

# COLLABORATIVE GOVERNANCE IN RURAL AREA DEVELOPMENT AT KAMPAR REGENCY RIAU PROVINCE

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## COLLABORATIVE GOVERNANCE IN RURAL AREA DEVELOPMENT AT KAMPAR REGENCY RIAU PROVINCE

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### ABSTRACT

Local governments can expedite certain rural areas' development via rural area development as an additional stimulus. Rural Area Development combines inter-village development in one region or city with a participatory development approach to accelerate and improve the quality of services, development, and empowerment of village communities in rural areas. Three communities are recommended based on the inventory and identification conducted by the local authority of Kampar Regency. They will be incorporated into expanding rural regions, including Pulau Gadang Village, Koto Mesjid Village, and Tanjung Alai Village, which have better tourism commodity links (lake tourism rural area). According to facts on the ground, rural area development faces several obstacles, including land status, tourism object rules, and village boundaries. The local administration of Kampar Regency must incorporate the active participation of the central government, provincial government, village government, community leaders, companies in the tourist attraction region, and universities in developing rural areas. This study employs a qualitative methodology for primarily descriptive and exploratory purposes (to describe and explore). According to the study's results, the local government of Kampar Regency's involvement in the development of rural areas could have worked better because the people involved have different goals, ideas, commitments, and motivations.

**Keywords:** Collaboration; Local Government; Rural Area Development

### ABSTRAK

Pemerintah daerah memiliki kewenangan melakukan percepatan pembangunan sebagian wilayah perdesaan melalui pembangunan kawasan perdesaan sebagai bentuk dorongan ekstra dari pemerintah daerah. Pembangunan Kawasan Perdesaan merupakan perpaduan pembangunan antar-Desa dalam satu Kabupaten/Kota sebagai upaya mempercepat dan meningkatkan kualitas pelayanan, pembangunan, dan pemberdayaan masyarakat Desa di Kawasan Perdesaan melalui pendekatan pembangunan partisipatif. Berdasarkan inventarisasi dan identifikasi yang dilakukan pemerintah daerah Kabupaten Kampar, ada tiga desa yang diusulkan dan akan ditepakan dalam pembangunan kawasan perdesaan, yakni Desa Pulau Gadang, Desa Koto Mesjid, dan Desa Tanjung Alai yang memiliki keterkaitan komoditas unggulan pariwisata (Kawasan perdesaan pariwisata Danau). Berdasarkan fakta dilapangan terdapat beberapa permasalahan terkait dengan pembangunan Kawasan perdesaan yaitu terkait dengan status lahan, regulasi objek wisata, dan batas antar desa. Oleh karena itu diperlukan kolaborasi dalam pembangunan Kawasan perdesaan, dimana pemerintah daerah Kabupaten Kampar haru melibatkan peran aktif pemerintah pusat, pemerintah daerah provinsi, pemerintah desa, tokoh masyarakat, perusahaan disekitar Kawasan objek wisata dan perguruan tinggi. Penelitian ini menggunakan metode kualitatif dengan tujuan utama deskriptif dan mengungkap (to describe and explore). Hasil penelitian mendapati kolaborasi pemerintah daerah Kabupaten Kampar dalam pembangunan Kawasan perdesaan belum berjalan optimal hal ini dikarnakan belum ada kesatuan tindakan (keselarasan) diantara unsur-unsur yang bekolaborasi, kesamaan persepsi, komitmen dan motivasi.

**Kata Kunci:** Kolaborasi; Pemerintah Daerah; Pembangunan Kawasan Perdesaan.

## BACKGROUND

Villages are one of the entities that need attention in national development. Rural areas are characterized, among others, by the lack of infrastructure, low labour productivity levels, high poverty levels, and low quality of the rural settlement environment. Village development aims to improve the welfare of the community and the quality of human life, as well as poverty alleviation through the fulfilment of basic needs, development of facilities and infrastructure, development of local economic potential, and sustainable use of natural resources and the environment.

