manage public programs or assets. The definitions put forward by Ansell and Gash emphasize 6 aspects, namely:

1. The forum is the result of the initiation of public organizations;
2. Participants in the forum are not only public institutions;
3. Participants in the forum also participate in policy making, not only directed by public bodies;

4. The forum is formal and has a collective meeting schedule;
5. The forum aims to make decisions through consensus;
6. The focus of his collaboration is to produce public policy.

Another definition of collaborative governance is put forward by Emerson et al (2011: 2) which states that collaborative governance is. "The processes and structures of public decision making and management that engage people constructively across the boundaries of public agencies, levels of government, and / or the public, private and civic spheres in order to carry out public purposes that could not otherwise be accomplished ". Similar to what Ansell and Gash said earlier, Emerson et al also argued that collaboration carried out not only consisted of the government as an actor, but also other people, with the aim of resolving public problems.

In addition to Ansell and Gash and Emerson et al, another definition was put forward by Donahue and Zeckhauser (2011: 4) that a collaborative approach helps to lack the unpredictable entrepreneurial resources to design better and easier solutions.

Based on several definitions of these experts, the researchers concluded that collaborative governance is an approach that can be applied in solving public problems that cannot be resolved by the government as a single actor. So that cooperation between actors, both the government, the private sector, and the community as the target of public policy needs to be done.

This research used the model proposed by Ansell and Gash that consists of 4 (four) elements, namely:

1. Starting Condition

The initial condition that is assumed is the initial condition of the stakeholders before collaborating. Initial conditions can only support collaboration, or even hinder the collaboration process itself. In this element, there are 3 (three) variables, namely:

- a. Power-Resource-Knowledge Imbalances. The imbalance of resources, whether power, or knowledge, between stakeholders is able to influence the initial conditions. Ansell and Gash explained that in the event of resource asymmetry, the possibility of actors who have more resources dominates and regulates decisions can also occur. If this happens, it certainly requires commitment from all parties, whether those who have sufficient or less resources to jointly accommodate all the aspirations of the actors.
 - b. Incentives for and Constraints on Participation. The second variable starting condition, is the motivation to participate or not. This is influenced by imbalances that occur between the actors and the "history" of the past between actors. In conditions of resource asymmetry and experience of conflict in the past, more effort is needed from leaders to embrace all parties to collaborate.
 - c. Prehistory of Cooperation or Conflict (Initial Trust Level). The existence of "history" in collaboration or conflict between actors also affects the initial conditions before collaboration.
2. Facilitative Leadership

Leadership is a crucial element in collaborative governance. It is said that leadership is important to embrace, empower, and engage stakeholders and then mobilize them to collaborate. At least, leaders in collaboration have several capabilities, such as promote active participation, ensure control and influence, facilitating group dynamics, expand the scope of the collaboration process.

3. Institutional Design

Institutional design refers to the protocol or basic rules for collaborating. In the institutional design, it is explained who are the actors who will be involved in the collaboration step to be taken. The institutional standards of collaboration forums are inclusive, meaning that when the forum has been formed, there will be ease of motivation among stakeholders. In addition, the forum must have clear and transparent rules. Both are related to the legitimacy of procedures and the building of trust between actors.

4. Collaborative Process

The previous three elements are factors that influence the creation of collaborative governance, while the fourth element is the collaboration process itself. Ansell and Gash describe the collaboration process into 5 (five) indicators, namely:

- a. Face-to-Face Dialogue. Collaboration is built with face-to-face dialogue between actors. Because collaboration itself includes consensus-oriented, thick communication or face to face dialogue is needed to identify and achieve common goals. This stage is more than just negotiation, this is because in this process there is a fusion of problems in communication. Later, this will affect trust, level of attention, common understanding, and commitment to the collaborative process itself.
- b. Trust Building. Building trust between actors is not a different phase of the first phase regarding face to face dialogue. However, good leaders can understand the importance of trust between actors before actors manipulate the situation.

Especially if there is a history that is less harmonious between one actor and another, then building trust between actors is a determining factor in collaboration.

