

Practice Deliberation in Collaborative Governance: A Review of Policy for Handling Slums on Riverbanks in the Banjarmasin City

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Abstract

This study analyzes and identifies two perspectives that are interrelated, namely the practice of deliberation and collaborative governance. The concept of deliberation in principle requires the achievement of democratic substance in collective decision-making. Meanwhile, collaborative governance is an achievement in finding the best way to implement a policy. This study used a qualitative approach to collect and analyze data. The results of this study explain that the practice of deliberation has not been able to provide a sense of justice for the actors involved in expressing opinions regarding the policy issue of handling slum settlements on riverbanks in Banjarmasin City. This is because the practice of deliberation in collaborative governance is not carried out collectively. Then, collaborative governance in the policy of handling slum settlements on river banks in Banjarmasin City brings together the interests of each actor, which lasts throughout the process of formulating and implementing policies. The practice of deliberation causes opportunities to mutually accommodate each actor's interests to occur more easily. As with collaboration between actors, it is influenced by several phenomena, namely actors having different interests and visions, which causes debates between actors, thereby hindering the deliberation process.

Keywords: Deliberation, Collaborative Governance, Riverbank Slums

INTRODUCTION

This paper intends to map the actors involved in the collaboration process and emphasizes how actors create a deliberative space for collaborative governance in the policy of handling slum settlements on the riverbanks of Banjarmasin City so that they can provide a sense of justice for the actors involved to express opinions in decision-making. Deliberative democracy is a type of derivation of deliberative democracy. Meanwhile, deliberative democracy is rooted in Habermas' conception of the "public sphere" (Garnham, 2007). Conceptually, the implementation of collaborative governance cannot be separated from deliberation activities, because collaborative governance will achieve success if, in its implementation, there is an exchange of opinions among the actors involved with a consensus pattern and it is carried out collectively. The concept of deliberation in principle requires the achievement of democratic substance in collective decision-making and the position of the government only as an actor to accommodate all public interests, or, in the term "governance by those who are governed." It will be able to understand and explain phenomena that occur in research collaborations by combining the two perspectives of collaborative governance and deliberation. Although not specifically, there are many studies that discuss collaborative governance and deliberation. However, no research has

been found that specifically combines collaborative governance and deliberation. These considerations show the importance of additional studies in combining collaborative governance and deliberation. Collaborative governance theory, which is the perspective of this research, will look at how the readiness and commitment of actors to carry out deliberation to collaborate in determining effective public policy directions in solving the problem of slum settlements on riverbanks in the city of Banjarmasin are increasing day by day. The practice of deliberation in the implementation of collaborative governance in the policy of handling slum settlements on riverbanks in the city of Banjarmasin is often still thick with a top-down feel. The top-down nuance includes the initial planning, control, and evaluation, all of which are still very elitist. The occurrence of disagreements between the actors involved caused the collaboration to fail. On this basis, the Municipal Government of Banjarmasin is in a quandary when it comes to dealing with slum settlements along the river: it is wrong to be evicted, and it is allowed to remain wrong. Law Number 7 of 2004 concerning Irrigation and Government Regulation Number 38 of 2011 concerning Rivers. Both strictly prohibited the construction of buildings on the banks of the river. Every policy carried out by the Banjarmasin City Government certainly does not always run smoothly and gain acceptance from the community as an object or policy target. Because of settlement policies, there are often different interests between government actors and the community. The government wants to carry out settlements to make urban arrangements better, although sometimes it has to evict settlements that are on illegal land. But on the other hand, the community rejected this policy because they felt they had occupied a settlement from decades ago and their social environment had been formed. Then the problem of power imbalance and continuous hierarchical influence from the central government is often cited as a barrier to genuine public engagement and horizontal collaboration among various actors. Ansell and Gash explain that collaborative governance is a public agency arrangement that directly involves non-state stakeholders in a formal collective decision-making process that is consensus-oriented in its aim to make or implement public policies or manage programs or public assets. (Ansell & Gash, 2008).

