

# Context and Purpose of Collaborative Governance in Rural Development in Joint Village-Owned Enterprises (BUMDesma): Choice or Motivation?

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## Abstract

The rural development policy provided in Law No. 6/2014 on villages as a solution to overcome poverty and improve welfare at the village level has failed due to lack of serious intention, mutual trust, commitment and common understanding of goals. This research aims to explain the context and objectives of collaborative governance between villages and third parties (private sector) in joint village enterprises (BUMDesma): choice or motivation? The method used in this research uses a qualitative research type with a descriptive approach to provide the results of the context and objectives of collaborative governance between villages and third parties (private sector) in BUMDesma in Ngantang sub-district, Malang District. The results of this research show that commitment is very important in collaborative governance of rural development, but what happens is that collaboration goes badly, has no meaning and significance, and collaboration in the implementation of rural development runs covertly with the aim of competition between village governments characterized by the ego sectoral village area that is concerned with the needs of each village.

**Keywords:** Collaborative governance, village autonomy, rural areas, joint village enterprises (BUMDesma)

## Introduction

Rural development programs as an effort to overcome poverty and improve welfare at the village level occur in Asian, African and European countries facing national and global challenges, decentralization provides new responsibilities to the local level, reforms in rural areas [30]; [20]; [34]; [13]; [8]. With the authority and change at the village level, it will provide community welfare through the development of rural areas according to the potential and advantages of each village.

In Indonesia, in order to realize development at the local level, the role of village government is needed in accordance with the mandate of Law Number 23 of 2014 on Amendments to Law Number 32 of 2004 on Regional Government, which explains that village autonomy is a big idea and idea to answer the desires and needs of the community to grow and develop along with the continuous changes in the economic,

political and socio-cultural fields. With the presence of the policy of Law Number 6 of 2014 on Villages, in Article 83 paragraph 2: "Rural Area Development is carried out in an effort to accelerate and improve the quality of services, development and empowerment of rural communities in rural areas through a participatory development approach". This is as stated by Cai, (2018) said that in order to effectively overcome the difficulties faced by less developed regions in the introduction of strategic potential, it is necessary to provide public services by promoting friendly interactions between government, markets and social organizations. So it can build a strategic potential recognition system in less developed regions and a systematic strategic potential recognition model through a collaborative governance mechanism. involving the public sector and the private sector, as well as relevant stakeholders [17]; [32]; [23]; [28]; [2]; [21].

The theoretical explanation above is the main steps to overcome poverty and improve welfare at the village level in the development of rural areas in BUMDesma Ngantang Bersinar in Ngantang sub-district, Malang District. However, what is happening does not show a common understanding, the quality of human resources (HR) is still low, the leadership of the village head is authoritarian, not creative and innovative, weak commitment and responsibility, sectoral ego of each village. This phenomenon is evidence of the failure of collaborative governance in rural development. Based on the latest data, the number of BUMDesma in Indonesia is 5,204 units (<https://bumdes.kemendes.go.id>). Collaborative governance in BUMDesma is expected to reduce poverty in rural areas. Looking at the percentage level of poverty with an indicator of the ability to meet basic needs (basic needs approach). The poor have an average expenditure per capita per month below the poverty line for Malang district is still relatively high, as shown in Table 1.

**Table 1: Percentage of Poor Population in Kabupaten Malang**

Number	Year	Percentage
1.	2014	11.07%
2.	2015	11,53%
3.	2016	11,49%
4.	2017	11,04%
5.	2018	10,37%
6.	2019	9,47%
7.	2020	10,15%
8.	2021	10,05%
9	2022	9,55%

Source: Central Bureau of Statistics (BPS) (2023)

Table 1 above shows that from 2014 to 2022, the poverty rate in rural areas in Malang district has not decreased significantly. This is due to the factors of developing local economic potential, natural resources (SDA) and human resources (HR), especially in rural areas, are still low. Where the main role of BUMDesma as an institution that drives the local economy has not run optimally. Based on the above background, the purpose of this research study is to determine the context and objectives in collaborative governance between villages and third parties (private sector) in BUMDesma in Ngantang sub-district, Malang District using the theory of O'Flynn & Wanna, (2011), namely: power dimension; commitment level; cultural internalization; strategic dimension; means ends dimension; goal dimension; visibility and

awareness dimension; problem applicability. This journal article is divided into 4 (four) sections, including: first, background and research objectives; second, literature review; third, methodology; fourth, results and discussion; fifth, conclusions.

