



The Collaborative Policy in Rural Development of Underdeveloped Villages

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Abstract. This study aims to analyze collaborative policies in developing underdeveloped villages involving multiple stakeholders in Kampar Regency, Riau Province. The implementation of collaborative policies in underdeveloped villages development requires the involvement of various sectors through an Integrated Rural Development (IRD) approach that focuses on holistic improvement of life quality. Village Development Index (IDM) has indicators for improving the status of villages which the social dimension, economic dimension and environmental dimension. This study employs a qualitative method with an exploratory type. The results show that most underdeveloped village areas are located in protected forest areas and customary law communities. Several community-based underdeveloped village development efforts, including: (1) Identification and Inventory of Indigenous Peoples, (2) Facilitation of Arrangement, Empowerment of Institutionalization of Village Community Institutions, Village Customary Institutions and Indigenous Peoples, (3) Capacity Building of Village Community Institutions (4) Facilitation of Community and Village Government Economic Business Development in Increasing Village Original Income, (5) Facilitation of Village Government in Utilizing Appropriate Technology, (6) Facilitation of the PKK Team in the Implementation of the Community Empowerment and Family Welfare Movement. The implementation involves quintuple helix actors collaboration. This collaborative approach facilitates better coordination of integrated activities across sectors and prevents overlapping interventions.

Keywords: Collaborative Governance, Village Development, Underdeveloped Villages, Conservation Areas

1 Introduction

This research will examine collaboration in rural development policy, which has been studied with a economic approach [1] but disregarding the sustainability of traditional values that are still inherent in local communities. The development of underdeveloped villages needs to emphasize a more collaborative approach that focuses on local ability and sustainable knowledge. So far, villages are often identified with backwardness, antiquity, poverty and ignorance. Thus, village development is directed towards an economic development perspective that often forgets the human side. The economy is a key dimension of sustainability challenges in the 21st century [2].

Until now, not many villages have been able to develop their potential. Villages can

develop their potential independently to realize community welfare. During this time, villages are positioned as objects of development so that they are more dependent on the development of the national government [Johansson & Holmquist, 2024]. The obstacles experienced are related to the lack of creativity in using potential to be used as a source of community welfare.

In general, the potential of a village can be seen in two forms: physical potential and non-physical potential. Physical potential consists of nature, water, land, geography, human resources, forests, rivers and so on. Meanwhile, non-physical potential is in the form of village social institutions, economic institutions, educational institutions, community interaction patterns, customs and culture and customs. However, village development is closer to development that leads to physical potential. This results in structural underdevelopment that continues.

Discussing the ecological-social environment cannot be separated from talking about the existence of local communities that hold customary values. The existence of Indigenous peoples is not only recognized nationally, but also by the global world with the United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP) in 2007. However, studies on local communities in rural welfare development are still limited. Our search for rural development studies found that the involvement of Indigenous peoples is not a major issue in development.

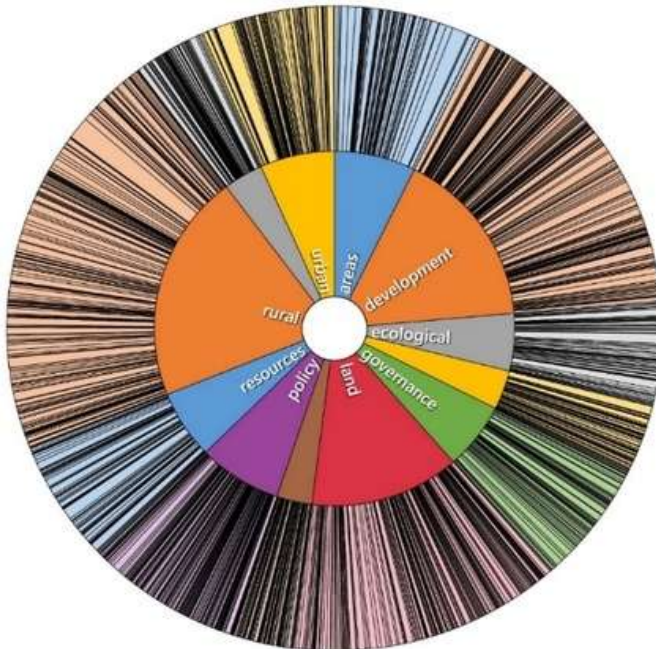


Diagram 1. Issues in Rural Development
Source: NVivo 12 related to Rural Development

