

COLLABORATIVE GOVERNANCE IN THE MANAGEMENT AND PROTECTION OF THE BATANGHARI RIVER BASIN IN JAMBI PROVINCE

Rayi Retriananda Maulana

University of Padjadjaran, Indonesia,
rayi20002@mail.unpad.ac.id;

Utang Suwaryo,

University of Padjadjaran, Indonesia;

Franciscus van Ylst

University of Padjadjaran, Indonesia;

ABSTRACT

This study aims to outline an understanding of collaboration in the management and protection of the Batanghari watershed in Jambi Province. This research uses a qualitative description method, using a collaborative governance theory approach, an understanding of how stakeholders with different interests, strengths and weaknesses, depend on each other to achieve common goals. Work collectively by minimizing conflict. Conflicts are likely to occur especially when there is a need for resource sharing for the provision of services as part of implementation efforts. Nonetheless, a commitment to achieving the same goals is essential for collaborative governance. So that the key factors in the formation of collaboration are science, leadership and experience, besides internal factors are also very decisive such as political leadership and financial support. This study aims to outline an understanding of collaboration in the management and protection of the Batanghari watershed in Jambi Province. This research uses a qualitative description method, using a collaborative governance theory approach, an understanding of how stakeholders with different interests, strengths and weaknesses, depend on each other to achieve common goals. Work collectively by minimizing conflict. Conflicts are likely to occur especially when there is a need for resource sharing for the provision of services as part of implementation efforts. Nonetheless, a commitment to achieving the same goals is essential for collaborative governance. So that the key factors in the formation of collaboration are science, leadership and experience, besides internal factors are also very decisive such as political leadership and financial support.

Keywords: *collaborative governance, collaboration process, local government, Batanghari watershed*

A. INTRODUCTION

The use of water resources for various purposes continues to increase from year to year, which is due to population growth and the development of its activities. On the other hand, the availability of water resources is increasingly limited and tends to be increasingly scarce, especially due to deterioration in

environmental quality, pollution, ecological changes and so on.

This, if not anticipated, can cause tensions and even conflicts due to conflicts of interest between demand and the fulfillment of the availability of water resources. Therefore, efforts are needed in a balanced manner between the development, preservation, utilization of water resources, and control of water damage, both in terms of technical aspects and from legal aspects. To meet the increasing water needs in various purposes, a watershed framework is needed in planning, implementing, monitoring, and evaluating water resource conservation activities, water resource utilization, and water damage control in the form of Water Resources Management Patterns.

The *Undang-Undang Nomor 7 Tahun 2004* concerning Water Resources Article 14 letter b states that:

“The government has the authority and responsibility to determine the pattern of water resource management in cross-provincial river areas, cross-state river areas, and national strategic river areas. In accordance with this article, the authority to determine the Water Resources Management Pattern of the Batanghari River Area, hereinafter abbreviated as WS Batanghari, is a cross-provincial river area, is in the hands of the Government.”

Administratively, the Batanghari river area consists of 13 (thirteen) regencies and 1 (one) city, namely those in Jambi Province which includes Tanjung Jabung Timur, Tanjung Jabung Barat, Muaro Jambi, Batanghari, Bungo, Tebo, Sarolangun, Merangin, Kerinci and Jambi City, some of which are in West Sumatra Province including Dharmasraya, Solok, South Solok and Sawahlunto Regencies. When viewed from the number of regencies and sub-districts, it can be detailed that for the Batanghari River Area there are 14 regencies/cities with 124 sub-districts. The administrative regions included in the Batanghari WS are presented in Table 1 and Figure 1 below.

Table 1: Administrative Areas within the Batanghari River Basin

WATERSHEDS	PROVINCE	DISTRICTS/CITIES
Batanghari Hulu (1.277.947 Ha)	Jambi	Bungo, Tebo, Kerinci, Sungai Penuh
Batang Tebo (538.725 Ha)	Jambi	Bungo, Tebo, Kerinci
Batang Tabir (381.329 Ha)	Jambi	Merangin, Tebo, Batanghari, Kerinci, Batanghari, Kerinci, Batanghari, Sarolangun
Batang Merangin - Tembesi (1.281907 Ha)	Jambi	Merangin, Kerinci, Sungai Penuh
Batanghari Hilir (979.559 Ha)	Jambi	Kota Jambi, Tanjung Jabung Barat, Tanjung Jabung Timur, Muaro Jambi, Batanghari

(Source : *BPDASHL Jambi, 2020*)

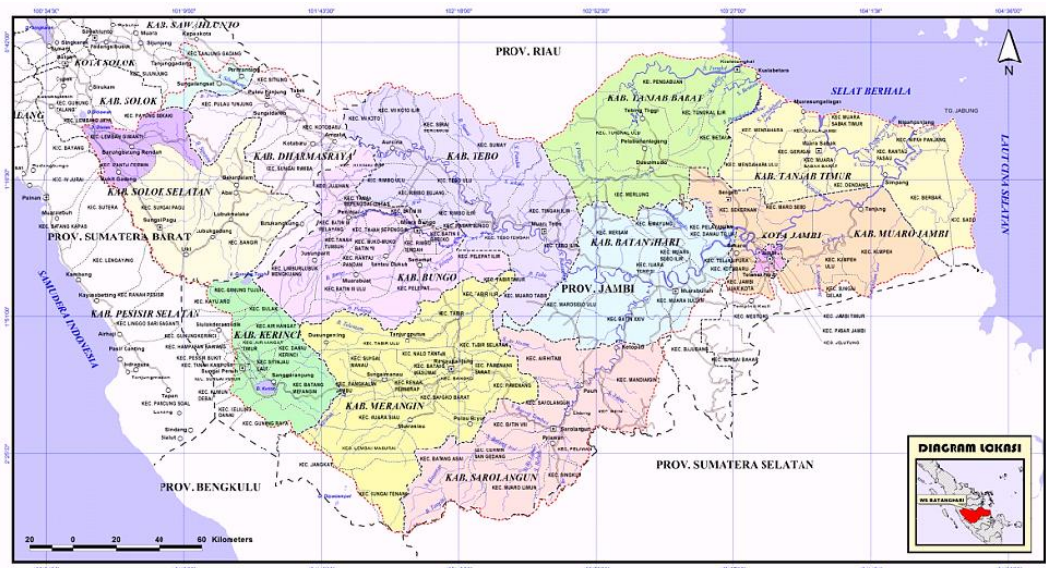


Figure 1: Batanghari River Basin and Administrative Region
 Source: *RTRW of Jambi Province and RTRW of West Sumatra*

As many as 200 hectares of watersheds are in critical condition in Jambi Province. As many as 200 hectares of watersheds are in critical condition in Jambi Province. This is due to illegal logging, expansion of oil palm plantation areas, forest concessions, and mining activities, resulting in reduced water availability for the population. Various government policies to maintain the availability of water for the population, such as "two sides of the great wall". One side of water is seen as an economic function until it is exploited, while the other side of water is the right of the people, so that they can get healthy and clean water. The involvement of non-governmental stakeholders in the process of determining public policies in the Jambi Province area has become mainstream even now it has become a necessity. The term government has changed to governance, which means that the management of this watershed is not only in the hands of the government but in collaboration with non-governmental stakeholders.

