Implementation Of Collaborative Governance Penta Helix Actors In Addressing Illegal Cosmetics Of Indonesian Food And Drug Authority In Makassar City

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Abstract

Study Program Of The Administration and Health Policy, Faculty Of Public Health, Hasanuddin University Makassar, Indonesia The circulation of illegal cosmetics containing hazardous materials has become an increasingly complex public health issue in Indonesia, with Makassar City as one of the main epicenters. Weak law enforcement and criminal sanctions that have not provided a deterrent effect require a more integrative handling approach. This study aims to analyze the implementation of collaborative governance of penta helix actors in handling illegal cosmetics by the Food and Drug Supervisory Agency (BBPOM) in Makassar City. The research method used is qualitative with data collection through in-depth interviews with 26 informants from government, academics, the private sector, communities, and the media, as well as through observation and document studies. The analysis was carried out thematically using NVivo 15 software and the Collaborative Governance Regime (CGR) framework from Emerson and Nabatchi. The results of the study show that collaborative governance runs through three key elements, namely shared principle drivers, shared motivation, and the capacity to act together. Collaboration produces promotive, preventive, curative, and repressive actions. The impacts include increasing public awareness and participation, strengthening institutional capacity, and transforming relationships between actors towards more solid synergy. Although it has shown positive results, the implementation of collaboration is still partial and contextual, with uneven participation of actors. This study emphasizes the importance of strengthening cross-sector partnerships in a sustainable manner to create a more effective and responsive monitoring system for the circulation of illegal cosmetics.

Keywords: *Cross Sector Synergy, Multi Stakeholder Partnership, Collaborative Governance Regime, Indonesian FDA, Public Health, Pharmaceutical Crime.*

1. INTRODUCTION

Illegal Cosmetics Globally

The global cosmetics industry is a multi-billion dollar market that continues to grow. The cosmetics industry in various countries has experienced development and progress due to the increasing demand for cosmetic products (Nadeeshani et al., 2022). This growth is driven by the increasing number of consumers who are aware of the importance of health and self-care. In addition, the cosmetics market is greatly influenced by economic conditions. When the economy is doing well, people tend to be more willing to spend money on cosmetics.

There are many factors that influence the global cosmetics market, including the economy (Sirajuddin et al., 2023). The United States is the largest cosmetics market with a total revenue of around 49 billion USD in 2022 (Qablina, 2024). The cosmetics industry sector is also characterized by the presence of significant Small and Medium Enterprises (SMEs), such as in Europe which numbered 5,800 in 2018, and in some countries such as France, representing 80% of all cosmetics manufacturers.

Asia Pacific dominates the global cosmetics market estimated to be USD 233.28 billion in 2025 and will reach USD 323.23 billion by 2030, growing at a CAGR of 6.74% during the forecast period 2025 to 2030. but also has acute and chronic side effects on its users. Skin lightening products are most commonly found in non-white communities around the world, including Africa, Asia, the Middle East, and the Americas. These countries represent markets where the demand for skin lightening products is very high. The global skin lightening product market size is estimated to reach USD 13.7 billion by 2025 and the CAGR (Compound Annual Growth Rate) is expected to grow at a rate of 7.4% from 2019 to 2025. The Asia Pacific region is the largest market for skin lightening cosmetic products.

Illegal Cosmetics in Indonesia

Christi & Soemartono (2024) describe illegal cosmetics as cosmetic products that do not meet safety and quality requirements. Meanwhile, Alnuqaydan (2024) in their study discuss illegal cosmetics as products that contain prohibited ingredients or are restricted in use because they can cause side effects for human health. These ingredients are often used to increase sales and convince consumers. Therefore, it is very important to ensure that cosmetics circulating on the market do not contain hazardous ingredients and meet the established safety and quality standards (Rahmawati et al., 2024; Jannah et al., 2024).

