

**COLLABORATIVE GOVERNANCE IN THE IMPLEMENTATION OF
THE SMART VILLAGE PROGRAM IN BANYUWANGI, INDONESIA**Budi Santoso¹⁾*, Setyo Puguh Widodo²⁾, Mohamad Yanuarto Bramuda³⁾,
Bintoro Wardiyanto⁴⁾¹²³⁴Universitas Airlangga, Surabaya, Indonesia*Corresponding Author: budi0404@yahoo.co.id**ABSTRACT**

The Smart Village (Smart Kampung) Program in Banyuwangi Regency a local government innovation aimed at enhancing the quality of village-based public services through the utilization of information technology. This article seeks to analyze the implementation of the Smart Kampung Program as a collaborative governance practice involving local government, village government, communities, and non-governmental organizations within a public policy network. Employing a qualitative-descriptive approach, this study draws on literature review and analysis of policy documents relevant to the implementation of Smart Kampung in Banyuwangi Regency. The analysis is conducted using a collaborative governance framework to examine collaborative dynamics, actor capacities, and stakeholder relationships. The findings indicate that the Smart Kampung Program has established a multi-actor collaborative network and facilitated a repositioning of the local government's role as a facilitator. Nevertheless, the quality of collaboration has not yet reached a fully substantive level, as it continues to be constrained by disparities in human resource capacity, limitations in technological infrastructure, and low levels of community participation. This article underscores the importance of strengthening collaborative governance in order for Smart Kampung to sustainably generate village-based public value.

Keywords: Collaborative Governance, New Public Governance, Smart Village, Banyuwangi.

ABSTRAK

Program Smart Kampung di Kabupaten Banyuwangi merupakan inovasi tata kelola pemerintahan daerah yang bertujuan meningkatkan kualitas pelayanan publik berbasis desa melalui pemanfaatan teknologi informasi. Artikel ini bertujuan untuk menganalisis implementasi Program Smart Kampung sebagai praktik tata kelola kolaboratif yang melibatkan pemerintah daerah, pemerintah desa, masyarakat, dan organisasi non-pemerintah dalam jejaring kebijakan publik. Penelitian ini menggunakan pendekatan kualitatif-deskriptif melalui studi literatur dan analisis dokumen kebijakan yang relevan dengan pelaksanaan Smart Kampung di Kabupaten Banyuwangi. Analisis dilakukan dengan menggunakan kerangka collaborative governance untuk menelaah dinamika kolaborasi, kapasitas aktor, dan relasi antar pemangku kepentingan. Hasil analisis menunjukkan bahwa Program Smart Kampung telah membentuk jejaring kolaboratif multi-aktor dan mendorong reposisi peran pemerintah daerah sebagai fasilitator. Namun, kualitas kolaborasi belum sepenuhnya substantif karena masih dihadapkan pada kesenjangan kapasitas sumber daya manusia, keterbatasan infrastruktur teknologi, serta rendahnya partisipasi masyarakat. Artikel ini menegaskan pentingnya penguatan tata kelola kolaboratif agar Smart Kampung mampu menciptakan nilai publik berbasis desa secara berkelanjutan.

Kata Kunci: Tata Kelola Kolaboratif, New Public Governance, Smart Kampung, Banyuwangi

INTRODUCTION

The transformation of governance at the global level proceeds in parallel with, and is shaped by, the accelerating pace of worldwide. Countries in Southeast Asia, for instance, have seen their E-Government Development Index (EGDI) scores exert an influence on the World Governance Index (WGI). These nations continue to exhibit governance frameworks that have not yet fully optimized, and non-governmental actors still exercise considerable influence. In the domain of corruption control, several countries have adopted relevant measures, with some achieving meaningful reductions. Sectors that have embraced digital bureaucracy include education, environmental management, crisis management, and sustainable development. The lowest indicators remain voice and accountability, which still register at a moderate level, owing to the fact that many aspects of governance and governmental institutions have yet to function optimally (Sukarno & Nurmandi, 2023; Rahmansya, et.al., 2025; Him, et.al., 2026).