The management of slum settlements on the banks of the river in the city of Banjarmasin is, of course, the responsibility of many parties. Although the government has a central role in facilitating, conditioning, and accommodating community needs in efforts to save river ecology, The presence of actors outside government institutions, such as academics, plays a role in the development of knowledge and technology, in policy recommendations, and in planning based on facts and science. Furthermore, private parties play a role in reducing environmental impacts, controlling environmental service returns, and promoting corporate social responsibility. Furthermore, the social community has a role in spearheading efforts to save the river, the community also plays a role in overseeing changes in people's mindsets and behaviors. Also no less important is the involvement of the media, even though the role of the media is that of an actor whose involvement is indirect. The role of the media is very important because it becomes a campaign tool for government programs, and then the media plays a role in building and influencing public opinion as a means of communicating policies to the public. Collaborative governance is inseparable from the relationship between actors, in general, it can be said that the more actors involved in collaborating on a policy, the more difficult it will be for the policy or public program to be implemented and achieve the expected goals.

This is easy to understand because the more actors involved, the more coordination costs will be required, and the more competing interests will take precedence, not to mention the issue of authority and responsibility between actors, which must be clarified first. The views of Patton, Sawicky, and Clark explain that in formulating policies from a collaborative governance perspective, what must be known is how the actors responsibilities, actor's motivation, actor's beliefs, actor's knowledge, and actor's experience in decision-making are affected (Patton et al., 2015). This is also emphasized by the opinion of Vining and Weimer, who said that in the implementation of collaborative governance, it is very important to know the beliefs and motivations of the actors involved in making public policy decisions. (Weimer & Vining, 2017). Furthermore, William N. Dunn also explained that actors are needed to solve public policy problems (Dunn & Dunn, 2018). Based on what was explained by Patton et al., (2015), Weimer & Vining, (2017) dan Dunn & Dunn, (2018), this research reinforces the theoretical position of this research, which focuses more on the practice of deliberation in the implementation of collaborative governance. The study of deliberation practices in the collaborative governance agenda will be important for two reasons: (1) The study of deliberation practices will take into account the interactions and interests of the actors involved in the collaborative governance process as stakeholders. (2) Of course, the level of bargaining will vary, and the bargaining process will be influenced by differences in position and position of the actor.

METHODOLOGY

The position of epistemology in this study uses an "interpretive" research paradigm that views social reality as a whole: complex, dynamic, full of meaning, and characterized by interactive (reciprocal) symptom relationships. Furthermore, this research is also framed using a qualitative design with a phenomenological method that focuses on interpreting and

explaining two theoretical perspectives, namely the practice of deliberation and collaborative governance. These two points of view will influence researchers understanding and actions, leading to different interpretations of the phenomena that occur. Anselm Strauss and Juliet Corbin explained that qualitative research is intended as a type of research whose findings are not obtained through statistical procedures or other forms of calculation (Strauss & Corbin, 1998). Meanwhile, according to Creswell, the qualitative research method is a holistic approach that involves discovery (Creswell, 2015). Data is collected, categorized, and then interpreted to produce research findings. Then, for validation, triangulation is done by matching the data and assumptions that have been made by the researcher with the facts that exist in the research object. Then, research data is considered valid if there is no difference between what the researcher wrote and what happened to the research object in the field. In this study, the authors collected data related to the research theme in various ways, including through observation and in-depth interviews. Then data analysis was carried out using the Interpretative Phenomenological Analysis technique of Von Eckartsberg (2013), namely: (1) The problem and question formulation: the phenomenon, namely the researcher, tries to describe the research by formulating the problem or research question in a way that can be understood by other people; (2) The Data Generating Situation: The Protocol Life Text, namely, the researcher conducts and creates descriptive narratives based on the results of in-depth interviews with research subjects or informants; (3) The data Analysis: Explication and Interpretation), in which the researcher carefully reads and examines the data from the interviews in order to reveal the configuration of meaning, both the structure and how the meaning is created (Eckartsberg, 2013).