The number of illegal cosmetics found in Indonesia has been increasing every year. Based on press release Number HM.01.1.2.12.23.50 dated December 8, 2023, the Food and Drug Supervisory Agency (BPOM) stated that the total findings of supervision and action against cosmetic products by BPOM during the period September 2022 to October 2023 were 1.2 million pieces with a total economic value of 42 billion rupiah spread throughout Indonesia, especially in the areas of DKI Jakarta, East Java, North Sumatra and South Sulawesi. The findings increased from the results of BPOM's supervision from October 2021 to August 2022, which found more than one million pieces of illegal cosmetics with an economic value of 34.4 billion rupiah.

In addition to supervision carried out conventionally / offline, BPOM also continuously carries out cyber patrols, and in the same period, BPOM has blocked (taken down) 103,587 links for the sale of illegal cosmetic products and containing prohibited / hazardous materials with an economic value of 900 billion rupiah (BPOM, 2023). The findings increased significantly from the previous two years, where in 2021 BPOM found 43,013 illegal cosmetics circulating on e-commerce and in 2022 found 58,008 with a total economic value of 663.78 billion rupiah for the community due to illegal cosmetics (Wilujeng, 2024).

For products that do not meet the requirements, BPOM will take follow-up actions in the form of securing, recalling, and destroying the products. In addition, various follow-ups are also carried out, ranging from coaching to pro justicia actions and public warnings through various mass media. Most of the illegal cosmetics found are known to contain prohibited ingredients such as mercury, hydroquinone, tretinoin and corticosteroids. Based on the attachment to the press release number HM.01.1.2.12.23.50 dated December 8, 2023, BPOM announced a list of cosmetics containing mercury as a result of supervision for the period September 2022 to October 2023, namely 135 products.

Illegal Cosmetics in Makassar, South Sulawesi

It is known that in the cosmetic distribution facilities in the BBPOM supervision area in Makassar in the 2020-2023 period there was an increasing trend with TMK (Does Not Meet Requirements) results. One of the most striking types of violations is the finding of cosmetic products that do not have a distribution permit. This phenomenon indicates a serious challenge in the supervision and regulation of cosmetic products. The increase in the number of products that do not have a distribution permit shows that although supervision efforts by BBPOM in Makassar have been carried out, there are still loopholes that allow illegal products to circulate.

This situation requires a more effective strategy in law enforcement and supervision to create shared awareness of the risks of using illegal cosmetic products. An overview of the intensity of law enforcement efforts that have been carried out by BBPOM in Makassar in eradicating the circulation of illegal cosmetics during the 2021 to 2023 period. Of the 17 regencies / cities that are the BBPOM supervision area in Makassar, there are eight areas that are the locus of implementing enforcement operations against illegal cosmetic violations found based on the results of intelligence activities and cyber patrols. The areas are Makassar, Gowa,

Bantaeng, Sidrap, Maros, Parepare, Pinrang and Bulukumba.

From the data, it can be seen that Makassar City is the main locus for implementing enforcement operations as an effort to enforce the law against the circulation of illegal cosmetics. Therefore, the circulation of illegal cosmetics in Indonesia, especially Makassar City, has become a serious problem and a challenge faced in law enforcement. Illegal cosmetics often contain hazardous materials that can pose long-term health risks to users. In addition, illegal cosmetics also have an impact on the economy, to the social community (Directorate of Prevention and Control of BPOM, 2023). The statement that the investigation of illegal cosmetics cases in Makassar is ineffective is also supported by the results of a study by Saputra et al. (2023) which states that law enforcement in illegal cosmetics cases is still ineffective due to the limitations of the POM Agency so that stronger and more coordinated efforts are needed in law enforcement.