The existence of villages has an important role in regional socio-economic development [3,4]. Various land uses in the village are human activities that have an influence on economic performance and ecosystem functions [5]. Rural decline has become a global issue associated with the accelerated process of global urbanization since the 20th century [6,7].

Rural development will be accompanied by land use [Long 2020]. Rural lands are intricately linked to history and customary ownership, so the process of rural development cannot exclude local communities. The wishes of local indigenous communities need to be accommodated in rural development. [8].

So far, the study of rural development has been directed at rural problems such as rural underdevelopment, agricultural land quality, ecological security, and rural livelihoods [9,10]. But extraordinarily little has been made of village development policies and local community involvement.

This paper will try to see the involvement of local communities through network governance in rural development policy. The results of this research are expected to contribute to realizing the welfare of rural communities through proportional community participation. Participatory development of village potential is expected to produce targeted outputs and gain public support. It will also have an impact on the sustainability of development that brings a sense of responsibility and ownership from all levels of society. Thus, the author will dissect through a network governance approach in rural development.

This study offers several significant contributions to both theoretical development and practical implementation of rural development policies. First, while previous studies have predominantly focused on economic approaches and physical development, this research introduces a novel framework that integrates indigenous knowledge systems with modern collaborative governance approaches. Second, this study advances the understanding of network governance by examining its application in the unique context of conservation areas and customary law communities, addressing a significant gap in the literature where local wisdom is often overlooked in development policies.

The novelty of this research lies in its comprehensive analysis of how the Pentahelix model can be effectively adapted to accommodate both traditional values and modern development needs, particularly in underdeveloped villages. Furthermore, this study provides valuable insights into how collaborative policies can bridge the often-conflicting interests between conservation requirements and community development needs, a crucial yet understudied aspect of rural development. These findings are particularly significant for policymakers and practitioners working in regions where traditional communities and conservation areas intersect, offering a practical framework for inclusive and sustainable rural development

2 Methodology

The analysis of this research data uses a qualitative approach, where the data collected is in the form of opinions, responses, information, concepts and information in the form of descriptions in revealing the problem. The qualitative approach was chosen because it will present a process of filtering data or information that is natural about a problem in certain conditions, aspects or fields in the life of the object [11].

This study employed multiple data collection techniques to ensure comprehensive understanding of the phenomenon. The data obtained will be collected with careful observation, including descriptions in a detailed context accompanied by in-depth interviews and document analysis results. This research data consists of primary data and secondary data. In-depth interviews were conducted with key informants representing various stakeholders in the Pentahelix model, including: (1) government officials from the Kampar Regency Village Community Empowerment Office and Regional Development Planning Agency; (2) village heads and customary leaders from underdeveloped villages in Kampar Kiri Hulu Sub-district; (3) academics from local universities involved in village development programs; (4) representatives from private sectors engaged in Corporate Social Responsibility programs; and (5) local media practitioners covering rural development issues. The interviews were conducted between June 2023 and January 2024, involving a total of 25 informants selected through purposive sampling based on their direct involvement in village development policies.

Secondary data collection involved document analysis of village development policies, government reports, Village Development Index (IDM) data, and relevant statistical records from 2021-2023. Additionally, field observations were conducted in selected villages to directly assess the implementation of development programs and community participation. The observation focused on infrastructure conditions, community activities, and the interaction between various stakeholders in development programs. Data analysis in qualitative research is carried out with 3 (three) techniques, namely the first data reduction, presentation of data according to the theory used, and drawing conclusions obtained and analyzed using relevant theories [12]. First, interview transcripts and field notes were coded using thematic analysis to identify recurring patterns and themes. Second, the coded data was categorized according to the four dimensions of network governance framework: heterogeneity, integration, network structure, and network function. Third, document analysis results were used to triangulate and validate the primary data findings. Fourth, the analyzed data was interpreted through the lens of collaborative governance theory, particularly focusing on the interaction between traditional values and modern development approaches. Finally, preliminary findings were validated through focus group discussions with key stakeholders to ensure accuracy and comprehensiveness of the analysis.

