

## COLLABORATIVE GOVERNANCE MODEL: A STUDY OF VILLAGE FUND MANAGEMENT IN THE CONTEXT OF VILLAGE AUTONOMY

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### ABSTRACT

Village funds are a fiscal policy specifically provided to village governments to support broad village autonomy. Demands for collaboration among stakeholders have emerged for implementation in various public organizations, one of which is village government. However, the implementation of collaboration has not been optimal, resulting in suboptimal management, low human resource capacity, and minimal transparency and oversight, resulting in misuse of village funds. This study was conducted to determine the collaboration process and the driving and inhibiting factors in village fund management. The study was qualitative and descriptive. Primary data were obtained through a series of observations and in-depth interviews with key stakeholders in village fund management. Secondary data were obtained through official documentation issued by relevant agencies. The research instrument used was theory *collaborative governance* by Ansell and Gash (2008) which includes (1) Initial conditions, (2) Facilitative leadership, (3) Institutional design, (4) Collaborative process. The research results show that the collaborative process in the management of village funds that has been implemented has not run optimally. Therefore, improvements are needed from the village government as the implementer of village fund management to implement better collaborative governance so that village fund management can run effectively and efficiently.

**Keywords:** Village Fund Management; Collaboration; Stakeholders.

### ABSTRAK

Dana desa merupakan kebijakan fiskal yang secara khusus diberikan kepada pemerintah desa untuk mendukung otonomi desa yang luas. Tuntutan kolaborasi antar pemangku kepentingan telah muncul untuk diimplementasikan di berbagai organisasi publik, salah satunya pemerintah desa. Namun, implementasi kolaborasi tersebut belum optimal, sehingga mengakibatkan pengelolaan yang kurang optimal, kapasitas sumber daya manusia yang rendah, serta minimnya transparansi dan pengawasan, sehingga mengakibatkan penyalahgunaan dana desa. Penelitian ini dilakukan untuk mengetahui proses kolaborasi serta faktor pendorong dan penghambat dalam pengelolaan dana desa. Penelitian ini bersifat kualitatif dan deskriptif. Data primer diperoleh melalui serangkaian observasi dan wawancara mendalam dengan para pemangku kepentingan utama dalam pengelolaan dana desa. Data sekunder diperoleh melalui dokumentasi resmi yang dikeluarkan oleh instansi terkait. Instrumen penelitian yang digunakan adalah teori tata kelola kolaboratif Ansell dan Gash (2008) yang meliputi (1) Kondisi awal, (2) Kepemimpinan fasilitatif, (3) Desain kelembagaan, (4) Proses kolaboratif. Hasil penelitian menunjukkan bahwa proses kolaboratif dalam pengelolaan dana desa yang telah diimplementasikan belum berjalan optimal. Oleh karena itu, diperlukan perbaikan dari pemerintah desa sebagai pelaksana pengelolaan dana desa untuk menerapkan tata kelola kolaboratif yang lebih baik agar pengelolaan dana desa dapat berjalan efektif dan efisien.

**Kata kunci:** Pengelolaan Dana Desa; Kolaborasi; Pemangku Kepentingan.

### INTRODUCTION

Villages are viewed as social and political entities within a nation, possessing unique characteristics as places for preserving cultural heritage, customs, traditions, and local wisdom. Within the constitutional structure of the Republic of Indonesia, villages play an inseparable role in the Indonesian government system. Underlying this is the Constitution of the Republic of Indonesia, namely the 1945 Constitution,

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which is expressly mandated in Article 18B and its management is regulated through Law No. 6 of 2014 concerning Villages. which is the main legality for village governments in formulating and designing their public policies. Thus, a village is an area that absolutely has broad authority, namely based on autonomy in regulating and managing its own household affairs, which is guaranteed directly by law (Nurcholis, 2007).

In supporting the implementation of governance within the concept of autonomy, village governments receive direct financial assistance from the central government, namely the Village Fund (DD) program to support village development and welfare. The Village Fund is a fiscal policy that has been distributed since 2014 as an implementation of Law No. 6 of 2014 concerning Villages, which serves as a legal guideline or benchmark for village government management in general. The Village Fund is one of the largest sources of income for villages, allocated to reach IDR 71 trillion in 2024, sourced from the State Budget (APBN). As a public institution, village revenue and expenditure in one fiscal year are administered into the Village Budget (APBDes) as a form of a series of village financial plans that form the basis of village accounting. Thus, good village governance is inevitable.