2. METHOD

This study uses a qualitative approach to analyze the implementation of collaborative governance involving penta helix actors in handling illegal cosmetics at the Food and Drug Supervisory Agency in Makassar City. Qualitative research explores and understands the meaning given by individuals or groups to a social or human problem that aims to achieve a deep understanding of a phenomenon (Bazen et al., 2021). Qualitative research is very useful for exploring topics that involve deep experiences and perceptions, making it ideal for issues that are important but have not received enough attention, as well as for topics that need to be reviewed from new perspectives. Thus, qualitative research not only provides deeper insights but also opens up opportunities to understand phenomena that may have been overlooked in previous research (Levitt, 2021). The qualitative approach was chosen because it allows researchers to understand complex social phenomena, such as collaborative governance in handling illegal cosmetics, from the perspective of various stakeholders. The qualitative approach is very appropriate for this study because it is able to provide deep insight into the government policy-making process. This approach allows for understanding the dynamics and complex interactions among stakeholders involved in collaborative governance.

This understanding is very important to know how policies are perceived and experienced by various stakeholders (Torelli et al., 2020). This study focuses on the dynamics of collaboration, actions and impacts of collaboration of actors involved in handling illegal cosmetics. Therefore, this study uses a qualitative case study approach. Case studies are a type of research with a qualitative approach where researchers conduct in-depth exploration of programs, events, processes, activities, and researchers collect data in detail using various data collection procedures and over time. Allow researchers to explore phenomena in real-life contexts, as well as understand the interactions and relationships between the various actors involved. In the context of research on the implementation of collaborative governance of penta helix actors in handling illegal cosmetics, the case study approach will be very relevant because it allows for in-depth exploration of the complex dynamics between actors and the collaboration processes that occur in this specific phenomenon. The research period starts from the implementation of direct observation of the implementation of collaboration in April 2024 to April 2025, and the implementation of interviews begins in November 2024 to March 2025.

The research location is the object of research where the research will be conducted. Determination of the research location is carried out to facilitate and clarify the location that is the target of the research. This research was conducted in Makassar City, South Sulawesi Province. The focus of the research entitled "Implementation of collaborative governance of penta helix actors in handling illegal cosmetics at the Food and Drug Supervisory Agency in Makassar City" aims to analyze the dynamics of collaboration, namely the movement of shared principles (principle engagement), shared motivation (shared motivation) and capacity

for joint actions (capacity for joint actions). The research focuses on collaborative actions between penta helix actors and the impact of collaboration from penta helix actors. To achieve the objectives of this research, the focus of the research is how the dynamics of collaboration, collaborative actions and the impact of collaboration in handling illegal cosmetics at the Food and Drug Supervisory Agency in Makassar. In describing the implementation of the collaboration process, it is directed at efforts to explore information related to the basis or reasons for carrying out the collaboration process in efforts to handle illegal cosmetics in Makassar City sustainably, legal basis, distribution of authority both in terms of scope, actors involved and areas collaborated, and resource support. The collaboration model referred to in this study is collaboration practiced by the collaborating parties by referring to the relevance of the conceptual collaboration model provided by Kirk Emerson and Tina Nabatchi.

Data Analysis Techniques

Data analysis in qualitative research is a dynamic process that combines systematics and reflexivity to organize, interpret, and build meaning from data from observations, interviews, and documentation (Busetto et al., 2020). This process is interactive and occurs simultaneously between data collection, analysis, and interpretation (Thompson et al., 2021). This study uses an interactive analysis model from Miles which includes three main stages: (1) data condensation, namely the process of selecting, simplifying, and transforming raw data to strengthen the meaning of the phenomenon being studied, not just reducing data; (2) data presentation, in the form of visualization in the form of a matrix or diagram that maps patterns of interaction between actors such as government, private sector, community, media, and academics (penta helix); and (3) drawing and verifying conclusions, namely formulating findings based on emerging patterns, then testing them iteratively to remain contextual and relevant. This process is carried out continuously until the data saturation point is reached (Saunders et al., 2018). To support the effectiveness of the analysis, Computer Assisted Qualitative Data Analysis Software (CAQDAS) was also used, which functions to accelerate data processing through automatic transcription and more systematic thematic coding.