The condition of the damaged watershed is also aggravated by the change in the governance system from centralization to decentralization, known as regional autonomy. Resources continue to be explored, regardless of the consequences caused by the increase in Regional Native Income. To be able to improve the condition of this decline in natural resources, of course, it is necessary to make very complex efforts related to the natural resources of watersheds which are also very complex ecosystems. Collaboration between the areas passed by the watershed, as well as the government and community's concern for the future of this watershed will greatly affect the downstream part of the watershed which is an area intended for the cultivation area and overall will affect environmental conditions. The implementation of collaborative governance can occur if it sticks to several prerequisites. According to Amstein (1969) in Turnip (2017: 31-32) explained that there are several prerequisites if you want to implement

collaborative governance, including the following: 1) Stakeholder participation, 2) There are conditions of equality of power, and 3) The involvement of competent actors. In this case the expected participation is citizen power.

The expert opinion confirms that high participation will arise in the order of society that has exercised democracy. Meanwhile, the second prerequisite emphasizes the equality of power. Where so that there is no dominance of power between one of the stakeholders, as well as the absence of barriers in building dialogue and the spirit of mutual respect and care between stakeholders. Then, the dialogue built by stakeholders should be accompanied by the competence of stakeholders, in other words, every actor involved must have a role that synergizes with each other. In addition, communication, understanding of substance and consensus orientation are also important in the competence of stakeholders.

Based on the above problems, it is necessary to study the description of the damage to the Watershed that has occurred which has also resulted in natural disasters, and how the interaction that occurs between natural resources and humans. Using Collaborative Governance theory from Ansell and Gash to test the effectiveness of collaboration implementation in the management and protection of the Batanghari watershed, then showing that the implementation of collaborative governance in the implementation of protection and management has not been optimal. The principle of 'no left behind', transparency, accountability and inclusion is translated simply in the form of formal and normative stakeholder involvement in the process of implementing watershed management and protection, at least in the preparation of an Action Plan.

Collaborative Governance is one of the references in a process of government activities where by collaborating the government is able to synergize with all parties in achieving government goals. The involvement of non-governmental parties in governance will contribute a lot both in terms of budget and innovation in existing governance, especially through the collaboration that is built. This is important considering that the involvement of various elements in governance will give rise to new innovations and a sense of shared responsibility in managing existing government.

B. LITERATURE REVIEW

Local Government

Local government is the head of the region as the organizing element of the local government, which leads the implementation of government affairs, which is the authority of the autonomous region. Regional Autonomy can indeed bring positive changes in the regions in terms of regional authority to self-regulate. This authority is a dream because a centralized government system tends to place regions as less important development actors or as fringe actors. The purpose of granting autonomy to the regions is very good, namely to empower regions, including their communities, to encourage initiatives and community participation in the process of governance and development.

According to article 18 paragraph (5) the *UUD 1945*, it states that:

“Local government is an autonomous region that can carry out government affairs as widely as possible and has the right to regulate

government authority except government affairs which by law are determined to be the affairs of the central government”

Autonomous Regions are units of legal societies that have certain territorial boundaries and have the right, authority and obligation to regulate and manage their own houses within the bonds of the Unitary State of the Republic of Indonesia, in accordance with applicable laws and regulations (Juanda, 2012: 36).

With regional autonomy, each region will be given freedom in compiling programs and submitting them to the central government. This will have a very positive impact and can advance the area if each person or body that compiles has a good ability to plan a program and has an analysis of what things will happen in the future.

Regional autonomy is formed as a shortcut for the central government to carry out control and implementation of government directly in the regions in accordance with the characteristics of each region and then all policies or laws that will be formed in the area are a form of direct application to the democratization system that involves the people through institutions or political parties in the regions. The purpose of procuring regional autonomy policies is for the development of regions and regional communities towards prosperity in their respective ways and ways.

Definition of regional autonomy Etymologically the term autonomy comes from the Greek meaning "auto" and "nomous". Auto means alone, and nomous means law or regulation. So, the notion of regional autonomy is the rule that governs its own region. As well as containing the meaning of obtaining power from the center and regulating or organizing local government itself.

The benefits of regional autonomy are that it gives the right to autonomous regions to govern their own regions, so that they have freedom in improving services to their communities, as well as making it easier for autonomous local governments to know or understand the needs of the people in them. Other benefits of regional autonomy include:

1. The implementation of regional autonomy can be carried out according to the interests of the community.
2. Cut through the slightly complicated bureaucratic paths and highly structured procedures of the central government.
3. Able to improve the efficiency of the central government, central officials no longer carry out routine duties to the regions because it can be handed over to the officials of the autonomous regions.
4. Can increase oversight in various activities or activities carried out by local elites, who are usually unsympathetic to national development programs and are insensitive to the needs of the poor in a rural area.
5. Can increase the provision of goods and services in an area at an affordable and lower cost, it is no longer a burden on the central government because it has been handed over to the local government. (H.S. Sunardi and Purwanto, 2006:49).

Based on the *Undang–Undang Nomor 32 Tahun 2004* concerning regional government, the third part concerning regional rights and obligations article 21, in the implementation of regional autonomy, regions have the following rights:

1. Organize and take care of their own government affairs Choosing regional leaders
2. Managing the regional apparatus
3. Managing regional wealth
4. Collecting local taxes and local levies
5. Get revenue share from the management of natural resources and other resources located in the area
6. Obtaining other legitimate sources of income
7. Obtain other rights stipulated in the regulations.

As already mentioned in the rights and obligations of the region, one of them is to manage the wealth of the area, the wealth of the area one of which is the natural resources of marble stone. Every area wealth we maintain and preserve and each region has different regional characteristics. The management and development of the marble industry is the right and obligation of the local government, because the trade sector will later be able to increase regional original income.