The radical increase in village finances will be a challenge in itself. As public funds, village funds must be used based on public sector management aimed at achieving the public interest. However, the implementation stage of village fund management faces a number of obstacles because many abuses of authority for personal gain were found by village heads and village officials. For example, the case of irregularities in budget realization in several development projects in Jangkar Asam Village, Belitung Regency, resulted in three village officials, consisting of the village head, treasurer, and chief executive, being named as corruption suspects related to the management of the Village Revenue and Expenditure Budget (APBDes) for the 2015 fiscal year.<https://bangka.tribunnews.com>). Accessed on Monday, January 30, 2025. Furthermore, the former Head of Kemuja Village, Mendo Barat District, Bangka Regency was sentenced to one year in prison and a fine of IDR 50 million for the act of transferring corruption of village funds, (<https://bangka.tribunnews.com>). Accessed on Monday, January 30, 2025. A number of the above problems indicate that there are still irregularities in the management of village funds, so special attention must be paid to ensure that village funds can be used according to their original purpose.

The series of problems above are triggered by internal and external factors due to weak supervision carried out by stakeholders, resulting in attempts to abuse authority or evil agreements carried out by village officials in the use of village funds not in accordance with procedures and mutual agreements. Collaborative Governance studies can be an alternative for public organizations, especially village governments, in managing government affairs and public policy programs. Collaborative Governance can be implemented by legitimate authority holders in resolving public problems by collaborating with other parties related to the process of resolving problems that occur. In general, collaboration is understood as a concept of cooperation used to unify the views of various interested parties or elements. Specifically, the concept of collaboration according to (Ansell and Gash, 2008) is a new strategy in governance by gathering various interested parties to discuss together in a forum to achieve common goals or consensus. There are four variable points or main principles of the collaborative governance concept put forward by Ansel and Gash, namely (1). Initial conditions; (2) Institutional Design; (3) Facilitative leadership; 4. Collaborative process.

A number of previous literature studies show empirical facts related to collaborative governance, namely research. Warokka & Warokka, (2025) Seven key governance constructs emerged, with ethical governance, implementation capacity, mandatory disclosure and reporting, community participation, and financial management capacity demonstrating significant positive impacts on sustainable village fund management outcomes. Conversely, perceived social and economic impacts were negatively correlated with performance, and planning quality only had an impact in certain contexts. Meanwhile, research Nuh et al., (2024) The collaborative governance process has not been running optimally, especially at the initial condition component stage. Knowledge and community collaboration levels related to Geopark

development, particularly in Kemiren Tourism Village, are still low but show improvement due to the intensity of visits and tourist activities in Kemiren Tourism Village. In contrast, other collaborative components, namely facilitative leadership, institutional design, collaborative processes, and outcomes, have been running well. Research Sutikno et al., (2022) shows that BUMDes Makmur Sejahtera has not fully implemented all aspects of the collaborative governance process, there are limitations in cooperative relations with external parties (private) and only collaborate with internal parties due to the lack of common perceptions between each party, so that it cannot establish cooperation with the private sector and the community as supporting actors that can benefit and have a good impact on the government, the community and BUMDes Makmur Sejahtera.

Based on the results of previous thinking and research above, this article aims to analyze the processvillage fund management using a model *collaborative governance*and analyze the driving and inhibiting factors of village fund management in Bangka Kota Village, Simpang Rimba District, South Bangka Regency.

## METHOD

The research location is in Bangka Kota Village, Simpang Rimba District, South Bangka Regency. The reason for choosing this research location is because administratively, Bangka Kota Village in Simpang Rimba District has three hamlets that still have a rural character, with the majority of the community working as farmers and unconventional tin miners. All government activities in Bangka Kota Village have gone through a series of Collaborative Governance processes for each public policy-making. The research was conducted for approximately three months, from February 5 to April 30, 2025.

The research approach used in this study is descriptive qualitative to gain in-depth insights and insights into each problem encountered at the research site, particularly in village fund management. Data collection for this study employed a purposive sampling method because the selected informants possessed the information the researcher needed. Purposive sampling is where a researcher selects informants with a specific purpose or intentionally related to the problem being studied. The informants included the sub-district head, village head, village secretary, village treasurer, BPD members, and several community and village leaders. This facilitated the researcher's ability to explore the objects or social conditions under study.

The data sources in this study use two sources, namely primary data and secondary data. Primary data was obtained directly from informants through in-depth interviews or observation activities of an activity or event at the research location. Secondary data used by researchers are written data sources in East Kace Village and utilize official documents or reports including laws and regulations and other sources that provide explanations of the problems being studied. The validity and validity technique of this research data uses the triangulation method to obtain coordinate points in each data and obtain meanings that can be generalized concretely (Sugiyono, 2020). Data were analyzed through (4) stages, namely Data Collection, Data Reduction, Data Presentation (Data Display), and Conclusion Drawing/Verification (Miles & Huberman, 2014).

## DICUSSION

### 1. Public Sector Management

Public management is an interdisciplinary study that describes the general characteristics of organizations by combining several aspects, namely human, physical, financial, political, and information resources. In short, public sector management is more directed at real policy problems and is applied to improve public services. Management specifically according to (Terry, 2008) is defined as a unique process through planning activities, organizing by moving human resources and other sources such as materials, money, methods, and markets to achieve organizational goals. On the other hand, public sector

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management according to (Mardiasmo, 2004) is an entity whose activities are related to efforts to produce public goods and services in order to meet public needs and rights.