### **Literatur Review**

Collaborative governance to achieve outcomes as an alternative to controlling something that has happened. The theory put forward by O'Flynn & Wanna, (2011) shows the dimensions involved in collaborative governance, including: first, collaboration can involve cooperation to build commonality, improve consistency and align activities among actors; second, collaboration can be the process of negotiation, involving a willingness to compromise and make trade-offs; third, collaboration can involve oversight roles, control, pulling together and central coordination; fourth, collaboration can involve power and coercion, the ability to force outcomes or impose preferences on others, with some degree of power and coercion. fourth, collaboration can involve power and coercion, the ability to force outcomes or impose one's preferences on others, to some extent with their compliance or involvement. fifth, collaboration can involve future commitments and intentions, prospective behavior, planning or preparation to align activities. finally, collaboration can involve engagement, the development of internal motivations and personal commitment to projects, decisions, organizational goals or strategic objectives and aligning activities among actors. The 4 (four) dimensions involved emphasize collaborative governance that builds common perceptions by making compromises involving various existing sectors to determine the maximum outcome through joint commitments to the organization's strategic goals in the future.

### **The theory presented by Ansell & Gash, (2008) collaborative governance, namely:**

“A governing arrangement where one or more public agencies directly engage non-state stakeholders in a collective decision making process that is formal, consensus-oriented, and deliberative and that aims to make or implement public policy or manage public programs or assets”.

The above theory explains the actors involved in collaboration, including public institutions and non-state actors as stakeholders or non-state actors as part of the collaboration; who is the main sponsor in collaboration, including public institutions that initiate collaborative governance in the form of policy making; the importance of collaboration aims to make and implement public policies or manage public programs/assets; collaboration is organized through a formal collective decision-making process oriented to consensus and deliberative. (Ansell, 2012). Collaboration emphasizes the dynamics of joint decision making by emphasizing agreements that are jointly formulated through deliberation. This can be seen in what type of "species" collaborative governance is divided into 3 (three), as the theory presented by Ansell, (2012) namely:

- a. Collaborative Planning; collaborative planning is typically contrasted with earlier approaches to comprehensive planning, where plans were drafted by planning experts with little input from the public.
- b. Watershed partnerships: watersheds transcend political jurisdictions and contain many different stakeholders. However, there is an increasing appreciation of the need to manage interdependent activities within watersheds in an integrated fashion

c. Regulatory negotiation: regulatory rule-making is often a highly contested process. Traditional mechanisms of notice-and-comment rule-making can require considerable investments of agency effort and time, only to end up embroiled in slow and costly legal battles.

The three types of collaborative governance described above use collaboration as a technique to overcome problems that arise with traditional or conventional approaches to government. Collaborative planning and regulatory negotiation emerged in response to conflicts arising from multiple stakeholder interests, delays, and failures of comprehensive planning, regulation, and control. Collaboration emerges as a response to coordination problems resulting from political and institutional fragmentation. In collaborative governance, policy design aims to empower, educate and engage citizens in the process of self-governance. As the theory put forward by Sirianni, (2009) there are 8 (eight) principles of collaborative governance in the table below.

**Table 2: Key Principles of Collaborative Governance and Policy Design**

<b>Core Principal</b>	<b>Policy Design</b>
Coproduce Public Good (Coproduce Barang Publik)	Policy should enable to work of citizens themselves in coproducing public good
Mobilize Community Assets	Policy should enable communities to mobilize their own assets for problem solving and development
Share Professional Expertise	Policy should mobilize expert knowledge to enlighten and empower everyday citizens and to use citizens own local knowledge.
Enable Public Deliberation	Policy should enable and expert citizens to engage in the public reasoning upon which good policy choice, democratic legitimacy, and implementation depend
Promote sustainable partnerships	Policy should promote collaborative work and patnerships among citizens, organize stakeholders, and public agencies
Build fields and governance networks strategically	Policy should mobilize field building assets strategically to enable citizens, civic associations and boards governance networks to work effectively together
Transform Institutional Culture	Policy should catalyze public and non profit agencies to become learning organizations to community empowerment and civic problem solving and draw market actor in to civic patnerships and culture change as well.
Ensure reciprocal accountability	Policy should promote mutual accountability for collaborative work among the broard range of democratic actors and partners

Source: Sirianni (2009: 42)

Table 2 above shows the principles of collaborative governance and policy design, resulting in several configurations of the core principles of collaboration based on cases and policies. In this case, the emphasis is on principles that promote sustainable collaboration. Meanwhile, in another paradigm according to Grossmann, et al. (2012: 32) collaboration, namely:

“Collaboration is not only desirable from the perspective of the citizens affected, but it can also be considered a survival condition for individual service providers. Collaboration between organizations

provides a chance for an organization to improve its regionally competitive position for public resources and customers”.

The theory above sees collaboration not only the desire of citizens who benefit from partnership cooperation, but emphasizes more as the sustainability of public service organizations and collaboration between organizations provides opportunities and opportunities to compete for organizations.

**In collaborative governance through a management perspective according to Agranoff & McGuire, (2003) suggests that:**

“Collaborative management is a concept that describes the process of facilitating and operating in multi organizational arrangements to solve problems that cannot be solved, or solved easily, by single organizations. Collaboration is a purposive relationship designed to solve a problem by creating or discovering a solution within a given set of constraints (e.g., knowledge, time, money, competition, and conventional wisdom; Schrage 1995)”

The theory above, collaboration as a method that regulates multiple organizations that solve inter-organizational relationship problems to achieve results that provide organizational benefits (outcomes). This, according to Buang et al. (2018), requires mutual trust and respect through the timely exchange of specific information. In addition, geographical proximity plays an important role in facilitating all forms of collaboration [9]. Conceptually, the different scales of collaboration are continuously related: scales or levels of collaboration, as listed in the table below.

