

COLLABORATIVE GOVERNANCE IN MOBILIZING VILAGE-OWNED ENTERPRISES (BUMDes) DURING COVID-19 PANDEMIC IN INDONESIA

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ABSTRACT

Village - Owned Enterprises (BUMDes) was developed to increase the village revenue and drive the people's economy through resource and village asset management. The existence of BUMDes is expected to improve village potential and become a pillar of the community's economy. Not only oriented on increasing the village local revenue, but BUMDes must also have a social mission to help the villagers, especially during the COVID-19 pandemic. The study method employed was

descriptive qualitative, and the data were collected through interviews, observations, and documentation. Informants were selected through purposive sampling out of the various parties related to BUMDes in the Polanharjo Sub-district, Klaten District. The results of the study showed that the mass development of BUMDes as a top-down policy without any consideration of the local potential of each village has caused a lack of support from the community and has led to the lack of development of BUMDes, making many lapses into a stasis. However, there are a few BUMDes that were able to develop well, making them a motor for the village economy during the COVID-19 pandemic through their various business enterprises. The BUMDes units that have succeeded to grow and develop are those that could identify the local potentials and resources through various innovations, receive social support through their people's participation and build partnerships with many parties such as the village government, private sector, and the community in the form of collaborative governance.

Keywords: BUMDes; Collaborative Governance; Village Economy; Potential Resource; Business Enterprises.

INTRODUCTION

Building Indonesia from its margins by strengthening its regions and villages in the frame of a united country is one of the nine government programs. The objective of these programs is to pinpoint the development priorities in instigating

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changes to a sovereign and independent Indonesia in terms of the economy. The policy for developing Indonesia from the margins and villages is a breakthrough because at the moment there are 83,813 villages in Indonesia with 39,091 of them still classified as underdeveloped and 17,268 villages classified as extremely underdeveloped (Badan Pusat Statistik [BPS], 2020). Therefore, it can be said that in terms of territory, Indonesia is a village country, which means that developing Indonesia is developing the villages as the spearhead of development.

One of the government's missions in developing rural areas is done through the empowerment of rural communities. The objective is to improve the productivity and diversity of rural businesses, increasing the availability of infrastructure and facilities that support the rural economy, developing and strengthening institutions that support the production and marketing chain, and optimizing the resources as the foundation of rural economic growth (Madekhan, 2007). The aim is to create an opportunity for the regions and rural areas to develop their abilities as the backbone of the regional and national economy. Rural development has a very strategic role in driving the people's economy and distributing welfare (Todaro, 2000). Welfare distribution in the village community is not merely to increase the income and social welfare, but is more about improving the people's participation in economic activities to activate all the potentials and resources in the village.

As much as 43 percent of the people live in rural areas with a fairly high poverty rate at 12.83 percent out of the total poor who number 26.42 million people. The COVID-19 pandemic has weakened the economic activity and decreased the people's income, increasing the number of the poor. The increase in the number of the poor due to the COVID-19 pandemic is because the majority of the informal sector workers, including those in agriculture, has decreased; however, the trade cost has increased, causing a decrease in the farmers' income. With the multitude of

issues and potentials, the village must become a priority in developing the economy through policies related to economic empowerment. Empowerment of the people's economy can be done by consolidating and institutionalizing the economic activities such as by establishing a BUMDes.

BUMDes emerged as an innovation in driving the village economy which is based on the village's resources and assets. BUMDes is a business unit established in villages and is jointly owned by the village government and people, and therefore reflects the spirit of togetherness in running the business. Therefore, the BUMDes has to be managed by the village people; from the village, by the village, and for the village. The economic activities in the BUMDes could be part of the effort to improve the local and regional economy (Ridwan, 2015). According to (Intergovernmental Panel on Climate Change [IPCC], 2014) about Villages, supported by the Republic of Indonesia Minister of Village, Development of Disadvantaged Regions, and Transmigration Regulation Number 4 Year 2015 about the Establishment, Management, and Disbanding of BUMDes is the legal basis for villages so that they could manage their existing resources and assets to improve the villages' economy through BUMDes. The issuance of Government Regulation Number 47 Year 2015 strengthened the presence and role of BUMDes as a medium for increasing the rural economy's independence.

BUMDes as a pillar of economic activities in the village plays the role of a social institution and commercial institution. BUMDes as a social institution aligns with the people's interest through its contribution in providing social services. On the other hand, its role as a commercial institution aims to gain profit through offering local resources (goods and services) to the market. As a social and commercial institution, BUMDes is more of a reflection of the element of togetherness in running a business, as the community in rural areas usually have a strong sense of culture, collaboration, brotherhood, and

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social sense and does not merely focus on gaining profit. Its presence is expected to mobilize village potentials and create a business forum for the community, creating economic activities for the community that centers upon their village.

