

# Collaborative Governance in The Administration Management Of Small Islands In The Bangka Belitung Islands Province

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## Abstract

*As the largest archipelagic nation in the world, Indonesia faces a strategic imperative to ensure effective governance of its small islands, particularly in the standardization of toponymic data. Small islands are vital to national sovereignty, environmental sustainability, and regional development. However, inconsistencies in the recorded number of islands within the Bangka Belitung Islands Province persist due to limited independent surveys, weak coordination with central authorities, and constrained regional resources. This study explores the application of Collaborative Governance in small island administration, emphasizing the process of updating toponymic data, identifying key influencing factors, and formulating strategic recommendations for improvement. Employing a qualitative research methodology, this study utilizes purposive and snowball sampling techniques to obtain insights from government officials, academics, private sector stakeholders, and local communities. Data collection methods comprise in-depth interviews, participatory observations, and document analysis, with validation ensured through data triangulation. The research framework is guided by Ansell and Gash's (2008) Collaborative Governance theory, which provides an analytical lens for examining multi-stakeholder interactions and policy execution. The findings indicate that Collaborative Governance in small island administration remains underdeveloped due to institutional coordination challenges, budgetary constraints, and technological limitations. The study underscores the importance of strengthening regional autonomy in conducting independent surveys, fostering enhanced stakeholder collaboration, and integrating geospatial technology to ensure the accuracy and standardization of island data. This research contributes to policy development by proposing a governance model that enhances synergy among central and regional governments, local communities, and the private sector in managing small islands more effectively.*

**Keywords:** Collaborative Governance, Small Island Administration, Toponymy, Regional Development, Bangka Belitung Islands.

## 1. INTRODUCTION

Indonesia is the largest archipelagic country in the world with thousands of islands spread throughout its territory. Small islands have a strategic role in maintaining state sovereignty, environmental sustainability, and the welfare of local communities (Ormeling, 2007). Small islands are also valuable assets from an environmental, natural resource, and geopolitical and security perspective. Therefore, the administrative management of small islands is the responsibility of the central and regional governments by involving local communities, which includes recording, mapping, and standardizing and updating island toponymy.

Toponymy or standardization of geographical names plays a significant role in providing a clear identity for each island in Indonesia, including uninhabited islands, as part of state administration. This clear identity supports sovereignty, legal certainty, and facilitates development planning and resource management (Ansell & Gash, 2008). Based on Law Number 4 of 2011 concerning Geospatial Information and Government Regulation Number 2

of 2021 concerning the Implementation of Topographic Names, the Central and Regional Governments are required to systematically update geographical names. However, toponymy management at the regional level still experiences various obstacles, including limited human resources, technology, and budget.

In the Bangka Belitung Islands Province, data and information on small islands are mostly obtained through surveys conducted by the National Team for Standardization of Topographic Names. However, until 2022, the local government has not conducted an independent survey related to the determination of island names. This indicates that the administrative management of small islands has not been a top priority in the regional development agenda. Budget constraints and the lack of experts in the geospatial field further hamper data updating, which ultimately impacts the accuracy of regional information and natural resource management.

Based on the description above, several problems can be identified which are current issues in the administrative management of small islands in the Bangka Belitung Islands Province, namely:

1. The difference in data on the number of islands recorded by the Bangka Belitung Islands Provincial Government and the data recorded by central agencies is caused by several factors, including:
  - Not yet having sufficient capacity to conduct island data update surveys independently due to budget, human resource and comprehensive document limitations;
  - Lack of coordination with central agencies and other relevant stakeholders;
  - Lack of understanding of the importance of spatially based regional data and information.
2. The issue of boundary disputes with the Riau Islands Province regarding the ownership status of the Seven Island Group;
3. The number of small inhabited islands in the Bangka Belitung Islands Province is decreasing from year to year.