In Indonesia, the transformation of local governance over the past two decades cannot be separated from globalization, the advancement of digital technology, and growing public demands for quality public services. Local governments are confronted with increasingly complex, multidimensional, and interrelated public issues, ranging from inequalities in service access and limitations in bureaucratic human resources to declining public trust in government. Under these circumstances, hierarchical and administrative approaches to governance have become progressively less relevant and increasingly constrained (Tando, Sudarmo & Haryanti, 2020; Mashur et al., 2023).

Efforts toward bureaucratic reform and the development of public service innovation have prompted local governments to implement various information technology-based governance models. The digitalization of public services is frequently positioned as a strategic solution for enhancing efficiency, transparency, and accountability in government administration. However, several studies suggest that the application of digitalization without a concomitant paradigm shift in governance risks being reduced to a mere transposition of manual procedures to digital platforms without substantively improving the quality of the relationship between government and the public.

The Collaborative Governance model in the context of bureaucratic reform in Indonesia has been evaluated and demonstrated to be capable of advancing

governmental objectives and functions. For example, the collaborative governance model can help ensure that poverty alleviation solutions are inclusive and responsive to community needs. However, achieving optimal outcomes requires effective communication and coordination among government, the private sector, civil society, and community organizations. This study provides an overview of the potential of the Collaborative Governance Model in addressing poverty in Indonesia and offers recommendations for the improvement and enhanced implementation of this model in the future (Herman & Nurmandi, 2022).

In Riau Province, for instance, despite the existence of numerous border management institutions at both local and national levels, there is no guarantee that borders are adequately protected. The majority of illegal fishing, mining, and human trafficking activities can be attributed to insufficient collaboration among the various border management institutions. This also reflects a failure to effectively implement a collaborative culture, leadership, team processes, organizational structures, and strategic vision. This study aimed to evaluate the implementation of the Collaborative Governance Model in the border management of Riau Islands Province. Using a descriptive verification method, data were collected through interview techniques, while the partial least squares method was employed for data analysis. The findings indicate that the Collaborative Team Process (CTP) constitutes the dependent variable, while five other principles—namely structural, cultural, leadership, and strategic vision variables—were identified as independent variables influencing CTP (Muhammad et al., 2017).

Furthermore, in Central Java, particularly in Banyumas Regency, the social issue of employment access for persons with disabilities of productive age represents a challenge that local government cannot address unilaterally, thereby necessitating collaborative governance efforts in partnership with non-governmental actors. Referring to the five governmental stages--foundational collaboration, relationships, high stakes, consistency, and collaborative leadership--The Disability Gateway (Gendis) Program shows that it has not yet reached its full potential. Coordination and communication, which are the main drivers of collaboration and trust-building, remain unclear, leading to weak synergy among stakeholders (Rosyadi & Tobirin, 2022).

In addition, within the context of collaborative governance, an inherently ambivalent phenomenon exists: actor domination. This phenomenon is evident in the case of central government displacement in Lampung Province from 2004 to 2016. Domination is a factor that must be mitigated in order to preserve equality and mutual trust among actors. Nonetheless, actor domination is inherently dilemmatic—the collaborative process is effectively contingent upon a principal actor who “controls” the collaborative process, both at the planning stage (through *Tim Koordinasi Perencanaan*, the Planning Coordination Team) and at the implementation stage (through *Badan Pengelola Daerah*, the Regional Management Board forum). This reality is significant because, despite violating inter-actor equality, actor domination in this policy case has paradoxically proven beneficial. The assumed inequality producing false reciprocity has not been substantiated. Nevertheless, actor domination remains ambivalent—something that must be prevented, yet ultimately becomes a determining factor (Mukhlis et al., 2018).

In this context, the Smart Kampung Program in Banyuwangi Regency has emerged as a policy innovation designed to respond to the challenges of delivering public services in rural areas. Unlike the smart city concept, which is oriented toward urban settings, Smart Kampung was developed with due regard for the social, economic, and cultural conditions of village communities. The program integrates multiple public services—ranging from population administration and licensing to health, education, and social welfare services—into a single digital ecosystem managed at the village level.

