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# Analyzing Collaborative Governance Dynamics in Kendalbulur Village Development, Tulungagung Regency, Indonesia

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#### **Abstract**

The collaborative governance framework today can be used to solve the complexity of the government's problems. One of the problems that can be addressed by implementing collaboration is the development of more prosperous and independent villages. This study aims to analyze collaborative governance practices in village development in relation to village fund budget management. This research was conducted in Kendalbulur Village, Tulungagung Regency, with a qualitative deductive approach, so the primary data was obtained through in-depth interviews and observations. The result of this study is that the implementation of collaborative Governance in Kendalbulur Village faces various dynamics, one of which starts from the content of the village fund policy itself. The interpretation of the village development policy still results in a double argument about whether the village fund policy is to develop more partial rural areas or build more empowerment-oriented villages. This interpretation will later impact the collaboration process between networks of actors in Kendalbulur village so that the established pattern of collaboration will be more complex. The results of collaborative-based village development must consider the starting conditions and dynamics that occur to make institutional design a determinant in the development of Kendalbulur Village.

Keywords: Collaborative Governance, Development, Village Fund

#### INTRODUCTION

In Indonesia, village regulations have been made by the government since the beginning of the country's independence. However, in its development, various fundamental changes have been related to the regulation of village institutions. Regional Government Law Number 32 of 2004 was made in the spirit of the constitutional mandate of Article 18B paragraph (2). In this regulation, the authority of legal and customary communities is regulated by prioritizing the rights of the people (Sabardi, 2014). The latest Law is Law Number 6 of 2014, which is different from the previous village regulations (Irawan, 2017).

This latest village regulation is expected to provide significant changes to the substance of the village Corresponding author(s): Ajie Hanif Muzaqi; ajiehanif@unik-kediri.ac.id

government function. Law Number 6 of 2014 contains substances that focus more on reforming village policies (Muzaqi & Tyasotyaningarum, 2022). This regulation places the community as an active subject and has the authority and recognition of the rights of origin or recognition, establishes authority on a local scale and decision-making is carried out locally with the intention of responding to the interests of the community or subsidiarity, multi-diversity, mutual cooperation, kinship, consensus, democracy, independence, participation, equality, empowerment, and continuity (Fanani & Ibrahim, 2018).

As for this study, researchers tried to elaborate the collaborative governance model in order to strengthen

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development patterns guided by policy Law Number 6 of 2014 about villages. Meanwhile, identifying existing problems related to this Law will be resolved with an intergovernmental cooperation approach so that it is expected to create village independence by the criteria for independent villages in Law Number 6 of 2014.

Collaborative governance is a concept that creates communication between actors to achieve common goals based on the capacity and capability of each actor. As is the case with research (Kirana & Artisa, 2020), the local government implements collaboration to create the role of other actors, especially local communities, to participate in development in their villages actively. This is also confirmed by (Febrian, 2016) finding that the community and civil society will build synergy and stakeholders' role in preparing hybrid development plans as well as public-private or private-social cooperation.

Collaborative governance is based on the aim of solving certain problems or issues of related parties together. These parties are not limited to government and non-government agencies because, in the principle of good governance, civil society is involved in formulating decisions. Cooperation is initiated based on each party's limited capacity, resources, and networks so that collaboration can unite and complement various components that encourage the success of achieving common goals. In formulating plans, visions, norms, and shared values in cooperation, each party's position is equal; that is, it has the authority to make decisions independently, even though it is bound by mutual agreement (Sentanu et al., 2021).

Collaborative governance in public policy is the key to successful policy implementation (Dewi, 2019). Collaborative governance is a new paradigm in understanding multi-stakeholders's existence in public affairs. There are specific characteristics in actor relations, so it is vital to conduct joint studies on the effectiveness of public policy implementation (Dewi, 2019). The urgency of village fund policy is policy in village development. The actual substance of collaborative-based village development is to increase motivation and creativity to create village independence.

