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**Collaborative Governance in Empowering Micro, Small, and Medium Enterprises through *SiBakul Jogja Free-Ongkir* during Covid-19 (Case Study: Department of Cooperatives and Small and Medium Enterprises of the Special Region of Yogyakarta)**

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**Abstract**

The *SiBakul Jogja Free-Ongkir* is an empowerment program to helping MSMEs in the province of Yogyakarta affected by the Covid-19. Collaborative governance in the *SiBakul Jogja free-ongkir* program involves several stakeholders namely, the Department of Cooperatives and SMEs of the Special Region of Yogyakarta, the Java Parama Niaga (JPN) Cooperative, Gojek Jogja, Grab Jogja, and MSMEs affected by Covid-19. In addition, to create collaborative governance, the stakeholders pay attention to three sides to see the efforts to empower the community, namely enabling, empowering, and protecting. The results showed that the collaboration between stakeholders in the *SiBakul Jogja Free-Ongkir* program was successful. The continuation of the cooperation in empowering MSMEs in the *SiBakul Jogja Free-Ongkir* program is influenced by various factors, supporting factors, and inhibiting factors. Supporting factors such as a good network structure involving actors who are competent in their fields, adequate sources of funds, and authorities who are in accordance with procedures. The *SiBakul Jogja Free-Ongkir* program has better changes than before, from manual into an application. The stakeholders made innovations through evaluation results and coordination among them. They were creating the applications namely, Selly, Jagoan SiBakul, and GrabMart. Furthermore, the inhibiting factors are the lack of evaluation by the private sector and lack of technical resources. They need to conduct an even evaluation of stakeholders through good coordination and communication, especially with the JPN Cooperative, increase technical resources, and hold good socialization in presenting the latest innovations from Grab Jogja.

*Keywords: Collaborative Governance, Empowerment, SiBakul Jogja Free-Ongkir*

**Abstrak**

SiBakul Jogja Free-Ongkir merupakan program pemberdayaan untuk membantu UMKM di Provinsi Yogyakarta yang terdampak pandemi Covid-19. Tata Kelola Kolaboratif dalam program SiBakul Jogja Free-Ongkir ini melibatkan beberapa pemangku kepentingan yakni, Dinas Koperasi dan UKM Daerah Istimewa Yogyakarta, Koperasi Jawa Parama Niaga (JPN), Gojek Jogja, Grab Jogja, dan UMKM terdampak

Covid-19. Selain itu, untuk menciptakan tata kelola kolaboratif, para pemangku kepentingan memperhatikan tiga sisi untuk melihat upaya pemberdayaan masyarakat, yaitu pemberdayaan, pemberdayaan, dan perlindungan. Hasil penelitian menunjukkan bahwa kerjasama antar pemangku kepentingan dalam program SiBakul Jogja Free-Ongkir berhasil. Keberlanjutan kerjasama pemberdayaan UMKM dalam program SiBakul Jogja Free-Ongkir dipengaruhi oleh berbagai faktor, faktor pendukung dan faktor penghambat. Faktor pendukung seperti struktur jaringan yang baik melibatkan aktor-aktor yang berkompeten di bidangnya, sumber dana yang memadai, dan kewenangan yang sesuai dengan prosedur. Program SiBakul Jogja Free-Ongkir mengalami perubahan lebih baik dari sebelumnya, dari manual menjadi aplikasi. Para pemangku kepentingan melakukan inovasi melalui hasil evaluasi dan koordinasi di antara mereka. Mereka membuat aplikasi yaitu, Selly, Jagoan SiBakul, dan GrabMart. Selanjutnya, faktor penghambatnya adalah kurangnya evaluasi oleh pihak swasta dan kurangnya sumber daya teknis. Perlu dilakukan evaluasi yang merata kepada stakeholders melalui koordinasi dan komunikasi yang baik khususnya dengan Koperasi JPN, peningkatan sumber daya teknis, dan sosialisasi yang baik dalam menghadirkan inovasi terbaru dari Grab Jogja.

Kata kunci: *Kolaborasi Tata Kelola, Pemberdayaan, SiBakul Jogja Free-Ongkir*

## **INTRODUCTION**

Dhewanto et al., (2019) argued, Micro, Small and Medium Enterprises are macro as a support for the development of a country, as a driving force, controller and a pioneer in the economic and social development of a country. The Regional Government assesses that economic recovery efforts are steps taken in line with the spread of the Covid-19 pandemic, with several stages and priorities. Even the Governor of the Special Region of Yogyakarta has also issued several strategic steps, one of which is issuing a Circular of the Governor of the Special Region of Yogyakarta Number 519/7669 concerning an appeal for the purchase of Micro, Small and Medium Enterprises products ([corona.jogjaprovo.go.id](http://corona.jogjaprovo.go.id), 2020). It is to stimulate the public to buy products from Micro, Small and Medium Enterprises. Rebuilding a weakened economy, especially for Micro, Small and Medium enterprises (MSMEs) is a real problem to face the new normal. According to Anggraeni et al., (2013), program development of Micro, Small and Medium Enterprises (MSMEs) as one of the instruments to increase the purchasing power of people who will eventually become the safety valve of the monetary crisis. The development of a free shipping program for purchasing MSMEs products has become a special attraction in luring people to buy Micro, Small and Medium Enterprises products during a crisis due to this pandemic. With the collaborative presence of the regional government of the Special Region of Yogyakarta, it is possible to get partners from banks, MSMEs, and online motorcycle taxi in developing the business of MSMEs products in Yogyakarta. It is a form of collaboration between local governments in empowering MSMEs. The existence of partnerships, institutional coordination, and fragmentation is an effort to develop the economy in local governments (Ekowanti & Ambarwati, 2019).

