



## Collaboration Strategy for Educational Service Delivery at the Regional Coordinator Office for Education and Culture in Purworejo District

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**Abstract.** This research aims to analyze collaboration strategies in educational services and identify the challenges and implications of implementing collaborative governance at the District Education and Culture Regional Coordinator Office (Korwilcambidik) in Bener District, Purworejo Regency. The research method used is descriptive qualitative, with data collection techniques including interviews, observation, and document study. The research findings indicate that cross-sector collaboration between government, educational institutions, and the community serves as an adaptive strategy for improving the effectiveness of public services in the field of education. Although the collaboration has been successful, there are still obstacles such as the lack of a formal legal basis, low levels of trust between agencies, and differences in interests and limited resources. Factors such as collaborative leadership, open communication, and community participation play an important role in maintaining the sustainability of cross-sectoral cooperation. This research concludes that the implementation of collaborative governance in the education sector has the potential to become an effective, transparent, and sustainable model of government governance if supported by institutional commitment and a trust-based work culture.

**Keywords:** Collaborative Governance; Community Participation; Cross-Sectoral Collaboration; Educational Services; Government Governance.

### 1. Introduction

Public service is one of the important indicators of successful government administration. The government is required to be able to provide effective, efficient, and equitable services to all segments of society, including in the field of education. Education itself is a strategic sector because it determines the quality of human resources that will drive national development. However, the reality on the ground shows that educational services in various regions still face complex challenges, both in terms of human resources, infrastructure, and management systems.

In addressing these issues, one approach that is now widely adopted by governments is the strategy of collaborative governance. This concept emphasizes the importance of cooperation between various parties, including the government, society, private institutions, and non-governmental organizations, to achieve common goals. Collaboration enables the creation of synergy between institutions in sharing resources, ideas, and responsibilities in the delivery of public services. In the context of educational services, collaboration is expected to bridge the limitations of government resources while strengthening community participation in improving the quality of education.

Collaboration strategies become relevant because conventional bureaucratic approaches have often been unable to meet all the needs in the field. Local governments, particularly

educational institutions at the sub district level, face challenges such as a heavy workload, limited budget, and a lack of cross-sectoral coordination. This condition demands a new work pattern that is participatory and complementary between agencies. In Purworejo Regency, one of the institutions that plays an important role in the implementation of primary and secondary education is the Office of the Kecamatan Regional Coordinator for Education and Culture (Korwilcambidik). This institution serves as a link between the District Education Office and educational units at the sub-district level. In this context, the Regional Coordinator for Educational Development has a significant responsibility to ensure the quality of educational services in their area of jurisdiction is maintained. However, there are still many obstacles faced on the ground, especially in Bener District, which has quite challenging geographical and socioeconomic conditions.

Bener District is one of the areas in Purworejo Regency, where the majority of the land is mountainous and the road infrastructure is still inadequate. This condition makes it difficult to coordinate and supervise schools scattered across various villages. On the other hand, the number of staff at the Korwilcambidik office is relatively limited, while the number of educational units that need to be served is quite large. Based on 2024 data, the Bener District area includes various levels of education, ranging from Kindergarten (TK), Early Childhood Education (PAUD), Elementary School (SD), Junior High School (SMP), to Vocational High School (SMK). In addition, there are also Elementary Schools (MI), Junior High Schools (MTs), as well as a number of Islamic boarding schools and tutoring centers that also play a role in providing education.

The high number of educational institutions with diverse characteristics creates a significant workload for the Korwilcambidik. On the ground, various issues are still found, such as limited school facilities and infrastructure, low teacher competency, curriculum mismatch with student needs, and lack of parental support. Not a few schools still lack adequate facilities such as decent classrooms, laboratories, libraries, and healthy sanitation facilities. Additionally, school accreditation in some regions is still low, indicating that the quality of education has not yet reached the expected standards. Another obstacle arises from the managerial aspect, where coordination between schools, local government, and the community has not been optimal. Many parties are still working partially without clear synergy. However, to address complex issues like this, a collaborative working model is needed, where each party can contribute and share responsibility according to their capacity.

In this context, a collaborative strategy becomes one of the relevant approaches. Collaboration in educational services allows for integration between the government,

educational institutions, the community, the business world, and universities. Thru this collaboration, it is hoped that a more effective, transparent, and sustainable service mechanism can be created. For example, schools can collaborate with the private sector in providing learning facilities; local governments can offer regulatory and mentoring support; the community can participate in school activities; and universities can play a role in human resource capacity building.