RESULTS AND DISCUSSION

The first part of this article is intended to map collaborative governance actors in the policy of dealing with slum settlements on the banks of the river in the city of Banjarmasin. The importance of mapping actors in collaborative governance intends to provide convenience in analyzing the importance of deliberation space for actors in reaching consensus and collective decisions at every stage of policy and collaboration journeys in handling slum areas on river banks in Banjarmasin City with all its dynamics. Chikowore said that a policy will be effective if all actors, both within and outside the government, are involved and play their respective roles and positions (Chikowore, 2018). Each actor in public policy brings a belief or value to what they think is good and how a policy should be implemented (Weible et al., 2011). Based on what was conveyed (Chikowore, 2018; Weible et al., 2011), it is determined that a policy will be easier to implement if each actor is aware of his or her role and acts communicatively in all collective decision-making.

Actor Mapping in Collaborative Governance

The importance of actor mapping in the process of public policy formulation is to understand actor experiences, actor interests, actor motives, actor responsibilities, actor ethics, and actor knowledge of implementing collaboration (Schmeer, 1999). Bormann and Golder emphasized that mapping the actors in the collaborative governance process will make it easier (1) to recognize the serious interest of the actors to collaborate to determine the decisions to be taken and (2) to avoid confrontation or adverse effects arising from a policy. or programs, (3) developing relations and relationships among actors, and anticipating process failures in actor collaboration (Bormann & Golder, 2013). Anna-Karin Lindblom said that policy-making actors in a democratic government system are interactions between two major actors, namely, inside government actors (IGA) and outside government actors (OGA) (Lindblom, 2016). Based on the results of this study, those included in the inside government actors (IGA) are actors within the scope of government, such as the Central Government, the Provincial Government of South Kalimantan, the South Kalimantan Regional Settlement Infrastructure Center, the Banjarmasin City government, and the Regional Representative Council. While those included in Outside Government Actors (OGA) are actors who are outside the scope of government, such as from the private sector, academia, the media, social communities, and community self-help agencies. Furthermore, the mapping of actors in this study uses the quadrant of the level of the actor's strength and interest, as shown in the following figure:

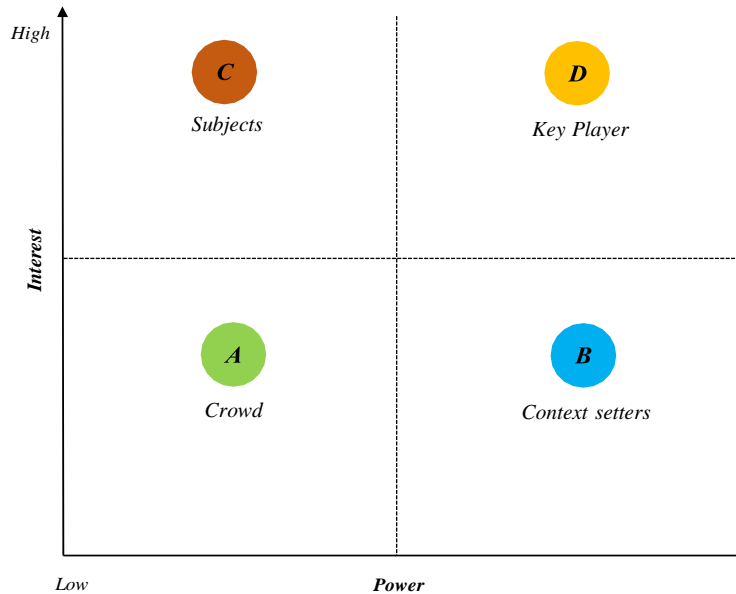


Figure 1

Power vs Flower Network Quadrant

Source: Modifications from (Ackermann & Eden, 2011)

Based on the findings of the research results, the actor map is illustrated in figure 1, which quadrants the level of strength and interest of actors in the policy of handling riverbank slum settlements in the city of Banjarmasin as follows:

Quadrant A “crowd” (weak in power and interest): This position is occupied by actors from the private sector and the media. Actors in quadrant A do not have a high interest in policy and also have low power to influence decisions.

