

# RURAL AREA DEVELOPMENT POLICY THROUGH THE JOINT VILLAGE OWNED ENTERPRISE FROM THE PERSPECTIVE OF COLLABORATIVE GOVERNANCE

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**RURAL AREA DEVELOPMENT POLICY THROUGH THE JOINT VILLAGE OWNED ENTERPRISE FROM THE PERSPECTIVE OF COLLABORATIVE GOVERNANCE**

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**ABSTRACT**

Efforts to reduce poverty in rural areas can be carried out through strategies and policies for developing rural areas. The public policy that regulates this is Law Number 6 of 2014 concerning village autonomy. The implementation of this policy is colored by the leadership style of the Village Head in rural areas that put forward sectoral ego, weak commitment, lack of innovation and creativity, and the responsibility to make development changes in rural areas are symptoms of poor development in rural areas. This reality is a phenomenon that causes collaborative governance to fail through the development of rural areas. This study aims to explain the elements of collaborative governance (collaborative governance) IPSPs (independent public service providers). The method used in this study uses a qualitative research type that uses the N Vivo 12 Plus data analysis tool by providing outputs of collaborative governance elements (collaborative governance) IPSPs through the development of rural areas in a joint village-owned enterprise Ngantang Bersinar in Ngantang District, Malang Regency. The findings of this study, including the elements of collaborative governance in rural areas, show that the programs that have been prepared have not been implemented optimally. This is due to the existence of sectoral egos of village governments who prefer to manage their village areas through village-owned enterprises in each village rather than managing joint areas through joint village-owned enterprises Ngantang Shine for the economic progress of the community; The replacement of the joint village-owned enterprises management did not bring significant changes and lacked the will to produce creative and innovative ideas. The leadership factor is a crucial thing to consider immediately.

**Keywords:** Public Policy, Collaborative Governance, Village Autonomy, Joint Village Owned Enterprises.

**INTRODUCTION**

Public policy is always present and affects people's daily lives (Knill & Tosun, 2012). The policy implementation process is very important, so good and useful public policies and good

governance are needed, including handling poverty and injustice (Wu, Ramesh, Howlett, and Fritzen, 2018). Rural area development also depends on rural development policies in alleviating poverty in rural areas. This study of context and change, as a development challenge, opens up new opportunities that were previously underappreciated in rural areas such as Africa, Europe, and Southeast Asia. (Torre & Traversac, 2020); (Khayes, 2002); (Frohlich et al., 2013). This change proves that only one institutional innovation is important in social and economic development. (Yilong, 2013).

Law No. 6 of 2014 concerning village autonomy as a new paradigm and concept of national village policy and governance. The Village law does not place the Village area as a backward scope, but as a leading scope in the development of the Indonesian nation by developing the principle of diversity, prioritizing the principle of village recognition and subsidiarity. With the village development paradigm, the institution of the Joint Village-Owned Enterprise is expected to be able to stimulate and move the village economy by utilizing the potential of economic institutions. However, the leadership of Village Heads in rural areas still prioritizes sectoral ego, weak commitment, lack of innovation and creativity, and responsibility for making development changes in rural areas. So it is very important to build a common understanding of the diverse interests and contributions of stakeholders, invest in ongoing open communication, and manage relationships between stakeholders clearly, (Kuruvilla, Shyama & Colleagues, 2018: 8).

One of the policy strategies for developing rural areas with collaborative governance between the public and private sectors includes cooperation between villages and village cooperation with third parties (private sector) to build and develop the economy for rural areas as an effort to eradicate poverty in the region. village. Cross-sector collaboration, both public and private, which form a combination will be the right strategy through regional development in the Joint Village-Owned Enterprise with collaboration between villages, as stated by J. Forrer et al., (2014) cross-sector collaboration as the interaction of two or more of the three areas of public sector organizations (all units of government at the local and national level), the private sector and the not-for-profit sector. The theory above, explains that cross-sector collaboration, both public and private, which forms a combination will be the right strategy through regional development in the Joint Village-Owned Enterprise with collaboration between villages. So that collaborative governance is needed through business development and the village community's economy is important to note, because increasing competitiveness will encourage economic growth, and the development of the Village as the lowest regional unit has a positive impact nationally. As the theory put forward by (Lank, 2006) regarding the importance of the relationship that an organization chooses with other organizations is a strategic choice as much as the investment they make to obtain products, improve services, and develop skills to face challenges and competition.