Management is generally understood as a tool for directing and motivating people within an organization to achieve organizational goals. Thus, within an organization, there are collaborative activities or activities in an effort to achieve predetermined goals. Management includes at least planning, organizing, and controlling activities. Specifically, public management is the activity of organizing and directing to achieve goals in meeting community needs through public services. In general, public management addresses public issues through concrete policies and is implemented to improve public services by prioritizing responsive, participatory, transparent, and accountable organizational development, thus creating effective and efficient management in the service delivery process, namely public satisfaction.

The public sector is the government's responsibility as a representative of the state to produce, distribute, and allocate resources that meet the needs of the community. (Mardiasmo, 2009) explains that the public sector is an entity whose activities are related to efforts to produce public goods and services that aim to meet the needs and rights of the public. Public management, according to Donovan and Jackson (in Firdausijah, et al, 2023), is explained as an activity carried out with a series of skills. Ott, Hyde, and Shafritz (in Firdausijah, et al, 2023) define public management as a natural effort to focus on how public organizations implement mutually agreed-upon public policies.

The public management paradigm has undergone a number of shifts, from the Old Public Administration (OPA) paradigm to the New Public Management (NPM) paradigm, thus changing the term government to governance. Collaborative governance is part of the development of the public sector management paradigm by involving a number of stakeholders, namely government institutions, the private sector, to community interest groups or Non-Governmental Organizations (NGOs) in all stages of decision-making in solving public problems. Thus, it can be concluded that public management is an interdisciplinary science in the general aspects of public organizations, and is a combination of management functions, namely planning, organizing, actuating, and controlling with human, financial, physical, information resources, and so on.

## 2. Collaborative Governance

Collaboration is generally understood as the activity of working together or collaborating with others to address a specific problem or achieve a specific goal that cannot be achieved individually. In relation to public administration, collaborative governance is a new model for carrying out government activities by involving stakeholders together in a consensus forum to produce joint decisions aimed at resolving problems that cannot be addressed by the government alone.

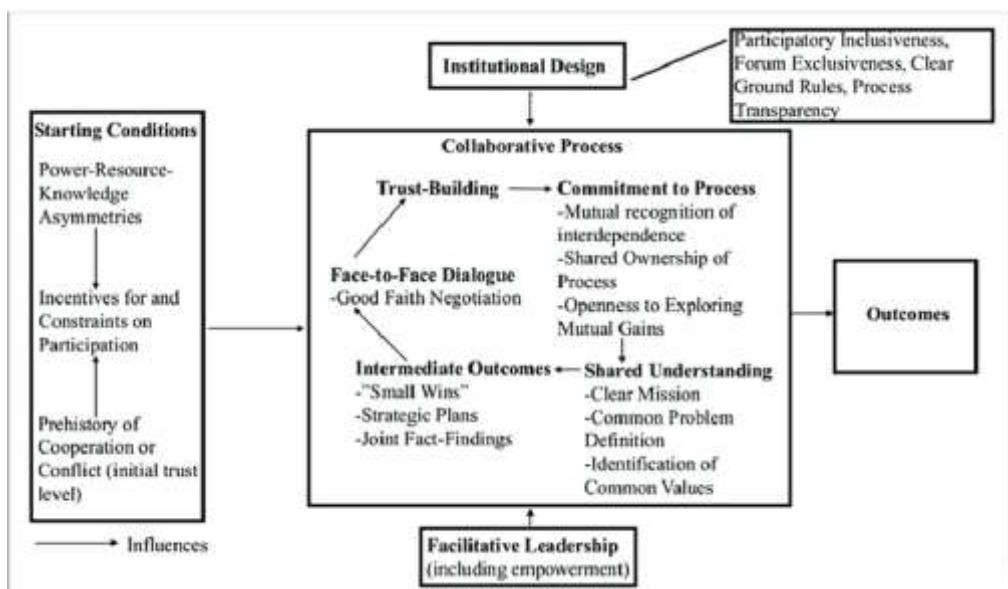
The collaborative governance model according to (Ansell and Gash, 2008) is a series of management of one or more public institutions that directly involve non-state stakeholders in the process of making public policies that are consensual and deliberative in nature that aims to create or implement public policies or regulate public programs or assets. In addition, (Ansell and Gash, 2008) explain that collaborative governance is a process of collaborative activities carried out by a number of public institutions with other related parties and involved directly or indirectly with the aim of solving public problems.

The collaborative governance model according to (Ansell and Gash, 2008) is that the initial conditions in a collaboration are influenced by several phenomena, namely stakeholders who have shared interests and visions to be achieved, a history of collaboration in the past, mutual respect for the established collaboration, trust in each stakeholder, imbalance of power, resources, and knowledge. Facilitative leadership is related to deliberations carried out by stakeholders, establishing clear ground rules, building trust, facilitating dialogue between stakeholders and sharing mutual benefits. Institutional design is related

to the procedures and basic rules in collaboration for legal collaborative process procedures, transparency processes, inclusiveness of participation, and inclusiveness of the forum.