BUMDes as one of the government's strategic programs is expected to improve the rural community's economic welfare (Eko, 2014). The establishment of BUMDes is one of the government's leading programs in the effort to develop villages and make them more prosperous. Therefore, its establishment is paramount in mobilizing the village economy. Village funds that are allocated to villages must become a driving force for the development of the village economy through BUMDes. The number of BUMDes in Indonesia in 2015 was 1,022 units, and it increased rapidly in 2016 to 12,848 units (Muradianingsih, 2016). According to the Central Java Village Community Empowerment, Population, and Civil Agency records, there are currently 2,511 BUMDes. Meanwhile, the number of BUMDes in Klaten District is 350 BUMDes. The development of BUMDes is inseparable from the Village Fund Allocation (Alokasi Dana Desa [ADD]) which is partially for the establishment and development of BUMDes. This regulation was stated in Minister of Village, Development of Disadvantaged Regions, and Transmigration Regulation number 21 Year 2015 about the determination of priorities in villages fund allocation in 2015 article 9: one of the priorities in utilizing village funds is to establish and develop BUMDes. Village funds can also be used to fund governance, development, people, and community empowerment, especially for the improvement of the village community welfare and the quality of human life and the effort to eradicate poverty.

The COVID-19 pandemic has also affected various aspects of life in rural areas, especially in terms of budgeting and funding for economic development. The diversion of the budget was done to overcome the economic impact on the community (Sarip, Syarifudin, & Muaz,

2020), specifically to suppress the rise of the poverty rate in village communities. Therefore, in 2020, the government increased the fiscal stimulus in the Village Fund by IDR 72 trillion. The increase in Village Funds was focused on community empowerment and development of village potentials to maintain the people's buying power so that the national economic growth national would not be halted. The financial stimulus in the Village Fund was done by accelerating the distribution of the Village Funds through Direct Cash Aid (*Bantuan Langsung Tunai [BLT]*) which has been conducted in villages and at the same time has created an opportunity for developing the village economy by strengthening BUMDes.

The objective of the establishment and management of BUMDes is to realize creative and productive economic management in the village. In addition to improving the village potential and village economy, BUMDes is expected to become the backbone for growth and just distribution in the rural economy. Therefore, in running its activities, BUMDes is expected to fulfill the community's needs (both productive and consumptive) through the distribution of goods and services that can mobilize the village economy.

The mass development of BUMDes without consideration of the local potentials of each village eventually yielded not very promising results. Besides, the factor of the BUMDes's readiness for managing businesses is still an issue. The management of BUMDes as a profit-oriented and social institution is also hindered by the personnel's limited ability, lacking knowledge and experience, and the limited facilities and infrastructure (Wibawati, 2015). These conditions were also found by Agunggunanto *et al.* who stated that many villages failed to run the BUMDes because the village was unprepared and the limited village potentials, thus limiting the types of business they could develop, the human resources involved were also weak, and the low community participation due to the lack

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of knowledge of the BUMDes itself (Fahrudi, 2020), (Agunggunanto, Arianti, Kushartono, & Darwanto., 2016).

The weak BUMDes management has caused many business units run by them to be partially stalled (Tama, & Yanuardi, 2013). The high number of business units that are stalled or are not developing is mostly caused by the lack of the management staff's understanding and capability in asset management strategies. Having good asset management strategies could increase the BUMDes income (Hayyuna, Pratiwi, & Mindarti, 2014). However, in reality, asset management strategies are rarely employed in BUMDes due to human resource limitations. BUMDes was established to strengthen the village economy through its various business units which could increase the village revenue. However, the BUMDes management is judged to be ineffective because of the lack of transparency and accountability as the improvement in the village economy is only enjoyed by the BUMDes actors and is yet to spread to the general community (Sidik, 2015). In other words, the effectiveness of the BUMDes management in improving the village community's economy is still lacking (Purnamasari, Yulyana, & Ramdani, 2016).

The business units developed by BUMDes include financial services, non-financial services, rentals, trade, crop cultivation, livestock cultivation, fish farming, crafts, and tourism. Even though there is a significant increase in the number of BUMDes, there are very few that can grow and develop. The BUMDes that fail to develop and lapse into a stasis are judged to be inoperational. This can be seen from the following:

- The village citizens and government do not fully understand what the BUMDes are, causing the BUMDes to miss its target.
- The management of the village institutions is not yet optimum, causing the BUMDes to be excluded from the village governance and economic institutions.

- The village's limited human resource capacity in managing and developing an accountable BUMDes.
- The low local initiative in mobilizing the local economic potentials for the improvement of social welfare and the economy of the village citizens.
- The lack of a consolidation and collaboration process between the stakeholders in realizing BUMDes as a pillar of the people's economy.

The various issues mentioned above are the common issues found in all BUMDes. Another issue often found in the development of BUMDes is the weak resource capacity in the village and the fact that the consolidation and collaboration between the stakeholders in order to realize BUMDes as a village economy pillar are lacking. The lack of collaboration in the BUMDes management because the BUMDes does not have any partners. Partnerships are paramount in realizing the BUMDes objectives. A partnership among stakeholders will be formed if in an institution there are various participation programs such as discussion forums, panel users, youth forums, and regional committees (Newman, Barnes, Sullivan, & Knops, 2004). The presence of these forums will encourage participation initiatives that can be included in the public policy context. Also, the many meetings in these participation forums will give rise to many innovations which could either be an obstacle or a proponent building a collaboration.

Collaboration is an alternative in managing BUMDes because of the complexity of the BUMDes' role and functions in the rural community's economy. The development of BUMDes cannot be done independently, so it requires a partnership with other institutions both private and non-governmental. Besides collaboration, public participation is also very important in the management of BUMDes as a unique institution. BUMDes is a village endeavor that is jointly owned

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between the village government and the people, so in its activities, there will be a public and community partnership or a partnership between the village government village as the public sector and the local community (Eko, 2014). The management of BUMDes which is partnership-based is a breakthrough in the development of BUMDes and as a trigger in building the people's autonomy creatively and adaptively. In developing the BUMDes management partnership, there needs to be a collaborative approach. Everingham stated that in building strong local governance, the government must invest in a collaborative process to construct social infrastructure and assets (Everingham, Warburton, Cuthill, & Bartlett, 2012).