Based on the above background, the purpose of this study is to determine the application of the elements of collaborative governance (collaborative governance) IPSPs (independent public services providers) through the development of rural areas in the Joint Village Owned Enterprise Ngantang Bersinar, Ngantang sub-district, Malang district.

## LITERATURE REVIEW

The concept of governance can be applied at various levels of the government system, starting

from the national government, regional government, and village government. Governance according to (Chhotray & Stoker, 2009) is "notably slippery" and (Kohler-Koch & Rittberger, 2006) clearly defines governance as 'there is still confusion about the conceptualization of the term'. So basically the notion of Governance put forward by (Chhotray & Stoker, 2009) is: Governance is about the rules of collective decision-making in settings where there is a plurality of actors or organizations and where no formal control system can dictate the terms of the relationship between these actors and organizations".

Based on the above understanding, the emphasis is on the regulation of decision making which is carried out collectively by actors without a system that regulates the relationship between these actors. Meanwhile, according to (World Development Report (WDR), 2017) stated "Governance is the process through which state and non-state actors interact to design and implement policies within a given set of formal and informal rules that shape and are shaped by power". Meanwhile, (Guo & Jiang, 2017) stated that: "Governance is the mechanism through which various interest groups, public sectors, and private sectors conduct horizontal consultation, cooperate, manage, and make collective decisions concerning certain public interests in the public domain. The essence of governance is more like a social contract than government's ruling, controlling, and administering".

Governance is essentially a process, method or method, activity, and system of collaborative interaction between many actors or organizations to manage collectively (collectivity) to implement policies based on the same interests based on social contracts. To realize an interaction system, collaboration is needed as stated (Katzenstein & Brice, 2018) the need to build relationships between institutions and individuals is very important for the success of collaborative projects. Cross-sector collaboration can take many forms, from ad hoc interactions to complex partnerships or networks that can be bundled together with other ideal contracts or agreements. More clearly (Woldesenbet, 2018) cross-sectoral collaboration is a new partnership that has complete strengths, resources, ideas, principles, authority, and skills collectively to deal with common problems. So according to Norris Tirrel & Clay (2010) cited by (J. Forrer et al., 2014) categorizes objective strategies into 3 (three) areas for the impact of collaboration:

Deliverables and outcomes: This might include enhancing operations, attaining goals, or achieving better overall results.

- a) Increased capacity and competence: This might result in a greater capacity for individuals, the organization, or the community.
- b) New resources and opportunities: This might lead to new funding opportunities for new markets or program areas and the potential for further cross-sector collaboration.

For 3 (three) strategies regarding the impact of collaboration, and actually, the one who started the collaboration strategy was one of the private sector organizations as an initiative. At the same time, dynamics also occur in public sector organizations and the non-profit sector. According to Norris Tirrell & Clay (2010) cited by (J. Forrer et al., 2014) explains there are 5 (five) stages of the process or "life cycle collaboration" for collaboration implementation strategies, namely:

- a) Exploration: Setting the stage for strategic collaboration
- b) Formation and implementation: Shaping the strategic collaboration

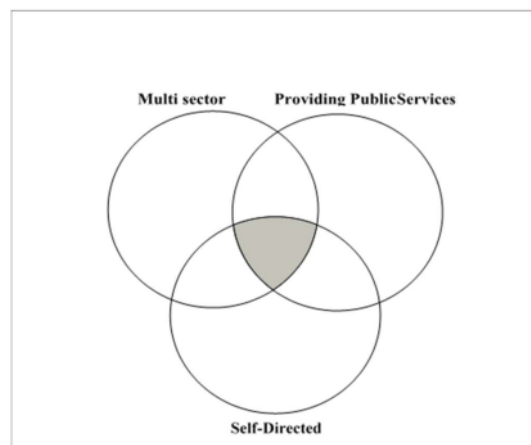
- c) Growth and evaluation: Strengthening the collaboration
- d) Maturity: Achieving results, achieving shared value, making a difference
- e) Endings or renewal: Letting go when you have achieved your objectives or renewing the collaboration with existing or new partners.

Concept of independent public service providers (IPSPs) provides a new option for collaborative governance. (J. Forrer et al., 2014) defines IPSPs, namely: "IPSPs as self-directed entities composed of businesses, nonprofit organizations (often referred to as nongovernmental organizations), and governmental units that collaborate in the production or delivery of public goods or services".

