

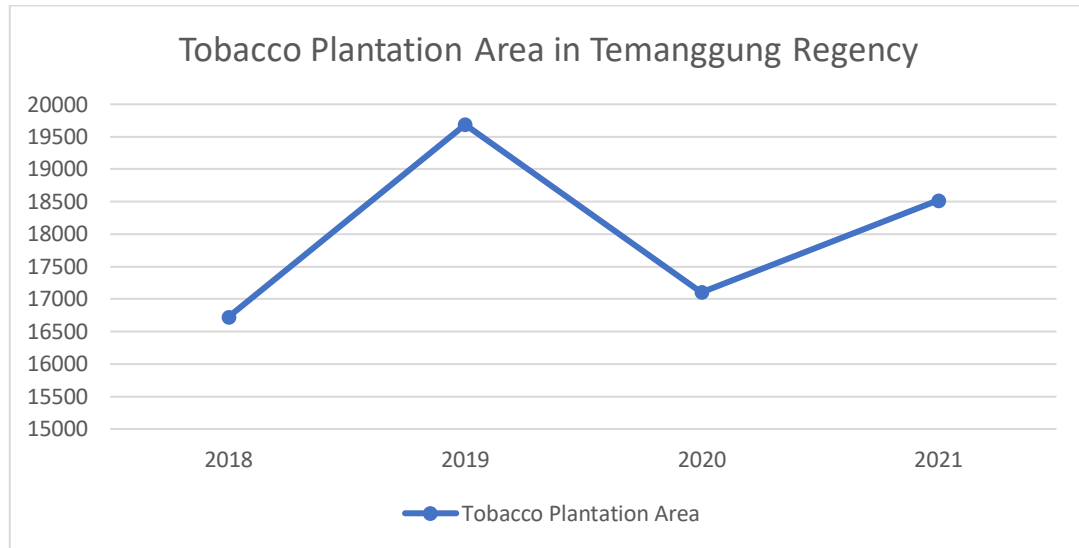
## CHAPTER I

### INTRODUCTION

#### A. Background

Trapped in the alluring hills with Mount Sindoro and Sumbing as its loyal guardians, Temanggung Regency in Central Java Province is not only known as a leading tobacco producer, but also as a region that combines the richness of tobacco farming with stunning natural beauty and deep culture. Temanggung Regency, located in Central Java Province, plays a significant role in tobacco production in the region. Tobacco originating from Temanggung Regency, often referred to as Temanggung tobacco, plays an important role in the region's economy.

Favorable weather in October over the past two years has been a determining factor in the success of the tobacco harvest in Temanggung Regency. The best yields are obtained at the end of the harvest season, usually around October each year, and the tobacco harvested during this period, known as srintil tobacco, is often used in the kretek cigarette manufacturing industry due to its high nicotine content and distinctive aroma (Saputra, 2022). For the area of tobacco farming, based on information obtained from the Central Java Provincial Agriculture Office in 2023, Temanggung Regency has become one of the largest tobacco producers in the region. The data shows that the tobacco planting area reached 18,519 hectares.



**Graph of the number tobacco plantation in Temanggung Regency**

**Source: BPS Data of Temanggung Regency 2022**

With a number of large and quality tobacco fields in Temanggung Regency, it is not surprising that this area is a key factor in tobacco production in Central Java Province, even achieving the status as the province with the highest tobacco production. This can be proven through BPS data of Central Java Province in 2022, which recorded high tobacco production in Temanggung District. With favorable geographical and soil conditions, Temanggung is able to maintain its strategic role in the tobacco industry, contribute significantly to the national economy, and become a center for farmers and the cigarette industry in achieving common goals in managing tobacco commodities in a sustainable manner. The abundant natural resources and favorable geographical conditions in Temanggung Regency are the main factors in the impressive growth of tobacco production.

No	District	Tobacco Production (Tons)	
		2021	2022
01	Cilacap	108,63	82,43
02	Banyumas	40,09	32,11
03	Purbalingga	9,43	13,53
04	Banjarnegara	269,04	241,14
05	Kebumen	439,46	398,04
06	Purworejo	130,09	84,35
07	Wonosobo	2.654,56	2.522,36
08	Magelang	3.984,00	3.801,31
09	Boyolali	4.047,07	4.823,81
10	Klaten	3.525,00	3.098,88
11	Sukoharjo	101,70	72,42
12	Wonogiri	3.014,78	2.667,24
13	Karanganyar	104,20	93,67
14	Sragen	25,98	36,40
15	Grobogan	4.698,01	4.644,45
16	Blora	1.057,38	912,68
17	Rembang	9.648,30	9.942,50
18	Pati	403,20	411,45
20	Jepara	4,50	4,50
21	Demak	2.047,15	1.907,20
22	Semarang	929,27	901,24
23	Temanggung	12.597,77	12.630,41
24	Kendal	4.695,53	3.775,25

**Table of tobacco production per year in Temanggung Regency**

**Source: BPS Provinsi Jawa Tengah 2023**

The above data confirms that Temanggung Regency plays a central role in tobacco production in Central Java. With a production of 12,597.77 tons in 2021 and increasing to 12,630.41 tons in 2022. This illustrates the district's significant contribution to the regional tobacco industry as well as evidence that tobacco production in Temanggung continues to grow. Temanggung Regency's achievements in tobacco production also reflect its important role in contributing to the local and

national economy. With significant growth year on year, tobacco production in the region not only maintains employment for thousands of farmers and workers in the tobacco sector, but also contributes significant revenue through excise and taxes to the local and national government. As such, Temanggung is not only the "Tobacco City," but also a strong economic pillar in Central Java.