According to the Collaborative Governance theory proposed by Ansell & Gash (2008), the success of collaboration is determined by several factors, including trust between the parties involved, commitment to a common purpose, a clear network structure, and accountability and transparency mechanisms in the implementation of activities. In the context of the Bener District's Korwilcambidik, the planned and sustainable implementation of a collaborative strategy is expected to strengthen coordination, expand the work network, and improve the efficiency of educational services. Thru a collaborative strategy, various scattered resources can be mobilized in an integrated manner to achieve the same goal: improving the quality of educational services in the region. Beside increasing the effectiveness of the institution's work, collaboration can also strengthen the community's sense of ownership toward the world of education. With community involvement, the educational process is not only the responsibility of the government, but also becomes part of a collective social movement.

Based on the various descriptions provided, it can be concluded that collaboration strategies in educational services at the sub district level are a strategic step to address the complex challenges of public service. This research focuses on analyzing and describing how collaboration strategies are implemented by the Bener District Office of the Purworejo Regency's Korwilcambidik in an effort to improve the quality of educational services. The research findings are expected to provide an empirical overview of collaborative practices at the local level and serve as a reference for other local government agencies in developing effective, participatory, and sustainable educational service models.

## **2. Research Method**

This research employs a descriptive qualitative approach with the aim of deeply describing the forms and strategies of collaboration in educational services at the District Education and Culture Regional Coordinator Office (Korwilcambidik) in Bener District, Purworejo Regency. This approach was chosen because it can naturally reveal the meaning and social processes occurring in the field without manipulating variables. The research location was determined at the Bener District Office of the Education Coordination Office, with

research subjects including the office head, school service staff, supervisors, teachers, and external parties such as the Military District Command, Police Station, and Education Office involved in educational service collaboration.

The data used consists of primary and secondary data. Primary data was obtained through in-depth interviews and direct observation of collaborative activities in the field, while secondary data was obtained from official documents, activity reports, and relevant literature. Informants were determined using a purposive sampling technique, which involves selecting informants considered to best understand the research problem. In this study, the researcher acted as the primary instrument, conducting semi-structured interviews, participant observation, and activity documentation. The tools used include interview guides, field notes, and voice recorders to ensure data accuracy. Data analysis was conducted inductively through the stages of data reduction, grouping, and interpretation. The analysis process followed the steps outlined by Creswell (2012) and Moleong (2014), which included transcribing interview results, coding themes, constructing narratives, and drawing conclusions. To ensure the validity of the research results, source and method triangulation techniques were used, comparing the results of interviews, observations, and documentation. Through this approach, the research is expected to provide a comprehensive overview of how inter-agency collaboration strategies are implemented to improve the quality of education services in Bener District, Purworejo Regency.

### **3. Result and Discussion**

#### **The Dynamics of Collaborative Strategies in Educational Service Delivery at the Bener District Education Coordination Office, Purworejo Regency**

Educational services at the sub-district level are the spearhead of the successful implementation of national education policies in the region. In Bener District, Purworejo Regency, this function is carried out by the District Office for the Regional Coordinator of Education and Culture (Korwilcambidik), which is responsible for providing guidance, coordination, and supervision to educational units in its area. In practice, limitations in human resources and budget are the main challenges. Therefore, cross-sectoral collaboration strategies are chosen as an adaptive approach to improve the effectiveness of public services in the field of education.

This collaborative strategy is based on the collaborative governance paradigm, which is a governance approach that emphasizes cooperation between various actors, including government, society, and the private sector, in decision making and policy implementation.

According to Ansell & Gash (2011), collaborative governance emerges from the awareness that public issues cannot be solved by a single party alone, but require synergy between actors. In this context, the Bener Sub Regional Coordinator for Basic Education and Culture serves as a coordination hub, bridging various institutions to jointly strengthen basic education and cultural services in their area.

The collaboration implemented in the Bener sub district area involves various agencies such as the Sub district Government, the Purworejo District Education Office, Public Health Centers, Police Stations, Military Sub districts, as well as community organizations like school committees and the Family Welfare Movement (PKK). This form of cooperation extends beyond administrative activities to include social and educational programs. For example, collaboration with Public Health Centers covers school children's health programs, balanced nutrition campaigns, and school sanitation management, while cooperation with Police Stations and Military Sub districts focuses on strengthening student discipline and character development.

This collaborative activity shows that education is not only the responsibility of the Department of Education, but also an integral part of overall social development. Quality education requires support from various sectors to ensure the teaching and learning process can take place in a safe, healthy, and conducive environment. This cross sectoral approach demonstrates the practical application of the whole of government approach concept namely, synergy between government agencies in achieving the same public policy goals, particularly improving the quality of basic education.

Field research results indicate that the collaboration carried out at the Bener Sub Regional Education Office was not formally established thru legal documents such as a memorandum of understanding (MoU), but was flexible and needs-based. Although lacking a strong legal basis, inter agency working relationships are formed informally based on personal closeness and a shared commitment to improving the quality of education. This shows that collaboration at the local level often depends on social factors and leadership, rather than on regulatory power.