The Department of Cooperatives and SMEs of Special Region of Yogyakarta translated this policy by providing incentives and stimuli for MSMEs affected by COVID-19, by innovating *SiBakul Jogja* to become *SiBakul Jogja Free-Ongkir*, as a real empowerment action to give free delivery costs or shipping costs for consumers who buy MSMEs products. Previously, *SiBakul Jogja* was a data collection system for cooperatives and MSMEs, developed in 2019 which transformed into a market hub to

market MSMEs products whose transactions were carried out online (SiBakul MarketHub). This strategy not only adapts to consumer needs, but also changes what they think and feel about themselves, about the various types of offerings, and about the right situation for purchasing and using the product (Trimaryono, 2020). Until now, MSMEs are still the main pillar of the Yogyakarta economy (Faidati & Muthmainah, 2019). The regional government of the Special Region of Yogyakarta through the Department of Cooperatives and SMEs to help MSMEs rise from the Covid-19 pandemic created a free postage program for MSME actors who partnered with “SiBakul Jogja”. This program is valid from May to June 2020. In early July 2020, the free shipping has stopped. Therefore, to follow up on the MSMEs recovery scheme that had stopped, based on the approval of the Regional Government Budget Team (TAPD), Regional government of the Special Region of Yogyakarta agreed that free shipping was started to be carried out during July 2020 in the context of MSME recovery during the emergency response transition period (DiskopukmDIY, 2020). Based on the report (DiskopukmDIY, 2020), during the 10-day free shipping campaign to facilitate the delivery of MSMEs products, the local government has provided an allocation of more than IDR 70 million through online motorcycle taxi services working with *Grab* and *Gojek*. In imposing free shipping fees, Department of Cooperatives and SMEs of the Special Region of Yogyakarta has a requirement, namely a minimum purchase of IDR 50 thousand with a delivery distance of about 30 kilo meters if someone wants to get free shipping facilities from Department of Cooperatives and SMEs of the Special Region of Yogyakarta. Using SiBakul Jogja (2020), shopping for MSME products from various regions of the City, Bantul, Gunung Kidul, Kulon Progo, Sleman and Yogyakarta Regencies will get Free Shipping facilities with a radius of 10 kilo meters. Based on *Harianjogja.com* (2020), the community's desire for the development of “SiBakul Jogja Free-Ongkir” is quite enthusiastic. When until mid-June 2020, it showed that the delivery fee of IDR 40 million was able to turn the community's economic business (consumers, Cooperatives for Micro, Small and Medium Enterprises, and online motorcycle) worth nearly IDR 240 million or profit sixfold. This proves that there is a positive influence exerted by the government of the Special Region of Yogyakarta in reviving the economy through empowering MSMEs. Moreover, each partner involved has its contribution, such as an online motorcycle or online taxi that help in food delivery services and media promotion for MSME products.

Dhewanto et al., (2019: 251) explained that it emphasizes the interaction and transfer of knowledge when activities are carried out so that the results achieved are the product of the negotiation and discussion process by taking into account the perspectives of all members in the collaboration. Grab Indonesia launched the *#TerusUsaha* program and partnered with Department of Cooperatives and Small and Medium Enterprises in The Special Region of Yogyakarta to support the *Si Bakul Jogja* application (SiBakul MarketHub) and local government programs. This program is launching to help Micro, Small and Medium Enterprises (MSMEs) to adapt and rise in the new post Covid-19 era. Besides, this program includes various special acceleration initiatives to train, improve MSME skills, and provide free advertising to help them increase their online visibility so that they can increase sales (*grab.com*, 2020). Furthermore, MSME players must be technology literate, understand stock availability, and at all times must be careful about the online trading application model. In addition, they have to always maintain the quality of their products so that they can contribute to improve the economic sector during the crisis that occurred due to the Covid-19.

## **RESEARCH METHOD**

The method used in this research is a qualitative research method with a descriptive approach. With in-depth data analysis techniques through a descriptive qualitative approach. A qualitative-based approach provides good identification and is suitable for this research. Qualitative research works in a natural environment, which seeks to understand, interpret phenomena in terms of the meaning that people give them (Gumilang, 2016). Descriptive analysis method describes the facts which are then followed by analysis, not only describing, but also providing sufficient understanding and explanation (Habsy, 2017). The technique of collecting data employed in-depth interviews and documentation. Interviews are used as a data collection technique if the researcher wants to conduct a preliminary study to find problems that must be researched and want to know more deeply about the things of the respondents, and the number of respondents is small (Sugiyono, 2019: 195). In the interview technique, it means that the researcher conducts communication interactions or conversations between researchers and informants with the intention of gathering information (Ramadhania, 2019). Therefore, researcher get clearer information according to the research indicators.