The management of the administration of small islands in the Bangka Belitung Islands Province faces crucial challenges, especially in the implementation of the Collaborative Governance approach, especially related to data collection and updating of toponymy. Optimizing collaboration between government and non-government actors is important, as is understanding the factors and interaction patterns of stakeholders, central and regional governments, communities, and the private sector based on the principles of Collaborative Governance. Analysis of this collaboration mechanism in accordance with PP Number 2 of 2021, will help formulate ideal interaction patterns to update toponymy data and offer appropriate solutions in the administration of small islands in the region.

Data and information on small islands in the Bangka Belitung Islands Province is vital and strategic data for the needs of governance and regional governance in order to realize welfare and prosperity and will further strengthen the identity of the Bangka Belitung Islands Province as an Island Province. A number of problems above the author considers it necessary to conduct research in order to answer a number of questions and provide positive contributions to a number of the problems in question. From this description, the researcher is interested in conducting research with the title "***Collaborative Governance***In the Administrative Management of Small Islands in the Bangka Belitung Islands Province."

## **1.2. Research Problems (Problem Formulation)**

Based on this background, this research attempts to answer several main problems as follows:

1. How is the implementation of Collaborative Governance in the administrative management of small islands in the Bangka Belitung Islands Province, especially in terms of updating toponymic data?

2. What factors influence the implementation of Collaborative Governance in the administrative management of small islands in the Bangka Belitung Islands Province based on the Collaborative Governance theory of Ansell & Gash (2008)?
3. What strategies can be applied to optimize the implementation of Collaborative Governance in the administrative management of small islands in the Bangka Belitung Islands Province?

### **1.3. Research Objectives**

This research aims to:

1. Analyzing the implementation of Collaborative Governance in the management of the administration of small islands in the Bangka Belitung Islands Province, especially in the aspect of updating toponymic data.
2. Identifying factors that influence the implementation of Collaborative Governance in the management of small island administration based on the Collaborative Governance theory of Ansell & Gash (2008).
3. Developing optimal strategies in implementing Collaborative Governance to improve the effectiveness of administrative management of small islands in the Bangka Belitung Islands Province.

### **1.4. Literature Review**

This literature review highlights the importance of managing the administration of small islands in Indonesia, particularly in the context of updating toponymic data and implementing collaborative governance.

#### **1. Administrative Management of Small Islands**

Indonesia, as the largest archipelagic country in the world, has the responsibility to manage thousands of islands, including small islands that play an important role in sovereignty, the environment, and the welfare of local communities. Recognition of its status as an archipelagic country (UNCLOS 1982) allows Indonesia to manage its sea areas and islands in an integrated manner. This management includes recording, mapping, and standardizing island names (toponymy), which is important to prevent boundary conflicts, support development policies, and maintain territorial sovereignty.

#### **2. Toponymy as Part of Territorial Administration**

Toponymy is the process of giving and standardizing names to geographical elements such as islands. This process is regulated by Law No. 4/2011 concerning Geospatial Information, PP No. 2/2021, and BIG technical regulations, which emphasize the importance of accurate data and the role of local governments in updating toponymy. Standardization of geographical names helps to realize data uniformity, administrative integrity, and legal certainty, while supporting spatial planning and development.

#### **3. Principles of Standardization of Geographical Names**

The standardization of topographic names in Indonesia emphasizes consistency, sustainability (maintaining local cultural identity), participation (involving the community and experts), and legal certainty. These principles aim to create official, reliable, and relevant data nationally and internationally.

#### **4. Obstacles in Toponymy Standardization**

Some challenges in managing the administration of small islands include limited regional resources (human resources, budget), weak coordination between the center and regions, and geographical difficulties in accessing remote islands. In addition, differences in data on the number of islands reported by various institutions require harmonization of methods and technologies (eg high-resolution remote sensing) so that the data is more accurate.

#### **5. Collaborative Governance**

Collaborative Governance Theory (Ansell & Gash, 2008) views collaboration between stakeholders (government, community, private sector, academics) as a solution to complex

problems. This approach prioritizes transparency, inclusiveness, accountability, open dialogue, and trust building. In the context of managing the administration of small islands, collaborative governance helps align policies, update toponymic data, and resolve territorial conflicts.