Effective collaboration is formed through various processes such as communication, teamwork, and flexibility. Collaboration between institutions in achieving certain goals for the public interest can be said to be a collaboration in governance or collaborative governance. Collaborative governance is a management chain where one or more public institutions directly involve the stakeholders in the formal policy-making process, oriented on consensus, and is deliberative in creating a public policy (Ansell & Gash, 2008). Therefore, collaborative governance must be understood as continuously developing, as the process will have continuously ongoing communication and negotiation (Plotnikof, 2015). Communication will always exist both in the design and the implementation of the collaboration. Meanwhile, negotiations will reduce the tension in the collaborative process, leading to changes in and development in the organization.

Collaborative governance is important because an organization and its environment are subject to change, where several organizations have similar purposes but work in different capacities (Sudarsono, 2011). A shared purpose but with different capacities in several organizations and the demand of the rapid environmental development causes collaboration to become a way to solve problems in an

institution. In collaboration there is an interactive process with involves the autonomy of a group of actors who utilize a shared rule, norm, or organizational structure to solve problems, reach an agreement for collaborative action, sharing resources such as information, funds, or staff. In general, the collaborative process will involve five complex variable dimensions: governance, administration, autonomy, mutuality, and norms (Thompson, & Perry, 2006).

The form of collaborative management which involves many stakeholders in a working network between institutions with different organizational roles, functions, and rules needs equality and balance between the government, private sector, and people. In BUMDes management which is based on collaboration or partnerships with a third party requires a certain managerial capacity and management. Within this management the relationship between the various stakeholders is independent, but it must be able to accommodate its various stakeholders' interests. Therefore, there needs to be a public manager who can mobilize his/her organization but is also capable of working in another organization network. For this purpose, a public manager in collaborative governance needs a unique managerial and leadership approach (Silvia, 2011).

Even though many BUMDes are currently in stasis, some BUMDes could develop and grow well and become the center of its village's economic development. With various business activities, these BUMDes could directly mobilize the local economy at the village level, causing the village community's economic activities to center on the village itself. The BUMDes that could survive and develop usually have good managerial capacity and management and are supported by the development of strategic partnerships both in the form of corporations between villages and collaborations with a third party (Wibawati, 2015), (Rosyadi, & Listianingrum, 2013).

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The BUMDes that could develop are usually BUMDes that could develop innovation in its management. The BUMDes has the potential to develop the rural economy so that economic growth could be more evenly distributed and not be centered on urban areas. To achieve this potential, sustainable resources such as long-term funding through business incubator policies and education of entrepreneurship are required (Gherghina, Botezatu, Hosszu, & Simionescu, 2020). The entrepreneurial spirit is a must in an organization to encourage innovations in public services with specific assets to improve efficiency (Hartley, Sørensen, & Torfing, 2013).

A few BUMDes with the criteria above found in Polanharjo Sub-district, Klaten District yang have succeeded in developing themselves into the center of their village's economy and are motivators for other BUMDes around them to develop. In Polanharjo Sub-district, Ponggok, Sidowayah, Polan Village and some other villages have successfully managed their BUMDes, making them pilots that could inspire the BUMDes around them to develop and become the center of their own village's economy. The success of these BUMDes was what made the author interested in observing them in the process of managing their businesses and improving their organizational capacity through collaboration with other parties to improve their BUMDes performance.

RESEARCH METHOD

The method used in the current study was the qualitative descriptive approach because it could explain, give meaning, and explore the causes and reasons behind them better. A qualitative study is believed to be able to express and understand various phenomena in the field (Strauss, & Corbin, 1998). This study attempted to observe the collaborative governance concept in the management of BUMDes in Polanharjo Sub-district, Klaten District. The data analyzed were collected from interviews, supplemented by secondary data analysis

and field observations. The data analysis used an interactive model (Miles & Huberman, 1992) consisting of three phases: data reduction, data presentation, and conclusion-making or verification.

RESULTS AND DISCUSSION

Developing Village Potentials and Resources through BUMDes

A village is a legal community unit that has an original structure based on special rights of origin. Based on this definition, the village has the authority to manage and arrange its citizens' interests according to the local conditions and socio-culture, giving the village a very strategic original autonomy (Widjaja, 2009). Even though it has a special authority, villages have long been stigmatized as marginal areas with limited facilities and poor people. Villages, with their existing potentials and resources, have contributed to urban areas and this is admitted by many parties. Therefore, it is only fair and proper that rural development must become a priority in all development strategy plans and policies in Indonesia. Rural development through the development of the rural economic base has long been conducted. Rural development must be conducted through the empowerment of its people to improve productivity and the diversity of village businesses, increase the availability of various facilities, strengthening institutions that support the production chain, distribution, and marketing, and optimizing all resources to improve the village economy (Tama, & Yanuardi, 2013).