Trading also aims to increase the benefits among the trading parties. In addition to the inter-parties who trade, trade is actually also beneficial for the most efficient and optimal economies of scale, because with this trade there can be market expansion. In addition, it can also enable the development of new technological innovations. With the development of this industrial sector, high trade benefits can be obtained. For developing countries such as Indonesia, industrial sector developers are shown to reduce imports. The impetus for using this policy is to obtain the maximum balance of payments surplus, so that it can be used for capital accumulation for economic growth.

The development of the Industrial sector can later trigger development around the location of the industrial area. As well as supporting the development of domestic production which will further absorb a lot of labor and increase national income. In addition, the development of an industry will create new jobs so as to reduce unemployment, in the long run it can improve the welfare of residents around the marble site.

On the above thoughts The Liang Gie stated that the objectives of granting regional autonomy are:

1. Expressing a deep state or government awareness to the people throughout the Indonesian homeland.
2. Streamlining the delivery of funds and community power in the regions, especially in the economic sector.

The government and communities in an area have an important role in improving the quality of development in their respective regions. This is mainly because in regional autonomy there is a transition of authority which was originally organized by the central government is now the business of their respective regional governments.

Collaboative Governance

One form of the concept of governance is called the concept of collaborative governance. In the opinion of Ansell and Grash

“Collaborative governance is therefore a type of governance in which

public and private actor work collectively in distinctive way, using particular processes, to establish laws and rules for the provision of public goods.”

Collaborative Governance can be said to be one of the types of governance. This concept states the importance of a condition where public actors and private actors (businesses) work together in a decisive way and process that will later produce the right legal products, rules, and policies for the public or society. This concept shows that in the administration of government. Public actors, namely the government and private actors, namely business organizations or companies, are not separate organizations and work independently but work together for the benefit of society.

Collaboration is understood as cooperation between actors, between organizations or between institutions in order to achieve goals that cannot be achieved or carried out independently. In Indonesian, the terms cooperation and collaboration are still used interchangeably and there has been no attempt to show the difference and depth of meaning of the terms.

C. METHODS

The researcher applies qualitative methods. Moleong views that qualitative research is research with the intention of exploring certain phenomena regarding what happens to the subject under study, for example responses, behaviors, actions, motivations expressed through words and others (Moleong, 2013: 3).

Qualitative methods are clearly relevant for researchers to use, because the author seeks to know how the implementation of the collaboration process between local governments in the Jambi Province area in the management and protection of the Batanghari watershed. What is the role of collaborator actors and the role of related forums in the implementation of Pergub No. 1 of 2013 concerning Watershed Management of Jambi Province. With other words, qualitative methods are relevant to use because they correspond to the data that the researcher needs. So here, the author thinks that the quality method can be used to assist researchers in answering research questions that have been formulated. Researchers apply descriptive research methods.

The researcher applies the in-depth interview technique, by which the researcher will interview the informant or subject in depth, related to the topic related to this study, whether it is reflection or empirical experience and so on. In practice, researchers conduct interviews with informants, such as with the community, stakeholders and local authorities. This research will be carried out by researchers in the Batanghari River Area in Jambi Province.

D. EXPLANATION

Collaborative Governance In The Management And Protection Of The Batanghari River Basin In Jambi Province

The collaborative governance process is always described as the agreement development stage that explains how the phases of the collaboration program are implemented starting from the pre-negotiation phase, the negotiation phase, to the program implementation. So the success of collaboration depends on how the

collaboration cycle revolves from communication, building trust, commitment, sharing understanding to the results to be achieved (Ansell and Gash: 2008). That cycle keeps spinning and repeating throughout the collaboration process.

Water resource management (SDA) is a complex activity, concerning all sectors of life, so it must involve all parties both as users, users and managers, therefore it is inevitable that joint efforts are needed to start using the "Integrated Water Resources Management" approach. The Batanghari River Basin (WS) is a Cross-Provincial WS.

Based on the *Peraturan Menteri Pekerjaan Umum dan Perumahan Rakyat Nomor: 04/PRT/M/2015* concerning Criteria and Determination of River Basins, administratively WS Batanghari is spread across several regencies / cities in Jambi Province and West Sumatra Province which are the majority areas and Bengkulu Province, South Sumatra Province and Riau Province as a minority area. The Water Resources Management Pattern of WS Batanghari has been established in 2012 with Number 51 / KPTS / M / 2012. However, over a period of 8 years there have been changes in data from various aspects related to water resource management in Batanghari WS, including government policies related to laws and regulations, WS and watershed boundaries which have implications for the number and area of watersheds, development of administrative areas, increasing population and also water needs, changes in existing conditions of land use in 2012 dominated by bush mixed dryland agriculture by 31% and in 2017 dominated by Dry land farming mixed with shrubs by 28%. There have been several changes in forest areas in this time span, the addition of the area of dryland forests and primary swamps as well as plantation forests, the reduction of the area of dryland forests and secondary swamps and industrial plantation forests and the emergence of the existence of primary mangrove forests.

In 2012 critical land was dominated by 61% critical land potential and in 2020 it was dominated by 43.43% critical land potential, in 2012 the largest erosion occurred in the Kaos watershed of 635.36 Tons / Ha / Year and in 2020 occurred in the Batang Tembesi Sub-Watershed of 20,738 Tons / Ha / Year), policies and strategies for water resource management and institutions related to water resources. Therefore, it is necessary to readjust to the latest conditions. Issues related to water resources in Batanghari WS that occur include water pollution caused by illegal mining, forest and land fires, floods in addition to meeting raw water needs that have not been met equally.

Water resource management planning is a holistic approach that summarizes aspects of water quantity and quality. The planning formulates a Water Resources Management Pattern which contains several documents related to aspects of water resource conservation, aspects of water resource utilization, and aspects of controlling water damage in river areas.

The River Basin Water resource management pattern formulates the River Basin water resources document, which includes the identification of water resource management such as water users and the estimation of current and future water resource needs, as well as the evaluation of alternative efforts to save water resources. Integration in planning, togetherness in implementation and concern in control is time to be realized. In line with the laws and regulations, namely the

Undang-Undang Nomor 17 Tahun 2019 about Water Resources which facilitates water resource management strategies for river areas throughout the country in order to meet water needs, both medium and long term in a sustainable manner. Therefore, it is necessary to manage water resources in the river area so that it can be utilized sustainably.

Anshell and Gash (2008) identify collaborative processes as cycles that include: face to face dialogue, trust-building, commitment to process, Shared understanding, and intermediate outcomes.