Data collection techniques obtained from documents, archives, books, and other data sources can be said to be data collection techniques obtained through libraries related to the problem to be studied. The subjects in this study were the Department of Cooperatives and SMEs of the Special Region of Yogyakarta, the Java Parama Niaga Cooperative, Gojek Jogja, Grab Jogja, and MSMEs affected by Covid-19. The researcher took the three places that registered the most in the SiBakul MarketHub program for the “SiBakul Joga Free-Ongkir” program namely Sleman Regency, Bantul Regency and Yogyakarta City. These three places are used as a sample of sources to support and answer the results of the problem formulations in the next chapter. In addition, the researcher used DeSeve theory to measure the success of collaborative governance in empowering MSMEs in the *SiBakul Jogja free-ongkir* program. According to DeSeve in Mutiarawati & Sudarmo (2017), there are eight important factors in making collaborative governance successful, namely network structure, commitment to a common purpose, trust among the participants, governance, access to authority, distributive accountability/responsibility, information sharing, and access to resources. Collaborative governance in the *SiBakul Jogja free-ongkir* program involves several stakeholders namely, the Department of Cooperatives and SMEs of the Special Region of Yogyakarta, the Java Parama Niaga Cooperative, Gojek Jogja, Grab Jogja, and MSMEs affected by Covid-19.

In addition, to create collaborative governance, the stakeholders pay attention to three sides to see the efforts to empower. According to Sumodiningrat (2002) in Firmansyah (2012), efforts to empower the community must be seen from three sides, namely, the effort must be able to create an atmosphere or climate that allows the potential of the community to develop (enabling), must strengthen the potential or power of the community (empowering) , and it also means protecting because it prevents the weak from becoming weaker, which means protecting must be seen as an effort to prevent unbalanced competition and exploitation of the strong against the weak. Furthermore, the focus of this research is the influence and process of Department of Cooperatives and SMEs Special Region of Yogyakarta through “SiBakul Jogja Free-Ongkir” in empowering MSMEs during the Covid-19. Moreover, to find out the actors involved in the empowerment, the role of each stakeholder, the collaborative arrangement among the stakeholders involved in empowering the *SiBakul Jogja free-ongkir* program, and what factors the influence collaboration in the empowerment.

## **RESULT AND DISCUSSION**

### **The Actors Involved in Collaborative Governance in Empowering MSMEs through “SiBakul Jogja Free-Ongkir” during Covid-19**

*SiBakul Jogja Free-Ongkir* is one of the programs created by the Department of Cooperative and SMEs Special Region of Yogyakarta, which aims to revive the economy of Yogyakarta Province during the Covid-19. It is aimed for MSMEs in the Special Region of Yogyakarta so that they can restore the economy and revive MSME businesses that are currently collapsing due to the pandemic. In empowering the *SiBakul Jogja Free-Ongkir* program, it requires several stakeholders to support this program so that it runs well and is according to the goals desired by the parties concerned, especially the Department of Cooperative and SMEs Special Region of Yogyakarta as a government sector. In addition, researcher also conducted interviews with the private sector and MSME actors involved in the program. The private sector involved are namely Grab Jogja, Gojek Jogja, and Java Parama Niaga Cooperative.

In carrying out the *SiBakul Jogja Free-Ongkir* empowerment program, the most responsible field is the Small and Medium Enterprises Cooperative Entrepreneurship Service Division. The Small and Medium Enterprises Cooperative Entrepreneurship Service Division is led by the Head of the Division. Meanwhile, the Small and Medium Enterprises Cooperative Entrepreneurship Service Division is under and responsible to the Head of the Office. In addition, the Small and Medium Enterprise Cooperative Entrepreneurship Services Sector has the task of carrying out entrepreneurship coaching, development and monitoring to increase the number of new entrepreneurs. Moreover, in the Small and Medium Enterprises Cooperative Entrepreneurship Service Division there is a PLUT (Integrated Business Service Center) Consultant who is led by the head of the field himself as a forum for consultation, training, business assistance in the Special Region of Yogyakarta area in the organizational structure.

The private sectors involved in the *SiBakul Jogja free-shipping* program include: 1) Grab Jogja, whose position is focused on helping the *SiBakul Jogja free-shipping* program is City Manager Grab Indonesia - Southern part of Central Java. 2) Gojek Jogja, whose position is focused in helping the *SiBakul Jogja free-ongkir* program is the Senior Manager Government Relations Gojek Indonesia - Regional Central Java Yogyakarta. 3) Java Parama Niaga Cooperative, which focuses on helping the *SiBakul Jogja free-shipping* program is the chairman of the Java Parama Niaga Cooperative. The private sectors involved also carry out their duties with the teams related to their respective divisions. Furthermore, in the Special Region of Yogyakarta, there are many MSMEs. The Micro, Small, and Medium Enterprises actors are priorities in the *SiBakul Jogja Free-Ongkir* program so that MSMEs actors are automatically involved in this empowerment program as shown in the table below.