However, there are problems faced by tobacco farmers in Temanggung in running their business. Such as market price fluctuations that can disrupt the economic stability of farmers or the selling price of tobacco itself. Marketing of tobacco farming in Temanggung still uses a monopsony system, namely a large number of sellers and a small number of buyers (Bahiej, 2020). Fluctuations in tobacco prices are a significant problem for farmers in the tobacco sector. Tobacco prices tend to fluctuate significantly in the short term, affected by various factors such as changing market demand, harvest season, and weather. Tobacco farmers often have to face economic risks associated with these price fluctuations. An increase in tobacco prices may provide economic benefits to farmers, while a decrease in prices may reduce their income.

Trend in tobacco prices in Indonesia has a significant impact on farmers and the cigarette industry. Changes in government policies related to tobacco excise taxes, such as the planned 23 percent increase in 2020, have raised concerns and complaints from farmers in Temanggung Regency. Farmers have experienced a decrease in retail tobacco prices, such as the price of grade D tobacco in Temanggung, which has dropped from IDR 80,000 per kilogram to IDR 70,000. The tobacco price trend influenced by

government policies not only has economic implications but also social consequences for tobacco farmers. They worry about the decrease in their income due to the falling tobacco prices, which can also affect the well-being of their families and their access to education and healthcare services. Moreover, it also threatens the sustainability of the tobacco cultivation tradition, which has been a part of Indonesian culture. Therefore, it is important to further examine the impact of tobacco price policies on social and economic levels and involve stakeholders such as farmers and the government.

The Food Security, Agriculture, and Fisheries Agency (DKPPP) of Temanggung Regency, which has the responsibility to oversee the tobacco sector in the region, has enacted several policies that affect the tobacco industry in Temanggung Regency. These measures include various strategies such as providing incentives, licensing for cigarette companies, close cooperation with the private sector, providing fertilizer assistance, training tobacco farmers, and socialization to farmers (Yuwono & Melati, 2020). All of these efforts aim to improve productivity, tobacco quality, and farmers' welfare, while maintaining the cultural heritage of tobacco farming that has characterized Temanggung Regency. In this situation, collaborative initiatives involving the government, private sector, and farmers can be an important solution to manage price fluctuations, ensure farmers' welfare, and promote sustainability in tobacco production.

Collaboration between the government, the private sector, and farmers in tobacco management has its own importance in various aspects. First, the tobacco

industry is the backbone of the economy in Temanggung Regency, providing livelihoods to millions of farmers and workers in this sector. This collaboration allows for an increase in the quality and yield of tobacco production, which has a positive impact on farmers' income. Secondly, through a sustainable approach to tobacco cultivation, the collaboration can minimize environmental impacts and reduce the use of harmful pesticides and chemicals. Lastly, the collaboration can also incorporate elements of prevention and education on the health impacts of smoking, promoting public awareness of the health risks associated with tobacco. By bridging economic, environmental, and public health interests, collaboration between the government, private sector, and farmers is essential to achieve a balance that is in line with the interests of all parties.

In the context of collaboration between the government, private sector, and farmers in tobacco management in Temanggung, it is important to conduct research that aims to identify concrete challenges faced by farmers, measure the impact of collaboration, and formulate solutions that can improve their welfare and support the sustainability of the tobacco industry. This research will focus on sustainable agricultural practices, evaluation of the role and impact of collaboration between the local government, private sector, and farmers in supporting the welfare of tobacco farmers, as well as the impact of collaboration between the government, private sector, and farmers on economic growth and community welfare in Temanggung region. Thus, this research is expected to provide a comprehensive view and relevant solutions to

ensure that the collaboration is effective in achieving common goals, overcoming existing challenges, and providing significant benefits to all parties involved.

## **B. Problem Formulation**

1. How does collaborative governance in tobacco management in Temanggung affect farmers' economic welfare?
2. Does collaborative governance in tobacco management in Temanggung have a positive impact on sustainable agricultural practices?

## **C. Research Objectives**

This study aims to explore the benefits that arise from the collaborative governance program in managing tobacco farming in Temanggung Regency. By understanding the benefits of this collaboration, we can better understand the key role of collaboration in increasing the quality of tobacco production, improving farmers' livelihoods, and supporting sustainable growth in the tobacco industry in this region. This study also aims to identify the factors that influence the success of this collaboration and analyze its overall impact on the local community. Through an in-depth understanding of the dynamics of collaboration between the stakeholders, it is expected that recommendations and strategies will emerge that can optimize the benefits of this collaborative for the development of tobacco farming in Temanggung Regency, as well as make a positive contribution to the economic development and welfare of the local community.

## **D. Research Benefits**

### **1. Theoretical Benefits**

a. The main theoretical benefit of this study is that it provides a strong foundation in understanding the concept and practice of collaborative governance in tobacco management, as well as identifying critical issues and barriers, with the potential to contribute to the development of theory and understanding in this field.

b. In addition, this study also provides insights into effective strategies and frameworks in dealing with tobacco-related issues by involving various stakeholders, as well as encourages the development of theories relevant to the practice of collaboration between local governments, private parties, and farmers. As such, this study is expected to provide significant theoretical benefits in the context of tobacco management and collaborative governance more generally.

### **2. Practical Benefits**

a. For Governance

The research results can provide more accurate data and information to the government, enabling more effective policy formulation in support of agriculture and farmers' welfare. As well as, strengthen partnerships between



the government, farmers, and the private sector and create synergies in agricultural development.

b. For Private Sector

The private sector can gain access to knowledge and resources generated from collaborative research, enhancing their capabilities and competitive advantage.

c. For Tobacco Farmer

This research can empower farmers with better knowledge and information, giving them greater control over their own farming practices.