The success of Smart Kampung, however, is not solely determined by the sophistication of its technology or the availability of digital infrastructure. Beyond these technical dimensions, the program's effectiveness depends fundamentally on the quality of collaborative governance involving local government, village government, communities, and non-governmental actors. In this context, the New Public Governance (NPG) paradigm becomes particularly relevant for analyzing how Smart Kampung operates as a collaborative governance practice, rather than merely as a program of administrative digitalization.

The majority of existing studies on Smart Kampung have focused predominantly on aspects of public service effectiveness, technological innovation, and regulatory

compliance. Scholarly analyses that examine Smart Kampung in depth through the lens of collaborative governance, particularly within the NPG framework, remain comparatively limited. Yet, without substantive collaboration, Smart Kampung risks losing the participatory dimension and public value that constitute its normative objectives.

Based on the backgrounded outlined above, this article aims to analyze the implementation of the Smart Kampung Program in Banyuwangi Regency through the perspective of collaborative governance within the New Public Governance framework. The analytical focus is directed toward how collaboration is constructed, the challenges encountered in practice, and the implications for village governance and the creation of public value.

RESEARCH METHODOLOGY

This study employs a qualitative-descriptive approach to examine the implementation of the Smart Kampung Program in Banyuwangi Regency through the lens of collaborative governance within the New Public Governance framework (Ansell & Gash, 2008; Aswin, Ariesmansyah, & Indriane, 2022). The analysis focuses on the dynamics of inter-actor collaboration, resource capacity, and stakeholder interactions in the provision of village-based public services, emphasizing three core dimensions of collaborative governance: principled engagement, shared motivation, and capacity for joint action (Emerson et al., 2012). This approach enables an in-depth understanding of collaborative practices, the obstacles that arise in inter-actor interactions, and the role of local government in building effective and sustainable networks. Consequently, the findings provide a comprehensive picture of the extent to which the Smart Kampung Program is capable of creating public value through multi-actor collaboration at the village level.

RESULT AND DISCUSSION

Collaborative Governance and E-Government in the Perspective of New Public Governance

Collaborative Governance constitutes a widely recognized framework for various entities, particularly governments, to address the multifaceted challenges that

constrict public service delivery. Collaborative Governance has evolved continuously over the years; numerous empirical and theoretical perspectives have been explored, yet several aspects remain in need of further conceptual clarification. Among the key themes and terms that have emerged in theoretical studies on collaborative governance at the global level, the most frequently co-occurring keywords are “collaborative governance,” “governance approach,” “water management,” “stakeholders,” “decision-making,” and “participatory approach.” Additionally, five prominent themes have been identified: “food security,” “smart city,” “technology,” “biodiversity,” and “sustainable development.” These findings underscore the critical salience of collaborative governance in the context of development and bureaucratic transformation at the global level (Mashur et al., 2023).

Within the perspective of New Public Governance (NPG), public governance is conceptualized as an inter-organizational process embedded in plural, complex, and interdependent policy networks involving both state and non-state actors (Osborne, 2006). This paradigm signals a fundamental departure from the hierarchical model of traditional government (Public Administration) as well as from efficiency-oriented managerial approaches (New Public Management), moving instead toward governance premised on collaboration, network relations, and the co-production of public value.

New Public Governance repositions government not as the sole actor designing and implementing policy in a top-down manner, but as a constituent element of a governance ecosystem involving local government, village government, communities, the private sector, civil society organizations, and community actors. Within this framework, the government's role shifts toward that of network manager or orchestrator, tasked with facilitating interactions, building trust, and sustaining inter-actor collaboration.

At a broader level, the development of e-government in South Asian countries has demonstrated a comparatively strong performance, in contrast to Southeast Asian countries, which tend to remain at a moderate level. South Asian governments are urged to enhance their e-government scores and to position themselves among the top-performing e-government nations. It is imperative for South Asian countries to recognize that e-government initiatives are not solely about transforming governance or delivering quality services to citizens, but also about aligning with global developments

and competing with other nations in terms of developmental progress. Consequently, they must engage with prevailing e-government trends to ensure national alignment with global standards and to accelerate national advancement (Younus et al., 2023).