Quadrant B “context setters” (has power but only has a small direct interest): This position is occupied by an actor from the Academy. Actors in quadrant B have high power to influence decisions but low interest in an established policy.

Quadrant C “subjek” (have interest but with little power): This position is occupied by actors from non-governmental organizations or local communities. Actors in quadrant C have little power to influence decisions but have a high level of concern and interest in the policies that have been set.

Quadrant D “Key player” (have significant power and interest): This position is occupied by actors from the municipal government of Banjarmasin, the provincial government, and the central government, as well as the legislature. Actors in quadrant D have high power to influence decisions and also have a high level of interest in the policies that have been set.

Deliberative practices determine the success of collaboration in dealing with slums on riverbanks in the city of Banjarmasin

The deliberative role in determining the success of carrying out collaboration for handling slum settlements in the riverbank areas of the City of Banjarmasin is the basic capital for actors to find common ground for decisions that are taken collectively. Janette Hartz-Karp (2007) explains that the existence of a deliberative process in collaborative governance will assist the government system in achieving policy sustainability such as: (1) citizens can participate (together with one or more government agencies or other stakeholder groups) in carrying out tasks collaboratively such as setting priorities, compiling or analyzing policies, preparing policy plans, and recommending policy actions; (2) participants negotiate together about options for action or policy adoption; and (3) the role of the public is as a full partner with sufficient influence to secure a positive response from other stakeholders (Hartz-Karp, 2007).

Deliberation as an Actor's Room in Expressing Opinions

The success of collaborative governance in dealing with slums on the banks of the river in Banjarmasin City is measured not only in the position of measuring motivation, trust, and commitment between actors in carrying out interactions, but also in how the position of the actor does not prioritize his power in decision-making but by allowing actors outside government institutions to make decisions and consider them, and the collaboration process is carried out. The deliberation process was carried out in handling slum settlements on riverbanks in the City of Banjarmasin from the formulation stage on by holding a public consultation forum regarding the initial draft of the work plan for the regional government of the City of Banjarmasin. Based on the findings from the interviews in this study, it is explained that the intention of convening a public consultation forum related to the initial draft of the Banjarmasin Municipal Government Work Plan is to create a corridor of sustainable planning with a technocratic and participatory approach as well as synergizing inter-governmental and inter-sectoral linkages of regional development programs and activities. development and to achieve the mandate of the 2016-2021 Regional Medium-Term Development Plan for the City of Banjarmasin in accordance with its stages. as well as to obtain input and suggestions for improvement in the preparation of the Banjarmasin City Regional Government Work Plan.

In addition to holding a public consultation forum to support programs that are mandated in the Banjarmasin City Regional Mid-Term Development Plan, which places the construction of slum settlements on riverbanks as a top priority for development, the Banjarmasin City government also holds a housing and settlement area forum as a form of collective problem solving in handling riverbank slum settlements. Based on the findings from the interviews in this study, it was explained that the Housing and Settlement Area Forum was formed after the Banjarmasin City Housing and Settlement Area Working Group carried out outreach activities and coordination meetings with the Village Housing and Settlement Area Working Group. In this activity, it was decided that all urban villages that had already restructured the Working Group on Housing and Settlement Areas in accordance with the directions of the Minister of Public Works and Public Housing Regulation Number 12 of 2020 Concerning the Role of the Community in the Implementation of Housing and Settlement Areas should immediately facilitate the formation of the Housing and Settlement Area Forum. So far, collaboration with various actors in dealing with slum settlements on the banks of the river in the City of Banjarmasin from the point of view of decisions being made has not been fully carried out collectively. The results of the observation search were invited into the deliberation room to determine the policy direction for handling only certain community leaders. Not all people in the slum settlements on the river banks were invited. As a result, some people disagree with the decisions made during implementation. Despite the fact that collaboration necessitates group decision-making. Collective problem solving in the policy of handling slum settlements on riverbanks in the City of Banjarmasin was carried out during the preparation of the building and environmental planning as an elaboration of Regional Regulation Number 6 of 2021 concerning the spatial plan for the City of Banjarmasin for 2021-2041.