3. FINDINGS AND DISCUSSIONS

This study has presented data on the mobilization of shared principles, shared motivation, capacity for joint action, collaborative action, and the impact of collaboration in the implementation of collaborative governance of penta helix actors in handling illegal cosmetics at BBPOM in Makassar City. The framework of this study uses the concept of Collaborative Governance Regime (CGR) from Kirk Emerson and Tina Nabatchi. In the dynamics of collaboration, there are three interactive features of collaborative governance, namely the mobilization of shared principles, shared motivation, and capacity for joint action. These three features influence each other and ultimately lead to collaborative action (implementation). The framework in this concept also includes impact (results in the field) and adaptation (transformation of complex situations), which will change into a system context again, as a never-ending cycle, where the driver for collaborative governance will reappear.

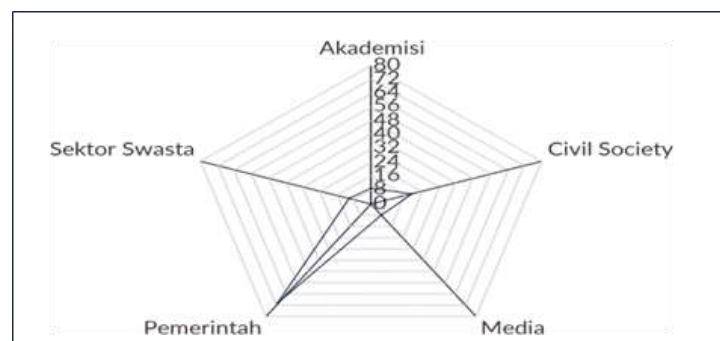**Analysis of the Role of Penta Helix Actors in Handling Illegal Cosmetics in Makassar City**

Figure 1. Level of Actor Role in Handling Illegal Cosmetics in Makassar City

Government actors show an absolute role as the center of gravity of collaboration. This finding is very logical

and predictable, considering that BBPOM in Makassar as the research locus is the main representation of the government. This high number confirms that the government, especially BBPOM in Makassar, functions as the main axis in all dynamics of handling illegal cosmetics. Almost all narratives and interactions recorded in the research data refer to or center on the role and authority of the government. Furthermore, the position of the community (civil society) occupies the second most prominent role after the government. This indicates that the community plays a crucial role as a strategic partner in participatory supervision, advocacy, and public education.

Their active involvement in providing information, reporting findings, and becoming an extension of government education makes them the second most solid pillar in this collaboration. The private sector and media show a moderate but still essential level of role. The role of the private sector tends to be dualistic, namely as an object of regulation (producer, distributor) and at the same time as a partner in enforcing standards (through business associations). Meanwhile, the media acts as a channel for disseminating information, shaping public opinion, and an instrument of social control. The position of both of them, which is not as high as the government or community, indicates that their role in the current collaboration model is more supportive or reactive to initiatives launched by other actors.

The most prominent finding as a gap is the very minimal role of academics in collaboration. This indicates that the contribution of universities, both in the form of research as a basis for policy, scientific studies, and innovation development, has not become a central part of the ecosystem for handling illegal cosmetics in Makassar City. The potential of academics in the penta helix framework has not been optimally developed. In application, this study provides a clear roadmap for BBPOM in Makassar and other stakeholders. Efforts to handle illegal cosmetics are not enough by simply strengthening the role of each actor, but must focus more on strengthening collaboration mechanisms and platforms. The existing public consultation forum is a good start, but needs to be further institutionalized to ensure ongoing dialogue and coordination. Encouraging applied research collaboration between universities and the local cosmetics industry, as well as creating a more structured agent of change program involving communities and the media, are some of the strategic steps that can be taken based on the findings of this study.