## **E. Previous Research**

Based on the literature review, collaborative government has become an increasingly considered approach to tobacco management in Temanggung Regency in 2023. The following table provides an overview of the roles and contributions of local government, the private sector, and farmers in efforts to achieve economic prosperity and sustainable agricultural practices.

No	Research Title	Author Name and Year Journal	Journal Link	Research Results	Research Weaknesses
1	Collaborative Governance dalam Upaya Penanggulangan HIV dan Aids di Kabupaten Sleman Tahun 2018	Yunita Elianda (2020)	<a href="http://repository.umsida.ac.id/handle/123456789/31880">#"&gt;http://repository.umsida.ac.id/handle/123456789/31880#</a>	As a result of this study, a good level of participation was seen in government collaboration in HIV and AIDS response. Each stakeholder is involved in regular meetings and special events organized simultaneously. Individual data on HIV and AIDS patients are kept confidential, so only aggregate data can be accessed. Accountability is carried out by each agency, except in programs and activities conducted jointly in cross-sectoral cooperation.	The shortcoming in this study is that there is no adequate explanation of the benefits and impacts of implementing the concept of collaborative governance. This has the potential to reduce understanding of how collaboration can make a significant contribution to improving community welfare. In addition, another shortcoming is that there is no in-depth analysis of the effectiveness and efficiency of collaborative governance implementation.
2	Collaborative Governance dan Social Capital: Peran Stakeholders dalam Tata Kelola Kebencanaan (Disaster Management) Studi Kasus	Prawira Yudha Pratama (2019)	<a href="http://repository.umsida.ac.id/handle/123456789/30471">#"&gt;http://repository.umsida.ac.id/handle/123456789/30471#</a>	The results of this study indicate that after the Merapi eruption in 2010, various government agencies, community organizations, local volunteers, and local communities have made continuous efforts to improve	The shortcoming in this study is that there is no adequate explanation of the benefits and impacts of implementing the concept of collaborative governance. This potentially reduces the understanding of how collaboration can make a significant contribution to the

No	Research Title	Author Name and Year Journal	Journal Link	Research Results	Research Weaknesses
	Erupsi Gunung Merapi di Daerah Istimewa Yogyakarta (DIY)			disaster management efforts.	effectiveness and efficiency of collaborative governance implementation, and the impact of implementing the concept of collaborative governance.
3	Non-Government Organizations Contribution to Collaborative Governance Stages and Handling Collaborative Risk in Kulonprogo Regency	Murti et al (2023)	<a href="https://journal.umpo.ac.id/index.php/aristo/article/download/ADMMBG/2608">https://journal.umpo.ac.id/index.php/aristo/article/download/ADMMBG/2608</a>	The result of this research is that the NGOs (MTCC and The Union) failed to play their role in the Collaborative Governance stage only at the brainstorming stage, especially in being able to map potential obstacles to collaboration. This weakness then raises the risk of collaboration. The risks of collaboration that arise come from individuals and institutions.	The weakness is the lack of explanation of the benefits obtained from the implementation of collaborative governance. The limited explanation in this research causes a lack of in-depth understanding of how the implementation of collaborative governance and the contribution of NGOs can be specific.
4	Kolaborasi Pemerintah, Swasta dan Masyarakat dalam Pengelolaan Obyek Wisata Alam	Yusrim Musa (2020)	<a href="http://repository.umsida.ac.id/handle/123456789/31845">http://repository.umsida.ac.id/handle/123456789/31845</a>	The results of this study show that the management of Posong Nature Tourism Posong Nature Tourism Object has been seen well with the	The shortcoming in this study is that there is no adequate explanation of the benefits and impacts of applying the concept of collaborative governance.

No	Research Title	Author Name and Year Journal	Journal Link	Research Results	Research Weaknesses
	Posong di Desa Tlahap Kecamatan Kledung Kabupaten Temanggung Tahun 2019			coordination between stakeholders. In this stage, the actors have carried out their duties according to their portions, based on the initial agreement.	
5	Politik tembakau di Indonesia: Donor, elit politik, dan kebijakan pengendalian tembakau	Arie Kusuma Paksi, Nanik Prasetyoningsih, dan Dianita Sugiyo (2019)	<a href="http://repository.umsida.ac.id/handle/123456789/35361">http://repository.umsida.ac.id/handle/123456789/35361</a>	The results of this study show that so far the tobacco control program has been carried out with the priority strategy of developing regulations at both the national and local (regional) levels, in order to form a comprehensive tobacco control effort so as to protect the community and so that the objectives of tobacco control in Indonesia can be quickly achieved.	The main shortcoming of this study is the lack of an adequate theoretical framework explaining tobacco politics. This causes the research to lack depth in analyzing the political dynamics that influence tobacco-related policies and actions. Thus, this research can be improved by expanding the theoretical scope that covers tobacco politics to provide a more comprehensive insight into the context of tobacco politics.
6	Politik Ekonomi Pertembakauan di Kabupaten Temanggung	Teguh Yuwono dan Kharisma Melati (2020)	<a href="https://ejournal3.undip.ac.id/index.php/jpgs/article/view/28190/24280">https://ejournal3.undip.ac.id/index.php/jpgs/article/view/28190/24280</a>	The results of this study are the economic status of the tobacco farming community economic status of the tobacco farming community, the level	The weakness of this journal is the absence of literature review and relevant previous research. This is a fatal flaw because without an adequate knowledge base from previous