## 6. Previous Research and Study Gaps

Previous studies have discussed collaboration in the environmental, fisheries, tourism, and marine waste management sectors. However, research on the application of collaborative governance specifically in the administration of small islands, especially updating toponymic data, is still minimal. Therefore, this study seeks to fill this gap by emphasizing central-regional coordination, integration of geospatial technology, and regional capacity building strategies.

The administrative management of small islands is highly dependent on the accuracy of toponymic data, regulatory support, the role of local governments, and multi-stakeholder collaboration. Collaborative governance offers a framework to overcome coordination challenges, resource constraints, and produce valid and up-to-date data, so as to facilitate effective, sustainable, and responsive management of archipelago areas.

## 2. METHODS

This study uses a qualitative approach with an inductive method to understand the application of collaborative governance in the management of the administration of small islands, especially in updating toponymic data.

### 2.1. Type of Research

A qualitative approach with an inductive method is used to explore stakeholders' perspectives and experiences. This approach is flexible, allowing researchers to adjust the focus of the research based on findings in the field.

### 2.2 Informant Selection Techniques

The selection of informants was carried out by purposive sampling, namely selecting individuals who have a deep understanding and direct involvement in the problems being studied (Creswell, 2014). This technique allows researchers to obtain rich and relevant information for the study. In addition, the snowball sampling technique was also used, where the number of informants grew based on recommendations from previous informants (Simangunsong, 2017). The criteria for selecting informants include:

1. Direct involvement in policy and implementation – Informants from the government sector have a strategic role in island administration.
2. Expertise in the field of study – The academics involved have a scientific background relevant to regional governance and public policy.
3. Private sector and community representation – Representatives from the private sector and community provide non-governmental perspectives on policy implementation challenges and opportunities.
4. Possible expansion using the snowball technique – Informants can recommend other individuals who have a deeper understanding of the research issue.

Table 2.1. List of Research Informants

No	Informan	Informan Code	Amount
1	Head of Government Bureau	1	1 person
2	Head of the Marine and Fisheries Service of the Bangka Belitung Province	2	1 person

3	Head of Bappeda of the Province of Babel Islands	3	1 person
4	Echelon 3 Official, Directorate of Coastal and Marine Topographic Mapping, BIG	4	1 person
5	Echelon 3 Official, Topobad Directorate, Ministry of Home Affairs	5	1 person
6	District/City Government Section	6	3 people
7	Academic Elements	7	1 person
8	Private Representative	8	1 person
9	Community Representative	9	1 person
<b>Total</b>			<b>11 people</b>

**Source:** Processed by the Author, 2024

However, the number of informants is not final. With the snowball sampling technique, the number of informants can increase according to new information found during the interview.

### **2.3. Data Collection Techniques**

The data collection process in this study employed multiple qualitative methods to ensure a comprehensive understanding of collaborative governance in small island administration. First, in-depth interviews were conducted using a semi-structured approach to engage key informants, including officials from local and central governments, academics, community representatives, and private sector stakeholders. These interviews aimed to explore their perspectives on collaborative practices and the challenges associated with updating toponymic data (Patton, 2002).

Additionally, participatory observation was undertaken, allowing researchers to actively engage in relevant activities. This approach provided firsthand insights into the dynamics of stakeholder interactions and the practical implementation of island administration processes. To further substantiate the findings, a documentation study was conducted by collecting and analyzing official documents, photographs, meeting records, and other archival materials. These sources served to complement and reinforce the primary data obtained from interviews and observations.

Lastly, data triangulation was applied to enhance the validity and reliability of the research. The information gathered through interviews was systematically cross-verified with other sources, including policy documents and official reports, ensuring a more accurate and holistic representation of the research findings (Denzin, 1978).

### **2.4. Unit of Analysis and Research Location**

The unit of analysis of this research is the Bureau of Government Secretariat of the Bangka Belitung Islands Province, which plays a role in coordinating the management of the administration of small islands. This location was chosen because it is relevant to the focus of the research.