This informal approach has both advantages and disadvantages. On one hand, flexibility allows for quick and efficient cooperation without bureaucratic hurdles. However, on the other hand, the lack of a clear legal framework makes the sustainability of the collaboration dependent on individuals and not systematically institutionalized. Therefore, according to Emerson & Nabatchi (2015), effective collaborative governance requires three basic elements: (1) commitment to shared goals, (2) inclusive participation, and (3) institutionalization of

cooperation mechanisms. All three need to be strengthened to make collaboration in the Sub-Regional Coordinator's Office more sustainable.

From a functional perspective, the Korwilcambidik serves as the main coordinator (lead facilitator) connecting various actors within the collaborative network. Their duties include identifying school needs, developing cross-sectoral activity plans, and ensuring effective communication between institutions. In the context of network governance, the position of the Korwilcambidik can be likened to a "nodal point" or main hub that integrates various resources and policies to complement each other. The success of this coordination is key to creating effective education governance at the sub district level.

The success of collaboration in Bener District is also heavily influenced by visionary and communicative leadership. The head of the Regional Coordination Office for Education plays the role of a boundary spanner, meaning a leader capable of crossing inter agency boundaries to build trust and cooperation. The participatory leadership style implemented encourages open communication, conflict resolution thru deliberation, and a balanced distribution of roles among actors. In public management theory, this is known as collaborative leadership, where the leader's role is not to control, but to facilitate the collaborative process to create synergy between parties.

Beside leadership, the success of collaboration is also influenced by trust building factors. Research shows that routine interaction between the Korwilcambidik and other agencies creates mutual trust, which serves as social capital for the sustainability of collaboration. According to Huxham & Vangen (2005), trust is at the heart of collaboration because it forms the basis for commitment and the fair sharing of responsibility. In Bener District, the level of trust between actors increased with the frequency of joint activities and open informal communication.

Collaboration also demonstrates active community involvement, particularly thru school committees and community leaders. The community is not only a beneficiary but also participates in the planning and implementation of educational activities. For example, support in mutual aid activities to repair school facilities or the provision of social assistance for underprivileged students. This involvement reflects the application of the co-production principle, which is a form of public service where citizens play an active role in jointly producing services with the government. This model strengthens the community's sense of ownership over education policies.

Nevertheless, the research found capacity gaps among collaborative actors. Not all institutions have the same capabilities and resources to contribute. Some schools in remote areas face constraints in facilities, connectivity, and limited access to communication with the Korwilcambidik (Regional Coordinator for Basic Education). This indicates that successful collaboration requires a strategy for equitable resource distribution and strengthening the capacity of officials to prevent regional disparities in educational support and guidance.

From a public policy perspective, the collaborative strategy of the Bener Sub Regional Coordination Team reflects a form of policy innovation at the local level. In situations of budget constraints, collaboration becomes an instrument for optimizing resources thru the principle of collective efficiency. Collaboration also serves as a mechanism for adapting to social changes and national policies, such as the implementation of the Merdeka Curriculum and the strengthening of the Pancasila Student Profile. Thru cross sectoral synergy, these programs can be translated into concrete activities relevant to local needs.

Overall, the dynamics of collaboration in the Bener District's Korwilcambidik illustrate a model of organically evolving network based educational governance. Despite still facing various formal and structural limitations, this collaboration has successfully strengthened inter agency coordination, improved the effectiveness of educational programs, and encouraged community participation. By strengthening the legal aspects of cooperation, establishing a permanent cross-sector communication forum, and expanding human resource capacity, this collaborative strategy has the potential to become a best practice that can be replicated in other regions for collaborative education service management.

### **Challenges and Implications of Implementing Collaborative Governance in Education Services**

Although cross-sectoral collaboration strategies have been implemented in the administration of education in Bener District, Purworejo Regency, research results indicate that their implementation still faces various structural, cultural, and administrative challenges. This challenge relates to institutional aspects, human resources, and the less-than-optimal communication patterns between agencies. In the context of collaborative governance, these challenges are important to study because they are determining factors for the success or failure of public collaboration at the local level.

One of the main obstacles found was the absence of formal rules or written agreements that serve as the legal basis for inter-agency cooperation. The collaborative relationships that form tend to be informal and incidental, depending on the initiative of the leadership and the momentum of specific programs. The absence of a memorandum of understanding (MoU) or

regional regulations governing the collaboration mechanism makes it difficult to sustain the partnership, especially during changes in officials or policy shifts. According to Emerson & Nabatchi (2015), the sustainability of collaboration heavily relies on strengthening institutional structures and formal legitimacy, which provide certainty for all parties.

In addition to structural weaknesses, the cultural issues of bureaucracy also pose a significant obstacle. Some officials still have a sectoral and hierarchical mindset, where each agency tends to work within its own field without considering cross-sectoral linkages. In fact, a collaborative approach demands openness, coordination, and interdependence among actors. This shows a gap between the theory of collaborative governance and its practice in the field, which is still influenced by the cultural legacy of conventional, command-based bureaucracy.

