Collaborative Governance Model on the Guidance of Terrorist Parolees: Case Study in Surakarta Parole Office

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Abstract
This study discusses the collaborative governance model on the guidance of terrorist parolees, a case study in the Surakarta Parole Office. Terrorism is an international issue defined as a criminal act intended to openly provoke and deliver terror committed by a certain group of people or for specific political purposes. Collaboration among various actors is needed to deal with terrorism. As part of the Corrections, Parole Offices are tasked with guiding terrorist Parolees to reintegrate into society. The collaboration in the guidance of terrorist parolees by the Parole Office with stakeholders is not yet optimal. This study aims to discover the factors causing it, using a qualitative method with a descriptive approach. Based on the data analysis, collaborative governance in the guidance of terrorist Parolees at the Surakarta Parole Office has not run optimally due to several factors based on four dimensions of the collaborative governance model of Ansell and Gash (2007), namely Starting Conditions, Collaborative Process, Facilitative Leadership, Institutional Design, and Outcome. To optimize collaboration in guidance of terrorist Parolees, this study offers a collaborative governance model based on the development of Ansel and Gass' collaborative governance model. This model offers collaborative guidance carried out integratively by relevant multi-actors. In addition, this model also expands the function of institutional design and facilitative leadership dimensions, which function not only in the collaborative process but also in the starting condition dimension.

Keywords: Collaborative governance, Correctional, Parolee Guidance, Terrorism

INTRODUCTION

Terrorism is defined as criminal acts intended or calculated to provoke a state of terror in the general public, a group of persons or particular persons for political purposes are in any circumstance unjustifiable, whatever the considerations of a political, philosophical, ideological, racial, ethnic, religious or any other nature that may be invoked to justify them (United Nations General Assembly, 2005). Terrorism raised international concern, particularly after the attack on the World Trade Centre in New York, United States of America, on 11 September 2001. The attack developed into a world issue due to the policies issued to combat terrorism, known as The Global War on Terrorism (Wuryandari, 2014).

The term terrorism has been around for a long time and became one of the agendas during the 10th UN Congress on the Prevention of Crime and the Treatment of Offenders held in Vienna on 10 – 17 April 2000. Although the term terrorism was coined long ago, the US response to the 9/11 tragedy prompted the international community to respond similarly to terrorist acts that occurred afterward.

Indonesia also suffered from terrorism, as that of the international community. As the following table shows, Indonesia suffered material and immaterial losses, among others, due to terror attacks that transpired in Indonesia.

Table 1. List of terror attacks in Indonesia in 2000 - 2020

No	Date	Incidents
1	1 August 2000	Philippines' Ambassador Residence Bombing in Jakarta
2	27 August 2000	Malaysia Embassy Bombing in Jakarta
3	13 September 2000	Parking Floor Bombing in Stock Exchange Building Jakarta
4	24 December 2000	Jakarta Churches Bombing
5	22 July 2001	Santa Ana Church Bombing
6	1 August 2021	Atrium Plaza, Senen, Jakarta Bombing
7	23 September 2001	Atrium Senen Bombing
8	12 October 2001	KFC Makassar Bombing
9	6 November 2001	Australian School (AIS) Bombing in Jakarta
10	1 January 2002	Bulungan Restaurant Bombing
11	12 October 2002	Bali I Bombing
12	05 December 2002	McDonald Bombing in Makassar, Sulawesi
13	03 February 2003	Wisma Bhayangkara Bombing
14	27 April 2003	Soeta Airport Bombing
15	05 August 2003	JW Marriott Hotel Bombing, Jakarta
16	10 January 2004	Sampodo Palopo Café Bombing, Sulawesi
17	09 September 2004	Australia Embassy Bombing, Jakarta
18	13 November 2004	Kendari Post Office Bombing, Sulawesi
19	12 December 2004	Imanuel Church Bombing in Palu, Sulawesi Tengah
20	21 March 2005	Ambon Bombing
21	28 May 2005	Tentena Market Bombing, Sulawesi
22	08 June 2005	Bombing in Pamulang, Tangerang, Jawa Barat
23	01 October 2005	Jimbaran and Kuta Bombing, Bali (Bali Bombing II)
24	31 December 2005	Palu Market Bombing, Sulawesi
25	17 July 2009	JW Marriott, Ritz-Carlton Hotel Bombing, Jakarta
26	15 March 2009	Police Officer shooting in Prembun, Kebumen, Central Java
27	10 April 2009	Police officer shooting in Kentengrejo Police Box, Jawa Tengah
28	15 March 2009	A package of explosive devices hidden in a book was delivered to an activist of Jaringan Islam Liberal in Utan Kayu, Gories Mere in National Narcotic Agency, and Yapto Suryosumarno in Ciganjur South Jakarta, and

Ahmad Dhani in South Jakarta

29	15 April 2009	Suicide Bombing in Masjid Polresta Cirebon
30	19 August 2012	The grenade explosion in Pospam Gladak, Solo, only caused chair damage.
31	3 June 2013	Suicide Bombing in front of Masjid Mapolresta Poso, Central Sulawesi.No fatalities aside from the bomber.
32 5	20 August 2015	Shooting between a terrorist group Mujahidin Indonesia Timur and Densus 88 and National Armed Forces.
33	14 January 2016	Thamrin Bombing
34	5 July 2016	Suicide bombing in Surakarta Police Office
35	13 May 2018	Churches bombing in Surabaya
36	10 October 2019	Chief security minister Wiranto was stabbed by an assailant using a kunai during a working visit in Pandeglang, Banten. The perpetrator had allegedly been exposed to radical teachings of IS.
37	27 November 2020	A family was murdered by a stranger in Lembantongoa, Palopo, Central Sulawesi. The killer was then revealed to be a member of a terrorist group.