### **2.5. Data Analysis**

Simangunsong (2017) explains that data analysis techniques in qualitative government research are primarily conducted during fieldwork alongside data collection. He emphasizes that qualitative data analysis is an ongoing process that occurs concurrently with data collection rather than after its completion. One commonly applied approach in qualitative analysis is the **Miles and Huberman model**. According to Miles and Huberman, as cited in Simangunsong (2017), qualitative data analysis is an interactive and continuous process that persists until the data reaches saturation. This analysis involves several key stages:

### 1. Data Reduction

Given the large volume of data obtained from the field, it is essential to record and organize it systematically and in detail. As the research progresses, the amount of collected data continues to grow, necessitating careful summarization and selection of relevant information.

### 2. Data Display

All findings and interview results from the field are presented comprehensively using structured documentation methods, such as the footnote citation technique, to ensure clarity and traceability of sources.

### 3. Conclusion Drawing and Verification

In qualitative research, the conclusions drawn may either align with the initially formulated research questions or evolve as the study progresses. These conclusions remain tentative until they undergo further validation and verification through continuous data analysis and field observations.

Based on this theoretical framework, the present study applies the Miles and Huberman model to analyze the implementation of Collaborative Governance in Small Island Administration. The analysis follows a systematic approach, beginning with data reduction, where relevant information is summarized and filtered. The reduced data is then displayed for clarity before undergoing verification to ensure its accuracy and validity. Finally, conclusions are drawn regarding the administration of small islands, particularly in the standardization and updating of toponymic data in the Bangka Belitung Islands Province.

## 3. RESULTS AND DISCUSSION

### Island Data Synchronization in the Bangka Belitung Islands

Since 2007, verification and updating of island data in Indonesia has shown significant differences in the number of islands, including in the Bangka Belitung Islands Province. This data discrepancy has an impact on development planning and public policy, so synchronization is needed between the central and regional governments.

### Island Data Differences in Bangka Belitung (2007-2023)

Different agencies record different numbers of islands. Here is a summary of the differences:

**Table. 3.1. Differences in Data on the Number of Islands in the Bangka Belitung Islands (2007-2023)**

Year	Data source	Number of Islands	Information
2007	DISHIDROS AL	203	Initial verification of 987 island indicative points
2007	Ministry of Home Affairs (DEPDAGRI)	950	Data version of the Ministry of Home Affairs
2008	PNR National Team	470	Results of verification and standardization of island names
2017	PKLP-BIG	87	Additional survey results and standardization
2019	PKLP-BIG & KKP	5	Additional survey results and standardization
2019	Babel Islands Provincial Government	577	Including 17 islands in dispute with Kepri
2021	Minister of Home Affairs Decree No. 050-045/2022	507	The Seven Islands Group is part of the Riau Islands administration

2023	BIG (SINAR Application)	507	Difference of 70 islands compared to Babel Provincial Government data
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**Source:** Processed by the author (2024)

The difference in island data in the Bangka Belitung Islands has a significant impact in various aspects. Administratively, the uncertainty of territorial boundaries has the potential to cause conflict, especially related to the dispute between the Seven Islands Cluster and the Riau Islands. From a legal perspective, this data discrepancy is contrary to Regional Regulation Number 3 of 2020 concerning RZWP3K, which can weaken the legitimacy of regional policies. In terms of the economy, the reduction in the area of sea has an impact on the receipt of regional-based transfer funds and has the potential to hinder investment. Meanwhile, from a socio-political perspective, this data discrepancy increases public dissatisfaction and adds political pressure on local governments.