Face to Face Dialogue

In the collaboration process cycle, good communication is needed to negotiate in reaching agreements (fact to face dialogue). Communication is an important medium in personal formation and development for the social context. Through communication we grow and learn, discover our person and others, negotiate, hate and so on.

The form of negotiation communication that occurs between collaborative actors in the management and protection of the Batanghari watershed is by interacting face to face, so that the emergence of spatial equations in obtaining information. Face to Face Dialogue is a tool to build commitment and trust in the process of collaboration, mutual understanding between actors that prioritizes dialogue in every process that is built from identifying problems to determining mutual agreement.

A face-to-face dialogue was once conducted by the Jambi Provincial Government by bringing together stakeholders who are actors in the management and protection of the Batanghari watershed in a forum. Meetings held in this forum are held regularly every year and incidentally in accordance with the policies of each forum. In this case, the proposal for the meeting is submitted by one or more members of the supervisory element and/or organizer. In this first stage, each member of the forum should participate to produce decisions and further actions in collaboration. Because this stage is the beginning that determines the next action in a forum. In addition, it is necessary to appoint a leading that serves to control the course of the dialogue. In this context, the leading sector is customary institutions, while the supporting sector is the government.

However, it is undeniable that negotiations have the potential to cause conflicts from the beginning to the end of the talks, for which an agreement is needed that can meet the satisfaction of all parties interested in the elements of cooperation, including actions taken when communicating, cooperating, or influencing others to cooperate. Not infrequently there are rejections by the surrounding community who think that the government is only running the project program without thinking about the impact that will occur for local residents.

Building Trust between Collaborative Actors

Building trust is a time-consuming process that requires a long-term commitment to achieve collaborative. Therefore, if history shows that there is antagonism between stakeholders, then policymakers or stakeholders must find time to build trust again. If stakeholders are unable to build trust then collaborative processes are impossible (Ansel and Gash 2008).

It requires a joint understanding between the government as a regulator and from entrepreneurs as business people in order to achieve success in managing and protecting the Batanghari watershed, on the one hand the government has an obligation to pay attention to and ensure that project development can provide benefits and reduce socio-economic costs while minimizing environmental impacts. On the other hand, business people who are more focused and profit-oriented certainly cannot arbitrarily do everything to achieve profit. But it must adjust to the policy with regulations from the government. For example, through spatial planning regulations, permits, licenses, accreditation, and legislation (Pitana & Diarta: 2009).

The core of collaboration in the management and protection of the Batanghari watershed in Jambi Province is to build trust and commitment based on customs and culture. When a collaboration output satisfies all actors, of course it is a form of commitment. Maintaining commitment is an important foundation in building trust in any relationship. Fulfilling commitments is building trust in one cooperation. When commitments begin to be violated by one party, it will certainly result in a decrease in the level of trust. When the trust is broken, it is not easy to re-establish that trust.

The role of facilitative leadership is so important in the Jambi community in building trust and commitment not only to parties who agree but also between conflicting parties so that they can anticipate conflicts that may occur. Leadership is central to realizing trust between collaborative actors. If the leader is unable to act as a distribution of commitment and building trust, it will have an impact on divorcing and moving independently of the collaboration actors, which will hinder the collaboration process in the management and protection of the Batanghari watershed. Leadership plays a role in exploring the values of mutual expediency to be able to achieve the commitment of actors in a collaborative process, so that existing leadership must be able to encourage the movement to facilitate, and empower the actors involved.

Building trust and commitment is a process that takes a long time. This is a process that requires long-term commitment to achieve maximum collaboration results. Building trust is not an easy process because it requires more energy, especially in a society that already has its own beliefs and customary rules and develops for generations. Customs must be discussed so that there is no misunderstanding and misinterpretation between the government and the community so that an agreement is established to trust each other. For this reason, discussion spaces are needed as a basis for building trust.

In the customs and customs of the Jambi community, if there are problems in the community, these discussion spaces can be found in the Balai Adat or can go directly to the house of the traditional chairman depending on the size of the problem, if the problem can be resolved in a familial manner without involving the community in general, it can be carried out at the home of the traditional leader, but if the problem is considered complicated and concerns the lives of the community at large, the discussion can be carried out at Local Traditional Hall.

Based on this, it can be described that building trust and commitment greatly influences, the success rate of collaboration. Because partnership in

collaboration can be interpreted as the interaction between the commitment and trust of the actors based on the idea that actors will not be able to stand alone without the support of other actors. Commitment can only be achieved by accommodating the interests of all parties, and is based on strong commitments and long-term relationships that continue to be fostered. For example, actors must abide by the results of deliberations as a form of commitment even though the decision requires joining actors with different views. Therefore, this commitment requires trust so that the responsibilities of each actor can be carried out properly. In this context, commitment to the process is a consequence of the involvement of each member in the tourism development collaboration forum and establishes an attachment that requires the committed parties to follow the collaboration process as determined.

Building Commitment between Collaborative Actors

Building commitment between actors of collaboration commitment from stakeholders in collaborating is one of the important factors for the success of the collaboration process, although in implementing this commitment is sometimes full of dilemmas. For example, stakeholders must comply with the results of deliberations as a form of commitment even though the decision requires joining stakeholders with different views. So this commitment requires trust so that the responsibilities of each stakeholder can be carried out properly.

Commitment in reaching agreement in the Jambi community is the first step in collaborating, the commitment can be in the form of agreements that benefit all parties who collaborate. This collaboration can be of economic value and can provide welfare for the community not just an ordinary ceremonial activity. The existence of private involvement, combined with indigenous institutions with one goal, namely building territories without violating customs and culture. Indigenous institutions are committed to the government by maintaining authenticity, purity and developing local wisdom in the midst of the community, and the government's commitment is to support both facilities and infrastructure, providing infrastructure for cultural sustainability. That's what was built so far in Jambi Province.

Trust and commitment are the main capital in collaboration, so that rejections from the community can be minimized. The measure of success of a program is whether it can positively affect the level of community welfare. In collaborating to build awareness of interdependence is needed. The actors must believe that they are proceeding together and care about other actors. In this process, actors must feel positively dependent and attached to each other actors in collaboration with the responsibility of mastering the program and ensuring that all actors master it.

Awareness of interdependence is built due to differences in perceptions but has one mission, namely cultural development. Planning for the construction of facilities in an effort to manage and protect the Batanghari watershed must involve the local community at least the head of the RT. This is important because the experience with several collaborative areas in the management and protection of the Batanghari watershed, does not involve the local community at all, as a result of which no economic contribution is obtained by the surrounding

community. For this reason, awareness of interdependence is needed so that information can flow and become an important input for the government.