Source: Subdirectorate of Personality Treatment, Directorate General of Corrections

Table 1.1 shows the data on terrorism that occurred in Indonesia from 2000 to 2020. Several factors lead to those cases of terrorism. Nurjanah (2013) states that social, economic, and political gaps are conditions that potentially cause relative deprivations or the feeling of unjust treatment, which certain groups can exploit to provoke radicalism. Furthermore, Nurjanah also claims that certain groups use religious teachings, particularly the value of enjoining good and forbidding wrong as well as jihad, to justify their actions in supporting radical movements.

In countering terrorism, international instruments and regulations have been formulated as the basis for stakeholders to join forces in collaboration. The 2014 UN Security Council Resolution 2178 compels member states to involve civil society and non-governmental actors. The involvement of society and non-governmental actors is relevant to develop the strategy to combat violent extremism, which engenders terrorist acts. The strategy is also aimed at preempting the spread of violent extremism, which enables terrorism, and anticipating terrorism reoffending. Society involvement covers the empowerment of the youths, families, women, religious leaders, cultural leaders, educators, and every element of civil society. In its practice, it adopts an approach designed to counter violent extremism recruitment and increase social inclusion and cohesion.

The responsibility to prevent extremist offenses, treat extremist offenders, and integrate them into society does not solely lie on Corrections or other law enforcement agencies but

also the responsibility of other institutions and organizations (Council Of Europe, 2016). United Nations Office on Drugs and Crime also highlights the importance of formal meetings between the collaborating agencies. The collaboration in terrorist parolee guidance correlates with the global fervor in combating, countering, and preventing terrorism. This will ensure that the collaborating agencies work together to exchange relevant information and impose policies on risk management or unsolved problems (UNODC, 2019).

The terrorism that occurred coincides with the government's numerous efforts to handle it.

Correctional Facilities, one of the main components of the criminal justice process, function as law enforcement in the treatment of inmates comprising pretrial detainees, convicts, juveniles, and parolees. Convicts are inmates serving their criminal sentences and deprived of liberties in correctional facilities. Juveniles are children between the ages of 14 and 18 who receive guidance in juvenile facilities. Parolees are those under the guidance of Parole Offices.

Correctional inmates are placed in Correctional Facilities across Indonesia. The number of Correctional Facilities in Indonesia can be seen in the table below.

Table 2. Correctional Facilities Data

No	Type of Facility	Number
1	Jails (Rutan)	165
2	Prisons (Lapas)	294
3	Women Prisons (LPP)	33
4	Juvenile Facilities (LPKA)	33
5	Parole Offices (Bapas)	90
6	House of Confiscated Goods and Seized Properties (Rupbasan)	64
	Total	679

Source: Sistem Database Pemasyarakatan per 28 March 2021

Correctional Facilities are under the Ministry of Law and Human Rights portfolio, tasked with matters relating to corrections in their own jurisdictions. Table 1.2 shows that there are 679 Correctional Facilities comprising Rutan, Lapas, LPP, LPKA, Bapas, and Rupbasan located across regions of Indonesia. The total number of correctional inmates across Indonesia is presented in the following table.

Table 3. Number of Inmates

No	Type of Inmates	Number
1	Pretrial	49.273
2	Convicts	205.507
3	Juveniles	1.824
4	Parolees	59.065
Total		315.669

Source: Sistem Database Pemasyarakatan per 28 March 2021

Table 1.3 conveys that the number of correctional inmates is 315.669, with 49.273 pretrial inmates, 205.507 convicts, 1.824 juveniles, and 59.065 parolees. Among the number, 475 are terrorist pretrial and convicted inmates, and 144 are terrorist parolees.

Corrections face challenges in managing the inmates, especially for certain offenders such as corruption, narcotics, and terrorism. Among those challenges, terrorism seriously threatens peace and security and can be detrimental to the development of law, society, and economy. Thus, this study sets out to investigate terrorism and focuses on terrorist parolees' guidance as part of the Parole Office's tasks since Parole Offices hold strategic roles in guiding terrorist parolees to reintegrate into society. In contrast to convicts serving their sentences inside the prisons, parolees serve their sentences in society under the supervision of Parole Offices. Guidance in this context is an effort to counsel parolees to enhance their qualities and religious piety. The measure also aims to increase their intellectual capacity, behavior, professionality, and physical and mental health.

Terrorist parolees' guidance should be done collaboratively between Parole Offices and in-line stakeholders, including other government institutions, NGOs, private corporations, and individuals. Stakeholders may be actively involved in guidance activities according to their capacity and as agreed with the Parole Office. Effective stakeholder collaboration is crucial in reintegration efforts. The established collaboration will enable related institutions to plan the guidance program for the inmates long before they are on parole (Sumpter et al., 2021). In his study, Siebert states that society is capable of countering terrorism through alternative ideas and by voicing out different opinions without the use of violence (Siebert., n.d.).