Villages are an inseparable part of the government system in Indonesia. The village is a link in the national government system, starting from the central, regional and village government systems, which are the last link in the chain. The village is the last link with the community, bringing it to the destination outlined as a shared goal.

Villages in the composition and procedures for administering government and development have been stipulated by Law Number 6 of 2014 concerning Villages which has a broad impact on village development in Indonesia. To improve rural development, Law Number 6 of 2014 regarding Villages uses 2 (two) approaches, namely "Developing Villages" and "Developing Villages", which are integrated into Village Development planning. In addition to the development village approach, Law Number 6 of 2014 concerning Villages gives the Regional Government the authority to accelerate the development of some rural areas through the

development of the rural regions. Article 83, paragraphs 4 and 5 states that the Rural Area development plan is discussed jointly by the Government, Provincial Government, Regency/Municipal Government, and Village Government. The Regent/Mayor determines the Rural Area development plan by the Regional Medium Term Development Plan (Indonesia, 2014).

In line with the demands and dynamics of national development, it is necessary to develop rural areas. Rural Area Development combines inter-Village development within one Regency/City to accelerate and improve the quality of services, development, and empowerment of Village communities in Rural Areas through a participatory development approach. Therefore, the Rural Area development plan is discussed jointly by the Government, Provincial Government, Regency/Municipal Government, and Village Government. Even in its implementation, it involves the private sector and the community and is assisted by elements of universities.

The development of rural areas is carried out considering that the development of some sites is slower than the development of others or a place has enormous growth potential and requires extra encouragement from the Government/Regional Government.

Kampar Regency is one of the regencies in Riau Province that has the potential to develop rural areas and has a strong commitment to developing villages to realize community welfare. As the proposer, the Kampar Regency Rural Area

Development Coordination Team (TKPKP) carried out an inventory and identified area descriptions in terms of area name, location and territory, economic potential, population mobility, facilities and infrastructure, problems faced, and area delineation. Based on the inventory and identification, there are 3 (three) villages that are included in the rural area development of Kampar Regency, namely: 1) Pulau Gadang Village, 2) Koto Mesjid Village, and 3) Tanjung Alai Village.

Rural areas are proposed by several villages or initiated by the Regency/City Government by considering the aspirations of the village community (Getting the approval of the Village Head and community leaders whose areas are proposed to be rural areas). Villages in one place consisting of Pulau Gadang Village, Koto Mesjid Village and Tanjung Alai Village based on identification have linkages with leading tourism commodities so that they are feasible to be developed in a single area. Two villages (Island Gadang & Koto Mesjid) have a top thing in fisheries, and one village (Desa Tanjung Alai) has a superior entity in plantations. Where each village has an excellent commodity tourism area. Based on the Inventory & Identification of Areas in Three Villages, it has a regional theme: "Tourism Rural Areas".

The three proposed villages have the potential for tourism areas. Still, based on the facts in the field, there are several problems related to the potential they have, namely related to the land status, the unavailability of the Village Boundary Regulation, inadequate

regulation of tourist objects, quality of human resources, and poor infrastructure. Inadequate and the development impacts that will be faced. The various problems faced requiring governance collaboration with related elements in their handling. The existence of cooperation, the negotiation process and the commitments identified are a must that must exist in the collaboration carried out in the development of rural areas.

Quoting Purwanti, the government relies on more than its internal capacity to implement a policy and program (Purwanti, 2016). Then collaborative governance usually faces several types of complex challenges, namely: (1) challenges in solving substantive problems, (2) challenges in the collaborative process; and (3) the challenge of the multi-relational accountability (Waardenburg et al., 2020). To realize the development of rural areas that are effective, efficient and answer the limitations of the government, it encourages local governments to collaborate with various parties, including the central government, provincial and regional governments, village governments, community leaders, companies and universities. Local government collaboration is a process that involves various stakeholders in achieving sustainable goals.

