

Research Article

Community Empowerment from the Perspective of Collaborative Governance in Bojongcae Village and East Kaduagung Village, Lebak Regency

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Abstract.

Village independence status and the achievement of SDGs are related to community empowerment in Bojongcae Village and East Kaduagung Village, Lebak Regency. These villages have different statuses of village independence. Bojongcae Village is classified as an underdeveloped village, while East Kaduagung Village is categorized as developed village. Collaborative governance is crucial for building community development through empowerment. With collaborative governance, the government can work together with the community to address and provide solutions through various actors from both government and non-government sectors, ensuring that the benefits of such commitments are experienced by all parties involved. This study aims to analyze community empowerment in Bojongcae Village and East Kaduagung Village based on the five collaborative indicators of Ansell & Gash. The research method used is descriptive qualitative with a case study approach. The results indicate that community empowerment in Bojongcae Village and East Kaduagung Village is carried out solely with the involvement of the government and the community. Furthermore, based on the collaborative indicators of Ansell & Gash, it is apparent that all indicators are not yet optimal for achieving collaborative governance in these villages due to the lack of specific empowerment programs from the village government for the community caused by budget constraints, gaps in understanding, and limited collaboration only between the government and the community. Therefore, there is a need for the expansion of collaboration in community empowerment efforts.

Keywords: collaborative governance, community empowerment, village

1. INTRODUCTION

Indonesia still faces development gaps problem. This is shown by the fact that there are still many villages in Indonesia that have the status of underdeveloped and very underdeveloped villages. Development in villages is very important because the majority of Indonesian citizens live in rural areas. It is explained in Article 3 of the Regulation of

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the Minister of Villages, Development of Disadvantaged Regions, and Transmigration of the Republic of Indonesia Number 2 of 2016 concerning the Developing Village Index (IDM). IDM is a composite index consisting of the Social Resilience Index (IKS), Economic Resilience Index (IKE), and Environmental Resilience Index (IKL).

One area in Indonesia that is experiencing a development gap is Lebak Regency. Lebak Regency has 2 very underdeveloped villages and 82 underdeveloped villages. The following is a table of village independence status in Lebak Regency:

TABLE 1: Number of Villages based on Village Independence Status.

No.	Status	Number of Village
1	Very Underdeveloped Village	2
2	Underdeveloped Village	82
3	Developing Village	223
4	Developed Village	33
5	Independent Village	0

Source: IDM Kemendesa [1]

The gap is clearly visible between two villages in Cibadak District, Lebak Regency. In 2023, East Kaduagung Village will be a village with developed village status with IDM value reaching 0.7671 in 2023, accompanied by a Social Resilience Index (IKS) of 0.8514, an Economic Resilience Index (IKE) of 0.85, and an Environmental Resilience Index (IKL) of 0.6. This indicates a significant level of development in various aspects including the economic aspect. While, Bojongcae Village has challenges in overcoming disparities. With IDM status as a underdeveloped village in 2023 with a low IDM value of 0.5435. Bojongcae Village shows a lower level of social resilience with an IKS of 0.6971. In addition, economic resilience is far below average with IKE only reaching 0.4, and IKL of 0.5333. This difference shows the gap in the level of development, social, economic and environmental resilience. East Kaduagung Village stands out as an example of progress with a high IDM score and strong social and economic resilience, while Bojongcae Village faces challenges with a low IDM score and weak social and economic resilience.

In Permendesa PDTT Number 2 of 2016 concerning the Developing Village Index, Article 2 Paragraph 9 explains that the economic resilience index has several sets of indicators consisting of: (1) Diversity of community production; (2) Access to trade centers and markets; (3) Logistics access; (4) Access to banking and credit; and (5) Regional openness.

Banten Province Ministry of Village IDM data [1] shows several economic problems that need serious attention in Bojongcae Village, Lebak Regency. On the indicator of access to trade centers and markets, this village faces significant challenges with the number of micro industries per head of family being less than 0.001. Apart from that, Bojongcae Village has limited economic infrastructure which can be seen from the absence of a permanent market, there is only one shop or grocery stall, and one shop or inn. Apart from that, on the logistics access indicator, the data shows that Bojongcae Village has zero numbers for the number of posts and logistics services. This reflects a worrying condition, because limited access to logistics infrastructure can hamper economic potential and local business growth. Then in terms of banking and credit access indicators, the data shows that there are no financial institutions such as banks or BPRs operating in Bojongcae Village, and there are no credit facilities available. Even the number of active cooperatives and Village-Owned Enterprises (BUMDESA) has also reached zero. Furthermore, in terms of regional openness, Bojongcae Village is also faced with limitations, with the absence of public transportation and the type of village road surface consisting of gravel, stone, and the like.

