

# Uncovering Partnership among Village Stakeholders in Village Governance: An Evidence from East Java, Indonesia

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**Abstract:** This study uncovers the partnership interactions that occur in village government in East Java and aims to determine the partnership, described and explained in the form of a quadrant-type of analysis through two dimensions of Government and Non-partnership. The existence of two institutions (village government and BPD) that carried out village governance requires a robust partnership and mutual interactions among both in the implementation of their activities, the pattern of partnership relations itself has become a trend in public administration and good governance practices, where partnerships are considered capable of increasing the effectiveness of governance in the provision of public services. The data analysis used in this research is descriptive quantitative by measuring the mean of two dimensions, so that it can describe the quadrant that explains the partnership relationship between the two institutions. The results of this analysis indicate that the partnership relationship that occurs occupies the partnership quadrant, meaning that there is a high alliance between the two institutions.

**Keywords:** Partnership, Village stakeholders, Village governance, Non-partnership, Partnership interactions.

## 1. INTRODUCTION

The existence of public administration domain has contributed to the understanding of how government, governance, politics, social-wise interaction are applied within bureaucratic, formal or informal organization. Administering public organization from the macro-level (central government), meso-level (states, province) to the micro-level (regions, municipality, village) may involve different types of complexity. Further, the complexity drives the necessity for undertake participative and collaborative actions among government with its stakeholders and in villages, it is no different to those in the macro-level. In Indonesia, the governance in village executed by the Village Government and the Village Consultative Body (BPD) is basically about managing competing interests for the common good, which if broadly interpreted that governance is an integration of three related things, namely effectiveness, legitimacy, and security (Brinkerhoff, 2007). The existence of two institutions that run village governance requires that both of them conduct partnerships in the implementation of their activities, the pattern of partnership relations themselves has become a trend in public administration and good governance practices, where partnerships are considered capable of increasing governance effectiveness in public service delivery.

Partnerships are interpreted from various perspectives including partnerships as contracts (Johnston and Romzek, 2005), NGO-government alliances (Brinkerhoff and Brinkerhoff, 2002), and local government-commu-

unity cooperation (Krishna, 2003; World Bank, 2005), while the partnership in the context of public service delivery has increased substantially both in terms of the scale of needs and challenges faced in providing public services (Boris and Steuerle, 1999), this is inseparable from the complexity in and the many actors present in the public service activities. Partnerships are advocated because of the inability of national governments to protect individual and community rights - for example, labor rights, human rights, environmental justice in the current global era (Murphy and Bendell, 1997). The partnership itself has its own dimension to be able to increase the added value of the relationships that are formed. Organization Identity is the foundation of partnership, if organizational identity is lost, the competitive advantage of partnership will be lost, while mutuality can strengthen and maximize the benefits of organizational identity (Brinkerhoff, 2002).

Under the Indonesian Government Regulation Number 72/2005 that regulates villages, is the foundation of administering village governance, whereby Article 1 states that the village governance is organized by the Village Government and the Village Consultative Body (BPD). BPD is an institution that is a manifestation of democracy in the administration of village government, meanwhile this government regulation has given more authority to the village government, especially in providing services and empowering village communities. Meanwhile to further strengthen the institutional and legal basis in the implementation of village government, the government issued Law Number 6 of 2014 concerning villages and Minister of Home Affairs Regulation No. 110 of 2016 related to the Village Consultative Body (BPD), where the two Institutions

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have an equal position and become a partner in the implementation of village governance.

Organization Identity and Mutuality are two dimensions of measurement in measuring partnerships in this study. Further, the context of partnership and governance in the context of village government relatively is lacked of emphasis and should therefore, be explored to uncover the interaction between two primary stakeholders in village governance (government and BPD) to excel the village government. Moreover, the focus of this research is to grasp the form of partnership that has been formed between the BPD and the Village Government carried out in the villages in East Java Province particularly in four Municipalities: Lumajang, Nganjuk, Sampang, and Bojonegoro.

## 2. LITERATURE REVIEW

A partnership is a solution to achieve goals in improving efficiency and effectiveness. In defining partnership, Vangen *et al.* (2015) suggest that it is the design and use of structures and processes that allow actors to direct, coordinate, and allocate resources for overall collaboration and also to take into account their activities. Furthermore, Brikenhoff (2002a) argues that partnership is a dynamic relationship between various actors, based on mutually agreed objectives, pursued through a common understanding of the most rational division of labor based on the comparative advantage of each partner. Thus, it takes three main governance mechanisms that stand out in the literature to coordinate partnerships, namely the structure, processes, and actions and thoughts of these individual actors (Bryson *et al.* 2006; Huxham, 2003; Stone *et al.*, 2010, Vangen *et al.* al, 2015). Non-profit governance has an essential role in building a process of trust, leadership, and overcoming conflict in a partnership (Stone *et al.*, 2010, 2013). The intensity of a collaborative relationship between actors is a crucial dimension in understanding Government Non-Profit Partnerships (Cheng, 2019). Gazley and Guo (2015) emphasize looking at collaboration at multiple levels, multi-dimensions, and dynamic processes embedded in large institutions and social systems. This condition exists due to the complexity of the problems that occur in the Government Non-Profit Partnership and needs more effort to identify various forms of collaboration (Agranoff and McGuire, 2004; Austin and Seitanidi, 2012; Guo and Acar, 2005; Herrenz, 2008).