Principled Engagement

The movement of shared principles (principled engagement) is a fundamental element in the dynamics of collaboration that describes a series of interactions between actors with various backgrounds to jointly address the problem of illegal cosmetics in Makassar City. Based on the theoretical framework in CGR, the movement of shared principles consists of four interrelated and iterative components, namely discovery, definition, deliberation, and determination.
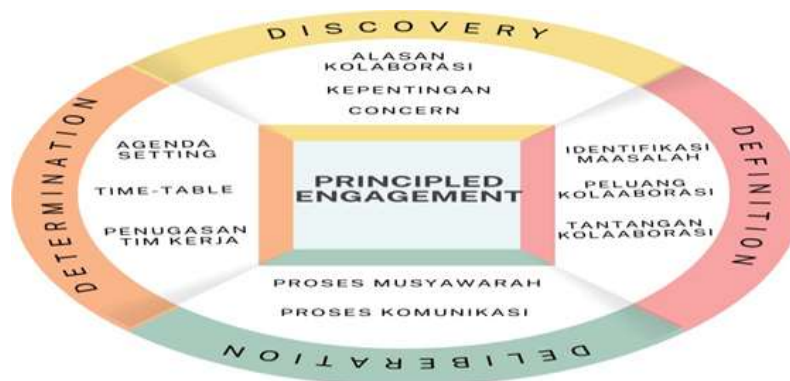

Figure 2. Principled Engagement on CGR Penta Helix Actors in Handling Illegal Cosmetics in Makassar City

Discovery Process of Penta Helix Actors in Handling Illegal Cosmetics in Makassar City

The discovery process is the initial stage in which the parties involved express and explain their interests, concerns, and values. This study found three main pillars of the identified discovery process, namely the reasons behind the initiation of collaboration, the spectrum of interests negotiated, and the concerns that become the glue of collaboration. The first disclosure is the reasons behind the initiation of collaboration. This study found that the main starting point that drives actors to collaborate is an awareness of capability gaps. This is related to the recognition of the limitations of each actor that demands a stronger form of cooperation. This is most evident in government actors, where BBPOM in Makassar, the Police, Customs, and the Trade Office acknowledge that there are limited authorities and limited resources if they have to act alone. Overall, this study confirms that the discovery process in the governance of collaboration in handling illegal cosmetics in Makassar City is not a linear stage that ends at the beginning. Instead, it is a dynamic and ongoing process. This is in line with the study by Pandey et al. (2022) who found that awareness of capability gaps drives actors to continue seeking new partners.

The Process of Determining Penta Helix Actors In Handling Illegal Cosmetics in Makassar City

Based on the CGR framework by Yuana et al. (2020), the determination stage is a critical moment where collaboration transitions from dialogue to action. This process is a logical continuation of the previous stages. Discovery that reveals diverse interests, definition that crystallizes understanding of the problem, and deliberation that becomes a forum for discussion to find common ground. At the determination stage, actors collectively make strategic decisions that will determine the direction of collaboration. This study found that the determination process in handling illegal cosmetics in Makassar City was realized through agenda setting, teamwork assignments, and time-table preparation.

This study confirms that the determination process is institutionalized through a structured agenda-setting mechanism. BBPOM in Makassar, as a central actor, has a formal agenda setting document that explicitly details monthly themes and priority agendas. This agenda does not emerge by itself, but is designed to achieve agreed strategic goals, namely increasing public awareness and strengthening public opinion through education, innovation, and supervision strategies. The existence of this formal agenda is a real manifestation of the maturity of the collaboration process. In many cases, collaboration is often trapped in collaborative inertia where discussions never lead to concrete decisions. However, this finding shows a shift from dialogue to measurable action planning. Who stated that one of the intermediate outcomes of successful collaboration is the birth of joint plans and strategies.

However, critically, the researchers found that although the agenda-setting process was collaborative, as mentioned that its implementation involved various parties and was responsive to community needs, BPOM's leadership was very dominant. BPOM actively formulated the agenda setting and then invited other actors such as the media to support strengthening opinion or the private sector and community to support education strategies. This model is more like a lead agency managed network where one organization leads and coordinates contributions from others, rather than a shared governance model where the agenda is formulated equally from the start. Although effective in producing decisions, this model has the potential to depend on BPOM as the main driving force. In addition to agenda setting, this study also found that the determination process was further manifested through two concrete procedural decisions, namely teamwork assignments and timeframe determination.