3 Results and Discussion

Network Governance in Rural Development

The study of rural development needs to be seen from the aspect of the operation of network governance. There is a paradigm shift related to villages that used to be villages as entities that can stand alone, but now they are asked to collaborate [13,14]. The presence of government networks in rural development will help villages to improve welfare while keeping local community culture.

Basically, studies related to *network governance* emphasize the political aspects and relationships between actors with various interests. The involvement of various actors in the public policy process is a new chapter because it presents the community in the policy [15]. This proves that public policy is not only interpreted as a state activity but also the involvement of the community and other actors. The figures who first coined this theory were Keith G Provan and Patrick Kennis. There are 3 main indicators that determine the success of *network governance*. First, the number of actors involved with their respective ability can solve problems faster. Second, each actor involved in the network needs to have authority by the division of labor. Third, the purpose of network governance must be clear [16].

Another view of *network governance* is presented by Martinez that network governance needs trust, interdependence and mutual benefit. The main characteristics of *network governance* are as follows:

- a. Each actor is interdependent in terms of both ability and resources.
- b. Each actor will interact and negotiate.
- c. Actors' interactions are built with the exchange of resources owned.
- d. Each network has the authority to make decisions.
- e. The institutional framework is built according to the interaction pattern.
- f. Actors involved can come from the government or non-government. So, it is possible that each actor has different interests.

In the study of network governance, non-state actors such as communities and the private sector are affected by the presence of a government policy so that they provide an opportunity to be involved in resource management [17]. Actors will work together to achieve common goals related to the public interest [18]. Each actor in the network will do various ways to influence policy [19]. There are at least 4 elements that make up network governance, namely heterogeneity, integration, network structure and network function [20].

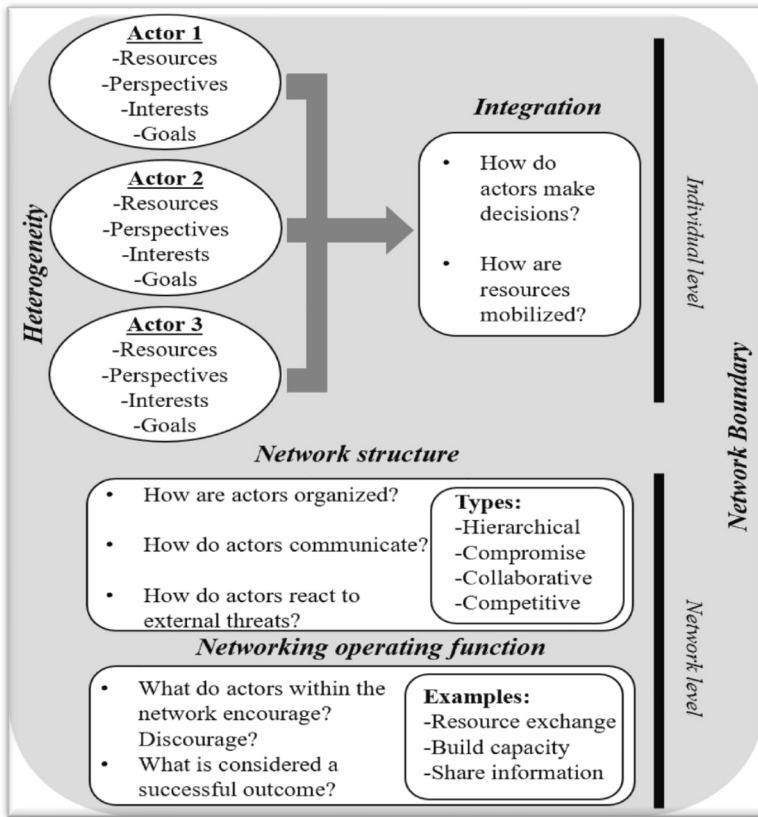


Figure 1. Network Governance Framework

Source: [20]