Government collaboration is an arrangement that regulates one or more public institutions directly involved with non-public stakeholders in a formal, consensus-oriented, and deliberative collective decision-making process that aims to make or implement public policies or manage public programs or assets

(Ansell & Gash, 2008). Not much different from Balogh et al., who said that Collaborative Governance is a process and structure in the management and formulation of public policy decisions that involve actors who constructively come from various levels, both at the government level and public agencies, private agencies and civil society. To achieve shared goals that can only be achieved if carried out by more than one party (Emerson et al., 2012).

The development of rural areas in Kampar Regency is essentially prioritized on potential development and is also directed at solving rural area problems. Rural area development aims to accelerate and improve the quality of services, development, empowerment and village economic development through a participatory approach by integrating various policies, plans, programs, and activities of the parties in the designated area. The reasons for establishing cooperation between local governments and provincial governments, village governments, community leaders, companies and universities are essential in realizing the goals of developing rural areas.

The study that Wildavsky conducted in collaboration involved several measures. First, collaboration can involve cooperation to build commonalities, increase consistency and harmonize activities between actors. Second, collaboration can be a negotiation process involving a readiness to compromise and make trade-offs. Third, collaboration can involve oversight, checking, pulling together and central coordination roles. Fourth,

collaboration can involve power and coercion, the ability to impose outcomes or one's preferences on others, to some extent, with their compliance or involvement. Fifth, collaboration can involve future commitments and intentions, prospective behaviour, planning or preparation to align activities. Sixth, collaboration can involve the development of internal motivation and commitment to activities, decisions, organizational goals or strategic goals. These six dimensions of collaboration are not necessarily consistent or complementary to each other, although some can be mutually exclusive (dalam Bingham, 2011).

Then a study conducted by Balogh et al. mentions that the collaborative governance framework has various dimensions, namely the context system, the concept of Collaborative governance, and the dynamics of the collaboration (Emerson et al., 2012). In a more functional approach, the research conducted by Fadli and Nurlukman shows that government collaboration in coastal area development still needs to be improved even at the internal local government level. The parties only focus on their respective duties and roles and are minimal on each other (Fadli & Nurlukman, 2018). Research conducted by Mafaza and Kristina Setyowati with the title Collaborative Governance in Tourism Village Development identified a collaborative governance process in the Village Economic Center Program (Balkondes) in Borobudur Village, Magelang Regency. The study found that boundaries and exclusivity in governance

did not mention all parties involved in the collaboration (Mafaza & Setyowati, 2020).

Yunas and Nailufar's research, which examined Collaborative Governance through the Family Planning Village Program in Jombang Regency, found that collaboration between the Regency Government, Village Government, CSOs, the private sector and the community resulted in great strength that made this program able to achieve the stated goals. However, it can be accepted that there are still some constraints in the budget and the coordinating function (Yunas & Nailufar, 2019). Then Bintari and Soleh's research entitled *Dynamics of Collaborative Governance In Community-Based Integrated Children Protection (PATBM) During The Covid-19 Pandemic In Indonesia* found that Collaborative governance is one of the new strategic models of government that involves various stakeholders to make joint decisions aimed at solving problems (Bintari & Soleh, 2021).

Furthermore, research conducted by Mahsyar examines public-private partnership: collaboration between the government and the private sector in the management of public assets in the city of Makassar. The results of the study conclude that the policies carried out by the Makassar City Government with the private sector, in this case, PT Tosan Permai Lestari, in collaborating to manage government assets, have a positive impact in the form of win-win benefits for both parties, including the people of Makassar City (Mahsyar, 2015). Finally, the research conducted by Yunas and Nailufar with the title

collaborative governance through the village family planning program in Jombang Regency. The collaboration between the District Government, Village Government, CSOs, the private sector and the community resulted in great strength that enabled this program to achieve the stated goals. However, it is undeniable that there are still some constraints in the budget and coordinating functions. Therefore, the solution offered in this paper is to strengthen the budget and establish a forum that can be a coordination forum for all related parties to always coordinate and evaluate (Yunas & Nailufar, 2019).