Meanwhile, the independence of villages in the village can use the parameters of the Building Village Index. This index consists of three composites: the environmental resilience index, the social resilience index, and the economic welfare index. When viewed from the Village Development Index in Bahasa, commonly called "Indeks Desa Membangun" (IDM), Tulungagung Regency, since enacting the Law on Villages, has been in the fifty-ninth position nationally in 2022. As for the IDM value, Tulungagung Regency is classified as having an average village with "advanced" status. However, village development in Tulungagung Regency, when viewed in East Java Province, could be more impressive.

Given the growing development needs and the desire to continue to be empowered, the Kendalbulur Village Government determined the theme of Kendalbulur village, namely tourism villages. This is stated in local regulation, Kendalbulur Village Head Regulation Number

04 of 2020 Concerning Tourism Areas. The regulation in Article 8 states that Kendalbulur Tourism Village is focused on two areas, namely the "Nangkula Park" Tourism Field Area and the Culinary Tourism Area. The management of the tourist area is carried out functionally and integrated by related agencies within the Regional Government. It is coordinated by the Regional Secretary and is accountable to the Regent of Tulungagung. The purpose of establishing Kendalbulur Village as a tourist village is stated in Article 9, namely to improve the welfare of the community, especially the people around the tourist village area.

Village development and empowerment should not only be about infrastructure. The character of the village community that has been built for decades must be equalized in advance to work together to direct development. As revealed in the study (Andini, 2015), creating a village means building all community activities in the town, which are carried out in an integrated manner with a self-help approach to mutual assistance (Muzaqi & Hanum, 2020). If observed from the vision of development of Tulungagung Regency, which is contained in the 2022 program, regional development priority empowerment is one method to grow a potential new economic sector as an investment attraction in Tulungagung Regency. However, leaders still need a lot of innovation and creativity to realize these goals.

Therefore, the need to empower rural communities in Kendalbulur must be directed by prioritizing cooperation to create budget effectiveness and efficiency. Thus, it can foster the spirit of development based on the cooperation model between village governments with the title dynamics of village fund policies from the perspective of collaborative governance in Kendalbulur Village, Tulungagung Regency.

#### **METHOD**

This study uses a qualitative method. The researcher raises the problem based on the results of observations carried out in-depth and comprehensively in a certain time dimension (Yin, 2011). The observation of the phenomenon referred to by the researcher is the issue of government collaboration in the context of empowering village communities in Kendalbulur Village, Tulungagung Regency. As expressed by Corbin & Strauss (2014), qualitative research aims to describe, analyze, and represent research problems clearly and straightforwardly in order to obtain a picture or event of a particular phenomenon. Therefore, researchers are required to be able to study events in more depth in a logical framework, and there are other phenomena behind something that is not yet known.

The type of problem focus depends on the type of research carried out (Denzin & Lincoln, 2011). The validity of a study is determined by the researcher's ability to determine the focus of the research carefully and precisely. The focus of this research includes 3 (three) Collaborative Governance Regime (CGR) Indicators by Ansell & Gash (2008), namely collaboration dynamics, collaborative

actions/actions and adaptation of action results to collaboration dynamics.

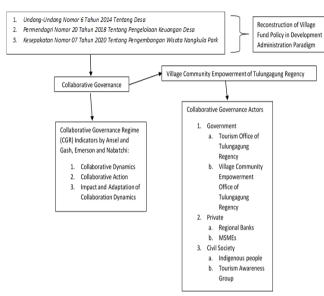


Figure 1. Research Framework

According to Figure 3 of the research framework, researchers want to explore the concept of collaborative governance in development schemes in Kendalbulur Village. The focus of study: researchers are guided by the Village Fund policy because it is considered that this policy has a direction for the development of rural areas. By applying this collaborative concept, researchers will see Ansel and Gash's collective governance indicators as the source of data to be obtained. Meanwhile, the informants used as primary data are representatives of existing collaborative actors: the government, private, and community.

This study used an interactive data analysis model (Miles, 2014). The interactive data analysis model is divided into four main stages of analysis: searching for data or data collecting, selecting data or condensation data, presenting the data or displaying data, and concluding research results or conclusions and verification. The purpose of researchers choosing interactive data analysis techniques is so that the presentation of data becomes more informative while still considering the systematic and aesthetic sides so that the data can be understood accurately and factually.