- c. Commitment to the Process. Commitment is closely related to the success of collaboration, commitment that influences motivation to participate in collaboration. It is said that sometimes, stakeholders participate because they have their own interests. Like so that their interests are not ignored, secure their position, or obey the law. In this case, stakeholders should be committed to the same process, namely negotiating is the best way to get the desired policy together.
- d. Shared Understanding. The next phase is shared understanding. Along with the ongoing collaboration, stakeholders must also develop the same perception. The purpose of shared understanding here is the similarity of the mission, common goals, clarity of purpose, common problem definitions, identification of common values and similar ideology.
- e. Intermediate Outcomes. Another phase in the collaboration process is intermediate outcomes. Collaboration can occur if the goal of the collaboration is reachable, the benefits to be gained by collaborating are clear, and there are small wins or small wins. Small wins that occur can be said to be a sign of the success of collaboration and also feedback so that collaboration becomes better. With the existence of small wins, of course stakeholders will feel that the collaboration carried out provides benefits (Ansell and Gash, 550-561)

This paper used Ansell and Gash's collaborative governance model because Ansell and Gash called leadership as one of the factors that influenced collaboration. Although other theories also state that, only this theory clearly states that leadership is an urgent matter in a forum. In

addition, based on the context of the Planet Cocoa program, leadership is the most influential factor among other factors. In addition to the leadership possessed by the Head of the Dinas Perkebunan as the program initiator, the leadership of the cocoa farm trader / entrepreneur in Blitar who also served as chairman of the Gapoktan was also able to influence the members of the farmer group to join the planned program.

Factors Affected Collaborative Governance in Planet Kakao Program

In this section, we present the preliminary results of research on collaborative governance in the cocoa planetary program. This study portrays the spirit of collaboration on the policy of managing the upstream downstream of farms, especially cocoa through the planet cocoa program. Using a qualitative approach and using in-depth interviews to obtain primary data and literature as secondary data. Literature study was conducted to obtain secondary data that could support primary data. Literature studies are carried out with library studies through books, journals, and related documents related to research. So, the literature used in this study is books, journals, documents related to collaborative governance, legislation, strategic planning documents relating to the program and also internet sites, including the official website of the East Java Plantation Office, the official website of the Central Statistics Agency, etc.

Data collection has been conducted since May 2018 and is still ongoing. Some informants who have been interviewed to date are the State civil apparatus in the Dinas Perkebunan Jawa Timur, namely the head of post-harvest management and the section head of the cocoa plant and the chief staff of the farm office. In addition, researcher had interviewed the head of marketing at Kampung Coklat and also a cocoa researcher at Puslitkoka or ICCRI.

Previously, to underline, that this Planet Kakao is an East Java government program through the farm service that was carried out and succeeded successfully by working with other

parties, namely Blitar district government, Coffee and Cocoa Research Center or Research Center, Private sector in the form of Kampung Coklat, Farmers as a community, as well as Indonesian cocoa farmer associations.

With the many actors involved in this program, it will be interesting if researchers take pictures using the Ansell and Gash collaboration models. Because the model shows the existence of leadership factors in influencing collaboration. Likewise, this planetary cocoa program, where leadership factors are very factors, even determines collaboration among actors.

To facilitate understanding, this paper will show the Ansell and Gash models as well as the realities that occur in the Planet Kakao program. As explained above, the Ansell and Gash models consist of 4 (four) elements, namely starting conditions, institutional design, facilitative leadership, and collaborative processes. The four elements will produce the outcome in the rightmost box. In the Planet Kakao program, the outcome of the program is the cocoa farm area, which was originally 23,046 Ha to 41,771 Ha (2017 area) and the initial productivity was only 4,800 tons per year in 2009 to 13,610 tons in 2017.

We can analogize the development of the area and the productivity of cocoa as the outcome of a program that is carried out by collaboration because it includes many activists in it. While the first 3 (three) elements are the factors that influence the collaboration itself.