From previous studies that have been carried out, this research has a novelty in terms of problems that are the focus of research related to the development of rural areas. The government's program in accelerating rural development has encouraged collaboration in rural areas requiring collaboration. Variations from each of the previous research frameworks have helped provide information and direct the main assumptions through categories and variables in the iterative framework so that this study can identify types that are important to study related to collaborative governance, especially about how collaborative governance being gone in a rural area development in Kampar Regency.

## **METHOD**

This study uses a qualitative method with the primary objective of descriptive and revealing (to describe and explore). Quoting Ghony and Fauzan Almanshur that qualitative

research has the main goals of explaining and showing the (Ghony & Fauzan Almanshur, 2012).

Qualitative research is an investigative process for exploring and understanding the meaning of social or humanitarian problems, based on creating a complete holistic picture formed in words, reporting the informants' views in detail, and arranging in a setting. natural (Cresweel, 2016). The location of this research was conducted in Kampar Regency, Riau Province. The reason for choosing the place is because Kampar Regency is one of the regions that proposes or arranges the development of rural areas apart from the dynamics of the problems that need to be seen from the collaborative approach of the regional government with other parties.

Informants in this study are actors who are directly involved in the collaboration process. The process of withdrawing informants was carried out by purposive sampling to obtain correct, complete and comprehensive answers related to local governments' collaboration in rural areas' development. The informants consisted of elements of the regional government, village government, community leaders and company representatives. Data collection techniques in addition to using interviews, observation and documentation, researchers also use Focus Group Discussion (FGD) methods.

Furthermore, in conducting qualitative data analysis, the researcher uses several steps, including 1) processing and

preparing data for analysis, 2) reading the entire data, 3) analyzing in more detail by coding the data, 4) applying the coding process to describe the setting, people, categories, and themes to be analyzed, 5) show how these descriptions and themes will be restated in the narrative/qualitative report, and 6) the final step in data analysis is interpreting or interpreting the data. Briefly, this step can also be adapted to an interactive model consisting of three main things, namely: (1) data reduction, (2) data presentation; And (3) concluding / verification (Miles, 1992).

## **RESULT AND DISCUSSION**

Determining the development of rural areas where growth will be carried out is often a relatively complicated and complicated problem and is not easy to solve. The government must rely on more than its internal capabilities to implement a policy and program. Therefore, it is necessary to contribute to Collaborative Governance driven by the local government as a driver for realizing the development goals of rural areas.

Based on the research that has been done on the development of rural areas, it is identified that the collaborative process of local government involves constructive actors coming from various levels, both from the level of public agencies, private institutions and the community. Research reveals that with the participation of actors or related parties in the collaborative process, the goals of developing rural areas will be achieved effectively. The theoretical basis of

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collaborative governance departs from many scientific studies. Collaborative governance emerged as a response to increasingly complex government problems, so it takes various actors (multi-actor) to solve them.

Collaborative governance is an effort to make public management effective through cross-actor involvement. Generally, the form of governance consists of the state domination model, the government model, and the multi-actor model. The multi-actor model is believed to be the root of the collaborative governance approach (Hanberger, 2004). The presence of collaboration has implications for all elements involved, both in government organizations, and for all parties applied or involved having equal responsibility for decisions taken (Maulana, 2020). Collaboration between local government agencies is crucial in solving problems (Hadna & Nasrulhaq, 2019).

There are several approaches to collaborative governance, including Ansell and Gash mentioning four main variables: initial conditions, institutional design, leadership and collaborative processes (Ansell & Gash, 2008). In collaborative governance, there are three focused phases or three stages, which are a collaborative process: Identifying Obstacles and Opportunities, Debating Strategies for Influence, and Planning Collaborative Actions (Ratner, 2012). The collaboration process consists of the dynamics of collaboration, collaborative action, and the impact and adaptation on the collaboration process (Emerson et al., 2012). The decisive factors that most influence collaboration are

willingness to compromise, communication, commitment, mutual trust, exchange of information, sharing knowledge, and willingness to take risks together (Schöttle et al., 2014).