Among 99 Parole Offices in Indonesia, 19 manage terrorist parolees. As seen on the table, Surakarta Parole Office manages the most terrorist parolees among other offices. Moreover, among those terrorist parolees the Surakarta Office manages, some are recidivists. These considerations are why this study is conducted in Surakarta Parole Office.

Surakarta Parole Office is tasked with guiding 811 parolees, among which 41 are terrorist parolees. The number of Terrorist Parolees in the Surakarta Parole Office constantly increased from 2017 to

2020. The parolees come from the regions under the jurisdiction of the Surakarta Parole Office, covering Surakarta, Karanganyar, Sragen, and Boyolali. In carrying out its task, the Parole Office collaborates with the government as well as private institutions. However, the collaboration has yet to run optimally, as marked by the overlapping programs, where a parolee gets the same guidance program from several stakeholders.

Strengthening the guidance of terrorist parolees is essential, as terrorism is an international concern. Therefore, this study is significant in offering solutions to the issue of terrorism. Indonesia is among the countries highly committed to implementing CVE programs. The parole program, which the Parole Offices oversee, is one of the essential programs in CVE. Collaborative governance for terrorist Parole Officers is of the utmost importance for the success of CVE. However, studies on collaborative governance in this field are only a few. Therefore, this study offers to develop policies and a collaborative governance model, which still has room for improvement. Furthermore, this study provides inputs of policymaking and reference in the collaboration of terrorist parolees' guidance.

RESEARCH METHOD

This study incorporates a qualitative method, describing the research location's indications, incidents, and recent events. The descriptive explanation of the occurrence in the research site results from factual observation. The qualitative method is conducted in several stages, namely selecting topics, narrowing questions, creating research designs, collecting data, analyzing data as well as interpreting data, and publishing (Lawrence, 2000).

This study uses a case study approach, where everything pertaining to the practice of collaborative governance in guiding the terrorist parolees in the Surakarta Parole Office is scrutinized. This study focuses on programs held by Surakarta Parole Office, which are unique from other Parole Offices. This distinction is due to the number of terrorist parolees and various actors collaborating with the Surakarta Parole Office, including the central and local government, entrepreneurs, NGOs, and international institutions. Consequently, the study on Collaborative Governance of Parole Officers for Terrorist Parolees (Case Study in Surakarta Parole Office) holds high significance to be analyzed using the case study approach.

Researchers used data collection techniques by following the data collection procedures in qualitative research: qualitative observation, qualitative interviews, collection of qualitative documents, collection of photos and videos enriched with information from actors related to the material (Cresswell, 2016). Researchers collect data needed in research through interviews with informants according to research needs. Following are the details of the informants in this study:

Table 4. Position and Number of Informants

No	Informant Position	Total
1	Surakarta Parole Office	13
2	Stakeholders	15
3	Parolee	10
4	Directorate of Probation and Child Alleviation	5
5	Directorate of Information Technology and Cooperation	5
6	Directorate of Inmates Development and Production Work Training	2
7	Prison Officers	5
	Total	55

Data processing is carried out simultaneously with the process of collecting data and information. Since the start of the preliminary research, data processing has been carried out until the research proposal is compiled. Data analysis relates to the effort made through working with data, separating, organizing and making the data manageable, combining it, searching for and finding patterns, determining what is important and what is learned, and determining what can be told to others (Moleong, 2015). Of all the data that is entered, not all of it is used. Thus, in data analysis, researchers separate data (Guest, MacQueen & Namey, 2012) in (Creswell, 2016).

RESULTS & DISCUSSION

Experts develop several collaborative governance models based on their studies, among others is that of Ansell and Gash (2007). According to Ansell and Gash, this model has five dimensions: starting conditions, institutional design, facilitative leadership, collaborative process, and outcomes. Each of the dimensions can be classified into more detailed dimensions. The collaborative process variable is the core of this model, with starting conditions, institutional design, and leadership being contributive to the collaborative process. Starting conditions regulate the basic level of trust, conflict, and social capital as the resources or obligations during the collaboration. At the same time, institutional design determines the basic rules for collaboration. As for leadership, it provides mediation and important facilitations for the collaborative process. The collaborative process is repetitive, nonlinear, and a cycle. The dynamics within the collaborative process are expected to achieve an outcome as mutually agreed before.

Based on the result and discussion described, there are three key dimensions in the collaborative governance model, which are starting conditions, collaborative process, and outcomes. As such, institutional design

and facilitative leadership complement the key dimensions. The four factors of the detailed classification are supporting factors to collaborative governance in general. Hence, the integrative discussion will only study three key dimensions and the findings on a new dimension.