Programs for developing the village economy basis through people empowerment have long been launched through various schemes by several Ministries/Institutions and Regional Governments. One of the ways these programs are realized is through the rolling funds for Micro-Financial Institutions (Lembaga Keuangan Mikro [LKM]) which was formed specifically (*ad hoc*). From the official data of the Ministry of Internal Affairs (2010), it is estimated that there are

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61,400 LKM units in Indonesia. However, these institutions are yet to run as expected. In the end, many of these LKMs have failed. In general, these LKMs have transformed into BUMDes. One of the most dominant factors in village development is too much government intervention, which has instead impeded the creativity and innovations of the village community in managing and running the rural economic engine (Faedlulloh, 2018).

The Government through the Ministry of Internal Affairs has made BUMDes an empowerment model for the village community. BUMDes was born as a novel approach in the effort to improve the village economy based on the village's needs and potentials. The management of BUMDes is completely run by the village community: from the village, by the village, and for the village. This makes the BUMDes a village business forum with the spirit of independence, togetherness, and cooperation between the village government and people, developing local assets to provide services for the community members and increase the people's economic income and village revenue. This makes the BUMDes a unique institution because it's a collectively-owned village business that is driven by the collective actions between the village government and people, making it an inclusive effort.

As a vessel for the community's economic businesses in an institutionalized form or a professionally-managed business unit but still rests upon the original potentials of the village, presently BUMDes has metamorphosed into a new icon of development which is based on the improvement of the rural economy. The emergence of BUMDes has complemented the previous village development program through the allocation of the Village Fund Allocation (*Alokasi Dana Desa (ADD)*). The presence of ADD is expected to empower the village economy strengthening-process through BUMDes. This is because there is support from the larger village fund budget. This provides

adequate capital for the establishment of the BUMDES.

According to Minister of Village, Development of Disadvantaged Regions, and Transmigration's data, the amount of village fund allocated in 2015 was IDR 20,67 trillion, and in 2016 increased to IDR 46,98 trillion, in 2017 became IDR 60 trillion 2017 and 2018, and in 2019 it was 70 trillion. ADD is aimed at the development of economic empowerment and rural community empowerment so that the village economic growth and the village people's income can also increase such as for establishing BUMDes. This was stated in the Regulation of the Ministry of Village, Development of Disadvantaged Regions, and Transmigration Number 4 Year 2015 about the Establishment, Management, and Dissolution of the Village-Owned Enterprise and Regulation of the Ministry of Village, Development of Disadvantaged Regions, and Transmigration Number 5 Year 2015 about the Establishment of Village Fund-Use Priorities. In these regulations, there were a few main points about the empowerment of the village community as an effort to develop independence and community welfare by improving knowledge, attitude, skill, behavior, ability, and awareness and by utilizing resources through the establishment of policies, programs, activities, and accompaniment that aligns with the essence of the issues and the need priorities in the village community.

According to the regulations above, ADD can be used to establish a BUMDes to accelerate people empowerment and improve the village economy. BUMDes is an innovation that could change the mobilization of the village economy. BUMDes is oriented on driving and accelerating the village economy through the village-owned resources to increase the village local revenue, thus improving the village autonomy. Utilization of the available resources as a potential that must be put forward based on the region's specific characteristics will give rise to a creative industry. The BUMDes (Village-Owned Enterprises) works by

accommodating the community's economic activities in an institution or professionally-managed business unit, but by still relying on the village's original potentials. This could make the people's businesses more productive and effective.

Polanharjo has 10 water sources or springs with a water debit of 5 – 1850 liters/second. In the dry season, there are often conflicts between the agricultural community and the productive spring water users both from the government and the private sector. These springs fulfill the water needs of the paddy fields and fish ponds in Polanharjo. This condition affects the people whose livelihood is mainly farming and fish farming. Polanharjo Sub-district, especially Glagahwangi, Sidowayah, Kapungan, Borongan, and Sidoharjo Villages, is one of the rice production centers in Klaten District. These villages produce most of the rice in

Polanharjo with the focus of planting organic rice and developing the Rajalele rice variety. The number of water sources and the ability to utilize them has made Polanharjo one of the iconic districts in terms of BUMDes management.

In Polanharjo Sub-district, Ponggok, Sidowayah, and Polan Villages had succeeded in managing their BUMDes into pilot BUMDes which could induce a euphoria, becoming a pioneer for the BUMDes and inspiring the BUMDes around them to develop also. The presence of BUMDes in Polanharjo District has given a real example of utilizing local resources, an abundance of water, for the development of various BUMDes endeavors such as tourism, fisheries, agriculture, and providing clean water. The BUMDes found in Polanharjo District and the types of businesses they have developed are presented in Tabel 1.

Table 1. The Types of BUMDes Business Activities in Polanharjo Sub-district

No	Village	BUMDes Name	Type of Business Activity
1	Sidowayah	Sinergi	Umbul Kemanten water resort, Kampung Dolanan, Rumah Pangan Kita (RPK. Our Food House), Farming, Fisheries, and Animal Husbandry Services
2	Karanglo	Sumber mulyo	Multipurpose building rental
3	Ngaran	Karunia Sejahtera	Multipurpose building rental, gym, BUMDes kiosks, Pamsimas (Program Penyediaan Air Minum dan Sanitasi Berbasis Masyarakat, Community-Based Clean Water Provision and Sanitation Program), table and chair rental, savings and loans.
4	Polan	Makmur Bina	Water resort, water management, financial services
5	Kahuman	Maju Jaya	Rice mill, conference hall, soccer field
6	Glagahwangi	Bangkit Bersama	Magazine, drinking water refill, tourism
7	Sidoharjo	Sidoharjo Makmur	Pamsimas, agricultural supply store
8	Turus	Barokah	Agricultural production services, agricultural supply store, agricultural crop management
9	Janti	Janti Jaya	Tourism, trade, savings and loans, rentals, parking, fish ponds
10	Kranggan	Kranggan sejahtera	Agricultural land cultivation
11	Wangen	Wangen Sejahtera	
12	Ponggok	Tirta Mandiri	Tourism, clean water supply store, fish pond rental, car rental, services
13	Keprabon	Keprabon Makmur	Savings and loans, clean water, garbage, agricultural supplies, tourism village, other services