The collaborative process is an important variable in the collaborative governance model that begins with face-to-face dialogue related to good trust between stakeholders so that trust is built which will later influence commitment in the collaborative process, after the commitment of stakeholders is high there will be a shared understanding in problem formulation, identification of values, and a clear mission. After stakeholders have similarities and understanding, they will determine a strategic plan to carry out the collaboration. Indicators of the success of the collaborative process according to UNDP (Mardiasmo, 2009) are participatory, transparency and accountability, rule of law, effective and efficient.

**Figure 1: Ansell & Gash Collaborative Governance**



Model Source: Ansell & Gash, 2007: 550

There are 8 indicators of collaborative governance according to De Seve (Sudarmo, 2011) in assessing the success or failure of the government in the collaboration process, namely:

1. *Networked structure*
2. *Commitment to common purpose*
3. *Trust among the participants*
4. *Governance*
5. *Access to authority*
6. *Distributive accountability/responsibility*
7. *Information sharing*
8. *Access to resources*

### 3. Collaborative Governance in village fund management

Geographically, Bangka Kota Village is located in Simpang Rimba District, South Bangka Regency. Historically, Bangka Kota Village has been a village where the majority of its residents have worked as tin miners, fishermen, farmers, pepper growers, and rubber growers. Most of them live along the river, allowing for trade with other regions by boat, sailing ships, and motorboats. Bangka Kota Village officially joined South Bangka Regency during the regional autonomy period in 2003. As reported on the official

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website of Bangka Kota Village, it explains that the total population of Bangka Kota Village is 3,897 people, divided into 2,035 men and 1,862 women, with an area of 561,300,000. m<sup>2</sup> and currently the majority of the population work as fishermen, pepper, rubber and palm oil farmers and traditional tin miners.

**Figure 2: Map of Bangka City Village**



Source: Processed Data

Based on secondary data reflected in the Village Budget (APBDes), it has several largest sources of income, one of which is the Village Fund (DD), which is a public financial program sourced from the State Budget as an implementation of Law No. 4 of 2014 concerning Villages. Based on the accountability report of the South Bangka Regency Government in 2024, the budget reached Rp. 45,962,883,000 which was distributed to 50 villages and the Bangka Kota Village Government received a share of the Village Fund (DD) of Rp. 935,214,000, in detail the acquisition of village funds each year can be seen in table 1. Furthermore, the Village Fund is one part and one unit in the Village Revenue and Expenditure Budget (APBDes) which must be used based on the Village Government Work Plan (RKPDes), which is an annual planning document containing village government programs and activities that have been mutually agreed upon. Based on Permendes PDTT No. 7 of 2023 concerning Details of Village Fund Priorities for 2024, most of which are prioritized for poverty alleviation in the form of Direct Cash Assistance (BLT) programs, food security, stunting and so on.

**Table 1: Details of Village Funds in Bangka Kota Village**

No	YEAR	TOTAL VILLAGE FUNDS
2	2022	Rp. 1,012,474,000
3	2023	Rp. 914,212,000
4	2024	Rp. 935,214,000

Source: Data Processed

Village funds are a part and an integral part of the Village Revenue and Expenditure Budget (APBDes) which must be used based on the Village Government Work Plan (RKPDes), which is an annual

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planning document containing mutually agreed upon village government programs and activities. Based on Permendes PDTT No. 7 of 2023 concerning Details of Village Fund Priorities for 2024, most of the funds are prioritized to alleviate poverty in the form of Direct Cash Assistance (BLT) programs, food security, stunting, and so on. Total revenue in Bangka Kota Village in 2024 reached IDR 2.2 billion and expenditure reached IDR 2.093 billion, so absorption has not been absorbed 100% so there is a surplus in budget usage (Silpa) of IDR 130 million, the details of which can be seen in table 1.2.

**Table 2: Details of the Village Budget in Bangka Kota Village**

No	YEAR	TOTAL INCOME	TOTAL SHOPPING
2	2022	Rp. 2,225,730,664	Rp. 2,543,540,419
3	2023	Rp. 2,568,485,418	Rp. 2,374,237,405
4	2024	Rp. 2,223,731,671	Rp. 2,093,534,087

Source: Data Processed

Based on the 2024 Village Budget Accountability Report, the Bangka Kota Village Government still mostly uses Rp. 1,029,161,800 to finance village governance, while development activities only receive a budget portion of Rp. 400,538,843, detailed in Table 1.3, and capital expenditure for Village-Owned Enterprises (Bumdesa) is Rp. 100 million.