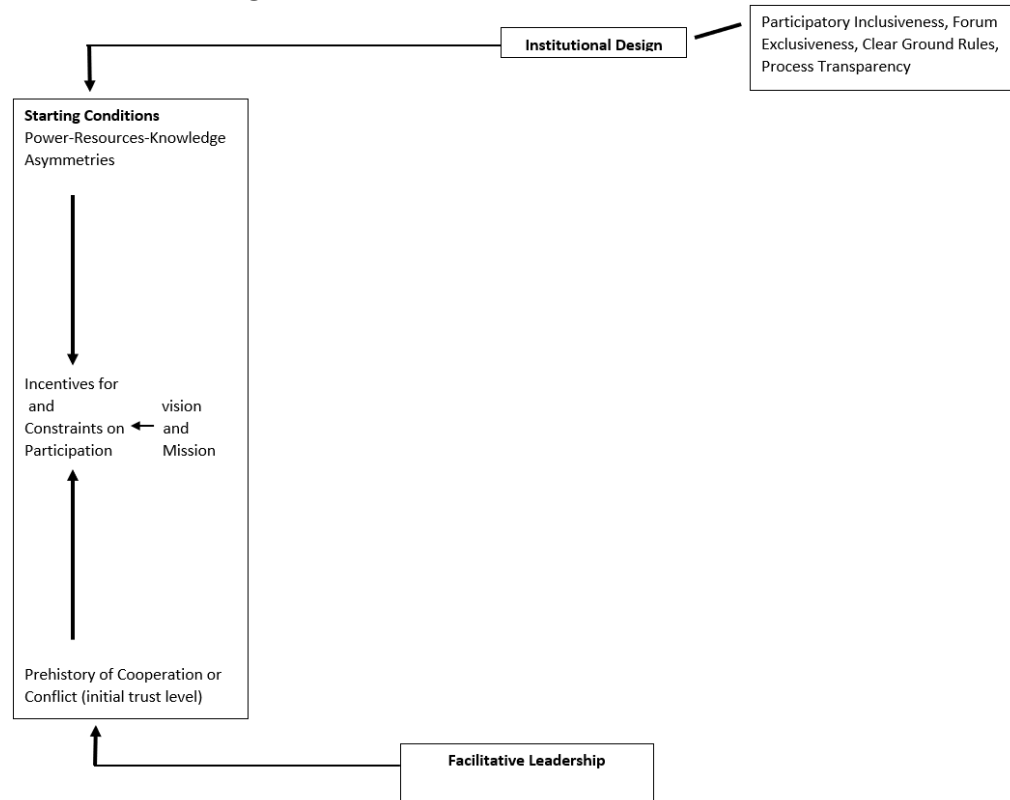## The correlation of Starting conditions with other dimensions

Figure 1. The findings on the determinant model Starting conditions in the collaboration of Parole Officers for Terrorist Parolees in Surakarta Office

Based on the theoretical findings, it can be seen that Starting conditions variable not only contributes to the collaborative process but also receives contributions from institutional design and facilitative leadership. Furthermore, the interview result reveals that vision and mission are taken into consideration by stakeholders to work with the parole officers. Vision and mission are the mandate of each stakeholder and are the framework of their duty, which are then derived into concrete goals and action plans, which might intersect with the purposes of the terrorist parolees'

guidance. There will be no sufficient ground for stakeholders to work with the parole officers without common goals, hence the importance of vision and mission.

Institutional design is also called organizational factors, which consist of protocol, rules, structure, and roles (Ansell & Gash, 2007). The organizational factors are the factors that found collaboration. This notion is supported by Rasche (2010), who states that one of the forms of rule-setting in collaborative governance is related to design and development. In addition,

rules can be both stimulating and restraining factors to collaboration. Collaboration guidelines, for instance, is a rule that encourages collaboration. With the guidelines, the collaboration will run accordingly and thus spawn expected outcomes and prevent conflicts.

Moreover, facilitative leadership also contributes to the early stage of collaboration. In this case, the leader plays a vital role in ensuring every stakeholder complies with the set rules. The leader is also essential to encourage stakeholder participation in the

collaboration (Ansell et al., 2020). The leader's encouragement is a kind of support crucial in the early stage of collaboration. In addition to encouragement, a leader has the authority to direct the boundaries in building collaboration. A leader also takes part in managing the organization's resources, such as information and regulation, to be disseminated to the officers. Therefore, institutional design and facilitative leadership are significantly influential in starting conditions.

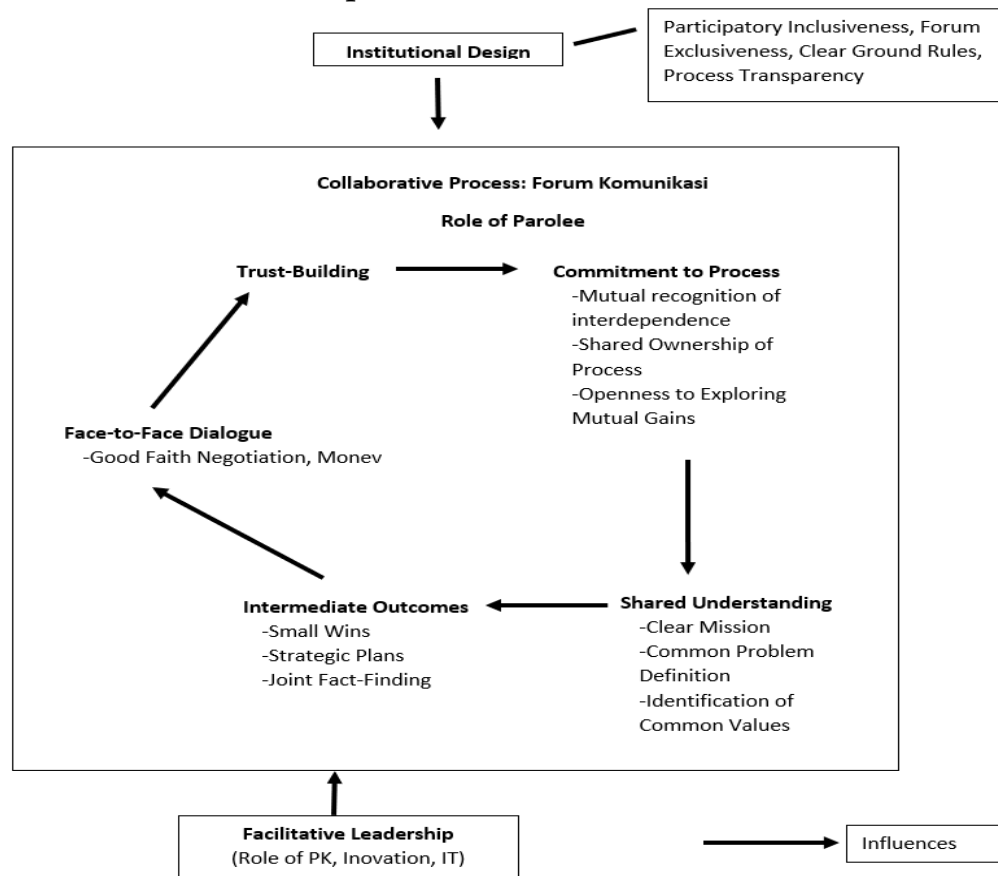## The correlation of Collaborative process with other dimensions