**Table 3: Collaborative Governance Scale**

<b>Degree of Collaboration</b>	<b>What Involved Activities</b>
Highest level: high normative commitment to collaboration; often highest political/managerial risks	Transformative interaction between network actors; substantive engagement and empowerment; search for high degree of stakeholder and inter-actor consensus and cooperation; coalition building by government and non-government actors
Medium–high level: strong normative orientation; high level of political/managerial risk	Strong engagement of stakeholders in decisions or policy process and implementation; devolving decision-making capacities to clients; more complex innovations in policy-delivery processes
Medium level: commitment to multi party input and buy-in; moderate levels of political/managerial risk	Formal commitment to inter-agency consultation and collaboration; joined government strategies; formal joint involvement exercises and joint funding initiatives
Medium–low level: operational forms of collaboration to ‘get job done’; some political/managerial risk	Forms of co-production; technical improvements in delivery chains; assistance to comply with obligations; direct consultation with clients over delivery and compliance systems; systematic use of evaluation data; public reporting on targets informed by client preferences
Lowest level: marginal operational	Incremental adjustments using consultative processes; client

Degree of Collaboration	What Involved Activities
adjustments, low levels of political/managerial risk	discussions and feedback mechanisms; gaining information on needs/expectations of others

Source: O’Flynn & Wanna, (2011)

Table 3 above shows the scale of collaboration and the activities involved in collaboration that correspond to the level of the collaboration scale from the highest level to the lowest level. In addition, the context and purpose; choice or motivation in collaborative governance are listed in the table below.

**Table 4: Collaborative Governance Context and Goals**

Context & purpose	Choices or Motivational Possibilities	
<b>Power dimension</b>	Coercive and forced collaboration	Persuasive and voluntary involvement in collaboration
<b>Commitment level</b>	Meaningful and substantive collaboration	Meaningless and cosmetic collaboration
<b>Cultural internalization</b>	Philosophical commitment to collaboration development of collaborative cultures	Collaboration as a tool, an available instrument no real commitment to collaboration as a modus operandi
<b>Strategic dimension</b>	Collaboration for positive and beneficial Reasons	Collaboration for negative and/or preventive strategies
<b>Means ends dimension</b>	Collaboration as a means and process; stages, due process	Collaboration as an end and outcome; shared results, outcome orientation
<b>Goal dimension</b>	Shared objectives; mutual intentions, consensual strategies and outcomes	Competing objectives; different reasons for participating in collaboration
<b>Visibility and awareness Dimension</b>	Overt and public forms of collaboration; awareness of collaboration is high	Covert and behind-the-scenes collaboration; unawareness of collaboration
<b>Problem applicability</b>	Collaboration on simple problems; simple objectives and responsibilities	Collaboration on ‘wicked’ problems; defying description and solutions

Source: O’Flynn & Wanna, (2011)

Table 4 above shows the contexts and goals in collaboration and each context and goal in collaboration explains a variety of different choices or motivations, so that each context and goal for implementing collaboration can be seen from the aspects of choice or motivation to be part of collaboration and map in the effort to implement collaboration for different organizations. Collaborative governance in the public sector is key to solving complex social problems. In fact, according to Kuruvilla et al. (2018), collaboration as an intentional mode of collective action generates learning and new ways of working to achieve transformative outcomes. Stakeholders strategically organize challenges and opportunities across all sectors and explicitly consider evidence, norms, and innovations to shape the components of collaboration.

**According to O'Flynn & Wanna, (2011), there are 4 (four) types of collaborative relationships between actors, namely:**

- a. Collaboration within government, involving different agencies and players
- b. Collaboration between governments, involving agencies from different Jurisdictions
- c. Collaboration between governments and external third-party providers of goods and services
- d. Collaboration between governments and individual citizens/clients.

The 4 (four) types of relationships above for collaborations show the relationship between actors - actors who form a pattern that creates a commitment that aims to get an outcome.

### **Collaborative Advantage**

Linden, (2002) suggests that "Collaboration occurs when people from different organizations (or units within an organization) produce something together through shared effort, resources, and decision making, and share ownership of the final product or service. Every single interaction is interpreted as a form of collaboration. According to Lank, (2006) specifically collaboration can be seen 3 (three) main differences according to the scope and specific objectives.

- a. Organizations working together to achieve one or more specific results. Where there are at least 2 (two) organizations working together, including individuals who represent the organization for participation in efforts for collaboration.
- b. Actions, not just words. Relationships in which power is more evenly distributed, risks are shared, and the parties are committed to mutual outcomes, not just economic transactions.
- c. Collaborative leadership and consensus building. Collaborative efforts have distributed leadership factors and egalitarian approaches as a basis for action. In building collaborative efforts, it is difficult to distinguish between leadership and participation, where there are two interrelated roles with different organizations or individuals leading at different times and on different issues.