From the above theory, IPSPs are a form of collaborative governance of government units and the private sector independently for the production of goods and services to provide services to the public. The concept in IPSPs has different characteristics from the collaboration of public-private partnerships, partnerships, and networks. Therefore, the combination of the three in IPSPs as collaboration partners is different for the actors in governance, namely:

- a) In multi-sector circles also represent organizations that do not provide public services and are not independent, such as non-profit institutions or businesses.
- b) The public service circle includes organizations such as the central government, provincial governments, and local governments, as well as various quasi-government organizations in the government hierarchy that provide services to the public that are not multi-sectoral.
- c) The independent circle includes for-profit organizations and non-profit organizations that provide goods and services within a single sector, such as companies that have the freedom to make their own decisions to sell goods and services for a profit that operate only in the private sector.

From the shape of the circles, the combination of the three is like the thing in the picture below



**Figure 1.** Independent Public Service Provision (IPSPs)

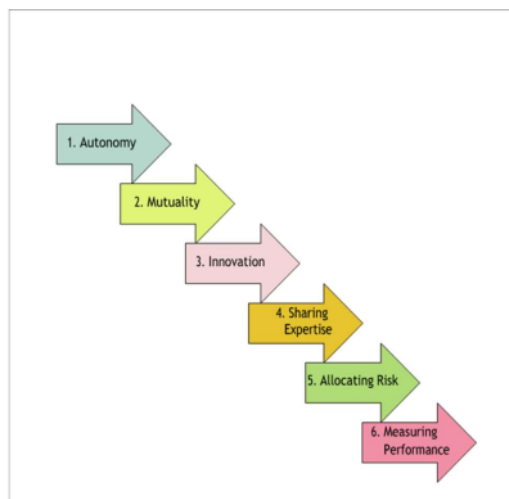
Source : (J.Forrer et al., 2014)

The image above explains that independent public service providers (IPSPs) work on the black image in the center of the circle from the regional diagram of the three characteristics - the characteristics can be combined.

As for the characteristics of IPSPs according to (J. Forrer et al., 2014), namely:

- a) IPSPs are largely self-directed; they often act independently. Therefore they have the freedom to face problems and provide public goods and services in a way that is not by the perspective supported by government institutions.
- b) IPSPs consist of multiple stakeholders; they have diverse perspectives and accommodate each of these different perspectives and interests.
- c) IPSPs provide public goods and services; They provide services in government areas by interacting directly with the public. They provide public services as expected by the government by providing good choices,

From the three characteristics of IPSPs above, it shows that there is greater policy and authority in determining the methods and types of services provided and has characteristics outside the framework carried out by the government. The elements - important elements for success in IPSPs collaborative governance according to (J.Forrer et al., 2014), including, as shown below



**Figure 2.** Elements of IPSPs Collaboration

Source: (J. Forrer et al., 2014)

Based on the picture above regarding the elements of collaborative governance (collaborative governance) IPSPs can be explained as follows, namely:

1. Autonomy

Within IPSPs there is a flexible authority from the government. The role of IPSPs is the freedom to involve various actors, both outside the scope of government authority and the authority of the government itself.

2. Mutuality

All actors in IPSPs should benefit from participating in the collaboration. Collaboration takes more time and effort than acting unilaterally.

### 3. Innovation

One of the strengths of IPSPs is their ability to innovate. This can provide a creative solution that will never emerge from a government agency. Of course, not all ideas and innovations will succeed, but IPSPs are better able to take the risk of failure and embrace innovative, systemic thinking, and creative problem-solving.

### 4. Sharing Expertise and Resources

The government has the expertise and resources that will be useful for IPSPs and exert influence on public officials for the approach used by IPSPs to deal with certain problems, including providing certain legitimacy, so that government support is beneficial for IPSPs, so that they can be accepted by constituents, fulfill their goals and objectives by the public interest.

### 5. Allocating Risk

Governments have little risk with IPSPs. However, there are some rational risks that the government is taking to support the activities of IPSPs.

### 6. Measuring Performance

Within IPSPs there must be a mechanism to measure their operating performance. Measurements can include the size of the output (output); outcome measures (outcome), and organizational size.

## **Advantages and Disadvantages of Collaboration (IPSPs)**

### **Advantages of IPSPs for Public Officials**

- a) **Additional resources.** IPSPs often receive support in the form of funds from foundations, and donors as a fee for their work. Public officials are often constrained by budgetary capabilities.
- b) **Political Sensitivity.** The new approach to providing public services can prove to be politically sensitive.
- c) **Long-Term View.** When in collaboration with IPSPs of a long-term nature, such as adequate funding for infrastructure maintenance or replacement of capital equipment.
- d) **Social Entrepreneurship.** Private organizations are interested in finding new business opportunities; not-for-profit organizations want to expand their member base, as well as by impact. Achieving this goal encourages IPSPs participants to seek innovative solutions and make something different happen.
- e) **Adaptation and Change.** Businesses have to change and modify approaches when something isn't working properly. Markets can change quickly, and companies must adapt to stay competitive.
- f) **Leadership.** IPSPs have the support and active involvement of leaders in the community, including providing timely, professional experience, and utilizing their management, organizational, and people skills to succeed.