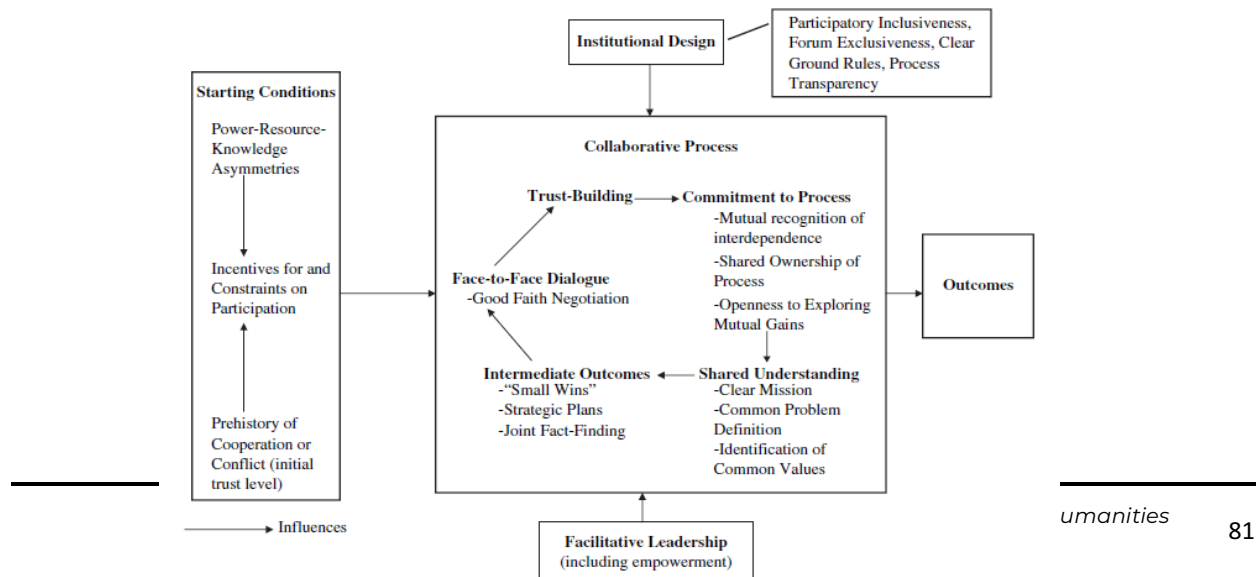


Figure 3. Collaborative Governance Model of Ansell dan Gash

Source: Ansell dan Gash (2008: 548)

The outcome on the right side is the result of collaboration. So that the area and cocoa productivity are the outcomes. The starting condition is the first factor called Ansell and Gash affects collaboration. The impetus to collaborate in these initial conditions is caused by asymmetry or not the resources possessed by actors, both government, businessmen, and also farmers. In addition, the history of collaboration or conflict between actors can also influence collaboration. Based on the results of interviews from several actors mentioned above, resource inequality occurs in the pre-conditions of collaboration. The resources in question are knowledge in managing cocoa, funds or capital for conducting nurseries and maintenance. In that case, the government through the farm service has the power to initiate and run the program and sufficient funds to execute the program, but does not have enough knowledge in cocoa management, therefore cooperation with the Coffee and Cocoa Research Center is needed to provide input of knowledge in the form of cocoa planted with cocoa, how to provide care for cocoa plants, to post-harvest management so that cocoa is not only sold by default. As for history, there is no history between actors in working together or in conflict. Both farmers and entrepreneurs, or between actors with each other.

The second factor is institutional design which can mean the existence of a forum can facilitate collaboration or not. Based on the data obtained by the researcher, before the multi-actor collaboration occurred, there were two actors who both became program milestones. Namely the Dinas Perkebunan Jawa Timur and Cocoa Entrepreneurs in Blitar. In addition to initiating the program, the Dinas Perkebunan will certainly design how cocoa will be in East Java and greatly