Figure 2. The findings on the determinant model Collaborative Process in The guidance of terrorist parolees

These findings point out that institutional design and facilitative leadership have an intervention role in the collaborative process of the guidance

of terrorist parolees. This shows that the collaborative process between Surakarta Parole Office and its partners is influenced by the design of rules, the applied standard, and the constructive involvement of the leader. The regulatory basis of the technical cooperation process enclosed in the collaboration guidelines and Pokmas Lipas module issued by the Directorate General of Corrections (DGC) are the main guidelines for the guidance of terrorist parolees collaboration. The use of guidelines determines how to manage the time and tasks and achieve targets in every collaboration. In addition, the leader's role in directing the program and mediating the collaboration shows that the collaboration process will run toward the agreed targets. In general, institutional design and facilitative leadership features appear as the consequence of considerations and decision-making in achieving collaborative benefits in terms of time, task, and targets (Doberstein, 2016).

The findings correspond with Ansell et al., (2020), stating that facilitative leadership attracts and maintains collaborative commitment among stakeholders by working toward the targets, encouraging shared motivations among the partners, ensuring authentic and constructive dialogues, and capacity building for common actions. This study finds the correlation between leadership and collaborative process through the need and hopes of Parole Officers in charge of the collaboration. Thus, facilitative leadership has become the key to a successful collaborative process (Ansell

et al., 2020). The leader also functions as the driving force for all Parole Officers to be the frontliners of collaboration, to have adequate capacity, and to work professionally. Moreover, the leader enforces the use of resources, including incorporating information and technology to support official duties, and creates an innovative working environment.

Furthermore, this study hints that institutional design in collaborative governance functions as the initiator and foundation of continuous collaboration. This is apparent from the collaboration that follows the applied guidelines, which prompt the partners to comply with the rules during the ongoing stages of collaboration. Even though Surakarta Parole Office does not have any mechanism to discuss collaboration as the organization's activity, this study notices that every collaboration process related to the guidance of terrorist parolees upholds the applied regulations and the principles of transparency. As such, this study recognizes how the rules become the direction and goal clarity factor in collaboration. In the dimension of institutional design, it is found that in conducting duties, Surakarta Parole Office should always ensure the presence of someone responsible. This means another official should be in charge of the collaboration administrative besides the Head of the Parole Office. This will ensure a successful collaboration.

The core of the collaborative process is communication. Therefore, every activity done by actors in the collaborative framework should be

discussed in scheduled meetings or other agreed mechanisms. Siddiki (2017) argues that open communication in the collaborative process can facilitate the sharing of information based on different perspectives. Intense communication can take place in forums and informally (Bryson, Crosby and Seo, 2020). Formally formed and managed forums are a prerequisite for successful collaborative governance (Vangen, 2012) and (Ansell and Gash, 2007). Based on the findings of this study, looking at the process of obtaining knowledge and in practice, a formal internal system is needed to set the arrangement, implementation, monitoring, evaluation, and supervision done periodically. With such a system, the collaboration will run systematically to achieve shared views and ensure trustful communication with partners. Parolees are given opportunities to interact with the collaborating actors in the collaborative process.