For differences in the scope and purpose of collaboration, there is a role for actors and leadership as steps to effective collaboration. Lank, (2006) suggests 8 (eight) main principles for organizations to collaborate, namely

- a. More effective research. The organization explores in the field of research to collaborate with others to get a wider range of ideas, relationships (contact) and experiences.
- b. Greater influence. In recognizing the need to influence others, many factors become obstacles and there are so many influences. This becomes a challenge for the organization. In working with others, it is usually sometimes a competitor, sometimes not even a competitor.
- c. Increased likelihood of winning business. Organizations make strategic decisions about which capabilities, products, and services to develop as a top priority. The power of collaboration is one of its benefits to open up many new avenues, giving organizations the opportunity to join forces with others where previously there was a distance between them.
- d. Faster, better, or cheaper development of products, services, or markets. By working together, something can be developed better, faster, or even cheaper, so that it can be socialized separately or together to increase positive perceptions in general. Where the main challenge to building a broad collaborative is creativity.
- e. Deliver products or services faster, better, or cheaper. In organizations can only deliver what stakeholders want to collaborate with others.

- f. Deeper learning. Learning occurs at many levels when organizations work together. This is an inevitable consequence of working together.
- g. Fulfilling an External Requirement. In a commercial environment, organizations sometimes find themselves forced to collaborate with others in the context of delivering a product or service. Forced collaboration can be problematic and is one of the critical success factors identified by many as a productive endeavor in collaboration.
- h. Cost savings. Knowledge of all sectors can save significant costs. The most important investment is the time, effort, and money spent on building mechanisms that create efficiencies.

According to Lank (2006), the main keys to implementing collaborative governance activities include:

- a. Preparation: Identifying potential partners and discussing or testing opportunities to work together.
- b. Structuring: designing the most appropriate governance model.
- c. Integrate: Create an aligned team focused on common goals.
- d. Nurturing: Protecting the health and vitality of the collaboration.
- e. Resourcing: ensuring the right resources are allocated to the right things.
- f. Communicate: build information flows to support the desired outcome(s).
- g. Learning: reflecting on and sharing lessons learned within and beyond the collaborative.

Collaborative governance activities show that each has 2 (two) main dimensions: interpersonal activity aspects, this is how individuals in the collaboration relate to each other; and inter-organizational, the way each partner organization is involved in certain aspects of the collaborative process.

In addition, Linden, (2002) explains the framework of collaborative governance, including:

- a. The fundamentals are in place.
- b. Leaders have open, trusting relationships with each other.
- c. The stakes are high.
- d. The participants have a constituency for collaboration.

The theory shows that the collaborative governance framework emphasizes a place that must apply principles in an open manner, the existence of trusting relationships by involving community participation and existing stakeholders. For this reason, this research aims to find out how the context and objectives in collaborative governance in rural development as an option or motivation.

## Methodology

This research uses a type of qualitative research with a descriptive approach where this research is generally used for research on community life, history, behavior, functional organizations, social activities and others [11]. as also stated by Lincoln & Guba, (1985); Islami, (2001); Creswell, (2009) namely: Descriptive research belongs to the family of naturalistic research which includes phenomenological research, hermeneutic, symbolic interactionism, ethnomethodology, ethnography, field studies, case studies, descriptive, subjective, naturalistic, constructivist, grounded and so on which are different from quantitative research.

The focus of this research, namely: context and objectives in collaborative governance between villages and third parties (private sector) in BUMDesma in Ngantang District, Malang Regency using O'Flynn & Wanna's theory (2011). The data analysis technique used in this research is an interactive data analysis model. In this data analysis model, there are 3 (three) components, namely: data reduction, data presentation, and inference [6].



### Result and Discussion

The results of data analysis obtained from informants in the village government regarding the dimensions of rural development show that the dominant dimension is first, the level of commitment. Commitment is very important in collaborative governance for rural area management, it requires mutual trust and respect, as well as transparent, credible and effective communication in building meaningful and substantive collaboration between individuals and institutions and communities, [33]; [22]; [5]; [27]. Second, visibility and awareness aim to explore creative ideas from managers to implement strategies for open and highly aware collaboration governance, but what happens is that collaboration is hidden [27]. The next dimensions that are important are the strategy dimension, the goal dimension, and the application of the problem. These three dimensions are important to see in detail the various challenges in implementing rural area management programs. Other dimensions support the success of rural area management.

Referring to the joint regulation of Kaumrejo village head, Mulyorejo village head, Sumberagung village head and Banturejo village head with number 02 of 2017 on the establishment of jointly owned enterprises Chapter II Article 4 on the objectives of establishing BUMDesma Ngantang Bersinar, namely:

1. To increase inter-village cooperation in rural village economic enterprises.
2. To involve rural village economic actors in productive joint enterprises.
3. Optimizing village assets for the benefit of rural village communities.
4. Protect rural communities in rural areas from unhealthy trade chains that do not benefit rural communities.
5. Increasing the income of the village community and the original income of the village based on the results of the joint business in rural areas, including in rural areas established in accordance with the provisions of laws and regulations.