1. **Heterogeneity**
Heterogeneity refers to the involvement of diverse actors with different resources, perspectives, interests, and goals [21]. Government involvement is based on public interest and public policy objectives, while NGOs and other actors are driven by the mission of representing social interests, providing information and services to the public [22]. This dimension is important for finding which actors form the network and enable the exchange of resources.
2. **Integration**
This dimension shows the ability of actors to coordinate with other actors, especially in mobilizing resources and making decisions [22]. The ability of actors to integrate various interests will influence better policy and development [23].
3. **Network Structure**
The network structure represents how actors communicate, coordinate and influence decision-making [24]. Success in achieving the goals of the network built will be decided by the ability of the actors to organize themselves. The collaboration conducted by the actors shows their seriousness in working together and achieving goals. The question that arises is how the actors are organized, how

they communicate with each other and how they deal with external challenges. So, in this structure, competition is highly likely to appear.

4. Networking Operating Function

This dimension is intended to look at important aspects related to the purpose of the network and the impact of the collaboration on the actors [16]. The network that is formed must have a purpose. So, it is very possible to exchange data resources, build ability and share information for the success of achieving common goals.

The study of networks in the context of public policy can be seen from three perspectives: policy networks, network governance, and government networks [25]. In recent years, the study of *network governance* has grown faster and gained much attention from researchers [25]. *Network governance* focuses on the activities regulated by the government in organizing the actors involved and achieving the objectives of the *network* [26].

Heterogeneity of Policy Collaboration Actors

So far, successful village development has been seen from indicators of village welfare and economy. Villages are faced with increasingly critical environmental issues [27]. In terms of village development, aid from other actors outside the state is necessary. Other actors outside the government include the community, private sector, academia, and mass media. These five actors, referred to as Pentahelix, provide opportunities to conduct their respective roles in accordance with their authority. The following is the role of village development actors through table 1:

Table 1. The Role of Pentahelix Actors in Village Management

Actor	The Role of Actor
Government	– The government makes policies and regulations related to village development and empowerment of village communities and acceleration of the development of underdeveloped villages and very underdeveloped villages outside the village. – The government opens access to infrastructure and provides adequate facilities and infrastructure to support the fulfillment of the needs of village communities and the development of environmentally sound village economies. – Building government partnerships with civil society, media, academics, and the private sector in the assessment, development and empowerment of village communities within and outside conservation areas. – Improving resources and playing a direct role in institutional strengthening to increase ability and capability in formulating policies or regulations.
Academics	– Conducting work programs in the Tri Dharma space of Higher Education and distributing human resources to Disadvantaged Villages and Very Disadvantaged Villages. Academics in the development process of underdeveloped villages and very underdeveloped villages play a role by conducting scientific studies and various research and

Actor	The Role of Actor
	community service related to the development of potential and reduction of village vulnerability. The results of scientific studies and community service conducted by academics can be used to support the success of development by collaborating and communicating with academics in the process of developing agritourism.
Private Sector	– In village development, the business world or the private sector plays an especially key role in running a business that prioritizes business ethics and is professional, responsible, and sustainable. The business world plays a profit-oriented role that will manage environmental sustainability through activity programs within the scope of the implementation of <i>Corporate Social Responsibility</i> (CSR).
Civil Society	– People who are members of communities, NGOs, and NGOs play a role in supporting development and policy advocacy in favor of disadvantaged villagers. Participatory assessment, partnership and advocacy frameworks in realizing equitable village development are among the goals of the NGO movement.
Mass Media	– The media plays a role in the field of information and promotion of inclusive Village potential by using the power of networks and publication media that can be accessed quickly. The media is oriented towards siding with the Village community by presenting correct information and based on objective data.