A partnership can provide advantages to certain types of relationships based on specific dimensions,

such as Contract, Extension, and Co-optation (Brikenhoff and Brikenhoff, 2004). The definition of the Partnership dimension can help differentiate between the types of relationships and the implications for their performance. As depicted in Figure 1 regarding the quadrant developed by Brikenhoff (2002a, 2002b), there are several types of relationships in the partnership with its own particular purpose. The first quadrant shows partnership, where mutuality and organizational identity are separated. There are only alliances with a high level of this dimension grouped into the Partnership dimension. Then in the second quadrant, namely Contracting, it shows a situation where there are organizational characteristics and contributions determined by one organization. It is based on organizational identity to fulfill predetermined goals and means.

Furthermore, extension indicates high mutuality, but in time it will become blurred in developing the organization, and even more, to lose its identity. Finally, the lowest characteristic of mutuality and organizational identity is indicated by the Co-optation quadrant. This fourth quadrant shows a partnership relationship but loses its meaning in the partnership dimension. Lister (2000) argues that the strength of partnership relationships could be determined through the existence of needs. Such dynamics complicate the identification of partnership practices and emphasize the need for broad and diverse participation in the assessment process (Brinkerhoff, 2002b).

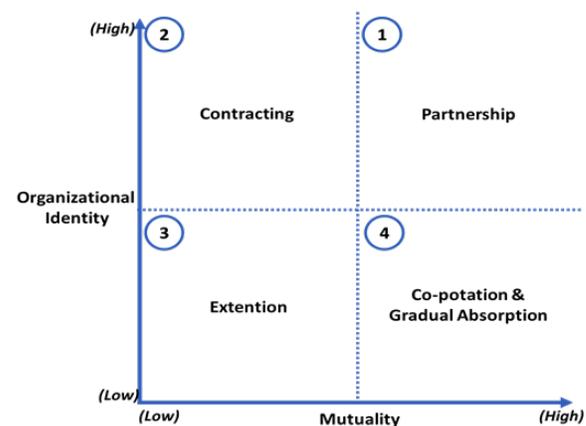


Figure 1: Partnership Model (Brinkerhoff 2002).

### 2.1. Principles of Mutuality in Linking Partnership

In the establishment of partnership, the mutuality aspect includes the principle of partnership and organizational identity, capturing the rationalization for

choosing individual partners, as well as increasing the value-added base of the partnership (Brinkerhoff, 2002b). Mutuality does not lead to the same power relationship but rather interdependence and requires each actor's rights and responsibilities (Kellner and Thackray, 1999). Laser, Weiss, and Miller (2001) describe the benefits of mutuality as "synergy," the power to combine perspectives, resources, and abilities of individuals, groups (groups), and organizations. On the other hand, mutuality is a "growing process" that develops over time and involves the common interests of two people or entities. As noted by Brinkerhoff (2002a), embedded mutuality shows a strong reciprocal commitment to the partnership's goals and objectives, and the assumption that these common goals are consistent and support the mission and goals of each partner organization. As previously mentioned, mutuality is a critical aspect of maintaining and building equality in partnerships, but it is often not considered well (van Ewijk and Baud, 2009). Whereas mutuality is more about the principle of a partnership relationship, and there are additional principles (from the ideal type of partnership) covering mutually agreed goals and values as well as mutual trust and respect (Brinkerhoff, 2002b).

Based on this explanation, the partnership relationship should not be too dominant, but rather the achievement of the goals and the value obtained from the partnership. In measuring mutuality in a partnership relationship Brinkerhoff (2002a) determines its dimensions, which include mutuality and equality, equality in decision making, democratic procedures, the satisfaction that all views are considered, joint determination of program activities and procedures, and process for determining the division of labor and risk/reward balance. These dimensions in the mutuality construct are employed in most studies on non-profit government relationships. It is essential to review that these aspects of mutuality are not as coordination and accountability, quality in decision making, and do not dominate the partnership relationship. Also, mutuality cannot be a strength in a partnership (Brinkerhoff, 2002a), but rather, it is interdependent, and requires the rights and responsibilities of each actor to one another (Brinkerhoff, 2002b). The form of responsibility and fulfilling each other's rights will be able to provide benefits and achieve the goals of the partnership. Thus, it will be able to distinguish other types of partnership relationships, where one party does not position itself more dominant than others, but rather, both parties will mutually exercise their rights and response-