Meanwhile, the achievement of sustainable development goals for Bojongcae village is also still quite low. Based on data from the Ministry of Villages, Development of Disadvantaged Regions and Transmigration, the SDGs score for Bojongcae Village is 17.42, taken from the average score of 18 Village SDGs Goals. There are still many development goals that get a score of 0 as can be seen in the figure below:

The status of village independence and the achievement of SDGs are related to community empowerment. As according to Hartono [8], the achievement of Village SDGs is directly related to community empowerment efforts. The implementation of development and empowerment of village communities is very dependent on central government policies. With the implementation of this policy, the impact of significant changes was felt in the implementation of development, especially to improve community welfare and village independence. Apart from that, research from Wulandari [15] proves that the implementation of the Gandeng Gendong program involves collaboration between 5K actors, namely city government, corporations, campuses, communities and villages, which has implications for accelerating poverty reduction, increasing welfare and advancing society, and can develop villages or areas in the Yogyakarta City area. In line with research by Indrayani [9] shows that collaboration between actors, namely government, academics, community, business and media, is going well, and has a significant impact on the independent status of a village, such

No.	Status	Jumlah Desa
1	a Village Without Poverty	0,00
2	a Village Without Hunger	0,00
3	a Healthy and Prosperous Village	50,00
4	Quality Village Education	0,00
5	Involvement of Village Women	55,26
6	Adequate Villages for Clean Water and Sanitation	75,00
7	Village with Clean and Renewable Energy	100,00
8	Equitable Village Economic Growth	0,00
9	Infrastructure and Village Innovation According to Needs	0,00
10	Village Without Gaps	0,00
11	Safe and Comfortable Village Residential Area	33,33
12	Environmentally Conscious Village Consumption and Production	0,00
13	Villages Responding to Climate Change	0,00
14	Marine Environment Care Village	0,00
15	Land Environment Care Village	0,00
16	Village of Justice and Peace	0,00
17	Partnership for Village Development	0,00
18	Dynamic Village Institutions and Adaptive Village Culture	0,00

Figure 1: Bojongcae Village SDGs Goal and Score 2023. Source: Village SDGs Kemendesa [2].

as the Taro Tourism Village. Where in its development, Taro Tourism Village has been designated as a tourist village with an advanced title and is included in the top 500 Indonesian Tourism Village Awards (ADWI) in 2023.

The results of the research above show that community empowerment supports increasing the status of village independence and achieving village SDGS. So community empowerment will be successful if there is collaborative governance. Collaborative governance includes processes in which government, the private sector, and society work together to design and implement policies and programs that benefit all parties. Collaborative governance can ensure fairer and more diverse representation, as well as enable more holistic and sustainable solutions to address disparities through the active involvement of all parties. In this case, colaboration and involvement between government and non-government actors is the key to creating a sustainable positive impact. Therefore, this research was conducted with the aim of analyzing community empowerment in Bojongcae Village and East Kaduagung Village based on the five collaborative indicators of Ansell & Gash.

2. THEORETICAL STUDY

Collaborative governance is one way to overcome problems through stakeholder involvement in determining goals, results and changes, as is the case with collaborative governance in empowering farmer groups in Wajo Regency. Based on DeSeve's theory, research results show that collaborative governance experiences obstacles, especially because institutions operate independently without a clear collaborative network structure. Farmer groups face difficulties in understanding commitment building and a lack of trust between stakeholders due to a lack of understanding about building trust in collaboration. Governance that is not yet optimal is caused by differences of opinion between stakeholders [7]. Collaborative governance can be a strategy for overcoming social problems, especially related to the rights of people with disabilities. The research results show that collaborative governance in empowering the disabled community is still experiencing obstacles, due to a lack of commitment and trust between stakeholders, limited budget and infrastructure resources, and the absence of official regulations regarding collaboration for the empowerment of the disabled community [14]. Almost the same as Swastika in their study explains that collaborative governance is used in inclusive development in Bengkala Village, especially in overcoming the problems of people with special needs through DeSeve's collaboration theory and inclusive development theory according to Law Number 8 of 2015 concerning Disabilities including four indicators, namely full participation, accessibility, availability of entitlement services, and inclusive attitudes. The research results show that collaboration between the government, private sector and society has gone quite well, but is not yet optimal because of the 8 indicators of collaboration, there are 3 indicators that have not gone well, namely network structure, governance and information sharing. Problems include the dominance of the private sector, unclear boundaries between parties, and a lack of disclosure of information from the private sector regarding funding [13].