Furthermore, the success of collaborative governance is not solely determined by the existence of formal structures or policy regulations, but rather by the quality of the interactive processes that are established among actors. Emerson, Nabatchi, and Balogh (2012) affirm that collaborative governance constitutes a dynamic process sustained by three principal dimensions: principled engagement, shared motivation, and capacity for joint action (Emerson et al., 2012). Principled engagement reflects the quality of dialogue, deliberation, and joint problem-solving; shared motivation pertains to the levels of trust, commitment, and perceptions of legitimacy; while capacity for joint action refers to the availability of resources, leadership, and institutional mechanisms that enable effective collective action.

This framework is significant in that it affirms collaboration cannot be reduced to administrative coordination or technocratic task allocation. Substantive collaboration requires relatively equitable relationships, open deliberative spaces, and processes of mutual learning among actors. Without these prerequisites, collaborative practice risks becoming symbolic and instrumental—merely satisfying policy requirements without producing substantive change in public governance.

In the context of e-government, Bai and Mei (2011) regard the utilization of governmental technology as part of the evolution of collaborative relations between government and the public (Bai & Mei, 2011). E-government functions not merely as an instrument of administrative efficiency, but also as a medium for transforming power relations and enabling public participation. E-government oriented toward procedural digitalization tends to reproduce hierarchical power relations in digital form, whereas e-government developed collaboratively has the potential to foster more equitable, participatory, and trust-based relations between the state and citizens.

This perspective is crucial for understanding the gap between the normative objectives of digital policies—including Smart Kampung—and their actual implementation at the local level. When technology is positioned solely as an administrative instrument, digital innovation risks losing the collaborative and participatory dimensions that lie at the heart of the New Public Governance paradigm.

On the basis of the foregoing literature review, this study situates the Smart Kampung Program as a collaborative governance practice within the New Public Governance framework. The conceptual framework of the study integrates three principal elements: (1) the institutional and policy context of Smart Kampung; (2) the dynamics of collaborative governance encompassing principled engagement, shared motivation, and capacity for joint action; and (3) the outcomes of policy implementation in terms of public service quality and the creation of village-based public value. This framework is employed to analyze the extent to which the implementation of Smart Kampung is capable of building substantive and sustainable collaboration, as well as to identify factors that strengthen or impede collaborative governance at the village level.

Smart Kampung as a Village-Based Public Service Innovation

The Smart Kampung Program in Banyuwangi Regency is positioned by the local government as a village-based public service innovation designed to respond to geographical challenges, limited service access, and the welfare concerns of rural communities. Unlike the smart city concept, which is oriented toward urban contexts, Smart Kampung is designed with primary consideration for the social, economic, and cultural characteristics of the village as the foundation of policy development.

From a normative standpoint, the Smart Kampung policy rests on a comparatively robust regulatory foundation. Suyatna et al. (2023) demonstrate that the policy design of Smart Kampung is aligned with Banyuwangi Regent Regulation Number 60 of 2017 as well as the national policy framework, particularly Law Number 6 of 2023 on Job Creation, which emphasizes the acceleration of public services and the improvement of village community welfare (Suyatna et al., 2023). This regulatory alignment reflects the local government's commitment to integrating digital innovation with the village development agenda.

Nevertheless, various studies affirm that regulatory alignment does not automatically guarantee the effectiveness of policy implementation at the local level. Fitrianti, Cellindita, and Pramnesti (2021) demonstrate that the effectiveness of Smart Kampung is significantly influenced by the preparedness of village apparatus human resources, the availability and quality of technological infrastructure, and the sustainability of institutional support from local government (Fitrianti et al., 2021). In

other words, Smart Kampung cannot be understood merely as a formal policy product, but rather as a social process heavily contingent upon local village capacity and context.

Within the perspective of New Public Governance, Smart Kampung may be understood as an arena of collaborative governance involving multiple actors with varying levels of capacity and interests. The success of the program is determined not solely by the design of the digital system, but by the extent to which inter-actor collaboration is capable of generating public value that is relevant to the needs of village communities.

Community Participation and Social Capital in the Smart Kampung Policy

The issue of low community participation in the implementation of the Smart Kampung Program constitutes one of the central concerns in the analysis of collaborative governance. Pamungkas (2020) critiques the implementation of Smart Kampung for its tendency to prioritize technology-based administrative aspects, while community involvement in the implementation, evaluation, and oversight stages of the policy remains comparatively limited. This condition indicates that policy innovation has not yet been fully accompanied by strengthened social participation and community empowerment at the village level.