Source: author's processed, 2024

However, the findings show that not all actors play an active role and collaborate in handling underdeveloped and very underdeveloped villages.

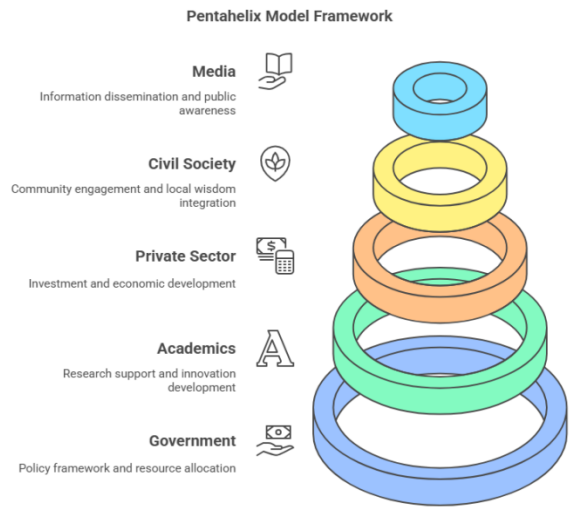


Figure 2. Pentahelix Model

Integration of actors' interests

This paper suggests looking at actor collaboration from a network governance perspective. Each actor has different interests [Martinovska Stojcheska et al., 2024]. So that uniting the belief system of each actor becomes absolute to do. Policy actors with their respective resources and interests meet in a policy forum that will bridge the fulfillment of the parties' needs. So far, the position of Indigenous peoples is not strong so that in the process, the collective choice rules produced are still nuanced by the state which is not pro-Indigenous peoples.

Village prosperity cannot be separated from the presence of the village community itself. Village prosperity will not be realized without a pro-local community collaboration framework. Local knowledge is an essential element that needs to be involved in formulating village development policies. Local knowledge refers to the values that exist in the local community. Local knowledge has three characteristics: it is local and often traditional, it is unique to a particular environment and culture, and it is built in an informal environment, transmitted orally and rarely documented. This shows that local knowledge is dynamic, adaptive and holistic. The policy of developing underdeveloped villages with the needs of local communities in mind will more easily gain support. [28].

The structure of rural communities has a complex network of cooperation. Effective utilization of local resources can improve economic development and welfare. [29–31]. While it must be acknowledged that collaboration can be an approach that makes it much easier to face challenges [32,33].

There are many collaborative practices that villages have undertaken with varying benefits and difficulties [34]. For example, the Rural Area Development (PSP) program, which is a government initiative to encourage village competitiveness, is able to increase village prosperity [35]. However, there is also research that examines the difficulties experienced by villages in establishing collaboration [36]. Though such a scheme, joint action will be obtained that can solve the problem. The pattern of actor collaboration in the policy forum is presented in the following diagram:

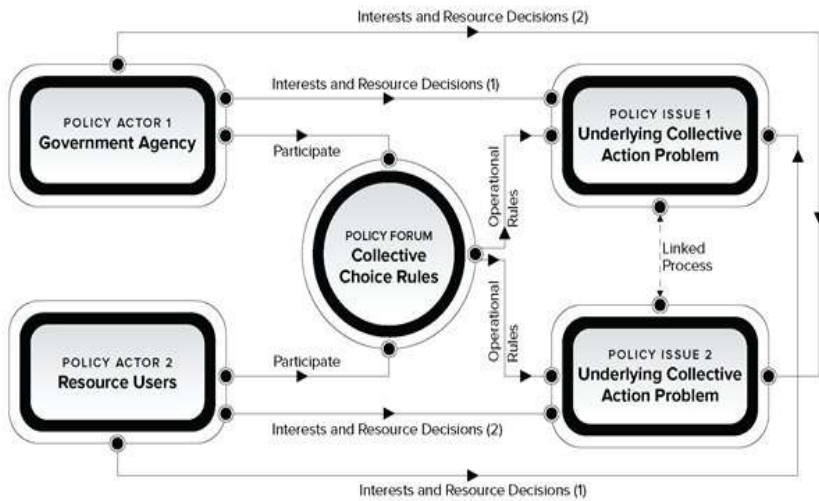


Diagram 2. Interest and Integration Actor

Network Structure

The implementation of regional autonomy aims to improve the welfare of the community and maximize excellent public services at the regional level. The issue of regional autonomy will always be related to efficiency and innovation, because through decentralization the long bureaucratic stages are increasingly concise and straightforward. Regions have the flexibility to produce innovations because they have the authority to make decisions.

Basically, the issue of economic inequality and welfare is always related to villages and shows a growing gap between villages and cities. One of the causes is urbanization and rapid development in cities. The availability of the basic needs of the community in the city is more complete than in the village, so the pace of the economy is also accelerating. One concept that was born as a response to this issue is the concept of village development called Excellent and Sustainable Village. Basically, Excellent and Sustainable Village is a village development concept that uses an urban development approach but keeps the distinctiveness and local values that exist in the village.

One of the things that can be used in village development is the utilization of technology applications [37]. Through technology, various development obstacles such as limited information, community knowledge and infrastructure can be overcome. However, the use of technology in villages still leaves a lot of homework. This is because access to the internet is not yet widely available in villages.

The presence of the Excellent and Sustainable Villages concept focuses on the proper

use of urban development technology. The use in the village certainly needs to be adjusted to the needs in the village because the problems of urban development will be different from the problems of village development. Including in terms of human resource capabilities, availability of natural resource support, socio-cultural aspects that differ between urban and rural areas [38]. Therefore, innovations need to be aligned with various village potentials, including existing local wisdom.

Excellent and Sustainable Villages offers five things that can be done to overcome development problems in the village, namely [39]:

[1] Food Security

One of the things that needs attention in villages is food security. Although villages have been positioned as production areas for various food commodities due to the availability of agricultural and plantation lands. However, the nutritional adequacy of rural communities is still a concern. This has serious implications for the low level of public health. The problems of malnutrition and stunting in villages need to be addressed by using technology that is geared towards keeping food security in villages.

[2] Democratic Engagement

The common thread in this paper is related to democratization, which requires community involvement. Democratic community involvement needs to be built to ensure sustainability [40]. One of the things that can be done is to increase the involvement of community organizations and various other participation media [41,42].

[3] Health and Welfare

The health and welfare of rural communities still face many challenges. Limited health and education infrastructure, low economic ability and low community mindset are still challenges in realizing health and welfare in the village. The presence of technology will help ease community health services so that they can be more effective and efficient. A healthy community will be the capital to achieve prosperity and a better quality of life.

[4] Education

Education here means not only formal education but also non-formal education such as “learning houses”. The problem of education is still one of the problems in the village. We often see on television or even around us that access to schools is exceedingly difficult to reach for students, requiring students to cross rivers or roads for tens of kilometers. In this case, the use of technology is expected to be able to reach people in outer areas who still have limited educational facilities. The only requirement is that there is an internet network available.

[5] Local Business

Community businesses in the village need to be managed collectively and receive ongoing aid. Goods and services produced by the community need to have their selling value increased to generate higher prices. Various potential small and medium enterprises that already exist in the community need to be eased to develop and be sustainable. In this case, the use of proper technology can also support market expansion and accelerate the leverage for the development of community economic enterprises.

[6] Information Technology

One of the main points brought up in the concept of superior and sustainable villages is the use of technology. However, efforts to realize superior and sustainable villages must also be centered on community empowerment. An empowered community supporting the use of proper technology will result in prosperous village development.

[7] Renewable Energy

Villages are also still experiencing problems in the availability of electricity and gas supply. One solution is to use the potential of renewable energy. Renewable energy is obtained from solar energy, wind, water and animal manure which are very easy to obtain in the village.