## RESULT AND DISCUSSION

## Collaborative Dynamics

The emergence of collaboration benefits all parties in the context of village development. This is because teamwork can create the potential for villages to utilize each other's resources with all their limitations. According to (Gash, 2022), this phenomenon is referred to as the capacity to join Action or part of collaborative dynamics.

If examined in the regulation of village community empowerment policies, especially in Tulungagung Regency, it implicitly divides the difference between village development, which puts villages as subjects, and rural area development. This is reflected in the dynamics of previous village regulations that needed to clearly or implicitly build villages or develop rural areas. This causes the perception that these two things are the same even though they are two different development activities.

Village development aims to improve the quality of life of the people in Tulungagung Regency by providing basic needs such as basic infrastructure facilities, developing local economic potential, and the sustainable use of natural resources owned by Tulungagung Regency. Therefore, Law number 6 of 2014 and Local Regulation of Tulungagung use the same two approaches: "Empowering Villages" and "Empowered Villages," which are equated in development planning documents. As for consequences, every Kendalbulur Village in Tulungagung Regency must align its development planning stages with Tulungagung Regency development planning documents to National Development Planning.

Meanwhile, the current empirical conditions, Kendalbulur Village has opened many opportunities for other villages to be open and actively participate in village development planning deliberations, and in the context of collaborative governance, this opportunity undoubtedly be in line with the opening of opportunities for other actors into the planning and implementation of village development. This condition can be seen from several aspects, including English translation. Kendalbulur village development includes planning stages to controlling development involving various competent actors. 2) development of Kendalbulur rural area, which includes the rights and obligations of villages in running the Village Government Information System and its management. 3) The development of the Kendalbulur village area includes the definition and scope of development of the village area. 4) Village cooperation includes the government and second parties, including private and community.

The dynamics of collaboration in Kendalbulur village are currently directed at strengthening natural tourism villages, art tourism, photography tourism, and culinary tourism with existing local wisdom. At first, Nangkula Park tourism was just an ordinary field, but the Kendalblur Village government realized the field's potential was tremendous. Then, in the 2019 village head election, a concept was produced, which is also part of the Kendalbulur Village Head's vision and mission program, to make the field a tourist attraction.

The development of Nangkula Park tourism is also accompanied by the creation of a tourism awareness group. The purpose of the Nangkula Park tourism awareness group is to manage village-owned artificial tourism, which is expected to prosper the village community through the village's original income returns to the community. Nangkula Park Tourism Awareness Group is an institutional form owned by Villages MSME and is run by people who care about tourism development in Kendalbulur Village. Nangkula Park tourism development that has been carried out by Nangkula Park tourism awareness includes the existence of facilities and infrastructure that are said to be good because tourist

attractions already have complete facilities. Such as there are restaurants, prayer rooms, and public toilets that Nangkula Park tourist visitors can use. In addition, Nangkula Park tourism has many exciting photo spots, jogging tracks for sports, children's playgrounds, conference rooms, and many gazebos and park chairs. Regarding transportation facilities, there is no public transportation from the terminal to tourist attractions; there are only motorcycle taxis and pedicabs, so guests are advised to bring private vehicles.

According to Local Regulation and Village Regulations, there is a tendency for government collaboration to be directed at developing rural areas rather than empowering rural communities. The findings of researchers in the field support this. From the perspective of the village government, it is said that village development and rural area development aim to accelerate the stages of improving community welfare. However, the fact is that village development programs are still centralized and uniform with the pattern set by the central government. The programs carried out tend to provide "assistance," which is not needed by the people of Kendalbulur village or other villages in Tulungagung Regency. The lack of understanding about the rules of authority and position between the Regency / City and the town causes the village not to be placed as an entity that can manage its development planning alone. According to (Muzaqi & Tyasotyaningarum, 2022), planning for village and rural area development is vital to answering local needs quickly, precisely, and efficiently.