facilitate the ideas of cocoa entrepreneurs. This means that there is a two-way conversation between the businessman and the Dinas Perkebunan to produce this program. Initially, the businessman and chairman of the combined farmer groups in Blitar, Kholid Mustafa often attended forums held by the farm service and often gave ideas to develop cocoa farms. This idea was then accommodated and reviewed by the ministry by collaborating with Pusat Penelitian Kopi dan Kakao (Puslitkoka) or Indonesian Coffee and Cocoa Research Institute (ICCRI) as an actor who possessed knowledge resources in the cocoa field. According to Puslitkoka, the form of support and cooperation between Puslitkoka and farm offices includes training and mentoring for cocoa farmers, as well as providing insight into locations suitable for cocoa cultivation and how to care for cocoa. Thus, execution in the field of both land clearing and post-cocoa harvesting in East Java is the result of Puslitkoka's input. This makes East Java cocoa certified by the Indonesian National Standard (SNI). In addition to the Research Center, the Association was also involved in this forum. The involvement of the association began at the beginning of the program, namely in 2010 until now. The association also oversees the program to the replication of Chocolate Processing Centers such as Kampung Coklat in potential chocolate areas in East Java.

The third factor is facilitative leadership. In the planet cocoa program, leadership is the most determining factor since the beginning of the program. It can be seen that the initiator of this program was the head of the Dinas Perkebunan who had long been an ASN at the agency. He can detect the potential of East Java farms and is able to identify problems and develop solutions. One of the things that is often done is making farm forums by inviting many planters and farmers and holding hearings to listen to the difficulties and needs of entrepreneurs and actors. From this forum the head of service finally met with cocoa farm entrepreneurs. Also from this forum, Kholid often put forward proposals and ideas which were eventually facilitated by the agency and fruitful cocoa

planetary programs. So, there are two milestones in the program, namely the head of the Dinas Perkebunan as the program initiator and also a visionary farm entrepreneur and has a business plan. Collaboration carried out through the planet cocoa program finally produced results in area, productivity, and of course the economic value of cocoa and the welfare of farmers. This program also won the TOP 40 innovations in public services organized by the Ministry of Civil and State Reformation or Kemenpan-RB.

Even though there was a change in the leadership, in the form of changing office heads, this program continued. One problem that often occurs in Indonesia is leadership, if the leader changes, then all the policies and programs that have been carried out by the next leader change. However, it is not in the context of the planet cocoa program. Even though the head of the service as the initiator changed, the program continued to be implemented and even expanded to other farm sectors, such as coffee. The upstream-downstream mindset initiated by the head of the Dinas Perkebunan had continued to be carried out and certainly was supported by the provincial government, in this case the Governor of East Java.

In addition, leadership in this collaboration is able to annul the problems that occur in the initial conditions of the actors. Discussed, there was an imbalance between bodies, both knowledge and funds. The quality of troops is a determining factor. It is said that the lower the level of stakeholder confidence in the forum, the greater the tasks for all members to want to join and participate in forums that have been formed.

The factors above influence the collaboration process in the Planet Kakao program. On the fourth element there is a collaborative process in which the process is characterized or can be measured through indicators in the form of face to face dialogue, trust building, commitment to processes, shared understanding, and intermediate outcomes.

In the case, face to face dialogue is very often carried out especially in the early stages of the program to create trust from various actors, especially from cocoa farmers. Cocoa farmers in Blitar were initially hesitant to participate in the program launched by the government. One reason is the absence of a stable cocoa market in Indonesia. This indicates that the approach to policies and programs does not necessarily make farmers want to join the program. Therefore, both the farm office, cocoa businessman, puslitkoka, and the chairman of the Indonesian cocoa association participated to convince farmers that cocoa if managed in such a way would be able to produce in an economic sense. After the program was running, assistance and counseling was continued by the Dinas Perkebunan and Puslitkoka.

Joint understanding is also achieved in the middle of the collaboration process. This is because farmers have seen the economic impact of cocoa on their daily lives. Thus creating a shared mission to make East Java a cocoa barn from smallholder farms. Previously, cocoa was known as a plant which could only be managed by large private farms or large public farms PTPN.

The development achieved from the collaboration process, especially after the establishment of Kampung Coklat, where cocoa processing to cocoa education certainly made a new spirit from the program. The establishment of Kampung Coklat was made a pilot project to make its replication in several potential cocoa districts. So that appeared Brown House in Trenggalek, Warung Coklat in Kediri, and which is currently developing, Coklat Mojopahit in Mojokerto Regency. With the development of cocoa management centers, of course cocoa farmers no longer worry about the cocoa market problems. So that it does not have to supply cocoa to Blitar as before, but it can be supplied to cocoa management centers in their respective regions.