**Table 3: Details of 2024 Expenditures in Bangka Kota Village**

No	Shopping	TOTAL
1	Implementation of village government	Rp. 1,029,161,800
2	Implementation of village development	Rp. 400,538,843
3	Village community development	Rp. 218,649,265
4	Village community empowerment	Rp. 310,584,179
5	Disaster management, emergencies and urgent village situations	Rp. 134,600,000

Source: Data Processed

The village government is the lowest level of governmental organization in Indonesia. Therefore, the village government, as a public organization, must manage its governmental affairs based on public sector management, which aims to provide effective and efficient public services and aims to have a social impact and serve the public interest. The management of village funds in Bangka Kota Village for the 2024 Fiscal Year, from the planning, implementation, supervision, to accountability stages, has referred to Regent Regulation No. 52 of 2018 concerning Village Financial Management. When linked to Terry's (2008) theory on management principles and the results of field research, it has shown positive results. A broad definition of management according to Terry (2008) is the entire dynamic and integrated process of management functions to support the achievement of goals set by the organization.

*Collaborative Governance* become a new era in public administration science, especially in managing government affairs, because it prioritizes cooperation between all interested components because it has a close relationship between management, politics and law. Collaborative Governance according to (Ansell and Gash, 2008) is a way of managing government that directly involves stakeholders outside the government or state (non-state), oriented towards consensus in a collective decision-making process aimed at making or implementing public policies and public programs formally. The Collaborative Governance

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principle model according to (Ansell and Gash, 2008) describes four (4) main variables or principles, namely (1) Initial conditions; (2) institutional design; (3) leadership; and (4) collaborative processes.

The following are the results of the analysis based on the results of data collection through observation, interviews and documentation related to the principles of collaborative governance in managing funds in the collaborative governance model in Bangka Kota Village, Simpang Rimba District, South Bangka Regency.

### 3.1. Starting Condition

According to (Ansell and Gash, 2008), initial conditions serve as the foundation for forming collaboration by facilitating and avoiding potential misperceptions regarding cooperation among various stakeholders. This is an effort to minimize situations that may arise, such as skepticism or doubt, disrespect, and power domination. The key point of initial conditions is avoiding inequality in cooperation or relationships related to owned resources, and initiatives from the actors involved can immediately emerge based on the background of cooperation applied by each stakeholder.

*Collaborative governance* namely the aspect of power in the management of village funds in Bangka Kota Village shows that the role and function of each stakeholder involved are clearly regulated in the legislation, namely Law No. 6 of 2014 concerning Villages, and the policy regulations below it. This indicates that there is no domination of power among stakeholders for personal interests so that public policies made must be based on common interests and decided collectively. While the resource factor in the management of village funds in Bangka Kota Village shows that the management of village funds has so far been used optimally according to what has been prioritized, namely poverty alleviation and community empowerment by providing social assistance in the form of Direct Cash Assistance (BLT) and other programs as an effort to improve community welfare and driving the purchasing power of poor people and improving the quality of life of people in the village.

Participation aspects in the management of village funds in Bangka Kota Village have involved all stakeholders both internal and external in the process of managing village funds, but have not been optimal for community stakeholders influenced by factors of community distrust of the success of the village fund program planning process that does not favor the community, understanding and opportunities related to the collaboration process, education to working conditions. Thus, if associated with the theory of (Ansell and Gash, 2008) that has not been successful or negative because one of the stakeholders is the village community in general, so special attention is needed.

The prehistory of cooperation on conflict in the management of village funds in Bangka Kota Village shows that among the stakeholders involved there are no significant obstacles in the management of village funds, as evidenced by the cooperation process from the planning process, implementation to accountability, which has been carried out in accordance with applicable procedures. The benchmark of the prehistory of cooperation on conflict is that the use of the village fund budget has been carried out optimally according to what has been planned, thus indicating that there is interdependence between internal and external stakeholders in the management of village funds. When associated with the theory of Ansell and Gash, the research results show that it has been running positively.

### 3.2. Institutional Design

According to (Ansell and Gash, 2008), institutional design is the basic regulations for collaboration, which serve as essential procedural legitimacy for the collaborative process. Institutional design emphasizes how to involve everyone involved in the collaborative process, such as establishing forums, establishing clear rules, and establishing transparency.

The description of institutional design in managing village funds in Bangka Kota Village, Simpang Rimba District, South Bangka Regency can be concluded that procedurally it has been generally regulated in Law No. 6 of 2014 concerning Villages and its derivative regulations from central and regional

government regulations to village regulations which specifically regulate village fund management activities in accordance with the roles and functions of each stakeholder from the highest to the lowest level by prioritizing the principles of transparency, accountability, participation, and orderly and disciplined budgeting, so that village funds can be used effectively and efficiently in improving the welfare of village communities, because the main purpose of allocating village fund programs is to accelerate development and improve the welfare of village communities. Thus, it can be concluded that the success of this aspect according to Ansel & Gash's theory is the existence of a legal basis that serves as a guideline for every process of managing village funds in Bangka Kota Village, so that it cannot be misused for the benefit of individuals or groups, and the purpose of using village funds can be fully utilized for the benefit of the village community.