The determination of the development of rural areas in Kampar Regency was proposed by several villages and has also been actively encouraged by the local government through the Village Community Empowerment Service (PMD). Determining rural areas consisting of Pulau Gadang Village, Koto Mesjid Village, and Tanjung Alai Village based on identification has linkages to the leading lake tourism commodities so that it is feasible to be developed in a single area. However, the determination of rural area development cannot be separated from various problems that need to be resolved with a collaborative governance approach.

In the context of this research, by borrowing the theory of Wildavsky (1973), several measures or indicators serve as a reference in the collaboration of local governments in developing rural areas. The collaboration of the Kampar Regency government with the central government (National Land Agency, Ministry of Villages), Riau Provincial Government, Village Government, Community Leaders, and Companies and involving elements of universities is based on six indicators, namely: First Cooperation (similarity, consistency, harmonizing). The second negotiation process (compromise and consensus). Third, organized (There is supervision, checking and



coordination). Fourth, power involvement (initiated or implemented by public institutions/actors and leadership). Fifth, commitment and internal motivation (social capital). Sixth, collaborative capacity (resource support, legal framework, political dynamics, and policy networks). Among the existing measures, the researcher adjusted the research context and found another dimension related to the collaborative action: collaborative capacity. Further research results can be explained in the following section.

#### **Cooperation (similarity, consistency, harmonizing)**

Cooperation in the development of rural areas is part of an interconnected system. With cooperation between the parties, the determination and sustainability of the development of the rural regions will be possible. This study found that the development of rural areas requires collaboration from various parties involving the Village Community Empowerment Service (PMD), the Regional Development Planning Agency (Bappeda), the Governance Section, the Transportation Service (Dishub), the Hydro Power Plant Manager (PLTA), National Land Agency (BPN), Department of Tourism, Department of Industry, Department of Fisheries and Agriculture, Camat XIII Koto Kampar, Village Heads, local community leaders and involvement of universities.

Collaborative processes are vital in the communication-based planning (Sufianti et al., 2013). Cooperation is established to obtain certainty and resolve problems

regarding the existence or status of rural area development so that it can integrate various policies, plans, programs, and activities of the parties in the designated area. Therefore, equality, consistency and alignment need to be carried out. Moreover, the development of the rural regions needs to pay attention to the Regency Spatial Planning (RTRW) and the Regency Medium Term Development Plan (RPJM).

Activities to obtain cooperation between collaborating parties have been carried out and supported by the district government. This can be seen from the forums that have been established and facilitated by the regional government. As stated earlier, the development of rural areas aims to accelerate and improve the quality of services and economic development and empower rural communities through a participatory approach by integrating various policies, plans, programs, and activities of the parties in the designated area. To achieve this goal, the cooperation of the multiple parties involved must be considered, emphasizing the similarity, consistency and alignment of goals.

Then according to the central government's mandate, rural areas' development is based on participation, sustainability, integration, justice, balance, transparency, accountability, and holistic and comprehensive principles. These various principles can be implemented if there is proliferating cooperation between the government, local government, village government, companies, and local community leaders.

### **Negotiation process (compromise and consensus)**

Collaboration can take the form of a negotiation or dialogue process involving a readiness to compromise, make trade-offs and a consensus. Collaboration in the development of rural areas requires negotiations that allow various problems to be resolved.

Citing Cahyonom et al., there are several challenges to the development of rural areas, namely: 1) rural area development, with a historical portrait of the long structural agrarian conflict, 2) rural area development in the territory of extensive corporate regimes: plantations, and forestry, and 3) rural area development in rural areas. Areas of the national development agenda (Cahyono & Tim, 2017). In the context of this research, the proposal's activities and determination in the field found problems related to the land status, environmental impacts, and basic regulations. Essentially, these problems have been compromised, and agreements have been made.