The correlation of outcomes with other dimensions

The study's findings illustrate the condition of collaborative governance in the guidance of terrorist parolees in two main parts: the beginning and the process. The two parts contribute to the outcomes, which means that the starting conditions of the collaboration and how well the collaborative process affect the quantity and quality of the outcomes. It is found that the availability of resources, power, funding, vision and mission, and prehistory of interaction in the starting conditions will shape the pattern of outcomes targeted in the collaboration. Moreover, it also shapes the process in certain ways. Thus, the starting conditions in this study play an important role in collaborative governance in the guidance of terrorist parolees. In general, the three parts of collaborative governance (including outcomes) are heavily correlated.
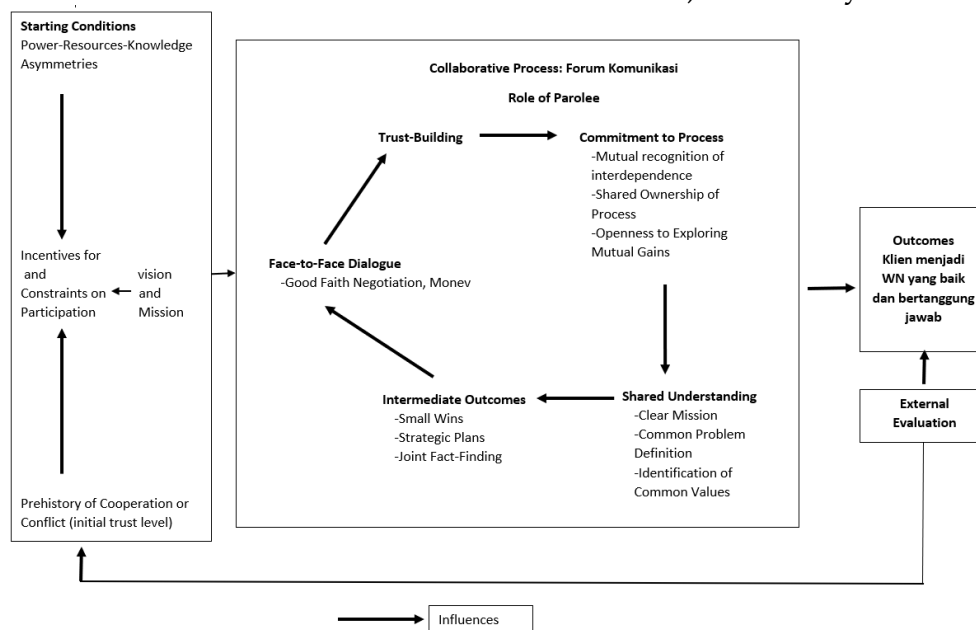

Figure 3. Findings on Antecedent Outcome of the Collaboration on Terorist Parolees Guidance

In the collaborative process of Terorist Parolees guidance, it is shown that the whole quality of this part receives a contribution in every component, which are face-to-face dialogue, trust building, commitment to the process, shared understanding, intermediate outcome, Parole Officers and Parolees actively participating in collaboration, communication forums, and continuous monitoring and evaluation. Every component can influence the collaborative proses in Terorist Parolees' guidance. Interaction and communication between Surakarta Parole Office and its partners are among the factors of an effective collaborative process, in which the success is determined by the dialogue and direct coordination among the collaborating partners. This harmony will stimulate trust between partners, leading to collaboration commitment. Trust building is an important step in the success of a collaboration (Siddiqi et al., 2017) (DeSeve, 2007). As the collaborative process strengthens and becomes more intimate, each party's willingness to share understanding and experiences will lead to the success of the process, which is the guidance of terrorist parolees. The series of processes will directly lead to the outcomes. This shows that the study recognizes that the success of the process is determined by how far Surakarta Parole Office and its partners are willing to be fully involved in the collaboration process.

Developing Ansell and Gash (2007) Collaborative Governance Model

According to the findings, institutional design and facilitative leadership do not solely contribute to the collaborative process. Regarding institutional design, it is apparent that partners' participation is constantly encouraged by various means for collaboration success. The regulations issued by DGC and other collaboration guidelines become the resources underlying the collaboration of the Surakarta Parole Office and its partners since the assessment stage to identify collaboration needs. This shows that some components of the Surakarta Parole Office's institutional design take part in preparing the starting conditions.
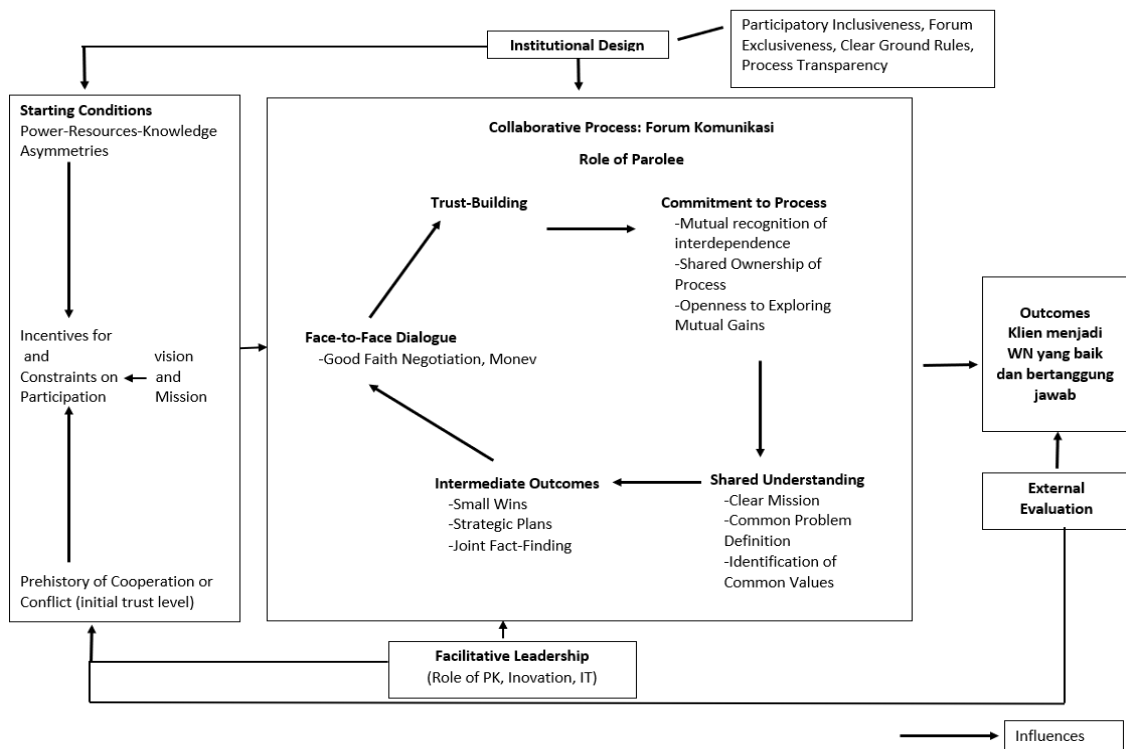
Figure 4. Collaborative governance Model on The guidance of terrorist parolees