### 3.3. Leadership

According to (Ansell and Gash, 2008), leadership is a collaborative practice that can lead to significant conflict or disagreement due to the influence of significant distrust among stakeholders. Conversely, the strong desire of stakeholders to participate necessitates a leader who acts as a reliable mediator, thereby gaining their acceptance and trust. Strong leadership, characterized by trust and respect from all stakeholders, contributes to the success of the collaboration. Strong leadership emerges within the stakeholder community itself.

The facilitative leadership aspect in the management of funds in Bangka Kota Village, Simpang Rimba District, South Bangka Regency shows that it has not been fully appreciated, this is because the village head and the chairman of the BPD and its members as the highest leaders have not had full encouragement regarding the involvement of other stakeholders as subjects and objects of development, namely the village community has not been running optimally in the process of managing village funds, namely (1) The planning aspect that the level of community attendance is still low in the Village Development Deliberation (musrenbagdes) which is caused by the community's distrust of the success of their proposals or aspirations cannot be realized or accommodated so that the community fully submits decisions to the village government. (2) The implementation aspect that the village government as the implementer of the village program has not openly involved the village community evenly, only employing selected people in implementing development projects so that it creates subjective elements and there is no regeneration in involving the community, and (3) The suboptimal supervision aspect from the village community and BPD as community representatives is still low so that it affects the process of managing village funds not being on target according to the needs of the community. The primary barometer of collaborative success is a leader who is consistently active in campaigning for broad participation and ensuring that all productive components or groups can be facilitated and expand the collaborative scope to avoid mutual distrust among stakeholders. Thus, when linked to Ansel & Gash's theory, based on field research results on the leadership aspect, it shows that it has not been fully successful or has negative consequences.

### 3.4. Collaboration Process

According to (Ansell and Gash, 2008) there are five (5) collaboration processes, namely

#### 1. Face to face dialogue

The aspect of face-to-face dialogue in the management of village funds in Bangka Kota Village, Simpang Rimba District, began at the planning stage and has been running according to predetermined procedures by involving stakeholders. The face-to-face dialogue process begins at the hamlet level, namely the hamlet deliberation (musdus) which was held in July 2023 for the 2024 fiscal year and the deliberation activities were facilitated by the hamlet head (kadus) as a representative of the village government together with the Village Consultative Body (BPD) representing the hamlet by inviting every element of the hamlet community. The purpose of implementing the hamlet deliberation is to gather aspirations for each hamlet-

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scale problem which is then summarized and mutually agreed upon to be proposed to a higher forum related to the draft Village Government Work Plan (RKPDes). The next face-to-face dialogue, in the management of village funds, moved to a higher deliberation forum, namely the village deliberation (musdes) which was held in February 2024 and facilitated by the village head as the village government together with all members of the People's Consultative Body (BPD) and attended by the regional government represented by the sub-district head by inviting every element of community representatives to gather the aspirations of the village community widely in determining the draft Village Government Work Plan (RKPDes).

The benchmark of the face-to-face dialogue forum in the management of village funds is routinely carried out by stakeholders initiated by the village head together with the Village Consultative Body (BPD) in determining the collaborative process from planning, implementation, supervision to accountability for the implementation of the village fund program. The common thread of the success of the face-to-face dialogue process is the existence of a communication forum initiated by the village government, namely the village head and BPD as the holder of the authority to manage village finances, which is attended by all stakeholders and is carried out continuously for the successful use of village funds for the public interest.

**Figure 3: 2024 Village Deliberation, Bangka Kota Village**



Source: Documentation of the Bangka City Village Government

**Figure 4. Special Village Deliberation (musdes) for Determining KPM BLT-Village Funds in 2025**



Source: Bangka City Village Government Documentation 2024

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All collaborative governance is built on the basis of dialogue between stakeholders. Dialogue is a crucial part of the process, which is oriented towards consensus or mutual agreement between stakeholders. Dialogue is an effort to identify every opportunity that prioritizes a narrative of mutual benefit for stakeholders if collaboration occurs. Therefore, it can be concluded from the results of field research that the face-to-face dialogue aspect in village fund management has been implemented according to a predetermined schedule, involving stakeholders to determine the direction of development policies utilizing village funds in one fiscal year. Hamlet and village deliberations serve as a medium for face-to-face dialogue between stakeholders to unify views and perceptions, and as a forum to filter every opinion and aspiration on each issue. In addition, routine face-to-face dialogue is carried out on an ongoing basis as a form of control, evaluation, and accountability for the implementation of village fund use.

## 2. Building trust

Building trust is inseparable from the dialogue process, as collaborating leaders must be able to establish trust among stakeholders. Building trust is a long-term process that requires time and a high level of commitment.