No	Research Title	Author Name and Year Journal	Journal Link	Research Results	Research Weaknesses
				of education of the tobacco farming community, the status of land ownership of the tobacco farming community, the scale of political political interest of the tobacco farming community and the status of land ownership of the tobacco farming community affect the implementation of social protest due to the crisis experienced by farmers because of policies that harm the existence of tobacco in the implementation of social protests due to the crisis experienced by farmers due to policies that are detrimental to the existence of Temanggung tobacco.	research, this journal loses the context needed to understand and evaluate the findings presented.
7	Mitigation Task Force for Farmer and Worker in Indonesia: a	Ahsan et al (2022)	<a href="https://journal.bappenas.go.id/index.php/jpp/article/view/287">https://journal.bappenas.go.id/index.php/jpp/article/view/287</a>	The results of this study show that all stakeholders realize that tobacco control policy is an absolute must, and the	The main shortcoming of this journal is the absence of literature review and relevant previous research. This is a fatal flaw because

No	Research Title	Author Name and Year Journal	Journal Link	Research Results	Research Weaknesses
	Collaborative Governance Approach in Tobacco Control			regulatory mandate to develop mitigation efforts in various sectors, including tobacco farming and tobacco industry, needs to be implemented immediately. This study shows that stakeholders perceive that the task force is the most feasible model for the short term.	without an adequate knowledge base of previous research, the journal loses the context necessary to understand and evaluate the findings presented. Therefore, it is important to recognize that the absence of literature review and previous research is a significant weakness in the context of this study.
8	Tobacco control policies in the 21st century: achievements and open challenges	Peruga et al (2021)	<a href="https://febs.onlinelibrary.wiley.com/doi/full/10.1002/1878-0261.12918">https://febs.onlinelibrary.wiley.com/doi/full/10.1002/1878-0261.12918</a>	The results of this study conclude that, although there are still open challenges, and several measures are still to be implemented in tobacco control. However, it can be seen that remarkable, albeit inadequate, progress has been made in tobacco control over the past twenty years.	This journal only focuses on theory and does not contain empirical data or relevant literature reviews. This is a significant weakness because theory-based research without empirical data and a robust literature review can reduce the credibility of the findings and conclusions.
9	Study on Tobacco Control-Related Stakeholders' Perspective on Tobacco	Hasnur et al (2023)	<a href="https://journal.uny.ac.id/index.php/jppm/article/view/59234">https://journal.uny.ac.id/index.php/jppm/article/view/59234</a>	The result of this study is that the implementation of the tobacco control policy is still limited due to the lack of budget and experts to	There is a lack of concrete data supporting the research findings as well as a lack of literature review that includes a robust framework. The lack of

No	Research Title	Author Name and Year Journal	Journal Link	Research Results	Research Weaknesses
	Control Policies and Practice Towards Teenagers and Children Under Sharia Law Setting in Aceh			support the policy to be implemented. Therefore, efforts to control tobacco use among adolescents and children in Aceh Province need to focus on addressing these challenges, and maximizing the provision of adequate resources to support these challenges is a must.	concrete data can reduce confidence in the research findings and can make it difficult to generalize the results. In addition, the lack of review literature may also reduce the depth and diversity in the understanding of issues related to tobacco control in Aceh.
10	Tinjauan Perspektif Ekonomi Politik dalam Tata Niaga Tembakau	Andri Prasetyo dan Bhimo Rizky Samudro (2023)	<a href="http://ejournal.radentan.ac.id/index.php/salam/article/download/16985/6290">http://ejournal.radentan.ac.id/index.php/salam/article/download/16985/6290</a>	The results showed that in determining the selling price of tobacco, farmers are the most affected party, and are unable to determine the price of tobacco. All tobacco farmers can do is make the quality of their tobacco better from season to season in order to get a high selling price.	Lack of in-depth literature review and absence of previous research studies. A more comprehensive literature review would have helped the research to understand the conceptual framework better. Also, without a review of previous research, this study may lose historical context and comparison with previous findings.
11	Potensi Tembakau Lembutan Temanggung Sebagai Indikasi Geografis Menurut	Indra Yuliawan dan Setiawan Budi Santoso (2023)	<a href="https://journal.widyakarya.ac.id/index.php/jhsp-widyakarya/article/view/213">https://journal.widyakarya.ac.id/index.php/jhsp-widyakarya/article/view/213</a>	The results of this study are, the efforts made by the Temanggung government in registering the potential of geographical	The shortcomings in this journal are the lack of empirical data revealed in the research and the lack of in-depth literature review. These two shortcomings reduce the strength of

No	Research Title	Author Name and Year Journal	Journal Link	Research Results	Research Weaknesses
	Undang-Undang No 20 Tahun 2016 Tentang Merek Dan Indikasi Geografis			Indications on Lembutan Tobacco there is still no intention to obtain legal certainty and legal protection for Lembutan Tobacco, with the reason that the Temanggung Government has registered a geographical indication application on Srintil Tobacco. Temanggung government has registered an application for geographical indications on Srintil Tobacco.	the analysis and understanding of the potential of Lembutan tobacco in Temanggung as a geographical indication based on the regulation of Law No. 20 of 2016.
12	Perencanaan Penggunaan Lahan untuk Pengembangan Budidaya Tembakau di Kabupaten Temanggung	Rahadian Adi Prasetyo dan Ronny Mulyawan (2023)	<a href="https://jurnal.unej.ac.id/index.php/BIP/article/view/36983">https://jurnal.unej.ac.id/index.php/BIP/article/view/36983</a>	The results of this study suggest that the development of tobacco cultivation in Temanggung Regency can be focused on moorland and rainfed paddy fields if the objective is to obtain high nicotine levels. However, if you plan to utilize bushland, it should be noted that it requires more	This journal has some significant shortcomings. Firstly, the literature review that forms the theoretical basis of the research lacks depth and is limited in scope. Secondly, although the study presents important field research results, the explanation of the research methodology, including sample selection and data



No	Research Title	Author Name and Year Journal	Journal Link	Research Results	Research Weaknesses
				intensive land preparation compared to moorland and rainfed paddy fields.	collection techniques, is incomplete. This study tends to be minimal in discussing the theoretical framework that can support the research findings.