### **Disadvantages of IPSPs for Public Officials**

- a) **Difficult Communications.** The decentralized organization of several existing IPSPs can make it difficult for public officials to communicate and engage members effectively.
- b) **Unpopular Politics.** The nature of IPSPs does not have to conform to the position of political parties or elected officials. IPSPs provide public services in a way that is unpopular or may attract attention from negative politics.
- c) **Impermanence.** Few hold IPSPs together, apart from the beliefs of their members and their commitment to a cause.
- d) **Mission drift.** IPSPs are free to choose a mission and the public services they provide. Missions can change at any time if needed. IPSPs may change their mission because participants have changed their priorities or based on the priorities of the funder.

## METHOD

This study uses a qualitative research type with a descriptive approach where this research is generally used for research on people's lives, history, behavior, functional organizations, social activities, and others (Corbin & Strauss, 2007). as also stated by (Lincoln & Guba, 1985); (Islamic, 2001); (Creswell, 2009) namely: Descriptive research is included in the naturalistic research family which includes phenomenological research, hermeneutics, symbolic interactionism, ethnomethodology, ethnography, field studies, case studies, descriptive, subjective, naturalistic, constructivist, grounded and so on which is distinguished from research quantitative.

As for the focus of this research, namely: elements of collaborative governance (collaborative governance) IPSPs through the development of rural areas in the Joint Village Owned Enterprise in Ngantang District, Malang Regency using the theory proposed by (J. Forrer et al., 2014).

Informants in this study amounted to 14 informants who were taken purposively. The informants were: the village government (4 village heads and 2 former village secretaries); Informants from the district government (1 Head of the Bappeda Economics Division, 1 staff handling Bumdes at BPMD, 1 Camat, 1 Head of BPMD for rural area development, 2 informants from rural area assistants); and informants from the management of village-owned enterprises with Joint Village Owned Enterprise Ngantang Bersinar namely 1 Director, 1 secretary, 1 treasurer, 1 member of the tourism awareness group/Pokdarwis).

The data analysis technique that will be used in this study uses interactive model analysis assisted by data analysis tools using NVivo 12 Plus software. In this data analysis model, there are 3 (three) components, namely: data reduction, data presentation, and conclusion drawing (B. Miles & Huberman, 1994).

In conducting interactive analysis to conclude the data described, the researchers carried out 4 (four) stages including a). Data Collection; b). Data Condensation ; c). Display Data ; d). Conclusion: drawing/verifying, At this stage, the researcher conducts activities simultaneously with the display and data consideration stages, but maturation efforts are carried out when the display data is considered sufficient for a while, as was the case with the previous activity. If the conclusion drawn is not fully supported starting from the display data and data condensation, the researcher will re-do data collection, data display, and data condensation.



## RESULT

Based on the results of the analysis of field data processing using the N Vivo 12 Plus, it is divided into several discussions of the research results, including Informants from the village government; Informants from the district government; and informants from the management of the joint village-owned enterprise Ngantang Bersinar. The Ministry of Village rural area facilitators accompanying thapa 1 and 2.

First, village government informants that collaborative governance elements play an important role in the rural area development program at the Selorejo Dam. From the results of in-depth data analysis, measuring performance occupies a very important element in the development of rural areas in the area around the Selorejo Dam, according to village government managers. In IPSPs there must be a mechanism to measure operating performance. Performance measures can include measures of output (output); outcome measures (outcome), and organizational size. Timely measurement is an important aspect of effective organizational performance (J.Forrer et al., 2014), but for measuring the performance of regional development through a joint village-owned enterprise Ngantang Bersinar still has minimal output. whose accountability is carried out through the mechanism of inter-village deliberation (MAD) once a year. Meanwhile, mutuality is the smallest element based on the results of the Nvivo 12 Plus analysis. This is reasonable considering that the management activities for the development of rural areas in the Ngantang sub-district are still in the early stages of developing the rural area program which still has a very minimal and uneven impact on the community. The village government has tried to carry out government programs under existing laws.