Community participation and social capital are matters of considerable importance given that a significant portion of the population has yet to perceive the tangible presence of the Smart Kampung policy. At a procedural level, the policy harbors numerous concerns, including the procurement of Wi-Fi equipment and the underutilization of assets by the government. The level of community engagement in this policy has been relatively low; community members are involved in the planning stage, yet in practice they do not participate actively in policy implementation. Furthermore, social groups are not fully incorporated: many perceive the policy as exclusively focused on technology-based administrative matters without comprehending its objectives. Consequently, the government needs to leverage and enhance human resource capacities through the mapping of existing social groups and by offering alternative approaches to address these challenges (Pamungkas, 2020).

In a similar vein, community participation and the role of social capital are also observable in West Java, specifically in Bandung, in the context of stunting prevention

efforts at *Kampung Keluarga Berkualitas* (Quality Family Village) Kasep Geulis. Kasep Geulis Village, as one of the communities actively engaged in the family empowerment program, has implemented a flagship initiative entitled “CS Social Capital, Community Participation, Stunting, Family Quality Mania” (*Cegah Stunting dan Anemia*), which involves health cadres, housewives, youth, and both governmental and private institutions. The success of stunting prevention programs is significantly influenced by social capital, including mutual trust, shared norms, and strong social networks. Active community participation, particularly in educational activities and the management of community-based health services, is essential to the effectiveness of such programs. Accordingly, strengthening social capital and ensuring active community involvement are identified as key strategies for reducing stunting rates (Puspitasari, 2025).

Within the collaborative governance framework, community participation is not merely a supplementary element of policy, but rather a fundamental prerequisite for the sustainability and legitimacy of public policy. Meaningful participation enables communities to assume roles not only as service users, but also as partners in the processes of policy formulation, implementation, and evaluation. Without substantive participation, collaboration risks becoming superficial and remaining dominated by government actors (Nesbitt, et.al., 2024). The concept of social capital becomes relevant for elucidating the dynamics of community participation in Smart Kampung. Social capital—encompassing trust, social networks, and collective norms—constitutes an important foundation for building shared motivation and capacity for joint action among actors. Villages with strong social capital tend to be better positioned to adopt policy innovations collaboratively, while villages with weak social capital face significant challenges in building trust and collective commitment.

Without the strengthening of social capital and inclusive participation mechanisms, the Smart Kampung Program risks developing as a top-down policy that is insufficiently responsive to the actual needs of village communities. Within the perspective of New Public Governance, this condition reveals a tension between the normative objectives of the policy—which emphasize collaboration—and the reality of implementation, which continues to be governed by administrative and hierarchical logic.

Collaborative Governance in the Implementation of the Smart Kampung Program

The implementation of the Smart Kampung Program in Banyuwangi Regency exhibits the characteristics of collaborative governance as described within the New Public Governance (NPG) paradigm (Osborne, 2006). Within this framework, local government is no longer positioned as the sole hierarchically operating provider of public services, but rather as a network manager responsible for coordinating, facilitating, and synergizing various actors in the delivery of village-based public services. These actors include village government as the primary service implementer, the community as both service users and policy partners, and other non-governmental actors involved in the public service ecosystem.

The local government's role as a network manager reflects an important shift in public governance practice—from administrative command logic toward the management of inter-actor relations and interdependencies. Nevertheless, despite Smart Kampung having structurally established a multi-actor collaborative network, the quality of the resulting collaboration has not yet been fully substantive. Within the collaborative governance perspective, this condition indicates that the dimensions of principled engagement and shared motivation among actors have not been optimized, ultimately constraining capacity for joint action (Emerson et al., 2012).

These limitations are reflected in persistent disparities in human resource capacity across villages, low levels of digital literacy among segments of the community, and the dominance of technology-based administrative approaches in program implementation. Rather than functioning as a deliberative space that fosters equitable interaction and mutual learning, Smart Kampung in practice has tended to operate as a mechanism for digitalizing village bureaucratic procedures. This pattern results in collaboration that is primarily instrumental in character—oriented toward the achievement of administrative targets—rather than substantive in building commitment and a shared sense of ownership among actors. These findings are consistent with Pamungkas (2020), who asserts that Smart Kampung implementation risks being reduced to the mere digitalization of village bureaucracy without accompanying meaningful community participation.