Collaborative governance in tobacco management has become an increasingly important research topic in the context of sustainable agriculture and farmers' economic welfare. Previous studies have shown that collaboration between the public, private and farmer sectors can provide significant benefits, such as increased tobacco production and farmer income. In a study conducted by Smith et al (2018), such collaboration has been shown to increase farmers' access to resources and technologies necessary for sustainable agriculture. In addition, research conducted by Putri (2019), which examines the role of the government towards tobacco, shows that the government has an important role as one of the economic actors so that the balance between demand and supply, income distribution and resource allocation remains balanced.

This collaborative research is unique in the context of previous studies as it is the first to specifically explore the crucial role of the government in the tobacco sector, filling a gap in knowledge that has rarely been touched upon before. So far,

this study is the first to specifically explore the crucial role of the government in the tobacco sector, filling a knowledge gap that has rarely been touched upon before. The focus on the role of tobacco farmers is also unique, providing in-depth insights into the contributions and challenges faced by this group. By taking Temanggung as the research center, we venture into the unique reality of an interesting tobacco center, adding valuable insights that can provide direction for further research. As such, this research is not only a contribution to the existing literature but also paves the way for the development of further understanding of tobacco in the Temanggung region.

## **F. Theoretical Framework**

### **1. Collaborative Governance Theory**

#### **a. Collaborative Government Concept**

Government does not only rely on its internal capacity in implementing policies and running programs. Limited capabilities, resources, and networks that support the implementation of programs or policies often encourage the government to cooperate with various parties, including other government agencies, the private sector, and communities and civil society organizations. This aims to facilitate collaborative cooperation in achieving the objectives of the program or policy (Purwanti, 2016). The concept of Collaborative Governance emerged as a response to problems that arise in the implementation of public policies, increasing costs, and politicization of

public sector regulations (Ansell & Gash, 2008). Various terms have been used by various experts to describe this concept, such as public policy instruments (Gray et al., 2003) or key institutional approaches (Jung et al., 2009). Despite the variety of understanding of previous experts, Collaborative Governance remains a strategic theme in public administration

In general, Collaborative Governance is a process that involves various parties involved to represent the interests of each entity in achieving common goals (Cordery, 2004; Hartman et al., 2002). Collaborative governance is a new paradigm in understanding the existence of various stakeholders in public affairs. There are special characteristics in the relationship between actors, making collaboration research important (Silvia, 2011). Collaboration is used to describe formal, explicit, and goal-oriented cooperation in decision-making. Meanwhile, networks only focus on the implementation of civic work (Goliday, 2010).

Collaborative governance, as part of New Public Governance, is based on basic values which are also its main characteristics and main focus. According to Nasrulhaq (2020), these basic values are very important for understanding certain phenomena and formulating new theories in the fields of public administration and policy. There are four basic values in the concept of Collaborative governance:

- 1) Consensus Orientation: This value indicates that the main goal of Collaborative Governance is to achieve mutual agreement in decision-making.
- 2) Collective Leadership: This reflects a form of institutional structure that involves collective leadership, where various parties play a role in the decision-making process.
- 3) Multi-directional Communication: In Collaborative Governance, communication is a key element that involves mutually influencing interactions between the various parties involved in the process.
- 4) Resource Sharing: This describes the process of resource sharing that occurs during the implementation of Collaborative Governance, where different parties contribute to achieving a common goal.

The success factor in implementing these four basic values of Collaborative Governance is very important. Consensus orientation helps in reaching mutual agreements that lead to more sustainable solutions. Collective leadership ensures that decisions are taken inclusively and represent the interests of all parties involved. Multidirectional communication enables effective information exchange and strong relationship building between stakeholders. In addition, sharing resources strengthens collaboration and maximizes the potential of achievable outcomes. By paying attention to and

implementing these four basic values, Collaborative Governance practices can become more effective and provide more optimal results in tobacco management in Temanggung Regency.

#### **b. Success of Collaborative Governance**

Success of Collaborative Governance, according to DeSeve (Moore, 2009), can be measured through eight essential elements that define the success of a network or collaboration in governance. These elements include:

##### **1) Network Structure**

It refers to network configurations that reflect the physical elements of a managed network and notes that in collaborative governance, networks should have a structure that is devoid of power hierarchies.

##### **2) Commitment to a Common Goal**

This shows that collaboration exists to achieve a common goal, which is central to the mission of government organizations. The commitment should focus on achieving a positive common goal and should not be one-sided.

### **3) Trust Among Participants**

This element includes social and professional relationships that build trust among the participants of the collaboration. These relationships support information exchange and joint endeavors.

### **4) Governance**

Governance is a trusting relationship between governance actors. In addition, there are mutually agreed rules from each stakeholder, and there is freedom to determine how collaboration is carried out. In this case, governance can be said to be governance if there is clarity on who is a member and who is not a member.

### **5) Access to Authority**

Access to Authority is the availability of clear and widely accepted measures or provisions of procedures. So, there are already clear rules of authority that are accepted by each stakeholder to carry out their role according to their authority.