The trust-building aspect, namely the level of trust developed among stakeholders, has not been optimal, especially community stakeholders. The position of the community as stakeholders cannot be ignored but is crucial because they must play an active role in the process of running the government in accordance with the mandate of the law, both in the form of planning, implementation, and supervision related to public policies that directly impact them. The main essence of the provision of the village fund program is to improve community welfare, eradicate poverty, stimulate the community economy, and active participation in all aspects of government. Thus, it can be concluded that building community trust is a hard task for the village government in Bangka Kota Village. Active participation is still not optimal in planning, implementation, and supervision is very important to support the success of the village fund program. Thus, the still low trust of community stakeholders is due to the village community in general assuming that the public policies made are not on target and their voices are not accommodated regarding their problems, so they leave all policies to be regulated by other stakeholders.

## 3. Commitment in the collaboration process

The existence of high levels of interdependence among stakeholders is likely to increase commitment to collaboration. It's important to emphasize that collaboration is not a one-time agreement, but rather a process of ongoing, mutually beneficial cooperation.

In the process of managing village funds, all stakeholders must understand the essence of the purpose of using village funds for the welfare of the community so that all have the same commitment. Commitment among stakeholders in the collaborative process of managing village funds in Bangka Kota Village has not run optimally because there is unrest among stakeholders within the village government, this is because village funds have not been fully used in accordance with the interests of the community because the use of village funds must be in accordance with the objectives determined by the central government. Thus, this is contrary to Law No. 6 of 2014 concerning Villages which must side with and be in accordance with the interests of village communities and the village fund budget is not in accordance with the Village Medium-Term Development Plan (RPJMDes) and the Village Government Work Plan (RKPDes) which are the basis for preparing the Revenue and Expenditure Budget (APBDes) which has been prepared previously by all stakeholders so that stakeholders must make changes to the RKPDes in accordance with the priority of using village funds, these changes do not involve all elements of community interests so that the planned program does not match the needs and potential of the village. This indicates that the village government has no other choice in implementing the priority use of village funds according to government regulations because it will impact the disbursement process of the village fund budget. This change has an impact on commitment among stakeholders, which has a significant impact on inhibiting

development that does not align with community aspirations and activities that are not on target with the village's potential. In essence, every public policy must obtain direct public legitimacy.

#### 4. Shared Understanding

On the one hand, stakeholders must be able to develop a shared understanding of what can be achieved. This shared understanding can take the form of clear shared goals, a clear definition of the problem at hand, and a shared understanding of the value to be achieved through collaboration.

A shared understanding of the general objectives of village fund use includes community welfare, boosting the community economy, improving public services, and increasing community involvement in development activities. Therefore, it can be concluded that the shared understanding of village fund management in Bangka Kota Village is in line with the 2024 village fund priorities, which are primarily used to alleviate poverty by providing Direct Cash Assistance (BLT) from Village Funds to the village's poor, with a portion being used to develop village potential.

#### 5. Intermediate Outcome

Collaboration is more likely to continue when the results of the goals and benefits of the collaboration can be tangible, even if they are small, intermediate outcomes of the collaborative process. These small wins can be a catalyst for building trust and commitment among stakeholders.

The interim results, which serve as a benchmark for village fund management in Bangka Kota Village for the 2024 Fiscal Year, have not yet yielded a positive impact. This is evident in the Village Original Income (PADes) report, which remains low or even zero each year. This is because the Bangka Kota Village government has prioritized physical development and providing social assistance in the form of direct cash assistance (BLT) to the poor in recent years. Furthermore, the Bangka Kota Village government has achieved success in establishing a Village-Owned Enterprise (BUMDes) and a village market, but these are not yet operational, thus not having a positive impact on increasing revenue to the Village Budget (APBDes).

**Table 4: Village Original Income (PAD) In Bangka City Village**

No	Year	Total PAD
1	2021	Rp. -
2	2022	Rp. 7,859,685
3	2023	Rp. 71,010,100
4	2024	Rp. 67,216,085

Source: Data processed

**Figure 5: BUMDes in Bangka Kota Village**



Source: Documentation of the Bangka City Village Government

## 4. Supporting Factors for the Implementation of Collaborative Governance

### 4.1. Information Disclosure

Transparency or openness is the most important aspect in managing village funds, the principle of openness is one of the keys to the success of collaborative governance because transparency is a principle of obtaining the widest possible public information with the principle of full honesty, prioritizing truth and non-discrimination and upholding human rights (HAM).

Based on the results of the study, it shows that the limited information obtained by stakeholders, especially the community, from the entire process of managing village funds from the planning, implementation and monitoring stages is still low. The limited information provided has an impact on the lack of information obtained by the community, especially development programs that use village funds and the overall village financial report. It was found that the village government has not fulfilled its obligation to provide access to public information either through information boards in front of the village office, the village government website and social media, information boards on development implementation at the development project location, thus affecting the low understanding of the community regarding the resources and activities managed by the village government.

Furthermore, there is no forum or place for the public to directly submit complaints, input, and suggestions, resulting in limited information filtering and awareness of community issues. Thus, the village government has violated its obligation to provide and make available information, as guaranteed by binding regulations.