bilities (Brinkerhoff, 2002a). The partnership relationship also cannot ignore the identity of the organization. This condition will impact on the incompatibility of the goals and values achieved as a form of mutuality in the partnership interaction. As it relates to the type of partnership relationship called an extension. When mutuality is too high, over time, there is significant blurring between organizations, in which one or more can be regarded as having lost their organizational identity (Brinkerhoff, 2002a; 2002b). Hence, every organization in maintaining a partnership must pay attention to its own identity, which will determine the level of mutuality. The more coherent and precise they are in selecting suitable partners through their organizational identity, the more quality of mutuality will be determined. A mutual interest among entities involved will strengthen and leverage goals and values and determine the advantage via mutual collaboration.

Organization Identity generally refers to something unique and lasts a long time in a particular organization (Brinkerhoff, 2002b), through the importance of creating and maintaining organizational identity for long-term success (Gioia, Schultz & Korely 2000). The key to ingredient to are (1) the organizational systems, (2) processes, and (3) strategies to maintaining the core values and organizational constitution (Brinkerhoff, 2002b). Furthermore, Brinkerhoff (2002b) explained that there are a few levels of organization identity. Firstly, maintaining an organization's identity is the extent to which an organization remains consistent, committed, accountable, and responsive to its mission, core values, and constituents. Secondly, from a broader institutional point of view, organizational identity also refers to the maintenance of characteristics, particularly a comparative advantage that reflects the sector or type of organization from which the organization belongs-the prime mover for the partnership interaction-accessing the primary resources needed to achieve specific goals.

As a non-profit institution, the village government needs to make efforts to maintain organizational identity because the value of non-profit institutions is the mission of the organization, not a financial gain as in profit organizations (Moore, 2000). Determining mission in the organization is the crucial driver for a non-profit organization to shape their value, in this case-for village government and BPD-the higher their ability to convey the mission they have, the higher the value they have in their constituents' perception. Apart from that, constituents' role in maintaining an organi-

zation identity becomes essential, where they act as stakeholders. Mitchell *et al.* (1997) identified stakeholders as those who have power, legitimacy, and urgency. Meanwhile, in the context of partnerships, stakeholders are the actors who have the fastest access to power and are often owned by partner organizations that control essential resources in the partnership initiatives.

Based on the point of view of institutional, organizational identity refers to the maintenance of characteristics, especially comparative advantage (Brinkerhoff, 2002). Comparative advantage indicates which sector or type of organization is categorized into, and therefore, organization identity is aimed at increasing the effectiveness of partnerships and as a safeguard of commitment by partners in the partnership (Huxham, 1993). This opinion further strengthens the use of organization identified as a dimension to see the patterns of partnerships formed between governments and non-profit organizations. Meanwhile, Frumkin and Andre-Clark (2000) also provide their view that maintaining an organization identity also serves to maintain the sustainability of the partnership process that has been formed previously. Therefore, it is vital to maintain organizational identity in the context of the partnership. When the organizational identity is lost, the comparative advantage possessed will be lost so that it impacts the reduced capacity and long-term contribution of the partnership process (Edward, 1996).

## 2. METHODS

This study employs the use of quantitative methods in the form of descriptive statistics by utilizing cluster means analysis to determine results via distributed questionnaires (Creswell and Creswell, 2018). Further, purposive sampling was utilized in this study by determining characteristics of Village Head, Village Secretary and the BPD. In addition, this study mapped a sample of village populations in East Java Province by selecting the districts of Lumajang, Nganjuk, Sampang, and Bojonegoro. Each district represented by two villages and each village was represented by two respondents from the BPD and the Village Head, so that the total sample in this study was 16 respondents. The selection of these areas was based on representatives from the categories of disadvantaged, developing and advanced areas in the Province of East Java, determined by the level of their Gross Domestic Product (GDP) (BPS, 2019). Hence, by applying such analysis, it will determine the position of the curve,

which shows the conditions of the partnership divided into four quadrants.

## 3. RESULTS AND DISCUSSION

This study's Respondents were representatives of the BPD and village heads from the eight villages sampled in this study. The results of the answers to the survey that have been carried out are in Table 1, where indicators of the dimensions of mutuality and organization identity were obtained from various partnership theories that have been described in the review literature and thus, eight indicators were obtained to measure mutuality and two indicators to measure organizational identity. The results of the survey answers presented in Table 1 represents measurement and means were subsequently entered into the four partnership quadrants. Moreover, partnership pattern that has been formed, whether in the form of partnership, contracting, extension, or cooptation gradual absorption were determined with a similar process to a previous study (Birkenhoff, 2002). The results of the mapping of the mean of each indicator is indicated in Figure 2.