The above 5 (five) objectives of the establishment of BUMDesma can be achieved through cooperation among villages based on a common commitment with stakeholders in the development of rural areas, which include: core areas and buffer areas, which can be seen in the figure below.

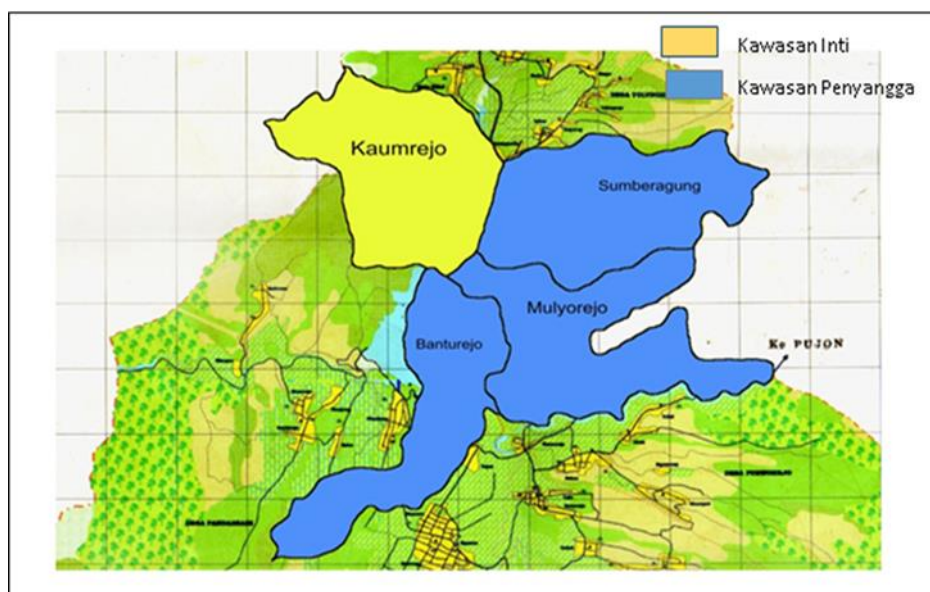


Figure 1: Delineation of the Selorejo Dam Ring Tourism Area, Ngantang Sub-district  
Source: Ngantang Sub-district Rural Area Development Plan (2019)

Figure 1 above shows the delineation of rural area development in the tourism sector in Ngantang subdistrict, Malang district. With reference to these common goals, BUMDesma Ngantang Bersinar generally aims to develop village communities, starting with the development of rural areas around the Selorejo Dam. This is emphasized in CHAPTER III Article 5 regarding the cooperation of BUMDesma including:

1. Development of tourism business activities such as rural tourism areas that organize a number of business types of village community groups.
2. Agricultural products include crops, agriculture, food crops, plantations, livestock, fisheries, agribusiness, and other agricultural products.
3. Management of existing revolving funds in villages and rural areas.
4. Cross-sectoral activities facilitated by the government and/or regional government, including types of commercial and industrial enterprises, telecommunication services, transportation, expeditions, mining, and food crops, plantations, livestock, fisheries, agribusiness, and others.