### **6) Division of Accountability/Responsibility**

Distributive Accountability/Responsibility is the structuring, management, management together with stakeholders and sharing some decision-making to all network members and sharing responsibility. So in

collaborative governance there should be a clear division of responsibilities, and each stakeholder (including the community) should be involved in policy decision- making.

#### **7) Information Sharing**

Refers to the importance of sharing clear information, but also protecting privacy and limiting access for uninvolved parties.

#### **8) Access to Resources**

This includes the availability of resources such as financial, technical, human, and other resources required to achieve the network's objectives.

In addition, Ansell and Gash distinguish between partnerships, networks and collaboration in the context of government-community cooperation, which ranges from coordination-oriented cooperation to consensus in decision-making. This illustrates the difference between more formal and explicit forms of cooperation that include collaboration in decision-making based on collective consensus. (Fitriana, 2017).

### **c. The Importance of Collaborative Governance**

Scientists define collaboration as an instrument used to bring together different points of view to create a common solution. According to Samatupang and Sridharan (2008), collaboration is an effort to gather various parties with different interests to produce a shared vision, build agreement on a problem, create solutions to the problem, and prioritize shared values to produce decisions that benefit all parties. Meanwhile, according to Leever (2010) who states that collaboration is a concept used to explain the cooperative relationship carried out during the merging of thoughts by certain parties. These parties try to find solutions to different perspectives on a problem.

Other experts state that collaboration is an instrument used to overcome limitations. According to Schrage in Aggranoff and McGuire (2003:4), collaboration is a relationship designed to solve a problem by creating solutions under conditions of limitations such as limited information, time and space. This is similar to Grey's opinion in Fendt (2010:19), which states that collaboration is a process of awareness from various parties who have limitations in seeing a problem and then trying to explore these differences to find solutions. Raharja (2008:8) also reveals the nature of collaboration is a cooperation between organizations to achieve common goals that are difficult to achieve individually. Based on this definition, we



can know that initially organizations are autonomous, then there are limitations in achieving goals. The need to achieve these goals motivates organizations to collaborate with other organizations or individuals.

In the world of government, collaborative work by employees has a significant contribution to the success of various activities. According to Puspaningtyas (2022), collaboration in teamwork has been proven to be an effective, efficient, and fast approach in accomplishing tasks, much better than individual efforts. In addition, teamwork also encourages employees to be more responsible and increases motivation, especially when they operate in teams. Challenges that come from outside the organization can also boost creativity in their work, resulting in a stronger and healthier spirit of collaboration. Moreover, According to Dahlia (2023), collaboration has potential to accelerate the achievement of agreed common goals, without fragmenting the tasks between the parties involved. Instead, this approach allows all parties to move together towards a common goal as a directed unit. In addition, collaboration is also able to increase capabilities in tackle complex work, require large resources, significant work assets, or deal with very complicated issues (Tilano, 2019). In situations like this, collaboration becomes the key to success, as it is often impossible to solve them independently without the participation and support of others.

According to Fendt (2010: 22) there are three reasons why organizations collaborate, namely:

- 1) Organizations need to collaborate because they cannot complete certain tasks alone without the help of others.
- 2) By collaborating, the benefits that the organization will get can be greater when compared to working alone.
- 3) By collaborating, organizations can reduce production costs so that their products can be cheap and have market competitiveness.