The table above shows that most of the BUMDes in Polanharjo Sub-district have main business units in water resource management, either for tourism or other kinds of utilization such as clean water management, fisheries, and farming. The numerous springs have made Polanharjo Sub-district an area rich with water resources. These water resources are utilized by the government, the private sector, and the community. Therefore, the BUMDes in Polanharjo Sub-district which are successful are those having businesses in water tourism as their main business unit with the support of other services.

The development of the creative culture and industry is a new alternative for the strategy in developing the rural economy and is believed to have great potential, earning its status as new gold (Drummond, & Snowball, 2019). This is because the development of the creative culture and industry has become a phenomenon in facing the development and challenges of globalization. The technology information factor has accelerated the development of the creative industry, making it an alternative answer for the challenges in improving community welfare. Besides being based on water resource management, the BUMDes in villages where there are no springs tried to develop business units through creative economic efforts. The local cultural heritage, arts, and culture in the community could be developed into a tourism alternative. The development of sustainable community-based tourism will thrive and yield results if it involves the people from the planning process to the activity evaluation (Benu, Muskanan, King, Asa, & Wulakada, 2020).

The development of community culture-based tourism has been recently viewed as a catalyst for a sustainable tourism industry in rural areas (Setokoe, & Ramukumba, 2020). This can be seen from how the community culture-based tourism could bring about a positive change in the rural community. The existing changes are not limited to improvements in the

economy but could also empower the people. For example, Sidowayah Village through their BUMDes 'Sinergi' has managed a 'Kampung Dolanan'. This is a traditional children's games-themed tourism. Kampung Dolanan has become an innovation and has inspired many other BUMDes, showing them that the types of BUMDes businesses are not limited to clean water management or savings and loans, but could also involve other issues such as the development of the local culture.

Building Participation and Innovation

BUMDes as a vessel for accelerating the village economy in realizing the objectives and program requires innovations and participation of the entire village community. Community participation is the main asset in mobilizing the BUMDes and for balancing the limitations in funds and the village government BUMDes managing staff. Participation is a form of active involvement of the people in a group activity by volunteering their abilities. Participation can also be defined as the willingness to support the success of a program according to each person's ability without sacrificing their own needs (Mubyarto, 1997). From these definitions, it can be said that the core of participation is the involvement of the in supporting the success of a development program, and not the process of mobilizing the people. Therefore, participation is the keyword in development and is one of the indicators in good governance.

Moynihan classified community participation based on the type of participation and also representation. There are three types of participation based on the type and level of representation: 1) False participation, where the decisions made are not transparent because they were made by public authorities, thus the participation existing is only symbolic and only involves a few groups in the community. 2) Partial participation, in this participation, the decisions are made by an elite group in the

government by involving a limited interest group, thus the participation only involves certain groups in a limited forum and some of the people have no opportunity at all to participate. 3) Full participation. In this level of participation, decisions are made by government authorities with a strong influence from community participation, involving the wider community in an intensive discussion with the government (Moynihan, 2003). Based on Moynihan's identification of the forms of participation above, it can be concluded that the maximum benefit of the involvement of the people in decision-making is very much determined by the interests, issues, and problems to be solved. These issues, interests, and problems will affect the roles and types of participation that the community must play. The participation model will then become an important foundation for the determination of the best participation instrument for the people.

Community participation is the involvement of community members in the development and the execution of programs conducted in the community. Community participation is a process where all the community parties could form and be involved in all the development initiatives. There are three reasons why community participation so important. First, community participation is a tool for collecting information about the condition, needs, and attitude of the local community, with whose absence the development program and other programs would fail. The second reason is that the people would have more faith in projects or development programs if they feel involved in the preparation and planning processes because they would understand the intricacies of the said project and would have a sense of belonging for that project. Many efforts to realize projects in developing countries show that the people's aid would be difficult to expect if they are not involved. The third reason is that participation is urgent due to the belief that it is a democratic right for the people to be involved in community development (Conyers, 1991).

The involvement of the people enables them to have a sense of responsibility for the sustainability of the development program, allowing the community's potentials and creativity to be more exposed. The people's active participation is also a controlling power over the government policies so that a synergy between the local resources, the government's political power, and financial resources from external investors is built (Suyanto, 2003). Community participation could also be said to be a power to ensure that the development process or the involvement of external investors does not marginalize the economic role of the local people. Active participation of the community in the planning process is expected to build a strong sense of ownership in the community over the results of the development. In participation, there will always be voice, access, and control. Voice is the community members' rights and actions in conveying their aspirations, ideas, needs, interests, and demands on their closest community and even the government policies. Access is the method for influencing and determining policies and the active involvement in managing public goods, including the people's access to public services. Control is how the people are willing to and able to be involved in monitoring the governmental duties. This will then lead to a government that is transparent, accountable, and responsive to its people's needs.