Referring to the Articles of Association (AD) of Joint Village Owned Enterprise Ngantang Bersinar, in Chapter II on Principles and Principles, article 4, concerning the principles of Joint Village Owned Enterprise, namely:

1. **Cooperative**, namely all components involved in The Joint Village Owned Enterprise must be able to do good cooperation for the development and survival of its business.
2. **Participatory**, ie all components involved in The Joint Village Owned Enterprise must be willing to volunteer or be asked to provide support and contributions that can encourage the progress of the Joint Village Owned Enterprise business.
3. **Emancipatory**, ie all components involved in The Joint Village Owned Enterprise must be treated equally regardless of class, ethnicity, and religion.
4. **Transparent**, namely activities that affect the interests of the general public must be known by all levels of society easily and openly.
5. **Accountable**, ie all business activities must be accountable technically and administratively.
6. **Sustainability**, namely business activities must be developed and preserved by the community in the Joint Village Owned Enterprise container.

The various principles above are the basis for various parties to implement important elements in collaborative governance for the management of the Selorejo Dam area through The Joint Village Owned Enterprise Ngantang Bersinar. The principles that have been written in the Articles of Association (AD) become the norm so that every activity brings progress step by step

to the community's economy.

The village government, sub-district government, and district government must continue to synergize in the development of the Selorejo Dam area through the Joint Village Owned Enterprise Ngantang Bersinar. Referring to the proposal submitted for the management of rural areas, it is known that the main objectives of the management of the area around the Selorejo Dam are;

1. Optimization of tourism potential in rural areas.
2. Optimization of agropolitan potential to support the tourist area around the Selorejo Ngantang Dam.
3. Efforts to increase the economic capacity of the community in rural development areas.
4. Protect and preserve life and the environment.

There are 4 (four) villages that are directly connected to the area around the Selorejo Dam, namely: Kaumrejo Village, Sumberagung Village, Mulyorejo Village, and Banturejo Village. The natural resource potential (SDA) of each village can be seen in the general description profile of the potential of various villages in Chapter IV. The four villages are all directly adjacent to the Selorejo dam. All villages have potential that is well known to many people and can be developed for a tourism area, be it fisheries, agriculture, or other water tourism.

Based on the joint decree of the Kaumrejo Village Head, Mulyorejo Village Head, Banturejo Village Head, and Sumberagung Village Head number 1 of 2019 regarding the composition of the Joint Village Owned Enterprise Ngantang Bersinar board, it was determined that the Joint Village Owned Enterprise Ngantang Bersinar was a forum for managing village needs to improve the economy and income of the village community. The results of the decision are clarified in the Bylaws of the Joint Village Owned Enterprise Ngantang Bersinar CHAPTER I regarding rights and obligations in article 2 in paragraph 2, regarding matters that must be prepared by the Joint Village Owned Enterprise management as follows:

- 1) Develop and establish a business plan (business plan).
- 2) Develop and establish standard operating procedures.
- 3) Take an active role in providing services to rural communities.
- 4) Provide correct, clear, and honest information regarding managed business services.

As described by the village government above, it can be compared with the results of data processing analysis from the district government. second, from various analyzes according to several informants from the Malang district government that the important elements in the rural area management program on average refer to 3 (three) main elements, namely: mutuality, allocating risk, and sharing expertise and resources. These three things are important elements in the management of rural areas in the Ngantang sub-district which require the trust and commitment of the leadership of the village heads, as well as other stakeholders, as stated by (Ansel, 2012) when institutions and stakeholders (stakeholders) agree to participate. in the collaborative process, they may still be suspicious of each other (Weber et al., 2005). Therefore, collaborative governance may require an active trust-building process. This is not an easy task in a situation where stakeholders have antagonistic relationships.

Ansel (2012) found better results for building trust (trust). They found that face-to-face interaction was a key component of building positive trust. Leadership is often understood as a critical aspect of collaborative governance (Ansell & Gash, 2008); (Huxham & Vangen, 2000). Since collaboration is often voluntary and stakeholders have diverse perspectives and interests, leadership must facilitate the exchange of perspectives and assist stakeholders in exploring interrelationships, their interests, and concerns.

Other elements, can be supporting elements for developing rural areas after they have developed, including the element of autonomy. The manager of the Joint Village Owned Enterprise Ngantang Bersinar is given broad autonomy in preparing mutually agreed programs for the economic progress of the village community without any intervention from other parties. The autonomy right gives managers the freedom to carry out various creative innovations so that of the Joint Village Owned Enterprise Ngantang Bersinar is truly able to advance the community's economy.