Based on the findings from interviews with academics and urban design experts at the Faculty of Engineering, University of Lambung Mangkurat, this research explains that "if we talk about an area that will be managed, it will face various problems related to humans, buildings, and the environment." With such a short time, it is clear that the study was ultimately not optimal. In fact, the consultants were filled with certified experts. Sometimes the skill or expertise of the consultant does not come out optimally because it is timed. "This is a phenomenon that occurs in the city of Banjarmasin, a design between heaven and earth." Likewise, an academic from the National Islamic University of Banjarmasin who had collaborated with the Regional Planning and Development Agency in the Study of the Utilization of the Riverbanks of the City of Banjarmasin in Terms of Historical, Socio- Cultural, and Legal Aspects in 2021 gave a statement that "Don't let the study conducted by architects and planners only design their own without looking at the problems in the area they want to arrange." We learned from developed countries that before planning is carried out, it is best to consult with the community as much as possible. "Listen to the community's input so that later it will not trigger social, horizontal, and other conflicts when the plan is realized."

The presence of academic actors is important in formulating, implementing, and evaluating policies for dealing with slum settlements on riverbanks in the city of Banjarmasin. In addition, the role of the community must really be prioritized in the collaboration process; community participation is the most important thing in carrying out a policy. The findings in this study are related to the thoughts of Chris Ansell and Alison Gash, who explain that collaborative governance is the best way in the public policy cycle, while in this study it is more clear that not all collaborations that are carried out succeed in finding the best policy. Perhaps the failure of collaboration is due to differences of opinion among the actors involved, and it can also be caused by the existence of powers that bring out the interests of the actors and budget constraints. Then the practice of deliberation in collaborative governance as a principle carried out by the government in the policy process, which is based on collective choice.