Community participation in development is the functionalization of all the available resources, both natural resources and human resources in a conducive situation and condition which is aimed to improve the community welfare. The people's willingness to take part in the management of a development program is an indication of the people's initial ability to develop independently. Community participation in the BUMDes program in Polanharjo Sub-district is participation through the involvement of the people in giving contributions program in the form of energy, goods, and information. This participation was done through the

involvement in business activities that are in sync with PKK, Pokdarwis, other community group units. However, the community participation in mobilizing BUMDes was still relative because the people who did not participate in the group activities mentioned above did not know what BUMDes are and what the benefits are. Therefore, their desire to be involved in BUMDes is still weak.

The community members who do not participate in BUMDes business activities those who do not participate in community business activities do not joining a community business group because people who do not want to try to engage in existing activities and only benefit from the existence of BUMDes. This causes the people to be dependent. Therefore, there needs to be a strengthening effort from the village government to build the desire and ability of village citizens who are not yet involved in community groups so that they could participate and innovate the management of BUMDes business activities. Increasing participation also requires innovation as a way to introduce something new, either new ideas or new methods or approaches and efforts to find creative solutions for the people. Innovation s new and beneficial ideas which could improve the efficiency, effectiveness, and quality of the results significantly through a new system, method, product, or policy (Macaulay, & Norris 2003).

Innovation can be realized and implemented if it is actively supported by the people. In the innovation process, people must be placed as the subject instead of simply being treated as an object of a program so that they would be more empowered because they could be the agent of change for themselves and their surroundings. BUMDes is a social idea that is realized in the form of an institution to optimize natural resources and accommodate the people's economic activities. BUMDes is also a form of public service innovation to manage village resources and assets to mobilize the village economy. The BUMDes innovation has become a local economic power to improve

the community welfare and increase the village local revenue. So, in addition to increasing the village local revenue, innovations in the BUMDes could also empower the people through the BUMDes business units such as the tourism village management, fish pond rentals, culinary kiosks rentals, village shops, *et cetera*. Therefore, the establishment of BUMDes s mainly to empower the people and thus improve their welfare. The existing assets and resources are managed from the community, by the community, and for the community. Therefore, BUMDes could become a source of income for the community's needs and achieve its objective to create an autonomous village.

The BUMDes as a new policy in mobilizing the rural economy is expected to help manage the assets and resources in the villages in Polanharjo Sub-district. At the moment, most of the BUMDes in Polanharjo Sub-district manage business units involving water resources both for tourism and other kinds of utilization such as clean water management, fisheries, and farming. During the COVID-19 pandemic, many BUMDes in Polanharjo Sub-district that are involved in tourism lost much of their income. The tourism sector was one of the leading business units of several BUMDes, and these units generated most of the BUMDes revenue. At present, almost all the BUMDes in Polanharjo Sub-district have redirected their businesses to clean water management, animal husbandry, farming, and management of Rumah Pangan Kita, especially in distributing aid in the form of the 9 necessities.

Innovation can be seen from the existing characteristics, namely: (1) *Relative Advantage*, that the innovation has superiority and added value and is a characteristic that distinguishes it from others. (2) *Compatibility*, that in innovation there is compatibility, to facilitate the transition process to the adaptation of innovation. (3) *Complexity*, that in innovation there will always be complexity. (4) *Trialability*, that innovation can be accepted if it has been tested and proven to have more advantages than previous

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innovations. (5) *Observability*, that the results of an innovation are tangible (Rogers, Singhal, & Quinlan, 2019).

BUMDes as a form of innovation in managing resources for the welfare of its citizens can also be assessed based on the existing characteristics. **First**, the existence of BUMDes has provided benefits and economic development for the people in Polanharjo Sub-district. Before the COVID-19 pandemic, there was a lot of spring-based tourism in this sub-district, which absorbed a lot of workers. However, nowadays the ongoing businesses are leasing ponds, agriculture, and clean water management. Through the existing business units, BUMDes could empower its citizens. **Second**, BUMDes is also considered an innovation that aligns with the interests and needs of the community because the community can actively participate in their village's natural resource management through the business sector managed by BUMDes. Therefore, the existence of BUMDes can also provide business opportunities for the community, provide investment opportunities for the people, and become a source of village local revenue. **Third**, making BUMDes an option for developing the village economy and empowering the community is a process that requires time does not happen instantly. The success in developing BUMDes in Polanharjo Sub-district also depends on how the village handles the various complexities that exist because each village faces different problems. **Fourth**, as an innovation, BUMDes was initially directly applied in the community in certain villages such as Ponggok. After the BUMDes turned out to have a positive impact, it was adopted by many of the surrounding villages. **Fifth**, the innovation applied has tangible results. As with the BUMDes in Polanharjo Sub-district, based on observations, it can be seen that several BUMDes have developed have made Polanharjo famous as a sub-district capable of developing its villages through the use of appropriate resources. BUMDes is an innovation in mobilizing the village economy and empowering the community.