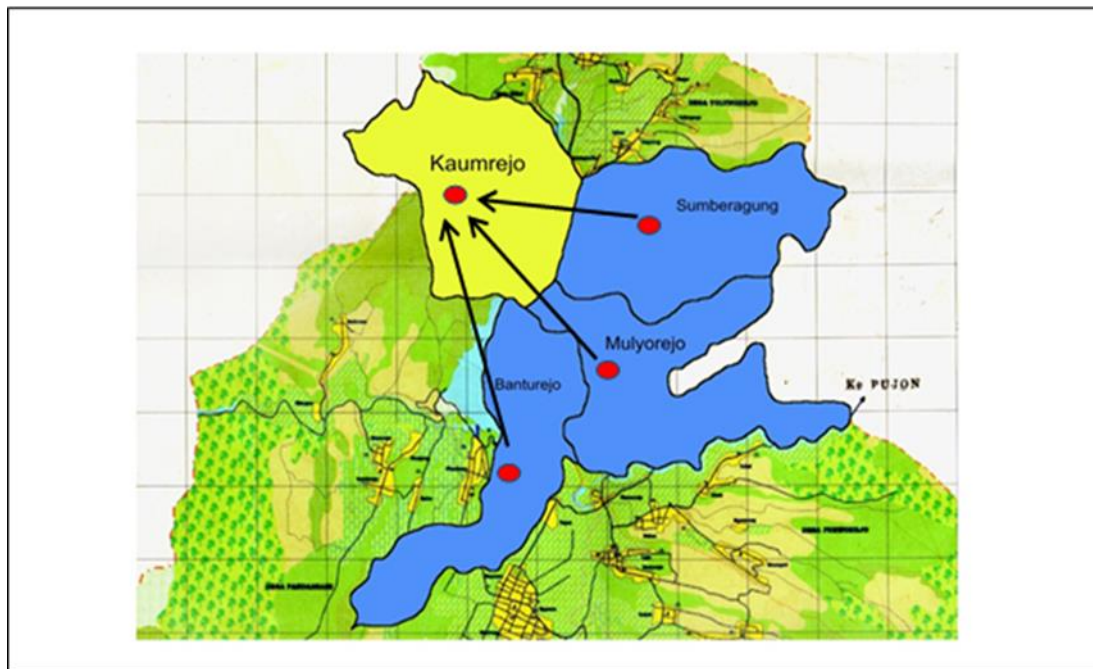


Figure 2: Functional Structure of Selorejo Dam Rural Area in Ngantang Subdistrict  
Source: Ngantang Sub-district Rural Area Development Plan (2019)

Figure 2 above shows the arrangement of rural area functions, namely: kaumrejo village as the core rural area, while sumberagung village, mulyorejo village and banturejo village as the rural buffer area. The results of data analysis obtained from informants in the Malang district government show that the main dimensions in the development of rural areas are first, the goal dimension. Goals must be clear in an organization's activities and strategies aim to find the best way to carry out programs that have been prepared for common goals; common intentions, strategies and consensus results, however, competing goals occur; different reasons for participating in cooperation [27]. second, the strategy dimension. Collaboration is for positive and beneficial things, but cooperation is for negative and/or preventive strategies [27]. This is followed by the level of commitment, problem implementation, and cultural

internalization. These three dimensions are important to solve various problems faced by BUMDesma Ngantang Bersinar in managing rural areas. While other dimensions are more supportive.

Referring to the Malang Regent Regulation No. 129 of 2019 on the Rural Area Development Plan (RPKP) for Selorejo Dam Rim Tourism in Ngantang sub-district, Malang District for 2019 - 2024, the RPKP was prepared in the management of this area as follows:

1. Formulate and sharpen the goals, objectives, policy strategies and rural development programs that are priority, integrated and specific to the Selorejo Dam Rim Tourism area in Ngantang Sub-district, Malang Regency.
2. Integrate the planning of policies, programs, and development activities in villages within the Selorejo Dam Ring Tourism Rural Area in Ngantang Sub-district, Malang Regency according to the potentials, problems, and strategic issues.
3. Improve the relevance, efficiency, effectiveness, and sustainability of rural development success based on the performance of development inputs, processes, outputs, and outcomes.

The RPKP above shows that different dimensions need to be considered by different parties for strategic issues to become an attraction for tourists to visit the area around the Selorejo Dam. The community must be prepared to manage the natural resources (SDA) as well as possible in order to become an economic object worth selling. Therefore, the potentials and problems in the development of rural areas are as shown in the table below:

**Table 5. Potential and Problems of Rural Tourism Areas in the Selorejo Dam Rim**

Sub District	Village Name	Potential	Commodity	Problems
Ngantang	Kaumrejo	Village tourism, agriculture	<ol style="list-style-type: none"> <li>1. Selorejo Dam Tourism</li> <li>2. Thematic Village Tourism</li> <li>3. Durian</li> <li>4. Taro chips</li> </ol>	<ol style="list-style-type: none"> <li>1. Tourism support facilities are inadequate</li> <li>2. Weak promotion (Branding)</li> <li>3. Weak public facilities, facilities, and infrastructure</li> <li>4. Weak institutional management</li> <li>5. Weak human resources in agriculture</li> <li>6. Lack of tools and utilization of agricultural technology</li> <li>7. Accessibility to / between clusters</li> </ol>

Sub District	Village Name	Potential	Commodity	Problems
	Sumberagung	Village tourism, agriculture	1. Selorejo dam tour, 2. Kraeng Galesong Religious Tourism 3. Srege Mountain Tourism 4. Bamboo Forest 5. Coffee.	1. Tourism support facilities are inadequate 2. Weak promotion (branding) 3. Weak public facilities and infrastructure 4. Weak institutional management 5. Poor accessibility of tourist attractions 6. Weak human resources in agriculture 7. Lack of agricultural technology tools and use
	Mulyorejo	Village tourism, agriculture	1. Selorejo Dam tour, 2. Red Onion 3. Taro chips 4. Cassava Chips 5. Uceng Krispi	1. Tourism support facilities are inadequate 2. Weak promotion (Branding) 3. Weak public facilities, facilities, and infrastructure 4. Weak institutional management 5. Poor accessibility to tourist attractions 6. Weak human resources in agriculture 7. Lack of tools and utilization of agricultural technology 8. Lack of irrigation 9. Lack of farmer capital 10. Lack of market as a trading center
	Banturejo	agriculture	1. dairy cows	1. Weak public facilities, amenities and infrastructure 2. Weak institutional management 3. Weak human resources in agriculture