The welfare of the village community can be realized if the development in the village is successful, with adequate support and capability from the stakeholders in the village. Currently, villages receive a large budget from the central government through village funds. Maximum use of village funds will certainly have an impact on the welfare of the community. However, many villages still experience obstacles in managing village funds.

Village democratization needs to be realized for several reasons. **First**, democracy will redefine the relationship between village communities and village government organizers. The village government should only be the executor of the village people's power, not the owner of village power. So that the village community is placed as a party that needs to have its needs met, its aspirations heard, not just considered important during the voting process. **Secondly**, the state has recognized the right of origin of the village and the village has the authority to make decisions and make local scale policies. The village head plays a significant role because he has the authority to make decisions in the village either personally or by asking for advisory considerations.

Network Functions of Underdeveloped Villages in Kampar, Riau

In general, all areas in Kampar Regency are customary areas where Indigenous people live and make a living. Kampar customs originate from Ashaul Hikayat, Pancaran Curai, Muara Takus Kingdom, the legacy received by Datuk Raja Dibalai, Pucuk Andik Nan 44 Kampar. Villages in Kampar Kiri Hulu Sub-district, which previously in 2022 had the status of very underdeveloped villages, have limitations in terms of infrastructure, education facilities, facilities, health, electricity, telecommunications, community economy and transportation.

In 2021-2022, Kampar Regency was recorded as having the most underdeveloped villages in Riau Province. The number of very underdeveloped villages in Riau Province in 2022 amounted to 24 villages, consisting of 23 villages in Kampar Regency and 1 village in Meranti Islands. Some infrastructure that connects between villages is in a very damaged condition, even most villages can only be traveled by water transportation such as canoes and *speed boats*. Here are some documentations related to Village Development in Kampar Kiri Hulu Sub-district.



Figure 3: Documentation of Access to the Kampar Kiri Hulu Sub-district
Source: BAPEDDA Kampar Regency, 2023

The struggle of Kampar's Indigenous people is extremely hard, as they depend on the forest to keep the river flowing. Indigenous peoples are often referred to as customary law communities, which shows that community entities in general are approached through two perspectives, cultural and legal. Adat in the Kingdom of Kampar Kiri is influenced by Islam. The strong connection between adat and religion is characterized by the principle of “*adat basandi syarak, syarak basandi kitabullah*” which shows that there are no customary provisions that violate Islamic teachings.

However, in 2023 it managed to improve the status of a Very Disadvantaged Village to a Developing Village. An incredibly significant leap beyond two levels at once from village status. This success led Kampar Regency to receive a Charter of appreciation and pinning of Village pins from the Ministry of Villages, Development of Disadvantaged Regions and Transmigration of the Republic of Indonesia for its commitment to building developed, Independent and Advanced Villages in 2023. . The following table presents the village development index of Kampar Regency, Riau Province, 2021-2023.

Table 2. Kampar Regency Village Development Index 2021-2023

Village Status	2021	2022	2023
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	Total Village	%	Total Village	%	Total Village	%
Independent	6	2,48%	14	5,79%	88	39,36%
Forward	58	23,97%	84	34,71%	94	38,84%
Emerging	136	56,20%	109	45,04%	60	24,79%
Underdeveloped	19	7,85%	12	4,96%	0	0
Very Underdeveloped	23	9,50%	23	9,50%	0	0

Source: Kampar Regency Community and Village Empowerment Office, 2023

Based on the data above, it can be explained that there was an increase in the status of villages in Kampar Regency from 2021-2023. The results of the evaluation of the Kampar Regency Village Development Index in 2022 show that 12 underdeveloped villages and 23 very underdeveloped villages have successfully improved their status within one year. A total of 23 very underdeveloped villages are only located in 1 sub-district, namely the Kampar Kiri Hulu sub-district [Kementerian Desa, 2022].

The success in realizing “Zero” Disadvantaged Villages and Very Disadvantaged Villages is not only an achievement for Kampar Regency, but also the success of Riau Province. Riau Province has succeeded in overcoming the Very Disadvantaged Villages and Disadvantaged Villages and succeeded in raising the average value of the Provincial IDM from previously developing to advance in 2023. Riau Province succeeded in raising the status of villages to become developed and independent villages with the number of independent villages reaching 590 villages and advanced villages totaling 570 villages [Kementerian Desa, 2023].