Collaborative Management in Developing BUMDes

Today's public problems are increasingly complex, so finding solutions requires the involvement of various parties. Currently, there is not a single actor, either the government, the public, or the private sector, who has the knowledge, resources, or capacity to single-handedly solve all the problems (Kooiman, 2012). Collaboration is a cooperation between organizations to achieve difficult-to-achieve common goals. Based on this definition, a collaboration will involve several independent organizations that have self-autonomy and share similar purposes.

In more detail, collaboration has various definitions depending on the scientific perspective and point of view. In sociology, collaboration is a relationship between organizations; in state administration collaboration is a relationship between governments, in economics collaboration, there is a relationship in building strategic management and networks between organizations (Agranoff, & Mcguire, 2003). These various definitions of the term collaboration are trying to explain an interaction or relationship between organizations where the relationship between these organizations aims to carry out various activities for the public interest.

In general, the term collaboration in governance is a voluntary and reciprocal relationship between different public institutions, either private-public institutions or franchise organizations, to provide public services. This definition states that collaboration is cooperation aimed at achieving the goals of either an individual, group, or organization (Munt, 2003). In collaboration, the stakeholders involved work together and reach a consensus to make decisions for solving public problems. Collaboration between stakeholders is continuous, dynamic, and interdependent. Therefore, collaboration is a dynamic concept, incremental in nature, and occurs through several phases.

Effective collaboration is realized through various processes such as

communication, cooperation, and flexibility. Collaboration between institutions in achieving goals for the public interest can be called collaborative governance. Collaborative governance is a management chain in which one or more public institutions directly involve the stakeholders in a formal, consensus-oriented, and deliberative policy-making process in making public policies (Ansell & Gash, 2008). The collaborative management model provides an innovative approach through consensus by making decisions, setting priorities, selecting among priorities, and implementing solutions to the problems identified. Collaborative governance is a multi-sectoral relationship through civic involvement, dialogues, deliberative democracy, multi-stakeholder collaboration, and dispute resolution (Bingham, 2011). Collaborative governance is important because the organization and its environment develop, where several organizations have a common goal but have different capacities, as well as the rapidly developing environmental demands make collaboration a way to solve problems in an institution.

In collaboration, there is an interactive process involving the autonomy of a group of actors who utilize shared rules, norms, or organizational structures to solve problems, reach an agreement to take collective action, and share resources such as information, funds, or staff. Effective collaborative governance will include three dimensions (Bingham, 2011):

- Achieving the client's goals; the main objective of the collaboration is to improve services.
- An improved relationship between organizations can increase the chances for solving the problems and improve the social capital in the community served.
- Development of the organizations will improve the organizational capacity in competing effectively.

Collaborative governance can be created through public values and innovation in decision-making processes,

power relationships, and trust-building (Vangen, Hayes, & Cornforth, 2014). This shows that in collaboration there is a dialogue where communication flows through a trustworthy network so that there will be a relationship, reciprocity, learning, creativity, and adaptation of the existing system (Innes & Booher, 2010). In this case, it means that the participants in the collaboration will speak on behalf of their group's interests. How much influence a stakeholder has can be seen from: First, the initiative must have begun from the actors who had clear demands for the public interest; Second, each collaborating stakeholder has a role in determining the purpose of the collaboration; Third, the relationship between stakeholders must be strategic in nature, meaning that in every activity every actor must be transparent. If an institution only acts as an agent involved in implementing the agenda of the main actors, then the relationship that is created is definitely not a collaborative governance relationship, but a relationship that could be cooptation, domination, or divide-and-rule, which are contrary to democratic collaborative governance (Donahue & Zeckhauser, 2011).

BUMDes as a business entity established in the village is jointly owned by the village government and the community (is communal in nature), not owned by individuals. BUMDes is more of a reflection of the element of togetherness in running a business because it is more suitable for the life of people in rural areas who generally have culture, cooperation, brotherhood, a strong social sense, and are not merely looking for profit. Because of this uniqueness, the collaboration process in BUMDes management will also be dynamic, especially for strengthening and complementing between stakeholders.

In general, the condition of BUMDes in Klaten District, especially in Polanharjo, is only at the establishment stage and is still determining the right business units to be managed. In Polanharjo Sub-district, Klaten District, the 13 existing BUMDes can be classified into 1 independent BUMDes, 1 advanced BUMDes, 4 developing

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BUMDes, and 7 pilot BUMDes. The classification is made based on the development indicators of each BUMDes, such as the existence of a Village Regulation in its establishment, the presence of a statute of association, finances, and others that have been stipulated by Bapermades.

The lack of development of BUMDes in Polanharjo Sub-district, Klaten District, can be seen from the number of BUMDes classified as developing and initiating. BUMDes classified as developing and initiating are facing difficulties in becoming advanced BUMDes. They could be said to be in stasis. BUMDes cannot develop due to several reasons: The demand that each village immediately has a BUMDes. This demand has made the villages feel they were required to immediately establish a BUMDes, regardless of their condition; The village government and community do not understand what BUMDes is. Even though there is a regional regulation on the procedures for establishing a BUMDes, the village government does not yet understand it and is still confused about how to manage and determine what business units they should develop. In a situation like this, there needs to be a commitment from the leaders and innovation (by the community leaders or village head); the lack of competent human resources in managing the BUMDes. Human resource problems can be overcome by asking the managing staff to participate in organizational and entrepreneurial managerial training; Accompaniment in the initial phases of BUMDes management is very important. This is related to the cultural problem of the Indonesian people, who feel insecure when attempting to learn something new. They cannot be left to their own devices immediately but must be accompanied until they can operate on their own. Assistance for BUMDes has been proven to make BUMDes that were initially monitored and assisted, become active and developing BUMDes, enabling them to become a driving force in the village economy and to contribute to the village's local revenue.