Sub District	Village Name	Potential	Commodity	Problems
				4. Lack of tools and use of agricultural technology 5. Lack of irrigation 6. Lack of farm capital 7. Lack of market as trade center

Source: Ngantang Sub-district Rural Area Development Plan (2019)

Table 5 above shows the development activities of rural areas, all the potentials and advantages in each village around the Selorejo Dam area are very diverse. The diversity of potentials and community livelihoods is interesting to be developed in cultural tourism. In addition to being an agricultural center, the 4 (four) villages around the Selorejo Dam area, namely Kaumrejo Village, Sumberagung Village, Mulyorejo Village, and Banturejo Village, are hilly and beautiful areas to be arranged, and are provincial crossings that are representative enough to be developed as tourism areas. Different kinds of culinary food are also an attraction for tourists who visit the 4 (four) villages.

The results of data analysis obtained from informants of rural area assistants at the Ministry of Villages and Development of Disadvantaged Regions and Transmigration (Kemendes & PDRT) of the Republic of Indonesia show that the most important dimensions in the management of rural areas are first, the dimension of goals, the existence of common goals; common intentions, strategies and consensus results in programs that have been prepared, then how to find a good strategy in running each program so that it runs well, but what happens for competing purposes; different reasons for participating in cooperation. Second, the strategy dimension, for this dimension a cooperation is for positive and beneficial things, but what happens is for negative and/or preventive strategies, and third, the application of the problem. cooperation on simple problems; simple goals and responsibilities, but what happens is bad cooperation; opposing descriptions and solutions [27]. The other dimensions are still supportive at this time as the rural areas in Ngantang sub-district are relatively new.

Cultural internalization can be used as one of the interesting tours that must continue to be well managed. The proposal also outlined various problems that each village faces in the economic development of the community around the Selorejo Dam area. However, these problems as a whole have not yet found a solution. In order to solve the different problems that were written in the proposal, the BUMDesma leaders created the Articles of Association (AD) and Bylaws (ART) to solve each problem properly and correctly. The various objectives in the initial design of the rural governance must be accompanied by maximum trust from all parties in order for these objectives to be achieved. According to Murdock, face-to-face interaction is a key component in building positive trust [26]. This trust must be built from the top down, as the role of government is very important. The community must not be an object of the project, and the results of the area management funds must not revolve only around those in power.

The results of data analysis obtained from informants managing BUMDesma Ngantang Bersinar show that the most important dimensions in rural area management are first, the goal dimension, which is characterized by common goals; common intentions, strategies and consensus results, but what happens is for competing goals; different reasons for participating in cooperation. Second, the level of commitment, which is characterized by meaningful and substantive cooperation, but there is meaningless cooperation

and third, the strategy dimension, which is characterized by cooperation for positive and beneficial things, but governance of cooperation for negative and/or preventive strategies [27]. These 3 (three) dimensions are very important for the beginning of rural area management. This is considering that this is the first time there is rural area management in Ngantang, which is carried out by the BUMDesma Ngantang Bersinar management. Meanwhile, other dimensions cannot yet be optimally applied.

The power dimension should play an important role in regional management. This is shown by the less active role of the village government leadership in the management of the Selorejo dam area. The government should be able to use its power to accelerate the development of rural areas. Efforts to realize independent villages to carry out accelerated development and improve the quality of welfare of people living in rural areas can be carried out through the approaches and methods used, from the sectoral approach to the territorial approach. Changes in this approach are useful for optimizing the use of all potential local resources owned by each region in rural areas in carrying out village economic development activities based on their wants and needs, so that ultimately it can create the independence of all elements of village society in carrying out a series of village economic development activities through their capacity as subject and objects of development.

The village government, which is directly related to the development of the area, must be a bridge between the BUMDesma manager and the sub-district or district government. The village government has great authority in the development of rural areas. Among the powers of the village government according to Law No. 6/2014 on Village Autonomy, namely

1. Election of the village head and organization of village head elections
2. Establishing and determining the composition and personnel of village officials
3. Organization of village meetings
4. Formulation and determination of village planning
5. Formulation, determination and implementation of the village budget
6. Formulating, establishing and implementing village regulations
7. Formation and maintenance of community and customary institutions.
8. Establishment and management of Village Owned Enterprises (BUMDes).

Some of these authorities are a motivation to carry out development in rural areas based on the community economic sector, in accordance with the mandate of the Village Law, the village government is required to establish BUMDes based on rural areas.

The form of objectives in the establishment of BUMDesma Ngantang Bersinar, which manages the Selorejo Dam area, must pay attention to the above eight dimensions so that the programs that have been prepared can run smoothly. In Government Regulation No. 11 of 2021 on Village-Owned Enterprises (BUMDes). Within the scope of this study, Article 10 explains the existence of the establishment of Village-Owned Enterprises (BUMDes) / BUMDesma institutions as described in Article 7 based on considerations including: a. community needs; b. joint problem solving; c. business feasibility; d. business model, governance, organizational form and type of business, as well as knowledge and technology; and e. conservation vision, sustainability orientation and mission of protecting religious values, customs, social behavior and local wisdom.