Active distribution of responsibility is at the heart of teamwork assignments. The research findings highlight two main forms. First, through a thematic and periodic supervision intensification program (for example, targeting beauty clinics and markets) and implemented through joint inspections. This shows a strategic decision to focus joint resources on specific targets, an action that increases the efficiency and impact of supervision. Second, through a cosmetic ambassador program involving Hasanuddin University students. This program is interesting because it gives ambassadors flexibility to choose to work independently or work directly with BBPOM in Makassar. This flexibility is a reflection of a mature understanding of collaboration, which recognizes that each actor has different capacities and autonomy. If the team assignment answers the question "who does what," then the determination of the time frame answers "when will it be done." The main finding in this case is the existence of a Public Consultation Forum (FKP) activity that is routinely scheduled every year.

This FKP is a medium for interactive and participatory dialogue involving all elements of the penta helix to convey service standards and gather input. The determination of this annual schedule has a very important meaning. This is a conscious effort to institutionalize the collaboration process, transforming interactions that may have been dependent on needs into an institutional routine. With the annual FKP, BBPOM in Makassar and the partner actors involved create a predictable cycle for reflection, evaluation, and re-planning. Based on the overall analysis, the determination process in this collaborative governance serves as a critical bridge connecting the planning realm with the implementation realm. BBPOM in Makassar plays a major role in elaborating this process. BBPOM in Makassar not only sets its own agenda but also actively maps the roles of other actors to support the agenda, such as the role of academics in innovation strategies and the role of the media in strengthening opinion..

Analysis of the Gap Between the Implementation of Collaborative Governance of Penta Helix Actors in Handling Illegal Cosmetics at BBPOM in Makassar with the Ideal Framework of Collaborative Governance in the Theory of Collaborative Governance Regime

The implementation of collaborative governance of penta helix actors in handling illegal cosmetics in Makassar City has shown significant dynamics, actions, and impacts. However, based on the ideal framework of the Collaborative Governance Regime (CGR) theory by Emerson and Nabatchi, a number of fundamental gaps have been identified. This gap shows that the model running in the field tends to be a government-centric network of collaboration, rather than a balanced and fully integrated collaborative governance regime.

Gaps in Collaborative Dynamics

The ideal collaboration dynamics according to CGR are an interactive and mutually reinforcing cycle. However, research findings show a cycle that runs with several significant obstacles.

Table 1. Gaps in Collaborative Dynamics

Component	Ideal Condition (According to CGR Theory)	Research Findings
Principled Engagement	Structured interaction to build shared understanding, goals, and theory of change through discovery, definition, deliberation, and determination.	Discovery process occurs but mostly as expression of individual interests by each actor. Deliberation happens in forums but often fails to generate sustainable commitment; actors revert to "single fighter" mode after discussions. No joint fact-finding or explicitly formulated shared theory of change identified.
Shared Motivation	Trust is built from reliable interactions. Mutual understanding of other actors' perspectives. Internal legitimacy emerges from confidence in the process. Commitment is formalized and strong.	Trust remains fragile, affected by past negative interactions and limited government transparency. Commitment is mostly participatory in nature and not yet formalized in a comprehensive and specific penta helix collaboration framework.
Capacity for Joint Action	Clear institutional arrangements, distributed leadership, shared and co-created knowledge, and collectively pooled resources.	Institutional arrangements are ad hoc, driven by specific needs or events rather than a structured, sustainable system. No permanent structure involving all five penta helix actors. Leadership is highly concentrated in BBPOM Makassar, leading to role dominance. Knowledge and

		resource flows (especially funding) are mostly one-way from government to other actors.

Gaps in Collaborative Actions

The ideal collaborative action is the implementation of a mutually agreed strategy. The research findings show that existing actions are more reflective of cooperative activities that are not yet fully integrated strategically.

Table 2. Gaps in Collaborative Action

Action Category	Ideal Condition (According to CGR Theory)	Research Findings
Substantive, Network, Development, and Operational Actions	All actions—substantive (addressing core issues), network-building (building legitimacy), development (mobilizing resources), and operational (maintaining CGR)—are carried out strategically based on a shared theory of change.	Various collaborative actions have been implemented, such as joint public outreach (KIE) with communities, joint enforcement operations, and academic seminars. However, these actions are often partial, contextual, and based on the agendas of individual institutions (mainly BPOM), rather than stemming from a collectively strategic plan.