In society it was found that interdependence arises due to the difference in the potential intelligence and abilities possessed by people who work together in the same vision in this case is the development of local culture. The government feels that with the ability of the sources it has will not be able to complete all this work without the support of the community. The community provides information about the state of the surrounding area. Information from the government, community, and customary leaders is then studied and studied what is interesting to be developed while still considering the scale of priorities, then the results of the study are discussed again with all elements including the traditional chairperson and competent parties such as academics and the government, so that the ideas for building facilities in an effort to manage and protect the Batanghari watershed are indeed born from the community not from others. So it can be said that the awareness of interdependence can be understood as a form of togetherness that needs each other in cooperation, to achieve common goals that have been set through the division of tasks / work, not as a coating of work but as a unit of work, all of which are directed at achieving goals.

Sharing Understanding of Vision and Mission and Problems

At some point in the collaborative process, stakeholders must develop a common understanding. Common understanding concerns a common mission, commonality, common goals, general goals, common vision, common ideology, clear goals, clear and strategic directions, completion of core values, alignment on the definition of problems. In this context, a common understanding of the targets of the program is needed to realize the development of cultural and historical tourism. Where the target is an increase in the number of tourist visits both foreign and local and an increase in tourism infrastructure in a certain amount in accordance with mutual agreement.

This shows that in the batanghari watershed management and protection sector, the stronger collaboration and interdependence among stakeholders will be more capable in managing development affairs. There is a need to formally bring together various stakeholders to interact and strive to achieve a common vision for sustainable tourism development and contribute to improving people's welfare while reducing poverty.

In several phases of collaborative governance, stakeholders must develop mutual understanding. The understanding concerns the same mission, common goals, common vision, common ideology, clear goals and directions. In this context, a common understanding of the target of the program is needed to minimize land damage to the lips of the Batanghari watershed.

This can be understood by all actors related to regional development so that each party has a clear direction in carrying out its role. Both governments, traditional leaders, the private sector and the general public must develop mutual understanding to achieve the agreed goals in collaboration. There is a unification of knowledge that is relevant to customs and regulations, so that collaborative actors can learn together, in the learning process can find strategies to make the management and protection of the Batanghari watershed a success. The

development of this understanding is carried out so that the vision, mission and objectives of collaboration are easier to understand and accept by actors. In addition, the similarity and balance of understanding can minimize conflicts.

Intermediate Outcome

The literature suggests that collaboration will occur when the goals and advantages of collaboration are congruent and when there is likely to be "Small Wins" of the collaboration. Small Wins is a short-term goal to be achieved in the Batanghari watershed sustainability program, of course, this ideal will have an impact on the lives of the community in general, not just the completion of activities, but also the impact on the community. So what is important is not the success achieved at the completion of a program but how people's lives will continue when this program has ended or whether this program can be sustainable. Small Wins are very important in a collaboration, because it will motivate collaboration actors to do and innovate for the achievement of goals.

In Jambi Province, small wins and short-term goals are not reflected in the collaboration of facility development in efforts to manage and protect the Batanghari watershed. It is seen that there are still people and the private sector who are confused about what exactly the vision will be achieved in this program, moreover, short-term goals are completely difficult to imagine. Targets and realizations are not measurable so that the programs run are nothing more than ordinary ceremonial programs.

The imbalance of knowledge and the level of understanding of the collaboration actors is one of the causes of the inequality of Small Wins. Even so, the people of Jambi are very excited to know some of the developments that will be carried out by the government and the private sector to preserve and revive activities around the Batanghari watershed.

The construction of facilities in an effort to manage and protect the Batanghari watershed requires systematic policies and planning. For example, governments at all levels are involved in preparing infrastructure, land use or spatial planning, and so on. To achieve a systematic planning requires a strategic planning process (Pitana & Diarta, 2009: 108).

In some areas within Jambi Province at the time of planning usually the customary head is not involved. The customary chairperson will be presented after a decision on how technical the activities are related to how the technicalities in the field involved are customary devices. Traditional leaders are more instrumental in implementing socialization to the community. The role of the traditional chairman is to help the government succeed in any government program, including the construction of facilities in the area. Indigenous leaders do not fall into the level of program planning, in this case it can be said that they are waiting for direction from the government.

The traditional chairperson has never been invited to dialogue about what is the target to produce 'small wins that can convince the whole community that the construction of facilities such as docks or dams will have a positive impact on the entire community.

According to the UN-WTO, the role of the government in determining tourism policy is very strategic and responsible for the following:

1. Build an operational framework within which the public and private sectors are involved in the success of sustainable development.
2. Provide and facilitate the needs of legislation, regulations, and controls applied in the management, environmental protection, and preservation of the Batanghari watershed.
3. Providing and building land, sea and air transportation infrastructure with complete communication infrastructure.
4. Build and facilitate the improvement of the quality of human resources by ensuring the economic activities of the community.

Regarding the issue of strategic planning of the Batanghari watershed management and protection program, the government always involves the DPRD in discussing technical implementation and budget. Furthermore, decisions are taken and conveyed and socialized to communities and indigenous institutions to be followed up or implemented. Nevertheless, it remains under the coordination of the government. The DPRD only functions as a supervisor of the implementation of government programs.

On the other hand, planning is inseparable from rationality. There is a view that rationality and power are closely related. Flyvbjerg (1998) says that in policy and planning, rationality and power have a unique relationship, and it is not clear how one ends and one begins. Power has rationality and rationality has power. Rationality becomes rationalization under the influence of power. An actor may be rational but has no power, or vice versa, has power but is not rational. In relation to planning, because planning is based on rationality, then power is very strongly present in planning. Furthermore, power is an inseparable factor of knowledge and space. The relationship between power and collaborative planning is explored by Innes and Booher (2002), who show that in collaborative planning, power is spread to form a network, network power.

Collaboration in the management and protection of the Batanghari watershed in Jambi Province in establishing strategic planning, the government does not involve the general public. So that many things that need to be discussed more at length with stakeholders such as indigenous institutions and entrepreneurs are not implemented, so strategic planning as a systematic management process in making decisions on the programs to be implemented and the estimated amount of resources that will be allocated in each program over the next few years is not drawn.