Community culture must be professionally managed so that cultural actors can also earn a living. Cultural development is not only related to local culture, but also to acculturation, so that culture becomes more diverse in the spirit of Pancasila as the state ideology. In the Statute (ART) Chapter V on Sources of Capital Article 14, paragraph 1, confirms that BUMDesma Ngantang Bersinar can receive business

development assistance aimed at developing joint economic enterprises from the government, local government and/or third parties. Various parties can be involved in cultural management as one of the cultural tourism objects around the Selorejo Dam area, which includes 4 (four) villages, namely Kaumrejo Village, Sumberagung Village, Mulyorejo Village and Banturejo Village.

The leaders of BUMDesma Ngantang Bersinar try to see the various problems as a challenge to be enthusiastic about the existing programs. They try to manage the various conflicts that exist as an encouragement to continue managing the Selorejo Dam area. According to Robin and Judge, the discussion of conflict theory begins with the assumption that conflict is a bad thing and should be avoided [29]. This ultimately contributes to the negative connotations of conflict, such as violence and damage, so in general conflict is always seen as a negative thing and connotes things that are seen as unproductive. Collaborative governance of rural areas needs to pay attention to various dimensions for governance to work well. Cultural internalization is one of the attractions that attract tourists to visit a place. Culture is a characteristic of a community that is generally easy to recognize. A good culture is one that comes from the traditions of the community's own ancestors and is a distinctive community identity. The collaborative governance model prioritizes community culture as a key strength in managing self-sufficient and self-reliant rural areas. Process models of collaborative governance sometimes describe collaboration as an incremental development. For example, Susskind and Cruikshank (1987: 95) in Ansell (2012) describe consensus building as having a pre-negotiation phase, a negotiation phase, and an implementation phase; Gray (1989) defines three (3) steps of the collaborative process as (1) problem setting, (2) direction setting, and (3) implementation; and Edelenbos (2005: 118) identifies a three (3) step process that includes preparation, policy development, and decision making, a step that has several stages. Collaboration models are important to draw attention to changing collaboration strategies as the context changes. However, one of the barriers to collaborative processes is cyclical rather than linear. Collaboration often seems to depend on achieving a virtuous cycle of communication, trust, commitment, understanding and results [18].

## Conclusions

The findings of this study to determine the context and objectives in collaborative governance between villages and third parties (private sector) in BUMDesma in Ngantang sub-district, Malang District can be concluded, namely:

For the village government, the dominant dimensions of rural development are: First, the level of commitment. Commitment is very important in collaborative governance, but what happens is collaboration that has no meaning and significance, and only as an insignificant appearance. Second, visibility and awareness aim to explore creative ideas of managers to implement strategies for collaborative governance, which are open and have high awareness, but what happens is hidden collaboration in the implementation of rural development programs. Meanwhile, according to the county government, the most important dimensions in rural development are: First, the goal dimension. Goals must be clear in organizational activities and strategies aimed at finding the best solution in the implementation of programs that have been prepared for common goals; common intentions, common strategies, but what happens is that there are competing goals characterized by the existence of sectoral ego in the village area; different reasons for participating in rural development cooperation. second, the strategy dimension. Cooperation should be for positive and beneficial things for the community and related actors, but what happens is that cooperation in rural development is for negative and/or preventive strategies that are only concerned with the needs and interests of each village.

For the rural area facilitators from the Ministry of Villages and Development of Disadvantaged Regions and Transmigration (Kemendes & PDPT) of the Republic of Indonesia, the main dimensions in the development of rural areas, namely: First, the dimension of purpose, the existence of common goals; common intentions, common strategies in the programs that have been prepared, then how to find a good strategy in the implementation of each program so that it runs well, but what happens is for competing purposes, which want to develop the potential of each village through different reasons for participating in cooperation in rural development. Second, the strategy dimension, for this dimension a cooperation should be for positive things and benefit the community in the area around the Selorejo dam, but what happens for negative things is the lack of transparency, trust and mutual commitment, and third, the application of the problem. cooperation for simple problems; goals and responsibilities, but what happens is that cooperation in rural development goes badly; conflicting descriptions and solutions that are more concerned with the ego sector of each village. Meanwhile, according to the manager of BUMDesma Ngantang Bersinar, the main dimensions in rural development are: first, the goal dimension, which is characterized by common goals; common intentions, common strategies, but what happens for the purpose of competition between village governments to get assistance from the central government and the absence of a common commitment to participate in rural development cooperation. Second, the level of commitment, which is characterized by cooperation that has substantive meaning, but what happens is that cooperation in rural development is less significant. Third, the strategy dimension, which is characterized by cooperation for positive needs that can provide benefits to the community in the Selorejo Dam area, but what happens is that the governance of rural development cooperation with negative strategies, including not according to procedures and rules in the formation of BUMDesma Ngantang Bersinar.

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