Based on the Articles of Association of the Joint Village Owned Enterprise Ngantang Bersinar Chapter III regarding the aims and objectives of the establishment, namely:

- a) Increase the use value of village assets and potential for the greatest benefit of the welfare of the village community.
- b) Improving the financial capacity of the village in the implementation of its authority and increasing the income of the village community through various economic activities of the village community.
- c) As a forum for organizing micro, small and medium enterprises in rural communities so that inter-village cooperation is established and developed to improve the welfare of rural communities.

From the above objectives, the element of autonomy in collaborative governance in the Joint Village Owned Enterprise has the freedom to manage based on the potential of natural resources and human resources (HR) in the community around the Selorejo Dam area. Each program must refer to the aims and objectives of the Joint Village Owned Enterprise. The government must continue to oversee the regional development program so that the objectives that have been set are achieved. The role of IPSPs is the freedom to involve various existing actors, both outside the scope of government authority and the authority of the government itself. This shows that the government cannot simply give up on the management of the Selorejo Dam area, Ngantang sub-district, Malang district.

Articles of Association Chapter V regarding the business carried out include, namely:

- a) Management of husbandry and fishery as well as the processing of livestock and fishery products.
- b) Management of the natural potential of lakes/dams for fishery business development, clean water, tourism, and irrigation.
- c) Management of the natural potential of village forests by village communities for tourism village development, research, and conversion.
- d) Management of potential production of superior products in rural areas.
- e) Management of clean water potential to be developed into gallon water services.

- f) Management of potential waste through processing compost into fertilizer to meet the needs of farmers.
- g) Management of potential durian and coffee seedlings to meet farmers' needs for durian and coffee.
- h) Other joint economic business activities according to the potential and interests of the village.

Referring to the various forms of business activities, it shows that the Joint Village Owned Enterprise Ngantang Bersinar must apply the IPSPs mutuality method. By referring to IPSPs, all members can innovate creatively to realize these efforts. One of the strengths of IPSPs is their ability to innovate. This can provide a creative solution that will never emerge from a government agency. Of course, not all ideas and innovations will succeed, but IPSPs are better able to take the risk of failure and embrace innovative, systemic thinking, and creative problem-solving.

Then the third, the results of the analysis of the village facilitators, the important elements are sharing expertise and resources, autonomy, and mutuality. These three elements must be carried out by the Joint Village Owned Enterprise management and related stakeholders in managing the Selorejo Dam area. First, the element of sharing expertise and resources. This is because the legality of the rural area development program already exists, but there is no support from various parties for this program. The potential to be developed in this area has been mapped according to the potential of the village and it is hoped that it can be connected into one area, but the realization has not yet been implemented. Besides, there is no cooperation agreement in the form of a memorandum of understanding (Mou) with a water service company (PJT) as the owner. Land that is used as the main point of tourist attractions and what happens is only informal communication. This is different as stated by (J.Forrer et al., 2014) the government has the expertise and resources that will be useful for IPSPs and influence public officials for the approach used by IPSPs to deal with certain problems, including providing certain legitimacy so that government support is beneficial. For IPSPs, to be accepted by constituents.

Second, for the element of autonomy, the joint village-owned enterprise has not yet operated optimally and has only received minimal results. The powerlessness of the Joint Village Owned Enterprise is due to the lack of support from the village government, especially the budget. In addition, there is no clarity on the authority of each village and district government in implementing the rural area development plan. Within IPSPs there is a flexible authority from the government. The role of IPSPs is the freedom to involve various actors, both outside the scope of government authority and the authority of the government itself (J.Forrer et al., 2014) so that commitment is needed in each village and between villages, not more committed to their own needs.

Third, for the mutuality element, it shows that there is no transparency in coordination between village heads due to the dominance of one village head so they experience difficulties in the development of this rural area program so it has not provided benefits for the people around the Selorejo Dam. This is different as stated by J. Forrer et al., (2014) "All actors in IPSPs should benefit from participation in collaboration. Collaboration takes more time and effort than acting unilaterally." For this reason, the main potential in the rural area development program, namely: the Selorejo Dam reservoir, which is surrounded by 4 (four) villages, is a regional program, but

in its realization, this area does not run optimally due to mutual suspicion, the quality of assistance in the form of goods that are not according to the price and the dominance of one village.

Success in IPSPs can lead to new or modified government programs to address public issues. So that public officials benefit by studying successes and failures, because in IPSPs looking for unique solutions, something the government does not do well, public officials must encourage IPSPs innovation through grants, pilot projects, and other mechanisms.