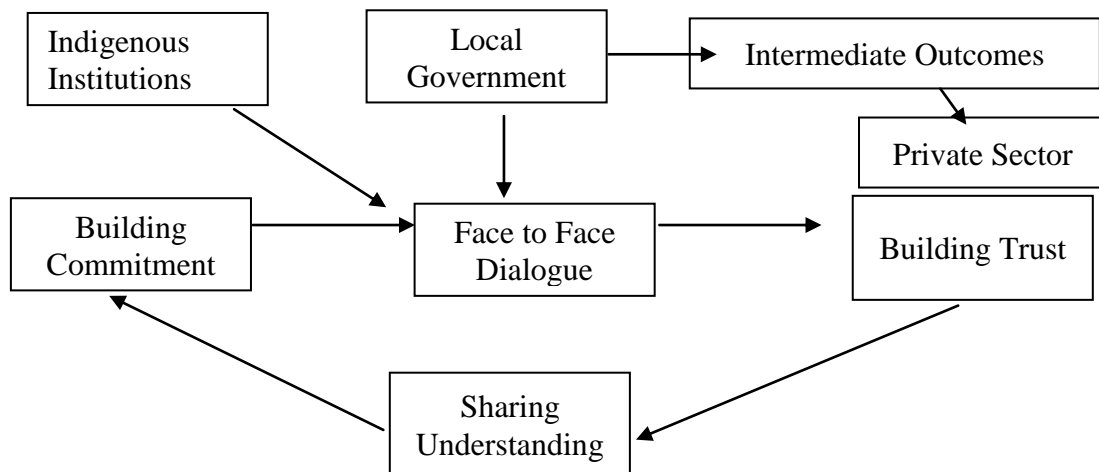
By paying attention to how the collaboration process occurs, where there is an authentic consensus-oriented dialogue in it, it can be said that the collaboration process occurs if there are several prerequisites (Sufianti, 2013). These prerequisites are: (1) There is stakeholder participation (Anshel and Gash, 2008: Healey, 2006: Wolltjer, 2000). Actual participation is citizen power as it is established in the ladder of participation according to Arnstein (1969). In general, high levels of participation appear in societies that already run a democratic system (2) There are conditions where there is equality of power (Anshell and Gash, 2008: Healey, 2008: Innes and Booher, 2000). This means that there is no domination by any particular party, every actor in dialogue is not hindered by the limits of the hierarchy, and there is mutual respect. (3) There are competent

actors. The dialogue that occurs must be a consensus-oriented form of communication, so it requires supportive actors, in the sense of having competence in communicating, understanding the substance, and having an orientation towards achieving goals for the common good.

This collaboration will be successful if the goals and benefits offered are relatively congregating. The intended advantage is economic benefit, and long-term, the facts supporting collaboration are not clearly displayed by the community only explained that the environment will be preserved but does not explain how the benefits can be perceived by the community.

Similarly, in the strategic planning of communities and customary devices are not involved they know after a decision how these activities will be carried out but when it comes to how technical in the field is only involved customary devices. Only at the technical time of the field do indigenous institutions play more of a role such as the implementation of rituals and so on. The issue of strategic planning of the Batanghari watershed management and protection program always involves the DPRD in discussing how it is implemented, how the budget is, then the results of the decision are conveyed to the community and customary institutions to be followed up or implemented, while still being coordinated by the government.

Based on the description of face-to-face dialogue, trust-building, commitment to process, shared understanding, and intermediate outcomes above, the model of the collaboration process for the development of cultural and historical tourism can be described as follows:



Based on the above model, the collaboration relationship that occurs between the government, the private sector and the community based on the results of the interviews and observations above, it was found that in the collaboration process, the intermediate outcomes of facility development in an effort to manage and protect the Batanghari watershed were only carried out by the government itself without involving the community. The role of customary institutions is very clear, namely being a communicator with the community, at

that time there is a face-to-face dialogue, providing mutual understanding of culture and history to the establishment of trust and commitment between customary heads and the government, so that a sense of interdependence between the government and traditional leaders is built.

While the role of the private sector is still contingent in other words, the private sector plays a role in carrying out the technical roles given by the government to support the success of collaboration, making road infrastructure, working on projects and others.

Collaboration between the Central Government and Local Governments in the Management and Protection of the Batanghari River Basin

The Batanghari watershed is a cross-provincial watershed between the provinces of Jambi and West Sumatra. In the *Peraturan Pemerintah Nomor 37 Tahun 2012*, it is explained that the preparation of the Batanghari watershed management plan is carried out by the relevant Ministers including the Minister of Environment, Minister of Public Works, and Minister of Home Affairs. Batanghari Watershed management involves a role between the Central Government of the Provincial Government, and the City/Regency Regional Government which is presented in the form of a table:

Table 2 Division of Government Affairs in the Management of the Batanghari River Basin

Central Government	Province Government	Regency/City Government
<ul style="list-style-type: none"> • Establishment of general patterns, standard norms, procedures, and watershed management criteria. • Determination of Criteria and order of Priority Watersheds/Sub-Watersheds. • Preparation of an integrated watershed management plan. 	<ul style="list-style-type: none"> • Provide technical considerations to the management plan. • Provide technical considerations in the implementation of provincial-scale watershed management. 	<ul style="list-style-type: none"> • Provide technical considerations for the preparation of management plans, the implementation of district/city-scale watershed management.

The need for collaboration between regions in the management of the Batanghari watershed is very necessary so that in 2012 a joint regulation was issued between the Regional Heads of Jambi Province and West Sumatra Province. The regulation was issued through the Batanghari Development Cooperation Agency (BKSP) which has the task of facilitating between the Central Government, Provincial Governments, and City/Regency Local

Governments in collaborating, especially in the management of the Batanghari watershed.

In a joint decision number 23 of 2012, between the Governor of Jambi Province, the Governor of West Sumatra and the Governor of Bengkulu on the determination of the priority scale of the development collaboration program in the Batanghari watershed area, the water resources sector became one of the collaboration priorities. In this case, one of the water resources is the management of the Batanghari watershed.

One form of collaboration in the Batanghari watershed administrative area facilitated by BKSP is in the form of a Memorandum of Understanding (MoU) and Memorandum of Agreement (MoA) as a form of controlling damage to the periphery of the Batanghari river.