Collaborative impact gaps. Ideal impacts go beyond short-term outcomes and can trigger transformative changes in the system as a whole.

Table 3. Collaborative Impact Gaps

Impact Category	Ideal Condition (According to CGR Theory)	Research Findings
Outcomes	Measurable changes occur in the targeted issue, enhanced internal capacity of actors, and strengthened external legitimacy of the CGR.	The impact identified includes measurable changes in law enforcement results regarding illegal cosmetic cases. However, most observed impacts are process-oriented, such as increased public awareness and strengthened synergy. Case-level prosecution successes were observed, but mostly on an individual level.
Adaptation	Transformative adjustments occur in CGR goals and dynamics, enhancing resilience and sustainability.	No significant adaptive impact has been identified. The system for handling illegal cosmetics has not fundamentally changed; BBPOM Makassar remains central. Existing collaboration tends to reinforce and streamline the current system rather than transforming it into a more resilient and sustainable governance regime.

The ongoing collaboration has succeeded in producing impactful outcomes, especially in the relational and procedural dimensions. The shift in public discourse on the dangers of illegal cosmetics shows real success in the realm of advocacy and education. However, the impact is mostly still at the level of process outcomes. Overall, the impact of the identified collaboration tends to be limited to the level of system strengthening and efficiency. The interaction between existing actors has succeeded in making the government-centered model (BBPOM in Makassar) work better and more responsively, but has not yet reached the stage of transforming it structurally. This indicates that the collaboration has not reached the level of adaptation in the CGR framework, namely a more fundamental and systemic change. Key indicators of a governance transformation, such as a more balanced redistribution of authority, collective resource allocation, and institutionalization of sustainable joint decision-making mechanisms, have not substantively experienced a fundamental shift from their initial conditions..

4. CONCLUSION

The results of the study indicate that collaborative governance in handling illegal cosmetics in Makassar City is a

dynamic process formed through the mobilization of shared principles, shared motivation, and the capacity to act together. This process begins with an awareness of the gap in capabilities between actors, followed by negotiation of the meaning of complex problems, and decision-making through formal and informal communication. Shared motivation grows gradually through trust, understanding of differences, internal legitimacy, and participatory commitments that are manifested in the allocation of resources and formal cooperation. The capacity to act together is supported by formal institutional procedures, distributed leadership, knowledge sharing mechanisms, and resource contributions, although dependence on government funding remains a challenge. Collaborative actions taken include promotive, preventive, curative, and repressive strategies, but have not fully involved all penta helix actors evenly, especially in the curative and repressive aspects. The impact of collaboration includes a shift in the handling approach from reactive to proactive, increased monitoring capacity, broader public awareness, and synergy and efficiency in program implementation, although the collaboration formed still tends to be partial and contextual.

Suggestion

The conclusion of this research recommendation emphasizes the importance of shifting the leadership style of BBPOM in Makassar from directive to facilitative in order to encourage involvement and shared ownership from the beginning of the agenda formulation. Informal collaboration mechanisms that have been effective so far are suggested to be institutionalized gradually so that their sustainability does not depend on personal relationships. Cross-sector advocacy strategies to the judicial realm are also needed to bridge the gap between legal action and decisions, and to encourage a deeper understanding of the impact of illegal cosmetic crimes. The involvement of non-government actors, such as communities and the private sector, needs to be expanded, especially in curative and repressive actions through formal reporting channels and field data integration. In addition, BBPOM is suggested to develop measurable and impact-oriented performance indicators to evaluate the effectiveness of collaboration more accurately. Academically, further research is suggested to conduct cross-regional comparative studies, in-depth research on judicial perspectives, critical analysis of power dynamics in collaboration, and exploration of alternative theoretical frameworks to understand the complexity of wicked problems more comprehensively.

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