The existence of regional autonomy is a great opportunity to be creative in the development of the region more broadly. Law Number 23 of 2014 concerning Regional Government that regional autonomy is the right, authority, and obligation of autonomous regions to regulate and manage their government affairs and the interests of local communities in the system of the Unitary State of the Republic of Indonesia. The main principles of regional autonomy are to organize a government that is by the authority to regulate and manage government issues that are stipulated by law. Conceptually, local government is multi-dimensional. It is a social entity formed by the same feeling. In terms of politics, it is related to specific local governance by forming a political sub-division of a nation, state, or another major political unit (Muttalib & Akbar Ali Khan, 2013).

Finally, fourth, the elements that are important in the development of rural areas according to the managers of the Joint Village Owned Enterprise Ngantang Bersinar above are measuring performance, then followed by 2 (two) other important elements, namely: autonomy and allocating risk. Measuring performance shows that there is no common understanding between village heads and the benefits obtained from the Joint Village Owned Enterprise have not been maximized and there is no very significant performance. Timely measurement is an important aspect of effective organizational performance (J.Forrer et al., 2014), so managers of joint village-owned enterprises need support from the sub-district and village and community empowerment services.

For autonomy, joint village-owned enterprises do not have the authority to manage the budget from the central government and only receive goods assistance in the form of the playground, worth 1.29 billion, and 9 (nine) kiosks worth 900 million. For public officials, autonomy in IPSPs is invaluable because it allows organizations to address areas that may be difficult for the government to address (J.Forrer et al., 2014). so that the tourism awareness group still has a sense of responsibility for the management of this tourist area with extraordinary natural potential which is one of the state assets despite the lack of attention from 4 (four) village governments.

For allocating risk, village-owned enterprises are experiencing very complex problems. The government is a guarantor of choice for certain obligations or uses its legislative power to limit the ability of individuals to take legal action if they are harmed by IPSPs (J.Forrer et al., 2014). Therefore, for the sustainability aspect, commitment from all relevant parties is needed, including village heads, sub-districts, and local governments, as well as communities in the area, so that the Joint Village Owned Enterprise institutions run well and do not stop in the middle of the road. All parties must be responsible for the development of the Joint Village Owned Enterprise Ngantang Bersinar and eliminate their respective egoism for the common good.

Certain parties in the ranks of the district government can act according to the bupati regulation (prenup) as an applicable embodiment of regional autonomy. Regional Autonomy is a system that requires regions to have the ability to optimize their superior potential and encourage regions

to develop according to socioeconomic characteristics, geographical areas, and local culture. According to (Phenni, 2005) put forward an approach based on 2 (two) propositions, namely: first, Basically, all problems should be left to the region to identify, formulate, and solve problems, except for problems that cannot be solved by the region itself. in the perspective of the integrity of the nation-state. second, basically, all problems must be submitted to the central government except for certain problems that have been handled by the regions. Fundamentally, the main objective of regional autonomy is to develop community participation optimally and as widely as possible so that local potential and wisdom can grow well for the prosperity and justice of the community. The enactment of the Regional Government Law which includes: Law Number 22 of 1999, Law Number 32 of 2004, and Law Number 23 of 2014 is a solution to this need.

The ability to find solutions to the various problems faced is very important for the managers of the Ngantang Bersinar Village Owned Enterprise. The ability to find solutions must be creative so that the problem is solved properly and correctly. So there needs to be cross-sectoral cooperation so that every problem becomes a shared responsibility. According to Waldesenbet (2018), cross-sector collaboration is a new partnership introduced between sectors that have strengths, resources, ideas, principles, authority, and skills to collectively deal with common problems (Waldesenbet, 2018). Meanwhile, according to Sorensen that in crisis management, cross-sectoral collaboration exercises are an effort to improve preparedness and develop team integration efforts (Sørensen et al., 2019).

The existence of the inter-village cooperation agency is a forum to accommodate various aspirations and problems to be solved together. Because the administrators of the inter-village cooperation agency according to the Village Regulations, the results of the agreement of 4 (four) villages, namely Kaumrejo Village, Mulyorejo Village, Banturejo Village, and Sumberagung Village, concerning Rural Area Development in 2017 Part Two concerning Inter-Village Cooperation, Article 9, it is explained that:

- 1) To ensure the representation of all village communities in the inter-village cooperation agency according to the Village Regulations, village delegations were formed, which were selected through village deliberations.
- 2) The village delegation as referred to in paragraph (1) is led by the village head with members consisting of elements that include:
  - a) Village apparatus.
  - b) Member of the Village Consultative Body.
  - c) Village Community Institutions.
  - d) Other village institutions; and
  - e) Community representatives take into account gender justice.
- 3) The village delegation as referred to in paragraph (2) is in charge of:
  - a) Participate in inter-village consultations.
  - b) Discuss inter-village cooperation.
  - c) Formulation and establishment of regulations with the village head; and

d) Provide information on the results of inter-village deliberations to village communities through village deliberations.