Meanwhile, as quoted (Madjid, 2020), Rural area development is an integration of development between villages in a particular area determined by the central government. Village development and rural area development are carried out to accelerate the community empowerment process at the village level through participatory development methods and approaches. Therefore, in the future, it is expected that Tulungagung Regency Regional Regulation Number 11 of 2019 concerning Village Financial Management and Law Number 6 of 2014, it can be used as a subject of village development based on development planning based on local wisdom.

Empirically, the Tulungagung Regency government must also consider interrelated issues such as spatial planning, investment opportunities, and political economy when developing rural areas because the scope and scope of the rural regions are fairly narrow and small, which is only the acceleration of the process of community empowerment and increasing village development through a more participatory approach. On the other hand, the Village Law only talks about the governance system and networks between the government, villages, and communities but does not explicitly discuss investment entering the town. The dynamics that continue to develop today have affected the development of rural areas. No longer rural development. Therefore, with this dynamic, the government can identify and map the development of the rural regions by including democratic values because they are closely related to the collaborative governance process.

This centralized Village Law policy cannot adjust to the needs of villages. The problem that occurs when examined in the view of collaborative governance is that the system context has not been run (Ansell & Gash, 2008) seen from changes in the Law, drivers represented by leadership or leadership where this can have a significant influence on village development and collaboration dynamics where each party still has sectoral egos causing the development of rural areas in Tulungagung Regency has not been optimal. Therefore, the concept of collaborative governance as the basis of rural development is expected to optimize the potential involvement of various actors in developing village areas so that the achievement of village development in Tulungagung Regency is more participatory with the integration of development between Kendalbulur villages and its surroundings into an excellent and integrative village empowerment area.

#### Collaborative Action

Before becoming a tourist village, Kendalbulur Village, Tulungagung Regency, was a village that only relied on agriculture and livestock as potential. Natural wealth and local cultural products have yet to be developed and utilized as tourist destinations by the Tulunggaung Regency Government or the Community. According to (Ansell & Gash, 2008), collaborative Action is divided into four process elements: face-to-face dialogue, commitment, shared understanding, and intermediate outcomes.

A face-to-face dialogue stage marks the beginning of collaborative Action. This stage is carried out to foster trust between the collaboration actors involved (trust building) (Ansell & Gash, 2008). Collaboration itself is oriented toward a mutual agreement or consensus. Therefore, face-to-face dialogue can convince the surrounding community to participate in developing this tourist village. Village customary institutions where several traditional leaders approach door to door to residents who can have a tangible impact on the mindset of residents to participate in development actively.

The following collaboration process is to foster community commitment. Commitment is strongly influenced by the results of the previous stage (face-toface dialogue). If trust building has been formed, the dedication of the actors in the forum can be seen from the seriousness of carrying out the mandated responsibilities. The most active actors involved in this process are civil society, represented by indigenous people and tourism awareness groups (Nangkula Park tourism awareness). The responsible tourism services are educational tours that are friendly to children tourists, such as planting rice, hydroponics, fish farming, and culinary tours. In addition, caring for and preserving the surrounding environment is also a responsibility of this tour manager. This is done to increase the natural potential owned to continue to increase income for the surrounding community.

The next stage in this collaboration process is shared understanding. This stage goes hand in hand with tourism activities in Kendalbulur Village. In addition, the process of shared knowledge is also strongly influenced by the previous approach, namely face-to-face dialogue and commitment. In addition, sharing understanding can also be carried out when conducting regular village meetings that discuss the problems faced some time ago. So that existing issues can be understood by finding solutions to get out of the problem. This discussion also contributed to the development of cultural values in Kendalbulur Village, Tulunggaung Regency.

## Impact and Results of Collaboration

The next phase in the collaboration process is intermediate outcomes. This phase is created if the primary goal of collaboration can be achieved reachably. This process will provide good benefits for all parties, according to (Ansell & Gash, 2008), called small wins. Small wins can be a sign that collaboration has gone well and become feedback so that collaboration outcomes can continue to be improved. In addition, with these small wins, collaboration actors will benefit from their collaborative activities. The small wins achieved by Kendalbulur Village can be seen in the community's economic progress after developing into a tourist village. This can be seen from the Village's Original Income in Kendalbulur, which increased drastically from 2019 to 2021, as seen in the graph below:

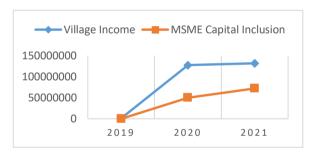


Figure 2. Village Income and MSME's Capital Inclusion Source: Kendalbulur Profile's Book

From the graph above, it can be seen that before the implementation of collaborative governance in community empowerment in Kendalbulur in 2019, village income was only around 1,190,827; meanwhile, after the collaboration increased drastically in the following years to 131,615,000 in 2021. This proves that Kendalbulur village has developed rapidly into a tourist village in Tulunggaung Regency, a small win.