The other indicator is commitment to process. Based on the data obtained, all actors in the Planet Cocoa program have the same commitment to improve the economy through cocoa which

is managed through smallholder farms. Unfortunately, after Kampung Coklat became large as it is now, there was a slight problem with commitment. This is indicated by the establishment of PT.Kampung Coklat which was previously managed by the Joint Farmers Group to become a company. This resulted in the Dinas Perkebunan being unable to monitor and channel funds to PT or company.

Even though there were a few problems in the commitment with the management of the Chocolate Village, this did not stop the program. Of course one reason is the growing growth of cocoa management in East Java. Both those developed through replication from Kampung Coklat, as well as those that have been developed before, such as Dusun Coklat Banyuwangi.

Summary

The Planet Kakao is a program initiated by the East Java Dinas Perkebunan after seeing the decreasing area and the productivity of large cocoa farms. This is a trigger to restore cocoa through community gardens. In implementing the program, the Farm Agency collaborated with several other parties. Like cocoa farm entrepreneurs, Indonesian Coffee and Cocoa Research Institute (ICCRI), Indonesian cocoa farmers association. From the collaboration several cocoa management centers were created such as Kampung Coklat, Rumah Coklat, Warung Coklat, and Coklat Mojopahit.

There are three factors that influence collaboration in this program, namely the starting condition, where there is resource asymmetry between actors, both human resources, knowledge resources, or funds. This factor makes actors willing to work together, especially cocoa farmers after seeing the potential of cocoa that can drive the economic situation. The second factor is institutional design, in practice, the spirit of collaboration is high. Although at the beginning of the

program's introduction, cocoa farmers were still hesitant to make cocoa a productive crop because the cocoa market had not been promising at the time. The third factor, facilitative leadership is the factor that most influences collaboration. Both the leadership of the Dinas Perkebunan and the cocoa farm businessman as well as the head of farmer group union. These two leaders were able to mobilize their members to manage cocoa and provide ideas in the form of further cocoa development.

In order for collaboration in the planetary cocoa program to continue, a Memorandum of Understanding or MoU should be made so that existing agreements can survive. This is related to the commitment in the longer term so that the relationship between actors, both the government, smallholders, and farmers is more maintained. In addition, collaboration can be applied not only in the farm sector, but can be replicated in various other fields that can improve the welfare of the community.

References and Reading List

Books

- Chottray, V dan Stoker, G. 2009. *Governance Theory and Practice; A Cross Disciplinary Approach*. UK: Palgrave Macmillan
- Donahue, John D & Zeckhauser, Richard. 2011. *Collaborative Governance: Private Roles for Public Goals in Turbulent Times*. UK: Princeton University Press
- Kooiman, Jan. 1993. *Modern Governance*. New Government: New Government-Society. Rotterdam: Erasmus University
- Neuman, W Laurence. 2014. *Social Research Methods: Qualitative and Quantitative Approaches*. Edinburg: Pearson Education Limited
- Peters, B Guy dan Pierre Jon. 2006. *Governance, Accountability, and Democratic Legitimacy*. Routledge. New York.
- Torfinng, Jacob et al. (2012). *Interactive Governance: Advancing The Paradigm*. New York: Oxford University Press
- Wanna, J., & O'Flynn, J. (2008). *Collaborative Governance, A new era of public policy in Australia?*. Canberra: ANU Press.