Participatory governance requires high responsiveness and innovation in addressing public problems [43]. Djalante et al [2012] explain that in innovation there are dimensions of learning and institutional memory. The state has indeed guaranteed the existence of indigenous villages, customary law communities and customary forests, but they still need to be recognized by the state for their constitutional rights. Indigenous peoples who are marginalized and oppressed in the name of development and economic interests have led to the birth of efforts to end these conditions. This means that Indigenous peoples learn from past experiences to improve their fate in the present and future.

The hope for change is in line with the development of democratization in Indonesia, where recognition of human rights, including the constitutional rights of Indigenous peoples, is a priority. The struggle of Indigenous peoples in Kampar Regency is long enough to gain recognition and legalization of customary territories and customary forests. Only in 2020, the Government through the Ministry of Environment and Forestry set up 2 (two) customary forests, namely the Imbo Putui customary forest in Kenegerian Petapahan with an area of 251 Ha, and the Kenegerian Kampa customary forest with an area of 156.8 Ha. Even the struggle of Indigenous people in managing villages in Kampar Regency has been conducted since the reform era rolled around. Thus, it is proper for local communities to occupy a strategic role in village development. Village development should not cut the customary values that grow and develop in the village.

The findings of this study demonstrate significant theoretical and practical implications for collaborative policy in rural development. From a theoretical perspective, this research extends the network governance framework by highlighting how the integration of local wisdom and indigenous knowledge systems strengthens the heterogeneity dimension. The successful transformation of underdeveloped villages in Kampar Regency validates Provan and Kenis's [2008] assertion that network effectiveness depends on the proper distribution of authority and clear shared objectives. Moreover, the study enriches the integration dimension of network governance by showing how traditional values and modern development approaches can be harmoniously combined through the Pentahelix model.

From a practical standpoint, the research reveals three critical success factors in implementing collaborative policies. First, the formal recognition of indigenous peoples' rights creates a foundation for sustainable development, supporting Benedum and Becker's [2021] network structure framework. Second, the involvement of multiple stakeholders through the Pentahelix model demonstrates how diverse actors can effectively coordinate resources and decision-making processes, particularly in addressing the unique challenges of villages located in conservation areas. Third, the study shows that successful rural development requires a balanced approach between economic advancement and cultural preservation, as evidenced by the significant improvement in village status from 2021 to 2023. These findings provide valuable insights for policymakers and practitioners in designing collaborative approaches for rural development, especially in regions with strong indigenous presence."

4 Conclusion

Policies to improve the welfare of village communities have been conducted through various programs. The results are mixed, with some programs having an impact on improving the welfare of the village community and others not yet successful. However, poverty alleviation and welfare improvement programs in villages have not yet shown a significant achievement that can sustainably improve the standard of living of people in villages, especially in villages that are classified as poor. Programs to improve the welfare of village communities have tended to take an economic approach with a top-down dimension, so that the community seems to be only the 'object' of the program. Poor villagers are approached to give and follow the program without being encouraged to produce innovations to become independent.

Overall, the implementation of village governance must lead to the fulfillment of the needs and interests of the community. The village development paradigm needs to leave from the spirit of democracy that involves the community. Putting the interests of the community as a priority in the application of democratic principles will help capture the aspirations of the village community and control the quality of village governance in a democratic mechanism.

The challenges faced by villages are not only related to winning welfare but also the struggle for recognition of Indigenous peoples. There are still many indigenous villages that have not received state recognition. The success and failure in recognizing

Indigenous peoples also depends on the consensus built and commitment.

Thus, the development of underdeveloped villages requires strengthening collaboration and active involvement of all stakeholders. The network governance approach will place local communities as parties that must be involved. This involvement will make it easier to organize the activities of each sector so that they do not run independently and prevent overlap.

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