Another aspect that also affects the effectiveness of collaboration is the uneven level of trust among participants. Based on the interview results, some institutions such as Puskesmas and Polsek showed high enthusiasm in supporting educational activities, while others remained passive due to budget limitations or a lack of understanding of the importance of cross-sectoral cooperation. In fact, according to DeSeve (2007), the success of public collaboration is highly dependent on trust, communication, and information transparency between agencies. Without trust, coordination is easily disrupted and the potential for conflicts of interest increases.

Coordination problems also arise due to the lack of a systematic and continuous communication mechanism. The cross-sectoral coordination forum at the Korwilcambidik has not been held periodically, so information between agencies is not always well distributed. As a result, there is an overlap of activities or delays in program implementation in the field. To address this, a planned two-way communication system is needed, such as monthly inter-agency forums or a public information based digital platform, so that all parties can transparently access data and developments in educational activities.

From a governance perspective, the issue of the division of responsibilities and accountability (distributive accountability) is also a challenge. In academic supervision activities, the distribution of School Operational Assistance (BOS), and the development of teachers and school principals, there is still an imbalance in roles between the Korwilcambidik and supporting institutions. Some schools in remote areas have not yet received optimal supervision due to a shortage of supervisors and geographical factors. This condition underscores the importance of more structured collaborative strategies based on a proportional division of roles according to the institution's capacity.

Beside the limitations in human resources, funding is also a major constraint. Most collaborative activities are carried out without specific budgetary support, relying instead on the initiative and commitment of each institution. This limits the Korwilcambidik's room for maneuver in developing innovative programs and expanding the scope of cooperation. From a public management perspective, this budget constraint demands policy innovations such as resource sharing, which involves sharing resources across agencies to reduce operational costs and improve public service efficiency.

Another challenge that needs to be considered is the difference in priorities between agencies. For example, for the Education Department, the main focus is achieving academic quality standards, while for the Community Health Center, the priority is student health, and for the Police Station, it's school environment security. This difference in goals has the potential to create conflicts of interest if not managed well. According to Ansell & Gash (2011), differences in interests among actors can be overcome thru a consensus building process that is, an effort to build mutual agreement thru open dialog, mediation, and continuous negotiation.

In a social context, community involvement also faces constraints due to unequal participation. Not all school committees or community groups have the capacity and knowledge to contribute effectively to collaborative activities. This creates a participation gap that impacts a weak sense of ownership toward local education policies. Therefore, capacity building is needed for communities and local organizations so they can play a more active role in supporting the educational collaboration agenda.

Despite facing numerous challenges, the implementation of collaborative governance in education also yields several positive implications. One of them is the formation of cross-sectoral awareness that education is a shared responsibility. Collaboration has opened up communication channels between previously fragmented agencies and strengthened social networks between schools, government, and the community. If managed consistently, this model can be an adaptive mechanism to overcome resource limitations and accelerate the achievement of educational development goals in the region.

Another strategic implication is the need for a paradigm shift in public bureaucracy, from a hierarchical system toward a collaborative system. Collaborative governance demands a bureaucracy that is open, participatory, and results-oriented. Local governments need to build strong political will by providing supportive policies, such as regional regulations on cross-sectoral cooperation in education. Additionally, it's also important to develop a collaborative evaluation system that assesses performance based on joint work results, rather than individual institutional achievements.

Overall, the challenges and implications of implementing collaborative governance in the education sector in Bener District show that the success of collaboration is not only determined by organizational structure, but also by political will, collaborative leadership, and a participatory work culture. When these three aspects are strengthened, the Bener District's Korwilcambidik has the potential to become a model of best practice for public service collaboration at the local level. By integrating the roles of various agencies and the community, this collaborative system can serve as the foundation for effective, transparent, and sustainable education governance in Indonesia.

#### 4. Conclusion

Based on the research findings, it can be concluded that the implementation of collaborative governance in education services at the Bener District Education Coordination Office in Purworejo Regency is an adaptive strategy to overcome resource limitations and improve the effectiveness of education governance at the local level. Cross sectoral collaboration involving government, educational institutions, and communities demonstrates positive synergy despite facing structural and cultural challenges. The lack of a formal legal basis, differing interests among agencies, and low levels of trust are the main obstacles to maintaining the sustainability of cooperation. However, community participation and collaborative leadership proved to be key factors in strengthening the network of inter-actor coordination. The implementation of this collaborative model has important implications for bureaucratic transformation toward more participatory, transparent, and responsive governance. By strengthening institutional commitment and building a trust-based work culture, collaborative governance has the potential to become an effective and sustainable model for strengthening public education services in the regions.

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