In collaboration, the interactions appear egalitarian; all actors have the same position (Arrozaq, 2016). The negotiation process carried out took place in the form of face-to-face dialogue. Quoting Tri Sambodo and Pribadi's opinion, face-to-face meetings are meetings between various parties in one location and at the same time so that direct or interactive dialogue occurs between the multiple parties to discuss a common interest (Tri Sambodo & Pribadi, 2016). So far, the

negotiation process has been carried out by mutual and cross-sectoral agreements where the negotiation forum, including non-public actors and participants, is directly involved in making and making decisions. The decisions made do not have to refer to public actors. This is in line with the principle of rural area development which emphasizes participation and transparency.

Rural areas were proposed by several villages and initiated by the Kampar Regency by considering the aspirations of the village community. Then the proposed rural area is agreed upon by the Village Head whose territory becomes a rural area in the form of a rural area agreement letter. The negotiation forums went well, although it is undeniable that there were various technical obstacles related to land use rights and the determination of Area delineation maps. The negotiation process in an applicative context is challenging and requires a common perception and sense of belonging. Researchers found the seriousness of the local government of Kampar Regency in negotiations, and the continuity of collaboration resulted in compromise and consensus regarding establishing rural area development. Furthermore, the negotiation process is directed at settlement and agreement on the awareness of three essential agendas: First, the importance of the spatial planning agenda; Second, regional-based local economic development; third, the agenda of maintaining the sustainability of natural resources in rural areas.

### **Organized (supervision and coordination)**

Rural area development needs to be regulated in a single unit so that efforts to achieve goals are more effective and efficient. Even the Rural Area development forum is formally organized, and meetings are held jointly. Furthermore, to fulfill the principles of integration and transparency in the development of rural areas, it is necessary to involve all elements directly or indirectly related to the management of the rural regions, which requires organized efforts between sectors and integration between levels of government.

Various organized efforts have been carried out based on research on the collaborative process of developing rural areas in the Kampar Regency. This can be seen from the existence of Rural Area Development Institutions manifested in the form of the Rural Area Development Coordination Team (TKPKP). TKPKP consist of TKPKP area, TKPKP Regency/City, TKPKP Province, and TKPKP Central.

So far, the Kampar Regency Rural Area Development Coordination Team (TKPKP), as the proponent, has carried out an inventory and identification of area descriptions in terms of area name, location and territory, economic potential, population mobility, facilities and infrastructure, problems faced, and area delineation, as proposed materials. Determination and implementation of rural area development. All teams involved were identified to supervise the performance of the decision of rural area

development. This is realized due to well-organized activities. Even the community and the company are also directly involved in every forum that is scheduled as an effort to solve the problems they face.

### **Power involvement**

The meaning of the involvement of power in the collaborative study of local government in the development of rural areas is that it is initiated or carried out by public institutions or actors, which then cannot be separated from the leadership carried out by each level of government and the external sector. The various forums created are initiated or implemented by public institutions. This study found that the success of rural area development in going through multiple processes is determined by the extent of the involvement of power, especially the active role of the Kampar district government in solving various problems related to the area.

Leadership is needed in the collaborative process of developing rural areas. Leadership refers to the figure of a leader who can take the initiative to initiate and help prepare resources to support the implementation of government collaboration (Emerson et al., 2012). In this context, the Regional Head of Kampar Regency, through his leadership, initiated the rural area development planning process through the district's Rural Area Development Coordination Team (TKPKP). Then the TKPKP of Kampar Regency, in carrying out the process of preparing the Rural Area Development Plan, is assisted by universities

in completing the stages and realizing the goals of developing rural areas.

The involvement of public actors is increasingly felt by the existence of Regional TKPKPs, which have roles including a) Proposing rural area development, b) Developing a rural area development plan together with Regency/city TKPKP, c) Implementing a rural area development plan if appointed by the District Regent/TKPKP. d. Monitoring, evaluating, and reporting rural area development.