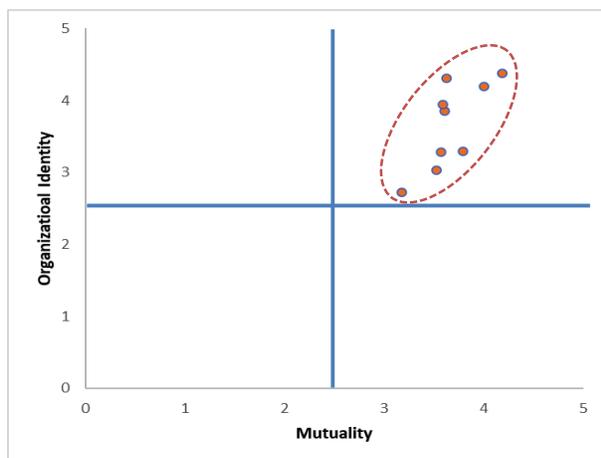
**Table 1: Indicator Measurement**

Aktor	BPD	Village Chief
<b>Mutuality</b>		
Mutuality and equality	4,19	4,38
Equality in decision making	3,79	3,29
Resource exchange	3,57	3,28
Reciprocal accountability	4,00	4,19
Transparency	3,63	4,31
Partner representation and participation in partnership activities	3,18	2,72
Even benefits	3,53	3,03
<b>Organization Identity</b>		
Determining partner organization identities	3,61	3,85
Organization identity within the partnership	3,59	3,95
Sumber: Data Primer (diolah)		

Mutuality is a dimension that maintains and builds equality in partnerships but is often not considered well (van Ewijk and Baud, 2009), the results of Table 1 show that of the eight indicators of mutuality assessment, the indicators of Mutuality and equality obtain the highest mean value compared to Other indicators. Meanwhile, the partner representation and participation in partnership activities indicator obtain the

lowest mean value for the two actors in the partnership relationship. The second dimension of or indicates that organizational identity that measures the importance of the creation and maintenance of organizational identity for long-term success (Gioia, Schultz, and Korely, 2000), whereby the two assessment indicators the value indicates a high mean score. The results of the distribution of answers shown in Figure 2 show that the distribution of respondents' answers collects in quadrant 1 (partnership), where the position of the first quadrant is the highest form of an alliance of the four existing quadrants.

Gambar 2. Respondents Perception Clustering



**Figure 2:** Mean Clustering of Organizational Identity and Mutuality.

#### 4. DISCUSSION

The existence of partnership interactions provides the fulfillment of each organization's needs for goals, values, and even solutions to the problems at hand. Partnership interaction may not solely be seen as a formal collaboration between the two organizations, but rather in the context of the success of the relationship (Suárez and Esparza, 2015; Cheng, 2018). Brinkerhoff (2002a; 2002b) explains the quadrant in assessing a partnership relationship. There are two dimensions to this quadrant, namely in terms of mutuality and organizational identity. These two dimensions will be able to describe the ongoing partnership relationship.

Furthermore, the four quadrants will further explain the relationship between the two dimensions and explain the partnership relationship's position. Each of these quadrants is Partnership, Contracting, Extension, and Co-optation, and Gradual Absorption. This study's findings indicate that the partnership relationship

between the BPD and the Village Head in East Java Province was captured in the first quadrant, namely partnership. These institutions are separate organizational identity and mutuality in partnership interactions. It builds upon the condition resulted from the alliance of the two institutions. The collaboration between both is due to the high political interests and goals of the two institutions. Of course, the existence of this type of partnership relationship will result in a lack of purpose for the performance of the two institutions in building good governance. Compared to other types of quadrants, none of the partnership quadrants are dominant in terms of both the dimensions of organization identity and mutuality. The partnership may occur, but both cannot achieve their respective goals, so the partnership only exists in a cooperative relationship (Brinkerhoff, 2004). If a partnership loses its meaning on organization identity, then a relationship with mutuality would not occur. The implication of this partnership will affect organizational performance in village development. These two institutions do not have the opportunity to benefit from the values created, which may result in poor service. Other than that, the negative impact will lead to community distrust concerning the performance of the village government (BPD and Village Chief) in managing the village government (Salamon and Toepler, 2015; Reckhow, Downey & Sapotichne, 2019; Cheng, 2018; 2019). Therefore, three governance mechanisms are needed to coordinate partnerships, namely the structures, processes, and actions and thoughts of these individual actors as noted and contended by prior studies (Bryson, Crosby & Stone, 2006; Huxham, 2003; Stone *et al.*, 2010, Vangen *et al.* 2015). Also, the two institutions must pay more attention to the partnership related to organizational identity and mutuality. Mutuality includes the principle of partnership and organizational identity to capture the rationalization for choosing particular partners and increase the value-added as a basis of the partnership (Brinkerhoff, 2002b).

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