Collaboration can unite stakeholders in effective institutions to solve problems. Through a systematic multi-criteria approach to review the role of stakeholders who are considered to have an interest in managing fishermen empowerment in Pesisir Selatan Regency, it was found that stakeholders have different goals, steps and abilities in observing fishermen empowerment programs and being involved in them. Social empowerment activities that can take into account the interests of many parties with equal relationships [5]. This is different from research conducted by Sujatmiko which explains the role of collaborative governance in reviving Bligo Village after the Covid-19

pandemic based on 10 (ten) dimensions of collaborative governance according to Ansell & Gash. The research results show that Bligo Village achieved success in empowerment through the village government, NGO Rumah Zakat, community groups, and the private sector. The empowered village program is implemented through inclusive dialogue that builds trust between the parties and is manifested in commitment through agreed cooperation contracts and letters of recommendation. Each party participates in its duties with clear authority to support the success of the empowered village program [12].

Based on the results of previous research, the novelty of this research lies in extracting information related to conditions, problems and collaborative governance in community empowerment in Bojongcae Village and East Kaduagung Village using the collaborative governance theory proposed by Ansell & Gash.

3. METHODS

This research used a qualitative method with a case study approach to examine problems in depth and as a reference for decision making. Data was collected through direct interviews in Bojongcae Village and East Kaduagung Village as well as document review. Data analysis uses the Cresswell method. This research aims to explore conditions, problems and collaborative governance in community empowerment in the two villages.

4. RESULTS AND DISCUSSION

4.1. Face to Face Dialogue

4.1.1. East Kaduagung Village

Face-to-face dialogue is carried out with involvement between stakeholders which usually involves more than one sector [3]. Community empowerment activities in East Kaduagung Village involve the village government and local community, while the private sector has no role in these activities. This is because there are no large companies in the village area. The involvement of academics in community empowerment is limited to activities such as Real Work Lectures (KKN) which are held every year, including sports tournaments and competitions for MSMEs. One of the programs is to provide motivation

for tempeh product innovation. However, the role of academics is temporary and limited, while the main collaboration remains between the community and village government.

East Kaduagung Village has regular forums to discuss activity planning and accommodate community input. This annual forum involves the village government, community leaders, as well as Neighbourhood Association (RT) and Citizen Association (RW) representatives, who function as liaisons to convey the aspirations of residents. The process of conveying aspirations is carried out in stages, starting from the RT until it is discussed in the annual forum. Village programs are prepared by the (RT) Chair, BPD Chair, and Village Head. However, some residents felt they were not involved in formal village deliberations.

4.1.2. Bojongcae Village

Bojongcae Village has a structured village consultation system, involving village officials, community leaders, religious leaders and youth. However, the involvement of the private sector and academics in community empowerment is still very limited, limited to communication to obtain information without concrete cooperation. The main challenge in collaborating with external parties, especially the private sector, is that the village economic conditions are less attractive for investment. Although several universities are trying to promote local products such as woven roofing for chicken farms, these programs have not been realized.

The Bojongcae Village Government routinely holds annual and semester meetings, including village workshops, village meetings, and RPJMDes Musrenbang, in accordance with Village Regulation Number 1 of 2021 concerning the 2021-2027 Village RPJM. This activity aims to discuss short and long term village activity planning, producing documents such as the Village Government Work Plan (RKP) and RPJMDes. Community proposals are accommodated and checked for suitability with the RPJMDes before being included in the RKP, showing wide participation space for the community to express their aspirations. The deliberation process is carried out in stages, where the results become guidelines for planning and implementing sustainable village development.