Transparency of information is a form of accountability in the use of village funds that stakeholders must be aware of. According to S. Page (Astuti, 2020), collaboration is able to account for their performance to external parties who they usually do not know, some collaborations may not want to be held accountable by external parties because of the fear of different or increased benchmarks and even if all parties are willing to accept the existing accountability, it will still be difficult to re-delegate responsibility in sharing the benefits obtained.

## 5. Factors Inhibiting the Implementation of Collaborative Governance

### 5.1. Weak commitment

One of the most important factors in the collaborative governance process is the commitment of various stakeholders. Because the main essence of collaboration is to create a form of cooperation based

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on openness, trust, and a shared commitment to achieving goals, the involvement of various stakeholders in the decisions made would be difficult to achieve. In general, commitment is an act of accountability for the dedication of policy actors to their promises consistently towards mutually agreed-upon goals.

Based on the research results, it was found that the commitment of various stakeholders, especially the village government, in managing village funds is still weak, seen from planning, implementation to supervision, especially the involvement of the village community. In addition, it was found that aspirations have not been well accommodated, because it is influenced by the low understanding of the community as stakeholders in the collaboration process. Weak community involvement will have an impact on the use of village funds for development programs that are not optimal and not on target so that the purpose of using village funds is not in accordance with the interests of the community. In addition, it was found that the low level of community involvement is influenced by the busyness of the community and the feeling that community opinions or aspirations will not be facilitated, this is seen in the attendance list for village meetings (musdes) which only reached 50% of the invitees who attended.

Obstacles to the collaborative governance process according to (Ansell and Gash, 2008) that one of the initial steps of every problem-oriented collaborative governance activity is to achieve a shared understanding of the goals and approaches to be used and the existence of competition between collaborators and other parties, so that they are reluctant to participate fully due to being busy, unsure of the results or worrying that their interests or opinions will be ignored. According to Mark H. Moore (Astuti, 2020) stated that citizens become active participants and partners in the collaborative process. The commitment to involve the community is clearly stated in Law No. 6 of 2014 concerning Villages and its derivative regulations, explicitly explaining that it must involve various parties in the management of village government policies, especially the community from planning, implementation to supervision.

## 5.2. Network structure

The Bangka Kota Village Government prioritizes the successful use of village funds based on vertically binding regulations, namely regulations from the regional and central governments. Therefore, village funds do not align with the Village Work Plan (RKP) previously prepared jointly at both the village and village levels, as government work programs must align with the priorities for village fund use stipulated by the higher level of government, namely the central government.

In addition, the weakness of horizontal oversight activities, namely the BPD as a representative institution directly elected by the village community. Thus, not just a formal structure, politically the BPD influences the management of village funds based on community interests. The importance of check and balance activities between the BPD and the village head as an effort to succeed in the implementation of village governance based on democracy or participatory, transparent, and accountable as an effort to prevent abuse of power and ensure that community interests have been protected through programs that have been mutually agreed upon and fully pro-community. As a representative institution, the BPD as a political forum has not played a maximum role because its main role is to accommodate and channel community aspirations and ensure that the people's voices are heard and accommodated in the decision-making process and oversee every performance of the village government in accordance with the mutual agreement.

Thus, based on the research results, it can be concluded that the function and role of the BPD in managing village funds are only symbolic of the village government structure which is still weak in making decisions, especially providing effective supervision. It was found that all BPD members did not play an active role in a number of activities and were only active when invited by the village government to meetings, this indicates that the BPD only functions as a ceremony in implementing administrative procedures in the village government structure.

## CONCLUSION

Based on the qualitative descriptive analysis above, it can be concluded that village fund management using the collaborative governance model demonstrates that collaboration among stakeholders plays a role at every stage of village fund management, but is not yet optimal. The village government is the primary stakeholder and has the authority to manage village funds, which requires the involvement of other stakeholders.

Another stakeholder whose crucial role has not been properly mapped in the collaborative process of managing village funds is the community. The role of community stakeholders (civil society) is crucial because become the target or goal of development so that it will have an impact on improving their welfare and quality of life. In addition, society is not only seen as an object of development but should be placed as a subject because it has the right to participate in determining and deciding the direction of development policy.

The driving factor is that village fund management has been implemented openly and there is access to information that can be accessed by the public, especially by stakeholders. A number of obstacles that are of particular concern are the commitment of the village government as the main stakeholder in village fund management, namely the lack of transparency of the entire village fund management process to the public, which affects the accountability process and organizational structure, namely the imbalance in roles between stakeholders between the village head and the Village Consultative Body (BPD).

Researchers offer several recommendations, including improving and enhancing facilitative leadership by comprehensively enhancing the roles and functions of all stakeholders, from planning and implementation to oversight, which are still suboptimal and impacting the success of village fund management. Furthermore, community understanding of the importance of collaboration, which remains low, is crucial, as communities are the cornerstone of successful development and have the right to determine and decide policy direction. Improve the quality of transparency by providing easy access to information and publication of information and imposing strict sanctions on village governments that do not comply with regulations regarding information publication.

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