4) The village delegation as referred to in paragraph (1) shall be determined by a decision of the village head.

Referring to the role of the Inter-Village Cooperation Agency above, the Inter-Village Cooperation Agency should be a place for solving various problems faced by the Joint Village Owned Enterprise as well as a meeting place for various parties to find creative and innovative solutions so that problems do not drag on and become an obstacle to the progress of the Joint Village Owned Enterprise Ngantang Bersinar.

The government must remain a supervisor as well as a guide in the management of rural areas because otherwise the programs that have been prepared will not be implemented. The government must also commit to advancing the Selorejo Dam area and participate in providing solutions if complicated problems occur. Thus, the government must give good faith to the the Joint Village Owned Enterprise administrators so that they do not have suspicions of the government itself. Such beliefs are not altruistic. However, commitment to collaboration can still require psychological change, especially among those who take their position as absolute (Putnam 2004; Putnam, Burgess, and Royer 2003). As a first step, the shift is what is sometimes called “mutual recognition” (Saarikoski 2000) or “mutual appreciation” (Gray 1989; Plummer and Fitzgibbon 2004).

Commitment also poses a complicated dilemma. Commitment to a collaborative process requires a willingness to comply with the results of the discussions, even if they have to go in a direction that stakeholders do not fully support. Of course, consensus-oriented collaborative governance greatly reduces risk to stakeholders. However, bargaining dynamics can lead to unpredictable directions, and stakeholders can experience pressure to adjust to positions they do not fully embrace (Saarikoski, 2000). It is easy to see why trust is an important element of collaborative governance. Commitment depends on the trust that other stakeholders will respect your perspective and interests. It is also easy to see how clear, fair, and transparent procedures are essential to commitment. Before embarking on a process that can go in an unexpected direction, stakeholders must ensure that the deliberations and negotiation procedures have integrity. A sense of commitment and ownership can be increased as a form of increased involvement (Gilliam et. al., 2002).

This additional dimension of commitment is sometimes referred to as ownership. In a typical adversarial or managerial process, non-state stakeholders are outside the observers to make decisions. They may seek to lobby, pressure, or influence agency decision-makers, but it is the agency that is ultimately responsible for policy outcomes. Changes in collaborative governance (collaborative governance) “ownership” of decision-making from institutions to stakeholders who act collectively. Again, this implies a complicated dilemma.

The management of the Joint Village Owned Enterprise Ngantang Bersinar is given the freedom to manage the Selorejo Dam area based on the existing articles of association (AD) and by-laws (ART). However, stakeholders, the government, and the community must continue to play an active role in filling out the activities needed in the management of rural areas. Stakeholders are no longer just criticizing the process. They now “own” collective decision-making with other

stakeholders who may hold opposing views (El Ansari 2003; Geoghegan and Renard 2002; Weech-Maldonado and Merrill 2000). Ownership implies shared responsibility for the process. This responsibility requires stakeholders (stakeholders) to see their relationship with other stakeholders (stakeholders) in sharing responsibilities with their opponents.

## CONCLUSION

The findings from the results of the discussion on the elements of collaborative governance in rural areas indicate that the programs that have been prepared have not been implemented optimally. This is due to the existence of sectoral egos of village governments who prefer to manage their village areas through village-owned enterprises of each village rather than managing joint areas through joint village-owned enterprises Ngantang Shine for the economic progress of the community. located around the rural area of the Selorejo Dam.

The replacement of the the Joint Village Owned Enterprise board did not bring significant changes because the management was still old people who lacked the will to produce creative and innovative ideas in solving various problems being faced. The leadership factor is a crucial thing to consider immediately. It takes a the Joint Village Owned Enterprise leader who has the capability, credibility, and vision who can see the various potentials that exist and can be accepted by all parties. The Director of the Joint Village Owned Enterprise must also be a person who has experience in managing rural areas or at least have a passion for learning about rural area governance. Therefore, it is necessary to involve scholars or intellectuals to manage rural areas around the Selorejo Dam.

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