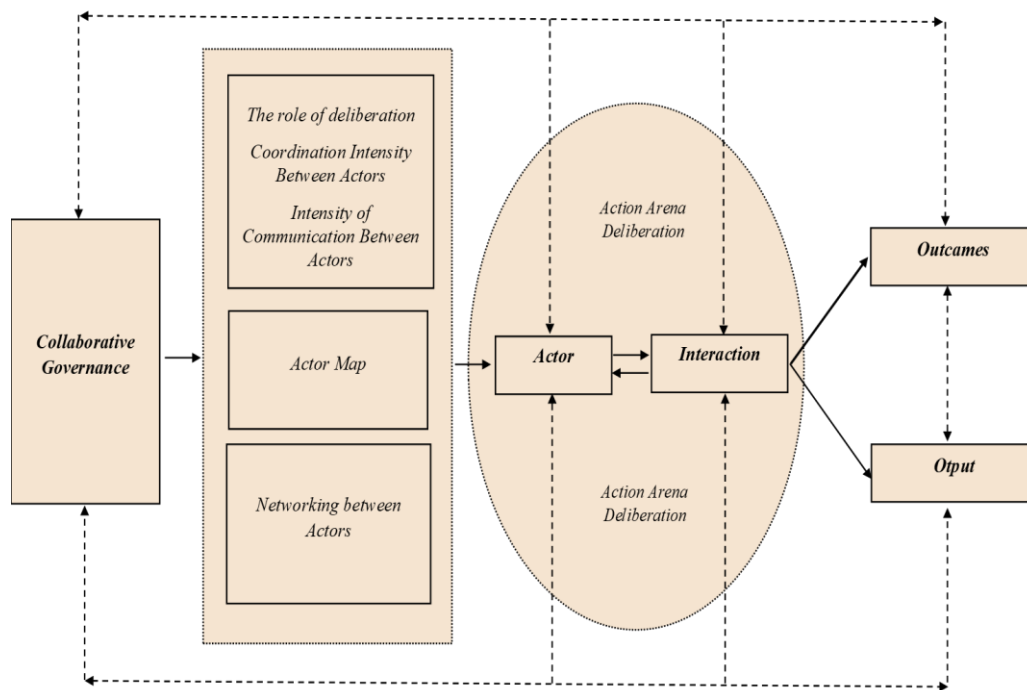


Figure 2

Visualization Of the Deliberation Process Framework in Collaboration Between Actors Handling Slum Settlements on River Banks in Banjarmasin City

Source: Processed by researchers, 2022

This study assesses that collaborative governance is a study from a scientific point of view in public policy that is more directed towards collaboration between parties or actors. This means that in carrying out collaboration, it is not enough just to have face-to-face dialogue, create actor trust, emphasize shared commitments, and build a shared understanding as theorized by Ansell & Gash (2008). In this study explaining collaborative governance, we see how the mechanism of practice deliberation in the policy of handling settlements on riverbanks in the City of Banjarmasin brings together the interests of each actor and takes place throughout the process of formulating and implementing policies. The mechanism of the practice of deliberation makes it easier for the opportunity to accommodate the interests of each actor to occur. For example, the initial conditions for cooperation between actors are influenced by several phenomena, namely actors having different interests and views, which causes delays in the cooperation process. In line with what was explained by O’Flynn and Wanna (2008), contextually there is no real commitment to collaboration because collaboration is only seen as an available tool or instrument. Wanna emphasizes that there are two sides to collaboration, a descriptive or pragmatic side that focuses on reality in solving public problems by involving resources outside of government organizations, and a normative or intrinsic side that emphasizes participation and trust in collaboration (O’Flynn & Wanna, 2008).

As the findings in this study explain, it is like the private sector in its obligation to carry out corporate social responsibility (CSR) programs. The private sector was invited and gathered in a forum to hear the opinion of the city government regarding the medium-term development of Banjarmasin City. Then, following the forum’s liberation process, it appears that the private sector is no longer coming to report on CSR activities. The private party should, in the CSR program procedures, report to the designated social service as the field for inputting CSR program data, both in the form of financial and physical form, but in the process the private sector did not come again to report the incident to the Banjarmasin City Social Service. These findings explain that the deliberation process in collaboration between actors handling slum settlements on riverbanks in Banjarmasin City is not working and is not part of deliberation because the process is not collective and not multi-stakeholder. The interaction that exists between the private sector and the government has indications of a motive, such as the government’s desire for good cooperation between the government and the private sector. On the other hand, the private sector expects compensation as a form of reciprocity for the cooperation established by the government. In practice, the liberation process between the government and the private sector is carried out based on procedures set by the mayor, in which case the liberation process is carried out by inviting all companies registered in the

City of Banjarmasin and the Social Service, which is appointed by the mayor as the leading sector in terms of facilitating deliberation activities.