**Table 1.** The Number of MSMEs in the Special Region of Yogyakarta which are registered on SiBakul MarketHub for SiBakul Jogja Free-Ongkir (May-July, 2020)

<b>No.</b>	<b>Location</b>	<b>Total</b>
1.	Yogyakarta City	99
2.	Bantul Regency	99
3.	Sleman Regency	188

4.	Kulon Progo Regency	11
5.	Gunung Kidul Regency	5
Total		402

*Source: Secondary data by Department of Cooperatives and Small and Medium Enterprises of the Special Region of Yogyakarta*

Based on the table above, the total number of MSMEs registered in the SiBakul MarketHub for the Free Shipping program is 402 participants. The most participant data registered in the program is from the Sleman Regency. Meanwhile, the lowest participant data is in Gunung Kidul Regency.

**Table 2.** The Involvement of Each Actor in The Collaborative Governance Process in Empowering MSMEs through SiBakul Jogja Free-Ongkir during Covid-19

No.	Stakeholders	Roles
1.	Department of Cooperatives and SMEs of the Special Region of Yogyakarta	Originator of the SiBakul Jogja Free-ongkir empowerment program and the head of this program
2.	Java Parama Niaga Cooperative	As a third party for financial services in assisting debit transactions
3.	Gojek Jogja	Delivery services and provide innovation in the form of ICT products
4.	Grab Jogja	Delivery services and provide innovation in the form of ICT products
5.	Actors of MSMEs	Actors who carry out selling and promotion of their own product

*Source: Compiled by the Authors, 2020*

Based on the table above, it can be understood that each stakeholder's role has its role in implementing collaborative governance for the empowerment of the SiBakul Jogja free-ongkir program. The most dominant stakeholder in empowering MSMEs in the SiBakul Jogja Free-Ongkir program is the Department of Cooperatives and SMEs of the Special Region of Yogyakarta especially the Small and Medium Enterprises Cooperative Entrepreneurship Service Division.

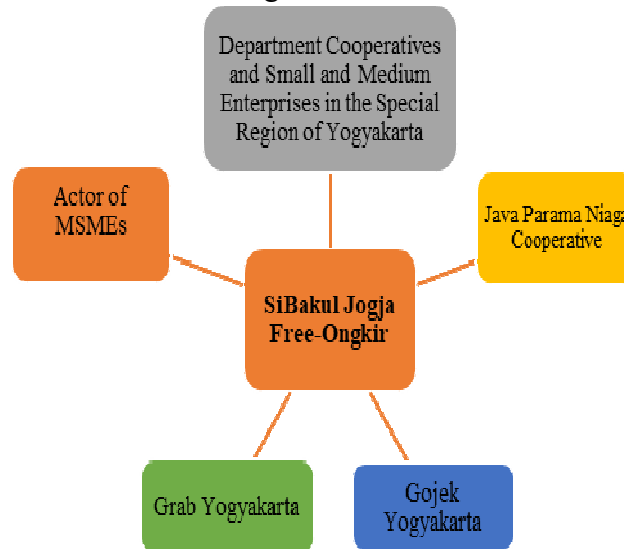
## **Collaborative Governance in the Empowerment of Micro, Small, and Medium Enterprises through SiBakul Jogja Free-Ongkir**

### **1. Network Structure**

The network structure is built very well among stakeholders. Each stakeholder has their respective roles in empowering the *SiBakul Jogja free-ongkir* program. From the Department of Cooperative and SMEs of the Special Region of Yogyakarta, which is the main driving force in this empowerment. Furthermore, it invited Gojek Jogja and Grab Jogja to help with the delivery of MSME products that are sold so that they can reach the customer safely with free fees. Moreover, the Department of Cooperative and

SMEs of the Special Region of Yogyakarta cannot move alone in financial terms. They need a third party such as the JPN Cooperative to follow up on transaction problems in the SiBakul Jogja free-ongkir program because it follows a procedure that has been agreed between stakeholders in collaboration with the Department of Cooperative and SMEs of the Special Region of Yogyakarta. Overall, in building this network structure, it has been running well and is according to their respective roles.

**Figure 1.** Network Structure among Stakeholders in *SiBakul Jogja Free-Ongkir*



*Source: Compiled by the Authors, 2020*

## **2. Commitment to a Common Purpose**

Commitment is a strategy to invite MSMEs actors or stakeholders who work together with the Department of Cooperative and SMEs Special Region of Yogyakarta to continue running the program. The commitment to empowering the SiBakul Jogja free-ongkir program was successful. This can be seen from the training support, MSME personal awareness, coordination between stakeholders, and the survival of MSMEs in this program. They always coordinate with the Department of Cooperative and SMEs, especially Mr. Wisnu, as the Head of this program from the Department (City Manager Grab Indonesia – Southern part of Central Java, Mr. Habdillah Anuraga on November 30<sup>th</sup>, 2020). These are all important indicators in creating a commitment to achieve common goals.