Inter-Regional Collaboration Products	Purpose	Stakeholders
MoU Kerinci Dam and Sungai Penuh Dam	Forms of flood control and meeting raw water needs	<ol style="list-style-type: none"> 1. Director General of Water Resources of the Ministry of Public Works 2. Governor of Jambi Province 3. Regent of Kerinci Regency 4. Mayor of Sungai Penuh City 5. Sumatra River Region Hall VI
Coal Terminal MoU	Forms of control and protection of batanghari river lips	<ol style="list-style-type: none"> 1. Minister of Public Works of the Republic of Indonesia 2. Governor of Jambi Province 3. Regent of Tebo Regency 4. Regent of Sarolangun District 5. Regent of Batanghari Regency 6. Regent of Muaro Jambi Regency 7. Mayor of Jambi 8. Regent of Tanjung Jabung Timur Regency 9. Coal Entrepreneur
MoA Gulf Lake	Forms of flood control in	<ol style="list-style-type: none"> 1. Director General of

Revitalization	Jambi City and Jambi Seberang City	<p>Water Resources of the Ministry of Public Works</p> <ol style="list-style-type: none"> 2. Governor of Jambi Province 3. Mayor of Jambi 4. Deputy Mayor of Jambi
MoU on Revitalization of Upper and Lower Batanghari Rivers	Forms of controlling land damage in the Upstream and Downstream regions and meeting raw water needs	<ol style="list-style-type: none"> 1. Head of the Batanghari River Basin Management Center of Jambi Province 2. Governor of Jambi Province 3. Regent of Bungo Regency 4. Regent of Muaro Jambi Regency 5. Regent of Tanjung Jabung Timur Regency 6. Mayor of Jambi 7. Regent of Kerinci Regency
Batanghari River Pier MoU	Realizing the Protection of the Batanghari river	<ol style="list-style-type: none"> 1. Minister of Public Works of the Republic of Indonesia 2. House of Representatives of the Republic of Indonesia Commission V 3. Head of the Batanghari Watershed Management Center 4. Governor of Jambi Province 5. Mayor of Jambi 6. Regent of Muaro Jambi Regency 7. Regent of Tanjabtim District

BKSP Batanghari is a coordination forum between the Central Government and Regional Governments to carry out development collaborations that serve as

problem pullers in the process of preparing flood control cooperation agreements in the Batanghari watershed by coordinating related agencies. BKSP Batanghari with the relevant agencies then discussed and found a solution to the problem by making some kind of mutual agreement.

In 2010, floods in Jambi prompted the local government to enter into a collaboration agreement by making an MoU and MoA. On January 20, 2011, Jambi experienced a flood disaster that brought all economic activities of the Jambi community to a standstill. The Governor of Jambi at that time was still held by H. Hasan Basri Agus and other regional heads agreed to build two dams upstream of the Batanghari watershed to minimize the influx of water into Jambi.

The construction of the dam requires a collaboration agreement between the administrative regions of the Batanghari watershed which is delegated to the Batanghari BKSP. In the end, BKSP Batanghari made a joint agreement regarding flood control in the Batanghari watershed in the form of an MoU and MoA. The location for the dam was agreed in the Kerinci Regency and Full Sunagi City. At that time, BKSP Batanghari made a collaboration agreement in the form of an MoU on the Kerinci-Sungai Penuh Dam. The agreed agreement, only limited to the agreement. After the agreement was agreed upon by the relevant parties, BKSP Batanghari made a cooperation agreement that was more technical in nature, namely MoA.

In 2011, the MoU on the construction of the Kerinci and Sungai Penuh Dams, the MoU on the revitalization of situ-situ, and the MoU on the manufacture of infiltration wells have been signed by the relevant parties. In 2012, the Batanghari Development Cooperation Agency recreated the MoA for the construction of the Kerinci and Sungai Penuh Dams, the MoA for the creation of infiltration wells, and the MoA for the revitalization of situ.

Jambi, which has the responsibility to provide funds for the construction of the Kerinci Dam and Sungai Penuh Dam, at that time was ready to provide funds for land acquisition of 200 billion, while West Sumatra in this case Solok and Dharmasraya Regencies had the responsibility of providing land for the development. The Central Ministry, in this case the Sumatra River Region Hall VI, has the responsibility of the physical construction of the Kerinci-Sunagi Penuh Dam.

There are obstacles in carrying out collaboration agreements between the administrative regions of the Batanghari watershed in flood control in the form of the collapse of the *Undang-Undang Nomor 7 Tahun 2004* which is the legal basis for the preparation of the MoU and MoA.

The collapse of the *Undang-Undang Nomor 7 Tahun 2004* that Muhammadiyah complained to the Constitutional Court was caused because there were several contents of the law that were not in accordance with the principles of limiting the use of water resources. Muhammadiyah considers that in the *Undang-Undang Nomor 7 Tahun 2004*, water is used as a private sector and considers that there is an opportunity for freedom for private entrepreneurs to take groundwater illegally (Maulana Hidayat Interview, 2022).

The abortion of the *Undang-Undang Nomor 7 Tahun 2004* hampered the construction of the three projects that had been agreed upon in the collaboration

agreement between the administrative regions of the Batanghari watershed. These three projects must be temporarily stopped and wait for new regulations so that the construction of these projects can resume. As an implementing element, the relevant local governments must wait for a new legal basis to be able to continue the development program that has been set. Currently, according to information from the Sumatra River Region VI Center, they will make regulations in the form of Ministerial Regulations or Government Regulations so that the project can resume as planned.

The second form of collaboration between the central government and local governments regarding the management of the Batanghari watershed is the formation of a coordination team called the Batanghari Watershed Forum. The Batanghari Watershed Forum is a coordination forum formed to align the interests between agencies in the management of water resources in the Batanghari River area.

The Batanghari Watershed Forum consists of 58 members consisting of government and non-governmental parties. The Batanghari Watershed Forum has the responsibility and task of assisting the Minister of Public Works in coordinating the interests of each party in water resource management. In carrying out its duties as a coordination forum, the Batanghari Watershed Forum held consultations with several related parties to align interests in order to create harmony in the management of the Batanghari watershed and evaluate the implementation of the Batanghari watershed program and management plan.

The Batanghari Watershed Forum consists of four commissions divided according to their respective roles in the management of the Batanghari watershed. The commission in TKPSDA consists of a conservation commission, a natural resources utilization commission, a water damage control commission, and a community empowerment commission. Members of the Batanghari Watershed Forum consist of the government, levels of society, and business entities.

In the management of the Batanghari watershed, the Batanghari Watershed Forum often holds meetings to discuss the pattern of the Batanghari watershed area management plan. This is intended to integrate the interests between stakeholders in the management of the Batanghari watershed, integrate policies, programs, and activity plans between the administrative regions of the Batanghari watershed.