The practice of deliberation in determining the success of carrying out collaboration for handling slum settlements in riverbank areas in Banjarmasin City is the basic capital for actors to find common ground for decisions that are taken collectively. Deliberative in carrying out collaboration, or what is referred to as a process known as “deliberative collaborative governance,” which enables more meaningful public participation on important issues with greater transparency of decision-making and perceived accountability and legitimacy, has proven effective in helping overcome the governance gap. As explained by Emerson, Nabatchi, and Balogh, collaborative governance is a process of public policy decision-making and management that involves the community constructively between public agencies, various government structures, and/or in the public, private, and civil spheres to carry out a public goal that cannot be reached except by a joint forum that is carried out by deliberation. (Emerson et al., 2012). The findings in this study were that in holding meetings for the Banjarmasin City Government meeting agenda through the leading sector of the Housing and Settlement Area Office, only the heads of the Rukun Warga, the heads of neighborhood associations, the Community Self-Help Agency, and community leaders were involved. Indeed, the government’s efforts to motivate community actors are commendable. However, what happened in the field was that the beneficiary community, namely the slum settlements along the river whose houses were included in the treatment, was not involved in discussion forums with the government and private parties. This finding implies that in carrying out the collaboration process, it is not only actors who have power, such as community leaders, but how important it is to involve the role of the lower class as a whole. So that the policy that will be implemented gets the support and trust that can make the policy successful. Collaborative relationships are built on democratic principles that emphasize the value of equality of position and freedom of expression of ideas and thoughts, and the power of the government is directed toward building interaction with the private sector and society to prioritize openness. Based on the findings in this study, it opens up a number of issues about constraints on the development of “collaborative governance.” To understand the constraints of carrying out “collaborative governance,” it is necessary to look for participation initiatives in the context of government policies, explore the ways in which policies are interpreted and promulgated by strategic actors in local organizations, and test the perceptions of deliberative forum members themselves. Gilbert and Ripley say the government relies on an authoritative power in the process of compromising decision-making. Gilbert and Ripley also explained that there are two types of actors in the policy compromise process, namely: (1) government actors who have authority with legal or official powers, and (2) actors from unofficial groups such as community leaders (Gilbert & Ripley, 1986). The findings from the results of this study are that the collaboration between the government, the private sector, and the community in the management of slum settlements on river banks in the city of Banjarmasin is an alternative solution to problems in overcoming government budget limitations and forms of responsibility and commitment to the region. This indicates that collaboration is not solely based on regulations in the form of formal cooperation contracts, but that the importance of communication in the collaboration process is shared. Then in other findings, this study implies that actors in the handling of slum settlements on riverbanks in the City of Banjarmasin as entities can influence outcomes based on interests and power. The power possessed by an actor will determine how much he can influence other actors. In dealing with the slum settlements on the banks of the river in Banjarmasin City, the more power the actors have, the greater their access to these resources. The results of this study explain that the collaborative governance theory of Ansel and Gash (2008) is seen as an ideal concept, even though it has a gap in the rationality of the actors behind decisions made by consensus in carrying out collaboration because the practice of deliberation in collaborative governance is not a simple process. The more actors who are in a relationship, the more adjustments are needed. Often the implementation is hierarchical, and then it appears that collaboration is only a formality. Interests are also bound to occur, so many programs will be neglected if they are not in accordance with the interests of those in power.

Communication Intensity Between Actors

In starting deliberation, effective communication is an important element for stakeholders to carry out activities or programs for handling slum settlements on riverbanks in Banjarmasin City. As an example, consider the process of communication between actors in the management of slum settlements on riverbanks in Banjarmasin City, which is carried out directly or indirectly by several stakeholders, such as continuous communication between institutions, the community, and the private sector via communication media tools such as cellphones, voice calls, or WhatsApp and Telegram groups. The importance of communicating through WhatsApp and Telegram groups so that communication between the actors involved continues and is continuous is because information that is conveyed once is not enough; one meeting in deliberation among various stakeholders, including the community, is not enough to discuss everything, even Due to time constraints, not all inputs from stakeholders were captured.