## **2. Tobacco Management Theory**

### **a. Tobacco Management Concept**

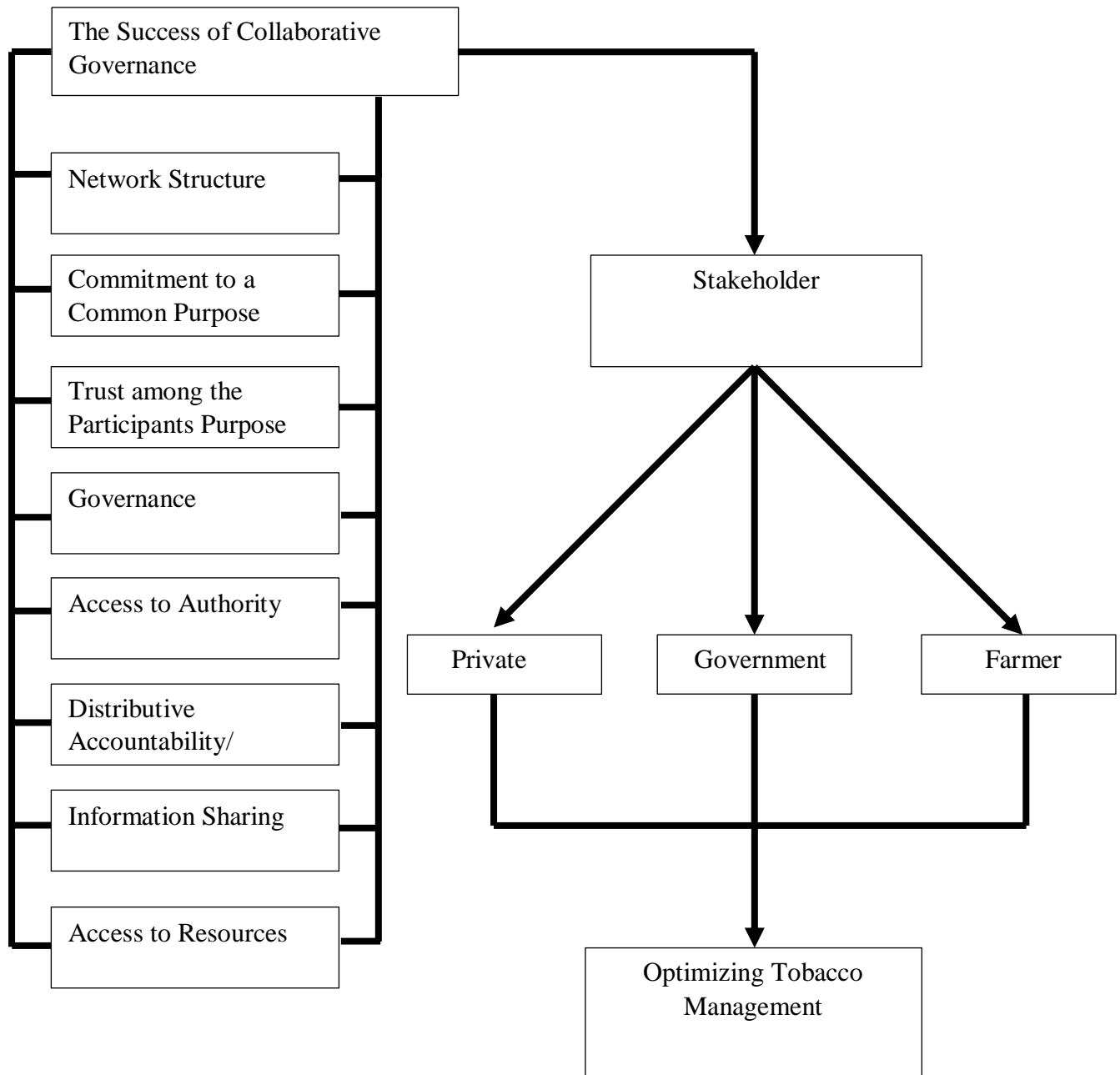
Tobacco management, according to Putri (2019), refers to a series of actions and strategies undertaken in order to regulate, supervise, and manage all aspects related to tobacco. This includes the management of tobacco production, regulation of the sale and distribution of tobacco products, and various policies and programs designed to reduce the negative impact of tobacco on public health. Tobacco management often includes health-related government regulations, tobacco taxes, tobacco advertising, and other measures that aim to limit tobacco consumption and protect the public from the dangers of smoking. In addition, tobacco management also includes efforts to management of the number of tobacco farmers, promote agricultural

diversification, and support the transition to alternative, more sustainable agricultural sectors (Ahsan et al., 2022). In the context of tobacco management, it is also important to consider social and economic aspects, especially in areas that are highly dependent on tobacco production. Thus, tobacco management is a comprehensive approach that includes various elements to sustainably manage the tobacco commodity and protect public health.

Given that the tobacco products industry, including tobacco, is a commodity that is familiar in the lives of Indonesian people. Its existence has even taken root to become a culture in the lives of people in Indonesia (Bashori, 2022). Importance of tobacco management cannot be ignored because tobacco is a commodity that has been ingrained in the culture and economy of the community, especially in the Regency Temanggung, with Temanggung being one of the main producers of tobacco in Central Java. Effective tobacco management is key to ensuring its continued significant contribution to the regional economy, employment, as well as the sustainability of tobacco farmers' culture (Anggraeni, 2018).

## G. Framework of Thinking

To simplify the arguments in this research, it is built within the following framework:



## **1. Conceptual Definition**

Conceptual definitions are an integral part of the explanatory stage that follows the literature analysis and theoretical framework. Some aspects of conceptual definition include:

1) Collaborative Governance refers to initiatives undertaken by the government to address public problems through collaboration or partnership with various stakeholders, including the community and the private sector, in order to improve the quality of programs or activities carried out. In this context, joint programs or activities aim to advance the interests of each stakeholder in achieving common goals.

2) Tobacco management, also known as tobacco management, is a comprehensive approach to dealing with all aspects related to tobacco production, distribution, marketing, and consumption. It involves a number of initiatives and strategies aimed at reducing tobacco consumption and its negative effects on public health. Experts and health organizations have long emphasized the need to implement efficient tobacco management in an effort to reduce the prevalence of smoking and the adverse health effects of smoking.

## 2. Operational Definition

According to Bungin (2001:77), operational definitions clarify and provide guidance to researchers regarding the data that needs to be identified and provide instructions on how to measure a variable. Therefore, based on the theoretical explanation and framework presented above, indicators of the collaborative management process in tobacco management can be explained through a case study conducted in Temanggung Regency in 2023.

<b>Variables</b>	<b>Indicator</b>	<b>Description</b>
1. Network Structure	a. Public-Private-NGO Collaboration b. Public-Private-NGO Synergy	- Agreements, MOUs, agreements, etc realized in tobacco management in Temanggung district - Institutional/collaborative strengthening among stakeholders (coordination meetings, joint meetings between stakeholders).
2. Commitment to a Common Purpose	a. Common goal b. Understanding	- Vision, mission and objectives in tobacco management in Temanggung district  - Reinforcement of realized common goals in the form of a work program for stakeholders
3. Trust Among The Participants	a. Professionalism b. Implementation accuracy	- Implementation of work programs or policies from each stakeholder - On time, on cost, on target in implementing the response program.
4. Governance	a. Transparency b. Accountability c. Participation	- Easy access to data for NGOs and the private sector regarding tobacco management data in Temanggung district