Similarly, facilitative leadership plays a role in preparing the starting conditions. The leader's role is to unify Surakarta Parole Office, partners, and terrorist parolees and motivate them. That is a strategy for gathering their support to ensure their active participation in the collaboration. The leader also holds an important role in managing resources in Surakarta Parole Office.

Therefore, an arrow of influences can be drawn from institutional design and facilitative leadership to starting conditions. This can be inferred that organizational factors and leadership contribute to starting conditions in the context of collaborative governance in the Surakarta Parole Office. However, adding a line of influences from institutional design and facilitative leadership to starting conditions is insufficient to develop a collaborative governance model. There are other factors exclusive of the five dimensions of collaborative governance by Ansell & Gash (2007). These factors become a serious concern as a response to the original collaborative governance model, which does not accommodate a common vision and mission into collaboration, monitoring and evaluation to ensure sustainability, and the tools supporting every dimension in collaboration.

The vision and mission underlying collaboration come from organizational vision and mission. However, the vision and mission should reflect shared goals and how to achieve them in the long, medium, and short terms. Therefore,

vision and mission need to be aligned with common interests. The vision of the Parole Office and its stakeholders reflects their views of the future or the goals the organizations wish to achieve, is future-oriented, functions as guidelines to make decisions, should not be fixated on one thing, is adaptive to situations, feasible, reflects the organization's hopes through its activities, communicable and easy to understand (Gamble, Peteraf, and Thompson, 2015). Thus, it can become the foundation for collaboration in the guidance of terrorist parolees. Meanwhile, the stakeholders' missions reflect whom they serve, what kind of service they provide, illustrate the organization's area of operation, the use of technology in the organization, show commitment to growth, reflect the organization's values or beliefs, show the organization's strength, demonstrate concern to society and environmental issues, and show commitment to its employees (David dan David, 2017). This makes it easier for stakeholders to find shared values in the effort to provide guidance to terrorist parolees.

The wisely interpreted vision and mission are hoped to result in a directed collaboration. That is, the goal of organizations is clear and assertive. Thus, starting conditions in collaborative governance can be prepared in order. One form of order is setting the indicators of success which align with the vision and mission. This way, it can be measured to what extent a collaboration is deemed successful. This can be taken into consideration for organizations to determine whether a

future and past collaboration are decent. This will then serve the organization as a record of collaboration history with partners.

As previously laid out, institutional design and facilitative leadership influence the starting conditions and collaborative process. In facilitative leadership, there are important factors that need to be addressed. Parole Officers, as the frontliners in the guidance of terrorist parolees collaboration, are internal actors representing Parole Office to interact with stakeholders, especially with terrorist parolees. Consequently, Parole Officers have significant roles in enforcing the success of the collaboration. Special skills in both collaboration and providing guidance are essential for Parole Officers in charge of collaboration in terrorist parolees' guidance. This significant existence of Parole Officers is a crucial part of the collaboration, as it reflects the leader's efforts in building their capacity as well as empowering them.

Another factor influencing the collaboration of the Surakarta Parole Office with its stakeholders is the use of information and technology in managing collaboration information. The information managed includes collaboration regulations, the list of stakeholders, the guidance of terrorist parolees' activities, and other useful information related to the guidance of terrorist parolees' collaboration. In the early stage of the collaborative process, information and technology enable the stakeholders to recognize each other.

Furthermore, organizational data such as collaboration history that contains the success and challenges can be recorded systematically utilizing information technology. The data will be securely saved and easily shared with interested parties. In addition to the history of collaboration, regulations as the basis for every organizational activity can also be managed using technology. Disseminating regulations will minimize miscommunication; thus, organizational activities can run well, including preparation for cooperation with partners. Utilization of information technology is a highly strategic dimension in itself which influences the entire process of collaboration with partners.

Monitoring and evaluation from the beginning to the end of the collaborative process are necessary to complete the collaborative governance model of Ansell dan Gash (2007). This is to ensure the achievement of common goals and continuous improvement. This monitoring and evaluation should involve everyone participating in the guidance of terrorist parolees. Monitoring and evaluation serve as the forum of communication, coordination, and discussion for the entire actors in the guidance of terrorist parolees. This is necessary to measure organizational growth and record activities for follow-up. In order to enhance accountability, evaluation should also be conducted by external parties.

The result of the study suggests supportive factors as part of the development of a collaborative governance model: a shared vision and mission, monitoring and evaluation by collaborating parties, the use of information and technology to organize data, and evaluation by external parties. In addition, it is essential to accommodate the roles of Parole Officers and Parolees in the collaboration.