On August 16, 2021, at the Swiss Bell Hotel Ballroom, the Batanghari Watershed Forum held a meeting related to the management of the Batanghari watershed. In the meeting, the Batanghari Watershed Forum discussed the preparation of water resource management patterns in the Batanghari River area. This coordinating team conducted a forum that talked about the implementation of the Batanghari River management pattern. The meeting was attended by relevant parties such as Jambi Provincial Bappeda, Jambi City Bappeda Tanjung Jabung Barat Bappeda, Tanjung Jabung Timur Bappeda, Batanghari Bappeda, Bungo Bappeda, Tebo Bappeda, Sumatra River Region Hall VI, BPDAS Jambi, Jambi City PUPR Office, Tanjung Jabung Barat PUPR Office, Tanjung Jabung Timur PUPR Office, and so on. The meeting became a forum for each region to convey the program they planned and convey the problems of the Batanghari watershed in

their respective regions.

Policies in the form of laws, laws and regulations, presidential decrees, and ministerial decrees on watershed management prepared by the Government at the national level, must be guidelines and considerations for regulations at the regional level prepared by the Regional Government on the management of the Batanghari watershed. In the watershed unit, regulations are drawn up in the form of a Watershed Management Plan (RPDAS). Meanwhile, in provincial and city/district administration units, regulations are prepared in the form of a Medium-Term Management Plan (RPJM) which is then outlined into a Regional Medium-Term Management Plan.

The watershed management framework involves a three-dimensional approach. First, the management of the Batanghari watershed starts from a planning system that must be participatory. This is stated in the Regulation of the *Peraturan Menteri Kehutanan Nomor 60 Tahun 2013* concerning procedures for the preparation and determination of watershed management plans which states that in the preparation and determination of watershed management plans the government involves other stakeholders consisting of the central government, local governments, the private sector, and the community. In preparing the watershed management plan, all stakeholders must develop the principles of mutual trust, openness, responsibility, and mutual need through integration, synchronization, and coordination of various interests from the Batanghari watershed management. Integration and synchronization are required in every preparation of programs and activities of each stakeholder. In this case, the Provincial and Regional Development Planning Agency (Bappeda) is tasked with coordinating the interests between the batanghari watershed management parties.

Second, watershed management activities are divided into several steps in accordance with duties and authorities. The parties involved in the management of the Batanghari watershed consist of the government, the community, and the private sector. The following is the division of roles of each party involved in the management of the Batanghari watershed (BPDAS Batanghari, 2022).

- a. Central government: The central government in the management of the Batanghari watershed is the Batanghari Watershed Management Center (BPDAS) which plays a role in preparing a macro plan for the management of the Batanghari watershed in the form of rehabilitation, maintenance, guidance, protection, and security of the Batanghari watershed and carrying out guidance, monitoring, supervision, and control of the Batanghari watershed management. BPDAS Batanghari is under the auspices of the Ministry of Environment and Forestry.
- b. Provincial Government: In this case, the Jambi Provincial Government and the West Sumatra Provincial Government. The role of the provincial government in the management of the Batanghari watershed is to coordinate the relationship between districts/cities through an integrated watershed management institutional system, compile guidelines for the watershed management planning system and the rules of relations between districts/cities in managing the Batanghari watershed, facilitate and coordinate the watershed management budget, facilitating the strengthening of the Batanghari watershed

management organization so that the guidelines and rules prepared by the provincial government are followed by the district/city government, and facilitate the implementation of guidance, monitoring, supervision and control of cooperation across districts/cities.

- c. Regency/City Government: In this case, the city/regency government is the Depok City Government, Bogor City Government, and Bogor Regency Government. The city/district government here has the role of describing the macro plan of watershed management made by the central government into district/city planning, carrying out management such as rehabilitation, maintenance, guidance, protection, and security, supervising and coordinating the management of land units, coordinating the watershed management budget to the village government, making technical guidelines and rules for the watershed planning and management system, describe the Batanghari watershed management budget into the village budget, and develop a forestry institution system at the village level in managing the Batanghari watershed.
- d. Community: In this case, the community is a river care community, Non-Government Organizations (NGOs), and Non-Governmental Organizations (NGOs). In the management of the Batanghari watershed, NGOs play a role in developing the capacity of the community in managing forest resources, building and strengthening local community institutions, facilitating intensive communication between the community and the government, the private sector in the context of community empowerment, and advocating and socializing government policies to the community to increase community participation in the management of the Batanghari watershed. One example of an NGO engaged in the management of the Batanghari watershed is the Environmental Forum (Walhi). In this case, Walhi plays a role in encouraging the government to make the Batanghari watershed well managed, assisting the government in conveying policies prepared by the government to the community and empowering the community.
- e. Private : In the management of the Batanghari watershed, the private sector plays a role in holding Corporate Social Responsibility (CSR). CSR is a form of a company's responsibility to the environment and society. PT. Antam is one of the companies that carries out CSR by carrying out forage activities in the form of tree planting in the Batanghari watershed area in the hulu.PT section. Antam collaborates with the Ministry of Forestry, and the Bogor Regency Government. In doing this CSR, PT. Antam also involves the community from among farmers.

Third, the goals and objectives of watershed management. There are three general goals to be achieved in watershed management, namely rehabilitation of wastelands, protection of lands sensitive to erosion and landslides, and improvement of water resources. The goals and objectives determined by Hufschmidt are contained in the water resource management pattern plan for the Batanghari River area which is divided into four areas, namely the field of water resource conservation, the field of water resource utilization, the field of water damage control, and the field of community empowerment.

E. CONCLUSION

Thus, the decline in the condition of the Batanghari watershed is a form of environmental degradation and suboptimal management of the Batanghari watershed carried out by inter-regional governments. Based on the results of research on collaboration between regions in the management and protection of the Batanghari watershed, it can be concluded that the problem in the Batanghari watershed institution is the difference in interests between regions that hinder the integrated management of the Batanghari watershed. The integration of differences of interests is carried out by conducting forum activities between batanghari watershed stakeholders. In integrating these various interests, there are obstacles in the form of the emergence of sectoral egos from each region because there is no clear cooperation between regions in the management of the Batanghari watershed. Each region is still undergoing its own policies, activities, and programs. The form of cooperation in the management of the Batanghari watershed that was found was a collaboration between the Central Government and Regional Governments which was formed in the MoU (Memorandum of Understanding) and MoA (Memorandum of Agreement). There are six cooperation agreements in the form of MoU and MoA including MoU on the construction of Kerinci Dam and Sungai Penuh Dam, MoA for the construction of Kerinci Dam and Sungai Penuh Dam, MoU for revitalization of situ-situ, MoA for revitalization of situ-situ, MoU on making infiltration wells, and MoA creation of infiltration wells. There is a division of roles in collaborating on the management of the Batanghari watershed between the government, the private sector, and the community.

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