## **3. Trust among the Participants**

Trust that is based on professional or social relationships with mutual trust between stakeholders or actors involved in collaboration. In the implementation of empowerment there must be trust between stakeholders to achieve their common goals. For the implementation of the SiBakul Jogja Free-Ongkir program, related stakeholders maintain each other's trust to make this empowerment successful, for example, MSMEs. With MSMEs, they try to tie them up with a stamped statement letter. The statement letter may follow the rules of this program. They don't sell prohibited items as well. There are rules for them to sign on stamp duty or to both have the legality of it fulfilled. They have that basic belief to trust each other and they will not sell something that might later be our fault. With other parties, both Grab and Gojek, they continue to coordinate. So far, there hasn't been a problem. Whenever they have a problem, they

directly contact Grab and Gojek. They often meet them, and the coordination is intensive (interview with Hana Fais Prabowo, STP, M.Si., on October 19<sup>th</sup>, 2020).

#### **4. Governance**

Governance is clarity in governance such as boundary and exclusivity, related regulations in an effort to run the implemented program, network management, and self-determination. The stakeholders created an innovation to create good governance in the collaboration of this empowerment program. In May-July it still uses a manual system, namely admin customer service and the day after day the SiBakul Jogja Free-Ongkir program traffic increases so that the Cooperative Office needs this innovation, and created GrabMart and Selly. During the program, the stakeholders coordinate through meetings to help their communication if there are problems or create other innovations so that empowerment continues. Besides, they also evaluate each stakeholder and exercise quality control by curating MSMEs wishing to enroll in the "SiBakul Jogja free-shipping" program.

Evaluation was also carried out by the Department of Cooperative and SMEs of Special Region of Yogyakarta every month and they will later report to the monitoring and evaluation agency. In this case, it is the Regional Development Planning Agency (Bappeda). There is also an evaluation with they team that evaluates SMEs (Interview with Head of the Integrated Services Section of Cooperative, Micro, Small, and Medium Enterprises, on October 19<sup>th</sup>, 2020). Unfortunately, the Java Parama Niaga Cooperative has not received an evaluation from the Department of Cooperative and SMEs of Special Region of Yogyakarta. The conclusion that the governance process carried out in collaboration has been going well but not perfect because the Java Parama Niaga Cooperative, has not been evaluated at all.

#### **5. Access to Authority**

It is explained that there is already apparent authority for each stakeholder. The Department of Cooperative and SMEs of Special Region of Yogyakarta as stakeholders who have the authority to determine their work programs' activities and procedures in dealing with regional economic problems during the COVID-19 pandemic. Meanwhile, Gojek Jogja and Grab Jogja help the Department of Cooperative and SMEs of Special Region of Yogyakarta in delivering MSME products and ICT product services (making applications). This is also said by Mr. Habdillah Anuraga, the city manager Grab Indonesia - Southern part of Central Java:

*"All authority lies in the Department of Cooperative and SMEs of Special Region of Yogyakarta. We are only applications that provide the means. The policy of all support is in the Department of Cooperative and SMEs of Special Region of Yogyakarta". (Interviewed on November 30<sup>th</sup>, 2020).*

Moreover, the Java Parama Niaga Cooperative has the authority to channel third parties in financial services for debit transactions for every sale of MSME products in this free shipping program.

#### **6. Distributive accountability/responsibility**

In the empowerment of the *SiBakul Jogja Free-Ongkir* program, the government determined the implementation procedure, namely the Department of Cooperative and SMEs of Special Region of Yogyakarta. In contrast, each role's roles and responsibilities are different because they adjust to their respective fields and work procedures that have been agreed upon. The indicators of distributive accountability/responsibility in the empowerment of the "SiBakul Jogja free-ongkir"



program have been running according to the procedure, such as the interaction between stakeholders, both with discussion and input and financial channeling for debit transactions. This was said by Mrs. Emirita Pratiwi, the Chairman of the Java Parama Niaga Cooperative:

*“We are only really just channeling it. Limit yourself because you are limited and don't interfere with other things. Unless, for example, there is an invitation to be discussed to discuss something. However, so far, I see that their team is complete”.* (Interviewed on November 27<sup>th</sup>, 2020).

Moreover, every training carried out by the Department of Cooperative and SMEs of the Special Region of Yogyakarta evaluates the next facilities to empower the SiBakul Jogja free-ongkir program.

## **7. Information Sharing**

MSMEs can access information about the free-shipping SiBakul Jogja program by registering at SiBakul MarketHub and becoming a member of SiBakul Jogja to get a free shipping program. Nowadays, the digital world is needed, one of which is to convey information quickly. Therefore, the researcher concluded that in collaborating, the government had provided useful information to spread the news of the program via Instagram or the Whatsapp group to reach MSME actors. Likewise, *Wedang Uwuh Den Bagus* owner who received information about the SiBakul Jogja free-ongkir program directly from the Department of Cooperatives and SMEs of the Special Region of Yogyakarta (Mrs. Dwi Karti Handayani, interviewed on November 16<sup>th</sup>, 2020).