This study also finds a new dimension that affects the success of the collaboration, which is the role of the external evaluator, as seen in the following figure.
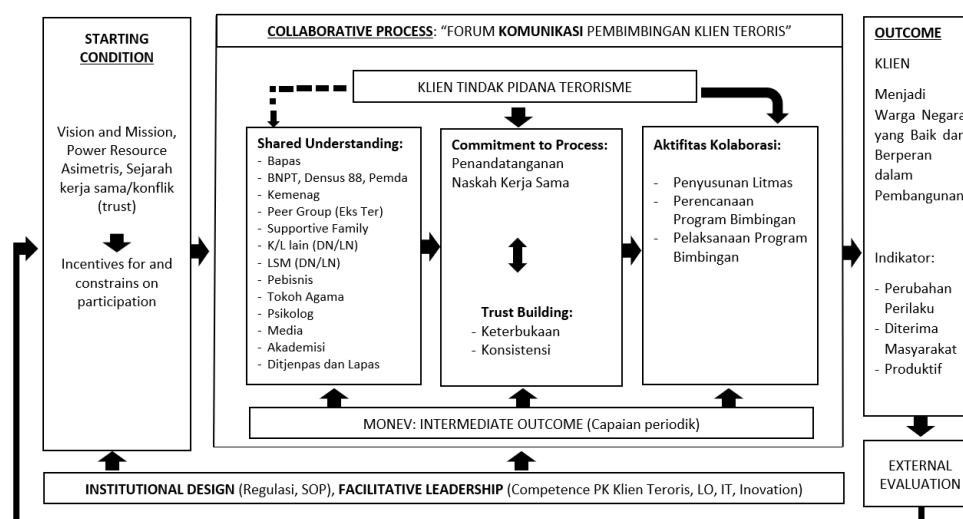

Figure 5. Collaborative governance Model on The guidance of terrorist parolees in Surakarta Parole Office

Collaborative governance in the guidance of terrorist parolees is conducted openly, involving several stakeholders to provide for the guidance of terrorist parolees. Therefore, this study formulates collaborative governance in the guidance of terrorist parolees as inclusive collaborative governance, meaning that this collaborative governance is open for every relevant stakeholder in fulfilling mutual needs and achieving shared goals.

CONCLUSIONS

This study is conducted through a case study in Surakarta Parole Office using the collaborative governance concept by Ansell and Gash (2007), which covers Starting conditions, Collaboration Process, Facilitative Leadership, Institutional Design, and Outcome. The partners of the Surakarta Parole Office comprise the government, NGOs, international institutions, entrepreneurs, scholars, individuals, families of parolees, and the parolees. From this study, it can be concluded that collaborative governance on the guidance of terrorist parolees in the Surakarta Parole Office is not optimal for several factors from the starting conditions, collaborative process, facilitative leadership, institutional design, and institutional design outcome. Ansell and Gash place power-resource-knowledge asymmetric and prehistory of cooperation or conflict as the factors that prompt the actors to collaborate in the stage of starting conditions. This study suggests that shared vision and mission are necessary to be included among the factors in starting conditions, as they pose the same influence in prompting the actors to collaborate.

In collaborative process, it is found that the guidance of terrorist parolees needs an integrative approach, done collaboratively by multi actors and scrutinizes the roles of the involved actors. Other than that, the trust among actors is still low. This is apparent from the insufficient data and information sharing process. Besides, communication as a vital means of collaboration is still conducted partially between the Parole Office and one partner instead of multidirectional. Consequently, the guidance programs are not yet integrative. A communication forum for all collaborating actors is needed to tackle this issue. In facilitative leadership, the leader is influential in the success of collaboration from the stage of need assessment by incorporating the existing resources. In terms of empowerment, the regeneration of parole officers primarily tasked to guide terrorist parolees is not yet well programmed. On top of that, capacity building is not consistently done. The use of information and technology does not thoroughly support collaboration activities, and innovation culture is yet to be developed optimally. Therefore, the leader should be charismatic, confident, communicate well, and utilize the office's resources and facilitate collaboration with the whole stakeholders.

In institutional design, the regulations in the guidance of terrorist parolees collaboration are inadequate. More detailed regulations on collaboration and terrorist parolee guidance are needed. Furthermore, the administration for collaboration is not properly done as the office does not assign any officer in charge of collaboration. The regulations do not clearly state that parolees play an essential role in guidance, as they are seen only as clients, resulting in low involvement and commitment to collaboration. Another factor is that there is no mechanism specially developed as a means of communication and coordination for all collaborating actors, which results in overlapping programs. In the empowerment of parole officers, there are no regulations on the importance of appointing officers for terrorist parolees, officers with special skills, and the need for training.

The collaboration in terrorist parolees' guidance is not yet outcome-oriented since collaboration is only partial. Part of the collaboration is still output-oriented, which means fulfilling programs agreed upon by collaborating actors is sufficient. This shows that no comprehensive and structured evaluation system leads to perpetual improvement. When the collaboration on the guidance of terrorist parolees is conducted integratively, the outcome as a form of collective success can be agreed upon unanimously.

This study offers a collaborative governance model based on the development of Ansel and Gash (2007) to optimize the collaboration in the guidance of terrorist parolees. Shared vision and mission need to be added to one of the factors in starting conditions as it poses the same influence as one of the reasons the actors are willing to collaborate. In collaborative process, communication is done in multidirectional ways for every actor to be involved in the collaboration, including the parolees themselves. Facilitative leadership is necessary from the stage of starting conditions through the whole process of collaboration. Institutional design influences not only the starting conditions but also the collaborative process. An external third party is needed to monitor and evaluate the collaboration to ensure a smooth process and achieved outcomes.

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