#### **Internal commitment and motivation**

Various activities implementing rural area development, especially related to the proposal for rural areas, require the commitment and motivation of various collaborating parties. This is because the determination of the development of the rural regions, as stated in the introduction to this paper, cannot be separated from various problems. Cooperation and negotiations are only meaningful if they are followed by commitment and motivation to fix all of the issues faced, especially those related to land status and regulations related to village boundaries.

The level of commitment between stakeholders determines the success and failure of the Collaborative Governance (Faidati & Muthmainah, 2018). Relationships between actors must be built based on a strong commitment (Malyani & Mashur, 2019). The study found that the various processes passed, especially the negotiation process that had been carried out were not accompanied by

commitment and motivation. So it is common for multiple agreements to solve problems to last a relatively long time. This study identifies several responsibilities needed in the collaborative process of regional governments in the development of rural areas, namely in the form of commitments to follow up on the results of agreements related to land status settlement agreements, tourism object regulations, and village boundaries related to the delineation map of rural areas.

The commitment that has not been implemented is also due to the lack of motivation, as social capital refers to reliable conditions, the ability to understand and respect each other's positions and interests and our commitment to giving each other the best in realizing the development of rural areas.

#### **Collaborative capacity**

Collaborative capacity is the ability to carry out its role effectively and efficiently in a collaborative network. To quote Horton, organizational capacity is the ability to achieve goals and meet stakeholder expectations (Horton et al., n.d.). This study finds that collaboration with the local government of Kampar Regency in developing rural areas requires some collaborative capacity. Activities that start from area proposals, determination, planning, implementation and reporting of rural area development are primarily determined by the capacity of resources, legal framework and an adequate policy network.

Facts in the field show that the collaborative process, especially in proposing

the development of rural areas, has been supported by adequate resources, where the Government prepares resources to support the collaborative implementation of rural area development with all its capacities. Whether by providing budgetary capacity or directing existing human resources to realize the development goals of rural areas.

Judging from the implementation of rural area development activities, it has been supported by the capacity of the legal framework, which has been equipped with various main legal frameworks that allow achieving the establishment of rural areas consisting of 1) Law Number 23 of 2014 concerning Regional Government, 2) Law Number 6 of 2014 concerning Villages, 3) Regulation of the Minister of Villages, Development of Disadvantaged Regions, and Transmigration Number 5 of 2016 concerning Development of Rural Areas, 4) Decree of the Director General of Rural Area Development Number: 14/DPKP/SK/07/2016 concerning Implementation Rural Area Development. The capacity seen from the legal framework in the collaborative process ensures that Rural Area Development is carried out by considering various aspects of life, namely physical, economic, social, and environmental, and implemented by multiple components to achieve regional development goals.

Collaborative capacity is seen from the policy network because the collaborative process involves various parties to achieve the goals of developing rural areas; in other words, the collaborative policy network is a

relationship formed because of the interrelationships in the process of determining rural area development starting from the government, local government, village government, communities, companies and universities.

In principle, collaboration is different from networking. There is a fundamental value attached to it. But for the next part of the characteristics. The actual values in question are consensus orientation, collective leadership, multidirectional communication and sharing of resources in the development of rural areas where the four fundamental values are integrated into a unified process in every collaborative governance action (Nasrulhaq, 2020).

## CONCLUSION

Collaborative governance in the development of rural areas in Kampar Regency, Riau Province, involves stakeholders from various levels, both at the government level, local governments, communities, companies and universities, in achieving the goals of accelerating and improving service quality, economic development, empowering rural communities. Regional government collaboration in rural areas is based on awareness of the importance of the spatial planning agenda, regional-based local economic development, and the sustainability of natural resources in rural areas.

One of the crucial stages in implementing rural area development is the proposal and determination of rural areas.

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Therefore, collaborative governance is needed to make it happen. In the context of this study, it was found that there are six measures or indicators of collaboration, namely cooperation, negotiation, organization, involvement of power, commitment and motivation and collaborative capacity.

Although collaboration in the development of rural areas in Kampar Regency, Riau Province, has involved actors from various levels it has yet to be based on similarity, common perception, and commitment to give each other the best and most reliable motivation.

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