Various steps have been taken to harmonize island data in the Bangka Belitung Islands. The Bangka Belitung Provincial Government has conducted an Island Data Update Survey (SPDP) in 2023 to synchronize data from 2008 to 2021. In addition, official clarification has been made to BIG through an official letter from the Babel Provincial Government Number 120/205/I of 2021, which confirms the number of islands as many as 577 as a regional reference. Not only that, the Babel Provincial Government also filed a protest against the Decree of the Minister of Home Affairs Number 050-045/2022, especially regarding the determination of Pulau Tujuh as part of the Riau Islands

Based on the provincial level island toponym verification review meeting (1-2 August 2024), it was agreed to update the data as follows:

Table 3.2. Differences in Data on the Number of Islands in the Bangka Belitung Islands (2007-2023)

No.	Description	Amount
1	New Island Proposal	56
2	Proposal for Removal of Island Toponyms	24
3	Proposal for Change of Name of Topographic Element of Island	18
4	Change of Island Status to Burnt	21
5	Change of Island Status to Coral	11
6	Change of Island Status to Mangrove	6
<b>Total</b>	<b>Overall Proposal</b>	<b>136</b>

**Source:** Processed by the author (2024)

The number of islands in the Bangka Belitung Islands Province in 2024 in aggregate is 501 islands (507 islands based on the Decree of the Minister of Home Affairs, minus 62 islands that were removed, plus 56 new islands that were proposed). This data is used as an attachment in the preparation of the Regional Spatial Plan and development planning materials by the Provincial Bappeda.

During 2023-2024, island data updates apply the principle of Collaborative Governance, involving the central government, regional governments, communities, and related sectors. Although there are still challenges such as budget constraints and technical constraints, mitigation strategies through digital technology, increasing regional capacity, and cross-institutional synergy need to be optimized. Updated data supports more inclusive and sustainable regional administration and development planning.

This research is based on the high complexity of the administrative management of small islands in the Bangka Belitung Islands Province. The demand to balance economic, ecological, and social interests, as well as ensuring the accuracy of regional data, encourages the implementation of a collaborative governance approach.

Various stakeholders were involved, including the central government, local governments (Provincial Government Bureau, Regency/City Government Section), Geospatial

Information Agency (BIG), Ministry of Home Affairs, academics, and local communities. Interviews and focus group discussions (FGDs) showed that each party has different perceptions and interests, so a collaborative forum is needed to align goals.

### **1. Implementation of Collaborative Governance in Standardizing and Updating Island Toponymy**

Since 2007, island data has been updated in Bangka Belitung. However, differences in the number of islands recognized by various institutions have given rise to data conflicts. Concrete steps such as the 2023 Island Data Update Survey (SPDP) and intensive coordination between provincial, district/city governments, and BIG have helped improve and synchronize data. As a result, more accurate island data can be used as a basis for development planning, spatial planning, and strategic policy making.

### **2. Challenges and Obstacles**

Research identifies various obstacles in the implementation of collaborative governance, including:

- Limited human resource capacity, budget, and facilities and infrastructure.
- Geographical constraints (difficult access, high transportation costs) and technical (lack of GIS experts).
- Lack of consistent leadership in facilitating dialogue between stakeholders.
- Lack of trust due to data discrepancies and lack of community and private sector involvement.

### **3. Optimization Efforts and Innovative Solutions**

To address these barriers, proposed strategies include:

- Utilizing the Pentahelix approach (government, academics, business, community, media) to increase inclusivity and participation of all parties.
- Using geospatial technologies (GIS, drones) to improve data transparency, accuracy and accountability.
- Policy interventions such as the allocation of village funds for island data collection activities and incentive schemes for the private sector.
- Building international partnerships and alternative financing so as not to burden the government budget alone.

### **4. Contributions to Theory and Practice**

This research enriches the theory of Collaborative Governance by highlighting the importance of technology, local community participation, and economic incentives in the context of an archipelagic region. In practice, the results of the research can be a reference for the government and other stakeholders in implementing more effective, inclusive, and sustainable collaborative governance.

### **Conclusion**

The implementation of Collaborative Governance in the management of small islands administration in Bangka Belitung has shown progress through data synchronization, increased cross-sector dialogue, and utilization of technology. Although there are still structural and operational constraints, optimization strategies involving capacity building, incentive policies, and cross-sector and international collaboration provide a clear direction to realize more effective, equitable, and sustainable management of the archipelago.

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