## **8. Access to Resources**

The indicators of access to resources tend to run smoothly because each stakeholder has its own solution. One of them is the Java Parama Niaga Cooperative, which is constrained by accounts for debit transactions. They have to replace accounts several times, which in turn uses the personal account of the Java Parama Niaga cooperative chairman to streamline the financial transaction system in the SiBakul Jogja free-ongkir program. Furthermore, source of funds used in collaborative activities comes from the Local Government Budget (unexpected aid), which is very limited but it is enough. Financially, it tends to be smooth. In the sense that the amount we have proposed has usually been approved so far and not reduced or rejected. It's just a matter of time (Interview with Hana Fais Prabowo, STP, M.Si. on October 19<sup>th</sup>, 2020). This has become the Department of Cooperative and SMEs' strategy of the Special Region of Yogyakarta in limiting the provision of free shipping every month by giving a time lag. Besides, Grab Jogja created the Jagoan SiBakul platform, but many MSMEs still closed their business platforms.

Related to the eight points of collaborative governance, the existence of a collaborative governance process has an impact on community empowerment. In other words, community empowerment is included in the concept of economic development through the collaborative governance process. In carrying out community empowerment there are three processes, as follows:

### **1. Enabling**

In the enabling process, more focus is to create an atmosphere or climate that allows the potential of the community to develop. This can be seen by realizing the empowerment of the SiBakul Jogja free-ongkir program to help MSMEs. The existence of SiBakul Jogja free-ongkir is related to the network structure, commitment to a common purpose,

and trust among the participants so that it affects the enabling process. First, stakeholders are encouraged to build a good network so as to create stakeholders who can build a free-shipping program of SiBakul Jogja. In the empowerment process, many stakeholders are involved so that a collaboration is created between the Department of Cooperatives and SMEs of the Special Region of Yogyakarta, Java Parama Niaga Cooperative, Gojek Jogja, and Grab Jogja. Second, every society has potential that can be developed. In this case, efforts to build power by encouraging, motivating and raising awareness of the potential that the community has and efforts to develop it. Furthermore, the department invites MSMEs affected by the Covid-19 as those who are empowered to join the empowerment program with commitment and trust affects the enabling process in empowerment. In this case, the researcher concluded that enabling process could be done by providing assistance and creating trust and good coordination with empowered MSMEs.

## **2. Empowering**

The Department of Cooperative and SMEs of the Special Region of Yogyakarta conduct quality control and evaluation every month, especially on training given to MSMEs (a form of evaluation). Second, the Department of Cooperative and SMEs of Special Region of Yogyakarta as stakeholders who have the authority to determine their work programs' activities and procedures in dealing with regional economic problems during the COVID-19 pandemic. Meanwhile, Gojek Jogja and Grab Jogja help the Department of Cooperative and SMEs of Special Region of Yogyakarta in delivering MSME products and ICT product services (making applications). Moreover, the Java Parama Niaga Cooperative has the authority to channel third parties in financial services for debit transactions for every sale of MSME products in this free shipping program. Third, to increase the capacity of the MSMEs, the Department of Cooperative and SMEs of the Special Region of Yogyakarta provides input data, training and special classes for MSMEs. The training and classes provided by the Department of Cooperative and SMEs of the Special Region of Yogyakarta are to streamline the SiBakul Jogja free-ongkir program.

## **3. Protecting**

This is related to information sharing and access to resources so that it affects the protecting process. First, the Department of Cooperative and SMEs of the Special Region of Yogyakarta protects the community from the COVID-19 pandemic by providing easy access to information through social media and the internet, namely information about the SiBakul Jogja free-ongkir program. Moreover, the community can easily receive the distribution of innovation results made by stakeholders. Second, empowered MSMEs to feel safe and secure with their programs and their efforts can be helped, especially during the COVID-19 pandemic. The Department of Cooperative and SMEs of the Special Region of Yogyakarta assist in financial processes and services among stakeholders and provide innovations in the SiBakul Jogja free-ongkir program.