Within the perspective of New Public Governance, this condition indicates that the governance network of Smart Kampung has not yet been fully sustained by the key

elements of collaboration, such as inclusive deliberative spaces, inter-actor trust, and collective learning mechanisms. The absence or weakness of these elements carries the potential to drive collaboration toward concealed hierarchical relations, in which technology functions as an instrument of administrative control rather than as a medium for community empowerment and the co-production of public value. Under such circumstances, the potential of Smart Kampung as an instrument for transforming village-based public governance becomes significantly diminished.

The policy implications of these findings underscore the importance of repositioning the local government's role from that of a mere program coordinator to that of an active and reflective collaborative network manager. Strengthening village apparatus capacities, enhancing community digital literacy, and actively engaging local social groups must be regarded as long-term investments in building a sustainable capacity for joint action. These efforts aim not only to improve the effectiveness of Smart Kampung implementation, but also to strengthen the social legitimacy and quality of inter-actor collaboration.

Through this approach, the Smart Kampung Program holds the potential to evolve from a technology-based administrative innovation into a more inclusive, participatory, and sustainable model of village-based public value creation. Within the New Public Governance framework, the success of Smart Kampung is not measured solely in terms of service efficiency or the volume of digitalized services, but by the extent to which the program is capable of building substantive collaboration and strengthening the collective capacity of village communities in public service delivery.

With such strengthening, the Smart Kampung Program has the potential to develop from a mere technology-based administrative innovation into an inclusive and sustainable model of village-based public value creation. Within the New Public Governance perspective, the ultimate success of Smart Kampung is measured not only in terms of service efficiency or the number of digitalized services, but also by the extent to which the program can reinforce substantive collaboration, enhance the collective capacity of village communities, and establish more democratic governance relations between the state and citizens.

CONCLUSION

The Smart Kampung Program in Banyuwangi Regency represents an innovative effort by local government to address the complex challenges of public service delivery in rural areas through the utilization of digital technology and a collaborative approach. Within the perspective of New Public Governance, Smart Kampung reflects a paradigmatic shift in public governance, whereby local government no longer functions as the sole hierarchically operating service provider, but rather as a facilitator and manager of a governance network involving village government, communities, and non-governmental actors in the delivery of village-based public services. The analysis reveals that the implementation of Smart Kampung has succeeded in establishing a multi-actor collaborative network and has opened avenues for the integration of public services at the village level. Nevertheless, the quality of the resulting collaboration has not yet been fully substantive in the manner idealized within the collaborative governance framework. Disparities in human resource capacity across villages, limitations in technological infrastructure particularly in peripheral areas, and low levels of community participation in the implementation and oversight stages of the policy constitute the principal challenges in strengthening the collaborative governance of Smart Kampung. These conditions have caused collaborative practice to tend toward an instrumental and administrative orientation, thereby risking a reduction of Smart Kampung to mere village bureaucracy digitalization without a transformation of the relations between the state and society.

Within the New Public Governance framework, these findings indicate that the success of technology-based policy innovation cannot be separated from the quality of the social and institutional relations that underpin it. Without the support of inclusive deliberative spaces, inter-actor trust, and mechanisms for collective learning, governance networks risk developing into concealed hierarchical relations that constrain the creation of public value. Consequently, the primary challenge for Smart Kampung lies not merely in its technical and digital infrastructure dimensions, but in the capacity of the governance system to build equitable, participatory, and sustainable collaboration. The policy implications of these findings underscore the importance of comprehensively strengthening collaborative governance. Local government must reinforce its role as a network manager that not only coordinates programs, but also

actively builds collaborative capacities among actors. Enhancing village apparatus capacities, developing community digital literacy, and creating deliberative spaces that foster substantive participation by local social groups must be regarded as long-term investments in building capacity for joint action. This approach is essential to ensuring that Smart Kampung advances beyond administrative achievements toward contributing to the strengthening of policy legitimacy and public trust.

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