In East Kaduagung Village and Bojongcae Village, although face-to-face dialogue has involved internal parties such as village officials, community leaders and youth, its implementation is not yet fully in accordance with the concept outlined by Ansell & Gash. Face-to-face dialogue ideally involves many stakeholders from various sectors, including

the involvement of non-state stakeholders [3]. Interaction in both villages is still focused on the internal environment between the village government and the community, with minimal participation from the external sector. The private sector has not made a significant contribution, and relations with academics are limited to certain activities such as KKN, without any ongoing strategic collaboration. The absence of external parties reduces the village's potential to obtain the necessary inputs and resources. Although there have been efforts to involve the community in village deliberations, comprehensive cross-sector collaboration has not been realized.

4.2. Trust Building

4.2.1. East Kaduagung

To build trust in community empowerment in East Kaduagung Village, the village government has taken strategic steps to ensure good communication and information transparency. One of the main efforts is to utilize communication technology, such as WhatsApp groups, to disseminate village program information quickly and effectively. Initial information was conveyed via the RT group and forwarded to the public via their respective WhatsApp groups.

The village government strives to provide the best service to the community, especially in social assistance (bansos), by ensuring that assistance is right on target and services are carried out transparently without bureaucratic obstacles, as long as there is valid information from the RT and RW. However, there are challenges such as low community participation in village activities which often depend on financial incentives. The community is less enthusiastic about participating in mutual cooperation or village meetings without the lure of money or social assistance. Apart from that, several residents complained that the disclosure of information regarding village programs and the distribution of social assistance was not optimal, as well as the distribution of aid being uneven and a lack of attention to village public facilities.

4.2.2. Bojongcae Village

The Bojongcae Village Government is trying to build community trust in development programs, especially in the economic sector and management of social assistance. The village government regularly holds village meetings, both semesterly and annually, to

invite the community to participate in program and budget planning. This deliberation aims to ensure community input regarding the program to be implemented, such as goat cultivation in the food security program (KETAPANG). The village government gives each region the authority to choose goat livestock managers to improve the local economy.

However, there are obstacles in providing social assistance, with some residents complaining about the preference for cash assistance, such as Direct Cash Assistance (BLT), compared to other programs such as free BPJS. This creates negative perceptions and distrust towards the village government, especially the village head, when residents do not get the assistance they hope for. In addition, many residents who should be entitled to receive assistance are not properly recorded because their employment status in their population documents is inaccurate. For example, they are registered as self-employed even though they work as farmers or laborers. The village government has made efforts to improve the status of this work so that assistance is more targeted.

In the economic empowerment program, the village government utilizes Village Funds through the KETAPANG program, including the development of Village-Owned Enterprises (BUMDes) for professional management of goat cultivation. However, they face the problem of inadequate human resources to manage village funds optimally, so the formation of BUMDes cannot yet be carried out.

Building trust in collaboration across actors requires three key elements: active engagement, open communication, and responsiveness [3]. Trust building in East Kaduagung Village and Bojongcae Village is still not optimal. Although the East Kaduagung Village government is trying to build trust through information transparency and active participation, challenges such as low community participation without financial incentives and dissatisfaction with budget management still exist. Transparency in decision making and resource use is critical to building trust [3]. However, there are inconsistencies in the community's perception of the village government, which hinders the trust building process. In Bojongcae Village, trust issues arise due to perceptions of injustice in the distribution of community empowerment programs. The BUMDes development plan for goat cultivation was also hampered because the village government assessed that existing human resources (HR) were inadequate to manage village programs and funds. This uncertainty created doubts among the government and society regarding the success of the program, resulting in delayed implementation.

4.3. Commitment to the process

4.3.1. East Kaduagung Village

The commitment of the East Kaduagung village government is demonstrated through community empowerment activities which include programs from the central, regional and village governments. The East Kaduagung village government focuses on empowering local communities through physical development and social activities, such as celebrating Islamic Holidays (PHBI) involving the community and youth organizations. The village government utilized assistance from the province despite limited funds. In the economic sector, there is the KETAPANG program from the regional government which focuses on food security through cattle fattening, which is managed by community groups. However, this program is often complained about because the results are not satisfactory to the community, so participation decreases.