Only a few BUMDes have been able to manage their business units effectively, allowing them to survive and provide revenue for the village. The BUMDes that could survive were mostly pilot BUMDes, which at the beginning of their establishment were already a program launched by the government. Furthermore, there was coaching and mentoring from the government through village extension workers. Assistance carried out by the government through Bapermades was done through village extension workers who helped and guided the management of BUMDes based on the criteria from Bapermades. The village extension workers are expected to become facilitators for the village in carrying out programs related to infrastructure development and community empowerment. Apart from the government element, assistance can also come from the private sector in the form of cooperation or in the form of providing CSR. The existing mentoring is temporary, so if the mentored BUMDes is successful, the mentoring program may be terminated. The collaboration model scheme for BUMDes strengthening is presented in Figure 1.

BUMDes operates to gain profit, and ideally, in running its business it should also be colored by local culture, a business philosophy rooted in local wisdom such as member base and self-help. This makes BUMDes a unique institution where the village business is a collective property jointly owned by the village government and the community. In the economic or public administration theories, there is what is known as a public and private partnership, whereas the BUMDes is a public and community partnership. Therefore, building BUMDes requires collaboration or partnerships with various interacting multiple parties.

Collaboration is an alternative in managing BUMDes due to the complexity of the BUMDes' roles and functions in the rural community economy. Besides, BUMDes cannot develop independently; it requires partnerships with other institutions, both private and non-governmental organizations, in its management.

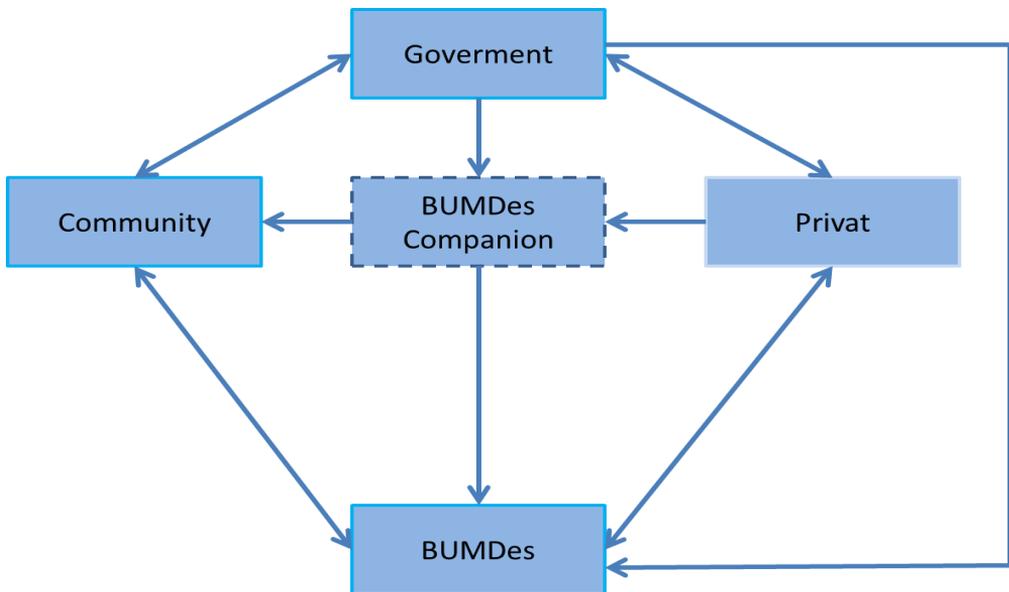


Figure 1: Bumdes Strengthening Scheme Through Collaborative Governance

Collaboration in BUMDes management is an institutional collaboration between BUMDes, the village government, the community, the banking sector, the Community Empowerment Agency, and other stakeholder institutions. In BUMDes management, each element has its role and purpose, especially for improving the village economy and increasing the people's income.

CONCLUSIONS

BUMDes was formed as a communal village economic institution to improve the economic and social life of rural communities, but in its implementation, many BUMDes could not develop. The policy of each village to have a BUMDes made the establishment of BUMDes be carried out instantly, ignoring existing procedures, resulting in many BUMDes are in a state of coma. Problems that often arise in the development of BUMDes are that BUMDes are managed without considering the potentials and resources in the village, the low level of innovation and community participation, and the lack of consolidation and cooperation between stakeholders. These problems make it difficult for

BUMDes to become the backbone in driving the village economy.

Creating an independent BUMDes requires collaborative management between the village government, the BUMDes managing board, the community, and the private sector to improve resources and services. Collaboration is also carried out to increase the organizational capacity to have effective competitiveness, increase problem-solving ability, and develop innovation. In addition, assistance is very important in the early stages of the establishment of a BUMDes. This is related to the cultural problem of the Indonesian people, where when they start to learn something, they cannot be left to their own devices immediately but must be accompanied until they can manage to operate independently before being released. Mentoring for BUMDes has been proven to provide positive results, allowing the emergence of social support in the form of community participation. BUMDes, whose early establishment requires assistance, could then become an independent BUMDes and become the spearhead of development and the driving force of the village economy.

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