**Table 2.** Matrix of Collaborative Governance Analysis Results

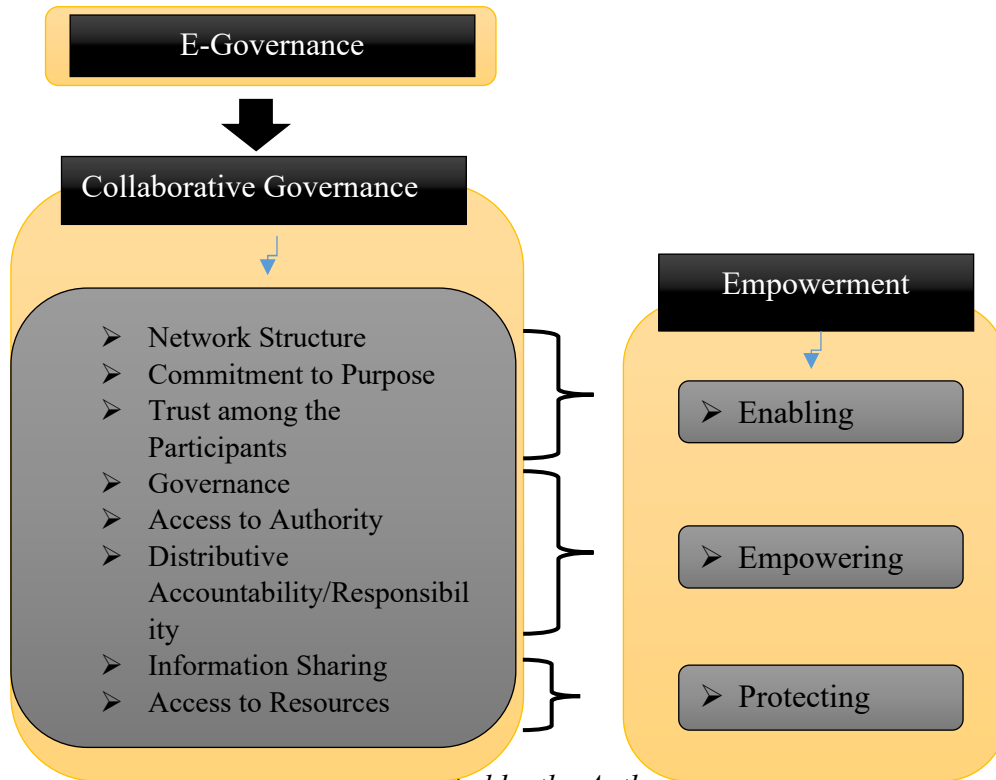
<b>Collaborative Governance Variable</b>	<b>Result</b>	<b>Collaborative Governance affect to Empowerment Variable</b>
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Network structure	<ul style="list-style-type: none"> <li>- SiBakul Jogja free-ongkir as an empowerment program to help MSMEs during the COVID-19 pandemic. It is clear who the stakeholders are and the roles.</li> <li>- Coordination between stakeholders such as meetings and discussions</li> </ul>	Enabling
Commitment to a common purpose	<ul style="list-style-type: none"> <li>- Providing support through the provision of training.</li> <li>- There is coordination among stakeholders.</li> <li>- MSMEs continue to maintain the SiBakul Jogja free-ongkir program</li> </ul>	
Trust among the participants	<ul style="list-style-type: none"> <li>- Trust arises because of the commitment created between stakeholders.</li> <li>- With social goals, do not think about profit and loss.</li> <li>- MSME actors feel a good impact on this program.</li> </ul>	
Governance	<ul style="list-style-type: none"> <li>- Existencing of a good quality control. Quality control to maintain the quality of the program by conducting curation and evaluation.</li> <li>- There has been no evaluation from the Department of Cooperative and SMEs of the Special Region of Yogyakarta to the JPN Cooperative.</li> </ul>	
Access to authority	<ul style="list-style-type: none"> <li>- The authorities are in accordance with their respective roles.</li> </ul>	
Distributive accountability/responsi	<ul style="list-style-type: none"> <li>- It has been going according to procedures such as the interaction</li> </ul>	

<p>bility</p>	<p>between all stakeholders including the discussion and input and channeling finance for debit transactions.</p> <ul style="list-style-type: none"> <li>- There is responsibility in every training conducted by the Department of Cooperative and SMEs of the Special Region of Yogyakarta by evaluating the next facilities in the empowerment program of the SiBakul Jogja free-ongkir.</li> </ul>	<p>Empowering</p>
<p>Information sharing</p>	<ul style="list-style-type: none"> <li>- Getting information through the WhatsApp community group and directly through social media such as Instagram</li> </ul>	
<p>Access to resources</p>	<ul style="list-style-type: none"> <li>- that the indicators of access to resources tend to run smoothly because each stakeholder has its own solution.</li> <li>- Sources of funds from the local government budget (grants unexpected expenditure).</li> <li>- Java Parama Niaga Cooperative was not able to use the institution's accounts SiBakul program Jogja free-ongkir so it is using personal accounts.</li> <li>- Giving time lag every month on free shipping.</li> <li>- There are still many who have not operated the Jagoan SiBakul platform / SiBakul partnerships and not all of them want to open the application even though it already exists.</li> </ul>	<p>Protecting</p>

*Source: Compiled by the Authors, 2020*

**Figure 2.** The Link of Collaborative Governance



Source: Compiled by the Authors, 2020

**Figure 3.** SiBakul Jogja Free-Ongkir Timeline



Source: Compiled by the Authors, 2020

## The Factors Affect Collaborative Governance

### A. Supporting Factor

## **1. Network Structure**

The network structure is the main point in collaborative governance's success by uniting one stakeholder with another (partnership). The network structure is a factor that supports the collaborative governance process to empower MSMEs in the free-ongkir Jogja SiBakul program. To build this network, the Department of Cooperative and SMEs of the Special Region of Yogyakarta collaborates with the JPN Cooperative, Gojek Jogja, and Grab Jogja.

## **2. Resource**

Factors that support this collaborative governance process are access to human resources and financial resources for the *SiBakul Jogja free-ongkir* program. Resources that play a role in collaborative governance already have their respective expertise in their respective fields and have a good team. Moreover, for the source of funds used in collaborative governance to support the *SiBakul Jogja free-ongkir* program, the Department of Cooperative and SMEs of the Special Region of Yogyakarta uses the Regional Revenue and Expenditure Budget (unexpected aid).