On the other hand, East Kaduagung community participation is still low, especially in programs that do not provide direct financial assistance. They are more interested in monetary assistance than mutual assistance activities. In the health sector, the stunting management program through posyandu is not running optimally, where food aid often does not reach the children it should. Some residents complained about the lack of access to nutritious food assistance and that assistance was only available during certain events such as elections. Even so, the community admits that there is a positive impact from having a village head through youth organizations and implementing social programs, including providing assistance to sick residents. Community aspirations are also accommodated and used as input in village deliberations.

4.3.2. Bojongcae Village

The Bojongcae village government does not yet have its own community empowerment program and only implements programs from the central and regional governments. They are trying to run a health program through posyandu to overcome stunting. In the economic field, the empowerment program faces obstacles in the agricultural sector which depends on irrigation from the Siujung River, where changes in terrain and land instability often hamper water distribution, thereby disrupting agricultural activities.

The Bojongcae village government is trying a goat cultivation program as part of the KETAPANG program to improve the community's economy. Currently, this program is

still in the introduction stage and is expected to be managed by community groups, with livestock products purchased and marketed by BUMDes. The village government's commitment is reflected in its response to community aspirations through deliberations and field checks, with aspirations being accommodated in stages. However, there is no commitment from society as a whole, where their participation and mindset is still not good. So the current focus of the Bojongcae village government is improving the community's mindset as an important step in empowering them. The Bojongcae village government is also committed to continuing to look for new innovations and breakthroughs, as well as collaborating with other villages to share information and experiences to improve community welfare, both economically and socially.

Commitment to the process has not been fully realized at the community level, which prioritizes immediate benefits over long-term benefits from empowerment programs. Required commitment from all parties to be involved actively, consistently and sustainably is the key to achieving optimal results [3]. The East Kaduagung and Bojongcae village governments demonstrate commitment to the process through implementing programs provided by the central and regional governments. Even though they do not yet have an independently designed empowerment program, they are still trying to implement existing programs. However, there is no commitment from society as a whole, this is because the level of participation and mindset of society is still low.

4.4. Shared Understanding

4.4.1. East Kaduagung Village

To increase understanding between the village government and the community in empowerment, the East Kaduagung Village government is implementing the KETAPANG program in the economic sector, which focuses on cattle fattening as an effort for food security. This program aims to increase the community's productive business through collective cattle management, where one group takes care of 10 cattle which will be sold after a few months, with the proceeds divided into group capital. However, some people admitted that they did not know about the KETAPANG program and cattle fattening, this shows the lack of effectiveness of information dissemination. In fact, it is stated in the Decree of the Minister of Villages, Development of Disadvantaged Regions and Transmigration of the Republic of Indonesia Number 82 of 2022 concerning Guidelines for Food Security in Villages which states that food security programs, including

livestock, must prioritize the principle of participation. All communities must be involved from planning to supervision, so they need to receive information about the program.

The level of public understanding is limited to receiving information without implementation. The low level of active participation is caused by a lack of knowledge and motivation, especially among people with low education, such as elementary or middle school graduates. In addition, the lack of entrepreneurship training programs that provide direct benefits makes people feel less supported in improving their skills. Even though there has been workshop training by youth organizations, community participation is limited by different abilities and interests.

4.4.2. Bojongcae Village

The Bojongcae Village Government faces challenges in equalizing understanding of empowerment programs. People tend to view government programs as something that is given without a sense of responsibility to develop the program's potential. To overcome the gap in understanding between the community and the government, the Bojongcae village government implemented socialization initiatives, including the socialization of the Village Medium Term Development Plan (RPJMDes) involving the BPD, Karang Taruna, and other village institutions. The aim is to provide an understanding of the vision and mission of development until 2027 and formulate programs based on deliberation. Apart from that, health outreach is carried out regularly through posyandu and puskesmas to increase public understanding about health.

Even though outreach has been carried out, public understanding of empowerment policies is still low, which causes dissatisfaction. Communication constraints meant that some residents were unable to attend, so information was not conveyed properly. People's education level also influences their understanding. RPJMDes data shows an increase in education in Bojongcae Village, with 787 of the 3,424 residents having student status. However, access to education is still limited to elementary school level with only 2 schools and residents have to travel long distances for higher education without public transportation which hampers the development of village human resources. The village government is trying to involve young people in developing village human resources, but entrepreneurship training for the community is still minimal and there are no intensive programs at the district or provincial level. This makes people, especially young people, feel less supported in developing their skills. However, changes in

people's mindsets are starting to be seen, especially in people's readiness to discuss and participate in decision making.