<b>Variables</b>	<b>Indicator</b>	<b>Description</b>
		<ul style="list-style-type: none"> <li>- Accountability for program implementation and/or duties of each stakeholder.</li> <li>- Stakeholders actively contribute (both in the form of ideas/thoughts, funds, facilities and infrastructure).</li> </ul>
5. Access to Authority	<ul style="list-style-type: none"> <li>a. Authority</li> <li>b. Process design</li> </ul>	<ul style="list-style-type: none"> <li>- Priority policy program issues in tobacco management</li> <li>- Standardization in tobacco management by the government.</li> </ul>
6. Distributive Accountability/ Responsibility	<ul style="list-style-type: none"> <li>a. Arrangement</li> <li>b. Management.</li> </ul>	<ul style="list-style-type: none"> <li>- Tobacco management procedures from tobacco planting to production</li> <li>- Planning and evaluation process for tobacco management policy programs.</li> </ul>
7. Information Sharing	<ul style="list-style-type: none"> <li>a. Easy access information</li> <li>b. Information management</li> </ul>	<ul style="list-style-type: none"> <li>- Easy access to information for tobacco farmers</li> <li>- Coordination between stakeholders.</li> </ul>
8. Access to Resources	<ul style="list-style-type: none"> <li>a. Human resources</li> <li>b. Financial resources</li> <li>c. Facilities and infrastructure resources</li> </ul>	<ul style="list-style-type: none"> <li>- Additional officers/assistance (NGOs and private sector) in tobacco management</li> <li>- Management policy program budget (both from APBN/APBD and private/NGO donors)</li> <li>- Agricultural equipment facilities</li> </ul>

<b>Stakeholders Involved in Tobacco Management</b>		
<b>Stakeholder</b>	<b>Indicator</b>	<b>Role</b>
Government	Temanggung Regency Regional Government and Temanggung Regency Food Security, Agriculture and Fisheries Service (DKPPP).	Plays an important role in tobacco management. They have authority in formulating and implementing agricultural policies and regulations that influence tobacco farming practices.
Private sector	Djarum, Gudang Garam, Sukun and tobacco intermediary	They play a role in various aspects, from buying tobacco from farmers to processing and marketing tobacco products. Cigarette companies have a role in maintaining the quality of the tobacco they buy, providing training to farmers, and managing relationships with farmers as their suppliers. Meanwhile, tobacco intermediaries can provide information and assistance to farmers in selling their crops.
Farmer	Tobacco Farmer	They are responsible for tobacco cultivation from land preparation to harvest. Farmers must ensure that the quality and quantity of their harvest meets the standards set by tobacco buyers.



## **H. Type of Research**

Qualitative research, which will be used in this study, is a research approach defined by Denzin and Lincoln (2018) as a method that focuses on in-depth understanding of social phenomena, exploring the meanings given by individuals, and exploring complex social contexts. Qualitative research is often used to answer "why" and "how" questions in various disciplines. Experts in the field, such as Creswell (2017), underline the importance of understanding the context and gaining a deeper understanding of the views and experiences of individuals in the research context. Qualitative approaches often involve data collection through interviews, observations and text analysis, and give the researcher flexibility to respond to the dynamics that emerge during the research, so as to explore deeper and more complex aspects of the phenomenon under study. In this study, the qualitative approach became a valuable tool for exploring complex social realities and providing a rich understanding of human experience and social dynamics.

## **I. Data Collection**

In this study, the author relies on primary data obtained through interviews with various stakeholders involved in the collaboration between the local government of Temanggung Regency, the private sector, and farmers in tobacco management in the region. This primary data provides direct insight into the role and impact of collaboration in sustainable agricultural practices and the economic welfare of farmers in Temanggung Regency. Furthermore, secondary data, consisting of academic

journals, data from the government, articles from the local government website, and other reliable literature sources, will be used as support and as an initial foundation to understand the research context and strengthen the theoretical framework. The combination of secondary and primary data will provide the author with a comprehensive and in-depth understanding of the role and impact of this collaboration in sustainable agricultural practices and the economic welfare of farmers in Temanggung District.

### 1. Primary Data

No .	Data Type	Data Source	Target Data	Collection Technique Data
1	Primary Data	Food Security, Agriculture, Fisheries Service Temanggung Regency	Knowing the role of the Food Security, Agriculture, Fisheries Agency (DKPPP) in tobacco management, supervision of cigarette companies, and their role in efforts to empower tobacco farmers.	In-depth Interview
2	Primary Data	Tobacco Farmer	Knowing the role of farmers in the tobacco processing process to produce quality tobacco products, as well as being an intermediary in understanding the role of the private sector in the tobacco industry, thus obtaining conclusions regarding collaboration between stakeholders in the development of tobacco products.	In-depth Interview

## 2. Secondary Data

No.	Data Type	Data Source	Target Data	Data collection technique
1	Secondary Data	Documentation	Secondary analysis with scientific articles relevant to collaborative concept in tobacco management	Literature Analysis
2	Secondary Data	Documentation	Secondary analysis with mass media relevant to the collaborative concept in tobacco management	Literature Analysis

### J. Research Location

This research was conducted at the Office of Food Security, Agriculture, Fisheries (DKPPP) of Temanggung Regency, and Tobacco Plantations. The justification for the location selection can be seen in the table below:

No.	Location Name	Justification for Site Selection
1	Food Security, Agriculture, Fisheries (DKPPP) of Temanggung Regency	As the upstream agency in the tobacco production chain in the regency, DKPPP is a strategic center for supervision and control. Temanggung plays an important role in tobacco production in Central Java and contributes significantly to the national economy through the cigarette industry. Thus, the presence of DKPPP in the district allows for more effective supervision of tobacco production, including quality improvement and sustainability in tobacco cultivation.
2	Tobacco Plantation	This place is the center of tobacco production and the main place where farmers process tobacco. The existence of this plantation allowed me to conduct direct interviews with farmers, making this location the center point of my research relevant.