## **3. Authority**

With authority in the collaborative governance process given to each stakeholder involved in the *SiBakul Jogja free-ongkir* program, stakeholders can carry out their duties and functions according to their respective roles either through a procedure or giving freedom to innovate. The Department of Cooperative and SMEs of the Special Region of Yogyakarta as an originator of the SiBakul Jogja Free-shipping empowerment program and the head of this program. On the part of the JPN cooperative as a financial service in assisting debit transactions. On the part of Gojek Jogja and Grab Jogja, they both as a delivery service and provide innovation in ICT products. On the part of the MSMEs who are empowered as actors who carry out a selling action.

## **B. Obstacle Factor**

### **1. Less of Evaluation**

Evaluation is an important part of implementing the empowerment program. Evaluation is useful for assessing empowerment programs in collaborative governance, especially the stakeholders to achieve their common goals. In the empowerment program, the Department of Cooperative and SMEs of the Special Region of Yogyakarta conducts evaluations to the relevant stakeholders except the Java Parama Niaga Cooperative (JPN). It is what makes the JPN Cooperative look for its solution in user accounts for debit transactions, which initially used an institutional account for the free-shipping Yogyakarta SiBakul program to use a personal account.

### **2. Lack of Resource**

Resources are part of the support in the SiBakul Jogja empowerment program, one of which is technical. Technically, the empowerment of the SiBakul Jogja free-ongkir program has encountered a problem. The JPN Cooperative cannot use an institutional account that is specific to the account for the *SiBakul Jogja free-ongkir* program and it requires a personal account. Besides, the *Jagoan SiBakul* platform created by Grab Jogja in the Grab application has not been fully utilized because there are still many SiBakul members who have closed the business platform. Not all of them want to open the application even though it already exists.

## **CONCLUSIONS**

The SiBakul Jogja free-ongkir program has experienced better changes than before. It was still manual using admin customer service and many things were not optimal in implementing the empowerment program. However, after that month, the stakeholders made innovations through evaluation results and coordination among them. They were creating the applications Selly, Jagoan SiBakul, and GrabMart. It can reduce the workload of the admin customer service in the Department of Cooperative and SMEs of the Special Region of Yogyakarta, where MSMEs can carry out buying and selling transactions independently under the supervision of the Department of Cooperatives and SMEs of the Special Region of Yogyakarta and private sector.

However, from the results of the research and discussion, the researcher describes the application of the concept of collaborative governance in the SiBakul Jogja free-ongkir program, which is analyzed using DeSeve theory. It can be concluded that the collaboration carried out by the Department of Cooperatives and SMEs of the Special Region of Yogyakarta and the private sector has not been implemented optimally. It can be seen from several variables that measure the success of collaborative governance according to DeSeve, which are not fulfilled, namely governance and access to resources. It is related to factors inhibiting the empowerment program of collaborative governance in SiBakul Jogja Free-Ongkir program which is not going well, such as less of evaluation and lack of resource. Firstly, the Department of Cooperatives and SMEs of the Special Region of Yogyakarta conducts evaluations to the relevant stakeholders except the Java Parama Niaga Cooperative (JPN). Secondly, the JPN Cooperative cannot use an institutional account that is specific account for the *SiBakul Jogja free-ongkir* program. Thus, it requires a personal account.

Moreover, the *Jagoan SiBakul* platform created by Grab Jogja in the Grab application has not been fully utilized because there are still many SiBakul members who have closed the business platform. Meanwhile, the other six variables have been successfully implemented in collaborative governance in the *SiBakul Jogja free-ongkir* program. There are supporting factors that affect the sustainability of cooperation in empowerment, such as a network structure that is following its role, resources that have been a good team and adequate funds, and authority. Those stakeholders can carry out their duties and functions according to their respective roles either through a procedure or giving freedom to innovate. Furthermore, the existence of a collaborative governance process has an impact on community empowerment. In other words, community empowerment is included in the concept of economic development through the collaborative governance process. In carrying out community empowerment there are three processes, namely, enabling, empowering, and protecting. Firstly, the existence of SiBakul Jogja Free-Ongkir is related to the network structure, commitment to a common purpose, and trust among the participants so that it affects the enabling process. Secondly, related to the governance, access to authority, and distributive accountability/responsibility so that it affects the empowering process. Thirdly, the protecting process functions to maintain the sustainability of empowerment, especially in the *SiBakul Jogja free-ongkir* program. This is related to information sharing and access to resources so that it affects the protecting process.

## **SUGGESTIONS**

Based on the discussion of the research results and the conclusion drawn above, there are still problems related to collaborative governance in the *SiBakul Jogja free-ongkir*

program. There are some suggestions that the researcher would like to convey, as follows.

1. Conducting an even evaluation of the stakeholders through good coordination and communication so that collaboration can run optimally.
2. Improving resources technically in the case of the Java Parama Niaga Cooperative, which uses a personal account for financial facilitation in debit transactions, which is to provide a joint solution using evaluation and deliberation with the Department of Cooperative and SMEs of the Special Region of Yogyakarta. In this way, it can help provide a middle ground so that the Java Parama Niaga cooperative does not have the hassle of carrying out debit transactions using their private accounts.
3. As for the *Jagoan SiBakul* platform, where SiBakul Jogja free-ongkir members still close their business platforms, it can be improved through a community approach by improving coordination and good socialization in presenting the latest innovations from Grab Jogja.

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