According to Ansell & Gash [3] mutual understanding is the process of equalizing understanding regarding the knowledge needed to solve the problems faced. It can be seen that shared understanding in both East Kaduagung Village and Bojongcae Village has not run optimally, because there is a gap in understanding and community participation which hinders this goal. In principle, shared understanding requires active involvement and participation from all parties involved in every stage of the program, from planning to implementation and evaluation [3]. The level of community understanding of village programs is still low, influenced by low levels of education which reduces motivation to get involved. This shows a failure in creating a common understanding between the government and the community, so that collaboration is not achieved optimally.

4.5. Intermediate Outcomes

4.5.1. East Kaduagung Village

The East Kaduagung village government has planned to establish a Village-Owned Enterprise (BUMDes), although to date this has not been realized. This plan includes utilizing village assets, such as building shophouses on the side of the road for rent, which is expected to provide stable income for the village. This shows the village government's efforts to find independent sources of income to support community empowerment activities. In addition, evaluation of community empowerment programs in villages is carried out through administrative checks every year. But sometimes physical and administrative management is not balanced, some are not even accompanied by adequate administrative reports.

The village government assesses that so far the community empowerment program has had a positive impact on community life in the economic sector, such as capital assistance from the village head to small communities. However, some people feel that there has been no impact from the village government program. Furthermore, the community considers that public facilities such as toilets are no longer adequate, but there has been no follow-up from the East Kaduagung village government.

4.5.2. Bojongcae Village

The Bojongcae Village Government has budgeted a plan to procure Village-Owned Enterprises (BUMDes), but it has not been implemented. During the three years of leadership of the current village head, this plan has not been immediately implemented because it is still at the stage of introducing this type of business. Currently, they are running the KETAPANG program for goat cultivation, which is expected to run optimally after observing the development of each community group.

Apart from that, the Bojongcae village government has attempted to carry out several programs, but most of them have not been optimal due to the limited village budget. Several economic empowerment programs have been tried, but the results have not been optimal, such as last year's agricultural irrigation program which was less than satisfactory due to uneven water distribution. Next year, the village government plans to drill for groundwater in rice fields to improve water distribution and overall agricultural output. The Sesa Bojongcae government is currently focusing on improving the community's mindset. Together with RT, RW and community leaders, they are trying to educate residents to be more positive and visionary regarding community empowerment programs for long-term improvements.

In this case, the achievement of intermediate outcomes in East Kaduagung Village and Bojongcae Village has not been optimal. The final results represent the real output or "small wins" from the collaborative process that leads to the success of the empowerment program being implemented [3]. The non-optimal achievement of final results is caused by the unrealized plan to establish a Village-Owned Enterprise (BUMDes), which reflects the gap between planning and implementation in the two villages. Even though several empowerment programs have been implemented, there is still community dissatisfaction, especially regarding the distribution of aid and public facilities, as well as limited community thinking and participation. Apart from that, the evaluation carried out was only limited to administrative checks and did not directly involve evaluating the community. Ansell & Gash's theory emphasizes that evaluation in a collaborative process must include active participation from all parties to achieve stronger final results. This shows that several steps have been taken by the village government but have not achieved maximum final results.

5. CONCLUSION

Based on the result of the study, Collaborative governance in East Kaduagung Village and Bojongcae Village still not optimal especially in community development. Because community empowerment is still limited to the internal scope of the village between the village government and community leaders, without involving active participation from external parties such as the private sector and academics. Apart from that, there is no special empowerment program from the village government for the community due to budget constraints, a gap in terms of understanding between the government and village communities, as well as low community commitment and participation in community empowerment programs. This resulted in several community empowerment programs being implemented that did not produce the desired results. Thus, there is a need to expand collaboration in community empowerment by not only involving village governments and community leaders, but also inviting active participation from various other actors such as academics, communities, the business sector and the media with the aim of creating empowerment programs that are more inclusive, innovative, and sustainable.

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