This intense and effective communication will facilitate other stakeholders in taking several other actions quickly for the implementation of collaborative activities between actors in handling slum settlements on river banks in Banjarmasin City. The synergy that exists in collaboration between actors handling slum settlements on river banks in Banjarmasin City is seen from a communication point of view, where in essence there is a reciprocal relationship or exchange of information between government actors and non-government actors. With the creation of communication between actors, there will be interaction so that they can exchange information regarding inputs or decisions based on deliberative policies regarding the handling of slums on river banks in the City of Banjarmasin. Communication carried out by the Banjarmasin City Government with the aim of conveying ideas and ideas about programs for handling slum settlements on riverbanks, so that non-governmental actors such as private individuals, communities, and communities concerned with the environment know the intent of what the Banjarmasin City government will carry out, namely one of which is carrying out socialization to the community in the form of through various local media both print and online, face to face by holding meetings. Then the Municipal Government of Banjarmasin, in establishing intense communication with the private sector, held a meeting to discuss development programs, one of which was also handling the handling of riverbank slum settlements. The meeting with the private sector was driven by the leading sector Social Service and the Banjarmasin City Regional Planning and Development Agency. Regarding the intensity of communication carried out by the Banjarmasin City Government and the success of successful collaboration with the community as beneficiaries of policies or programs, they are not fully involved. So this is an obstacle for government actors in communicating at the lower level, which causes rejection of the program implemented by the people who live on the banks of the river in the city of Banjarmasin. This means that the success or failure of collaboration is not entirely due to the government system, but also that the actors who are invited to work together must all be involved in the deliberation process in collaboration.

The findings in this study indicate that when there is a delay in coordination between the actors involved, especially key actors or actors who have the power that an actor has over a policy, it allows the role of the actor's social network to build informal relationships in encouraging the activation of policies with the concept of collaborative governance. On the other hand, secondary actors make it possible to play a network role by pressing government actors to be dynamic in activating policies that have the concept of collaborative governance. The intensity of communication in decision-making generally takes the form of cooperation between actors. The type of interaction between actors that occurs during the process of collaboration in the formulation of public policies between individuals and individuals or groups to deliberate in collective decision-making (Gilbert & Ripley, 1986). This is where the implications of value preferences or the role of actors in the framework of interaction between actors on the success and effectiveness of policies meet the concept of collaborative governance as described by Gilbert and Ripley.

Aside from that, the study's other findings have implications for how collaboration between actors in dealing with slum settlements on riverbanks in the city of Banjarmasin prioritizes patterns of interaction that encourage the effectiveness of planned and managed policy objectives in a deliberative space. As Anderson said, the function of communication in a collaborative governance process is to overcome disputes or differences of opinion among the actors involved (Anderson, 2011). This means that when there is miscommunication between actors, whether it occurs between internal government actors or between government actors and non-government actors, then the leadership and expertise of the main actor (in this case, the mayor of Banjarmasin) in developing the policy character model is a determinant factor in managing interactions between actors that begin with openness, commitment, and integrity.

CONCLUSION

As understood, the practice of deliberation gives importance to decision-making processes or procedures that emphasize deliberation and exploring problems through dialogue or the sharing of ideas among parties and citizens collectively. In practice, the deliberation process in the collaborative handling of slum settlements on riverbanks in the City of Banjarmasin has not been seen as fully as the concept of deliberation itself. The Municipal Government of Banjarmasin, which is the main actor in the policy of dealing with slum settlements on the banks of the river in Banjarmasin City, has the authority to determine the private sector, academics, social communities, the media, and the public as government partners.

The findings of this study concluded that deliberation in actor collaboration in the policy of handling slum settlements on river banks in the city of Banjarmasin did not work. The reason why deliberation in the process of collaborative governance does not work is because the implementation is not carried out fully collectively. Even though the concept of liberation is important in achieving the success of collaborative governance, which is carried out collectively, there

are basic assumptions that must be met in collaborative governance, including assumptions about deliberation. The deliberations formed are at least authentic and not repetitive or rhetorical in nature, and they must contain an understanding that there are no differences and that decisions are taken by consensus or are collective in nature.

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