To analyze the impact and results of collaboration, the starting conditions must be considered first. After that, this collaboration process can create an institutional design. In implementing this collaboration, one key element of success is facilitative leadership (Prastiyo, 2019). Starting conditions determine whether or not the collaborative governance process runs in Kendalbulur Village. Starting conditions can be a factor that supports successful collaboration or can even hinder collaboration. This is because the starting conditions start from actors who have

different backgrounds and must blend into one collaboration process. Before Kendalbulur Village had Nangkula Park tourism awareness and Village Customary Institutions, the government in this context, the Tulungagung Regency Culture and Tourism Office, provided mentoring and understanding of the importance of utilizing the village's potential. Kendalbulur was previously known as a village that produced agriculture only. Although there are several tourist destinations, Mum can empower the community and its economy.

In this factor starting condition, two points must be translated further, namely the asymmetry of resources between actors and the prehistory of collaboration as written by (Wanusmawatie et al., 2018). At the point of resource asymmetry it can be seen from the resources owned by each collaboration actor, be it in the form of materials, humans, or knowledge. Kendalbulur Village has material resources that make it a tourist destination, especially a tourist village. Apart from the potential of the town-owned, agricultural potential is also abundant in Kendalbulur Village. The population's quality can also be improved compared to the surrounding villages. The results showed that Kendalbulur Village is the second least number two community without education after Beji Village. Of the five villages in the Kendalbulur area, namely Ngranti, Beji, Waung, Boyolangu, and Sanggrahan villages, the following is a picture of Kendalbulur village in terms of education compared to the five sub-districts:

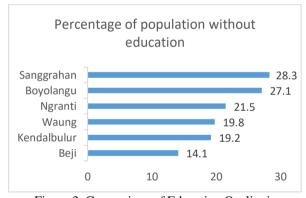


Figure 3. Comparison of Education Quality in Kendalbulur Village and Surrounding Areas Source: Kendalbulur Profile's Book

From the graph above, it can be seen that the majority of people in Kendalbulur Village before the implementation of the collaboration had received education, even though 19% of the population still did not attend school. This is undoubtedly a good starting condition opportunity from resource asymmetry points.

In addition to resource differentiation between actors in Kendalbulur Village, prehistory between actors before the implementation of collaboration also affects the commitment and motivation to carry out the partnership. Before being directed to the tourism village, there had been resistance from residents, which made the community contradict the development of the tourism village. This has previously been explained by (Ansell & Gash, 2008) as a prehistory of conflict or cooperation that

affects the level of participation between actors in the collaboration process.

The next element is institutional design, where Kendalbulur Village development is more complex than fixating on the concept of governance. Private parties, usually represented by Village MSMEs, State Business Entities, and large companies, have initially received much rejection from the surrounding community. Although many received cooperation offers, the surrounding traditional leaders initially rejected the cooperation.

In principle, the development of tourism villages is usually initiated by the central government, which in this case is the Ministry of Tourism, and it is natural to feel that the initiation gets rejected by the Community in Kendalbulur Village. However, the institutional approach that can change the views of the surrounding community in Kendalbulur Village is only from the Village Government and the Tulungagung Regency Culture and Tourism Office. These two institutions continue to promote tourism sustainably so that it can bring in tourists from local and regional.