Jurnal

- Ansell, Chris dan Gash, Alison. 2007. *Collaborative Governance in Practice and Theory*. Journal of Public Administration Research and Theory. Oxford University
- De Freis, Michiel. 2013. *The Challenge of Good Governance*. The Innovation Journal: The Public Sector Innovation Journal
- Emerson, Kirk dan Nabatchi, Tina. 2015. *Collaborative Governance Regimes*. Georgetown University Press
- Imperial, Mark T. 2005. *Using Collaboration as Government Strategy: Lessons from Six Watershed Management Program*. Administration & Society Journal Vol. 37
- Morse, Ricardo S & Stephens John B. *Teaching Collaborative Governance: Phases, Competencies, and Case-Based Learning*. Journal of Public Affairs Education 18.
- Somantri, Gumilar Rosliwa. 2005. *Memahami Metode Kualitatif*. Jurnal Makara Vol 9.
- Sufianti, Ely. 2014. *Kepemimpinan dan Perencanaan Kolaboratif pada Masyarakat Non-Kolaboratif*. Jurnal Perencanaan Wilayah dan Kota Vol.25
- Tresliyana, Anggita et al. 2015. *Daya Saing Kakao Indonesia di Pasar Internasional*. Jurnal Manajemen dan Agribisnis Institut Pertanian Bogor.
- Wang, Shilong. 2014. *Research on the Collaborative Governance Model in the Charity Organization under Polycentric Perspective*. Scientific Research Publishing Inc.
- Zadek, Simon. 2006. *The Logic of Collaborative Governance; Corporate Responsibility, Accountability, and the Social Contract*. Working Paper No 14 Cambridge. MA: John F Kennedy School of Government, Harvard University.

Document

- Badan Pusat Statistik. 2017. *Statistik Nilai Tukar Petani Provinsi Jawa Timur 2017*.
- Badan Pusat Statistik. 2016. *Statistik Kakao Indonesia*.
- Badan Pusat Statistik Jawa Timur. 2014. *Jawa Timur dalam Angka 2014*.
- Dinas Perkebunan Jawa Timur. *Rencana Strategis Dinas Perkebunan Jatim 2009-2014*.
- Dinas Perkebunan Jawa Timur. *Rencana Strategis Dinas Perkebunan Jatim 2014-2019*.
- Ditjenbun Pertanian. 2017. *Statistik Perkebunan Indonesia*.
- Jaringan Inovasi Pelayanan Publik Jawa Timur. 2017. *Planet Kakao: Pengelolaan dan Edukasi Terpadu Kakao Melalui Kebun Rakyat Demi Indonesia Daulat Coklat*. Diunduh pada Agustus 2018 melalui http://www.jipp.jatimprov.go.id/?page=database_detail&id=72
- Republik Indonesia. Undang-Undang Nomor 18 Tahun 2004 tentang Perkebunan.

Articles

- Ditjenbun Pertanian. 2014. *Hari Perkebunan Ke-57 Tahun 2014: Momentum Mengembalikan Kejayaan Perkebunan*. Diakses pada 15 Agustus 2018 melalui <http://ditjenbun.pertanian.go.id/berita-367-hari-perkebunan-ke57-tahun-2014--momentum-mengembalikan-kejayaan-perkebunan.html>
- Prahara, Haris. 2017. *Sektor Pertanian dan Citra Indonesia di Mata Dunia*. Diakses pada 18 Agustus 2018 melalui <https://ekonomi.kompas.com/read/2017/09/30/132000326/sektor-pertanian-dan-citra-indonesia-di-mata-dunia>
- Salam, Nur. 2017. *Masuk Top 40 Inovasi Pelayanan Publik, Pemprov Jatim Kantongi Tiga Penghargaan*. Diakses pada Mei 2018 melalui <https://jatim.merdeka.com/kabare-jatim/masuk-top-40-inovasi-pelayanan-publik-pemprov-jatim-kantongi-tiga-penghargaan-1708261.html>
- Statista.com. World Cocoa Production by Country from 2012/2013 to 2016/2017 (in 1000 Metric Tons). Diakses pada 3 Agustus 2018 melalui <https://www.statista.com/statistics/263855/cocoa-bean-production-worldwide-by-region/>
- Rahadi, Fernan. 2017. *Jatim Raih Penghargaan Top 40 Inovasi Pelayanan Publik*. Diakses pada Mei 2018 melalui <https://www.republika.co.id/berita/nasional/daerah/17/08/25/ov8sj4291-jatim-raih-penghargaan-top-40-inovasi-pelayanan-publik>
- Riady, Erliana. 2017. *Kakao Blitar Laris Hingga ke Malaysia*. Diakses pada Mei 2018 melalui <https://finance.detik.com/industri/d-3578857/kakao-blitar-laris-hingga-ke-malaysia-dan-singapura>