A pivotal element in unravelling the rejection is the presence of leaders who aim to develop tourism villages. Regional and village leaders conduct face-to-face dialogue with the community by presenting several benefits obtained when good collaboration is established between the community and outsiders. The leader of Kendalbulur village at that time was very concerned about education and research, so to overcome this conflict, the leader developed a close relationship with fellow villagers. On the other hand, the leader is also part of the Kendalbulur Village community itself, thus creating homogeneity, which certainly positively impacts community participation in the development of this tourism village. As quoted from (Hardianti, 2017), homogeneity is characteristic of most people in rural areas. In other words, the figure of the community itself will gain more trust to build cooperation. This phenomenon also indicates the sense of belonging between actors in the village community and represents the culture of village people who get along well.

From the explanation of the starting conditions that have been explained in the previous paragraph, it can be seen that village development with the application of collaborative governance has resulted in a new economic transformation that promises more promising welfare of rural communities. Despite the initial rejection, the shared motivation to advance the village is stronger than sectoral egos alone. Shared motivation as a self-strengthening cycle consists of at least four mutually beneficial elements in Tulungagung Regency interactions: mutual understanding, internal legitimacy, and commitment. Shared trust is a mechanism that creates joint needs between stakeholders in Kendalbulur Village, which will generate mutual legitimacy and lead to mutual commitment between individuals and groups. Shared understanding builds trust that makes stakeholders appreciate the differences from other stakeholders, which helps fellow stakeholders understand each other and respect the positions and interests of different stakeholders.

This impact cannot be separated from the role of the Head of Kendalbulur Village as a facilitator of leadership in this collaborative process. Ansel and Gash mentioned the leader as a critical factor in accommodating the debate of each actor's goals to see what needs must be met immediately. This is, of course, the head of Kendalbulur Village, who has gained public trust from the local village community so that every development agenda and program will be implemented quickly. The researcher will present the results of collaborative actions facilitated by the head of Kendalbulur Village into several points, including:

- 1. Increased Community Participation
  - The participation of the people of Kendalbulur Village in every development activity can be seen from the number of people interested in participating in empowerment activities. This can be seen from the beginning of Nangkula Park, where tourism was directed to tourist areas. Village customary institutions immediately formed a Tourism Awareness Group or Nangkula Park Tourism Awareness, which numbered up to 200 people. Such participation is also not only tied to the community. The role of the private sector through Bumdes is also evident with the increase in the involvement of Village MSMEs, which directly impacts the increase in village income.
- 2. The village has realized the importance of its potential and tourist attraction.
  - In addition to community empowerment, village areas are also affected by this collaboration process. The community has transformed the Kendalbulur village agricultural area into another alternative area, namely, a tourist area with Nangkula Park as the village benchmark.

Human Resource Capacity Building

The research analysis results show that capacity building has been carried out optimally by relevant stakeholders and the community itself. The efforts made resulted in a positive impact. The people of Kendalbulur Village experienced an improvement in the quality of human resources, which gave rise to new businesses.

3. Institutional Capacity Building

Community empowerment activities carried out in Kendalbulur Village already have their respective platforms according to their fields of empowerment. The economic sector is accommodated with the formation of cooperatives and MSMEs, which have all obtained legality from the village government and have valid permits.

### CONCLUSION

From this study, the application of collaboration in village development guided by the Village Law faces various dynamics. It was starting from the regulation itself. The emergence of Tulungagung Regency Regional Regulation Number 11 of 2019 concerning Village Financial Management and Law Number 6 of 2014 can generally be used as a subject of village development based on development planning based on local wisdom.

However, how the implementing implementor interprets village development with rural area development should be noted again. This dynamic will determine the final result of the development concept in Kendalbulur Village, Tulunggung Regency itself.

Meanwhile, due to various problems in the initial stages of development, the presence of a new leader in Kendalbulur Village can be a bridge for the fusion of sectoral egos that exist in every actor in Kendalbulur Village. This positively impacts the development of Kendalbulur village towards the tourist village area, with Nangkula Park as the benchmark. Another impact of the presence of leaders is the creation of an institutional design that can be a package for village empowerment in several regions. From what was initially rejected by the involvement of other actors until finally, it could be merged in the same frame by local leaders, namely advancing Kendalbulur village towards independence and welfare so that the implementation of collaborative governance can create an institutional design that involves actors other than the government and the community.

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