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**RESEARCH ARTICLE**

## Exceeding Destiny through Potency: The Strategies in Developing Community's Arabica Coffee from a Collaborative Governance Perspective

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### ABSTRACT

This qualitative research delves into the development of community Arabica coffee from a collaborative governance perspective in the Sumberwringin sub-district, Bondowoso Regency, East Java province, Indonesia. The research results showed that the development was carried out through collaboration between the district government and professional institutions as policy facilitators. The strategies aimed at the development comprised five core elements, *inter alia*, 1) land (Perhutani's properties), 2) technology (Puslitkoka), 3) human power (farmers), 4) orders (policies), and 5) treasury (banking). The development has succeeded in creating modern farmers who are independent in cultivating and processing Arabica coffee by complying with Good Agriculture Processes, Good Handling Processes, and Good Manufacturing techniques. This independence has succeeded in creating quality specialty coffee products with national and international organic certificates that have penetrated the national and international markets. The development of Arabica coffee eventually elevated the community's income and welfare.

### KEYWORDS

Coffee, development collaborative governance, superior potency

### ARTICLE INFORMATION

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### 1. Introduction

Bondowoso Regency is an isolated area in the Tapal Kuda region of East Java, which has no coastline. It is located in the middle of the region without any state highways connecting the provinces laid in the region. Due to its non-strategic location (Panigoro, 2013), the regency has always struggled to develop compared to other regencies in East Java (Azhari, 2012). Unquestionably, the regency has been named "Bondowoso the Dead City" (Juniawan, 2016).

Notwithstanding, the region has abundant development potentials, some of which are concerned with agriculture, aquaculture, animal husbandry, and tourism prevalent in the mountains and highlands situated in the regency (Diartho, 2018). One of the superior products in the regency that has been successfully developed is Arabica coffee. The potential development of Arabica coffee has transformed the portrait of the Regency from "Bondowoso the Dead City" to "Bondowoso the Republic of Coffee".

Arabica coffee is the most widely developed coffee in the world, particularly in Indonesia. This coffee is grown in the highlands with a dry climate situated around 1,350-1,850 meters above sea level. Meanwhile, in Indonesia, this coffee can grow at an altitude of 1,000 – 1,750 m above sea level. As coffee has been known for its strong aroma and taste (Apratiwi, 2016), the coffee is deemed to possess substantial natural prospects and high economic value and has thus encouraged the optimism to elevate farmers' income through extensive cultivation in plantations, forestry, and the Indonesian highlands. A series of tests on Java Ijen-Raung

Arabica coffee, an Arabica coffee product from the regency, has acknowledged its high extent of acidity, which generates its distinctively unique chocolaty taste (Ed Munthe, 2018).

Ansell and Gash (2007: 534) highlight collaborative governance as a new strategy to converge policy stakeholders to create a joint consensus. Currently, the government has grappled with multiple challenges to developing local Arabica coffee as a superior regional product. The specialization of required competencies means that development must involve diverse institutions and actors with strong interests and competencies. The convergence of these different parties is pivotal to helping Arabica coffee farmers, as development targets have, to address their limitations in farming activities and cultivation while increasing production, processing, capital, and marketing of Arabica coffee. Therefore, the government of Bondowoso Regency has been implementing a collaborative governance perspective to develop Arabica coffee. As collaborative governance is devoted to addressing problems and needs in the field, it calls for a multitude of competent actors and institutions with a shared interest in achieving mutually agreed goals. These institutions and actors engaged in collaborative governance are believed to spark shared motivation, trust, and support to achieve the development goals of Arabica Coffee.

In this scenario, the present study delved into the development of smallholders of Arabica coffee from a collaborative governance perspective in the Bondowoso regency. The findings are projected to encourage measures to increase the quality of specialty coffee products to penetrate the national and international markets.

## **2. Collaborative Governance**

This study employed Ansell and Gash's collaborative governance model, which consists of (1) starting conditions, (2) facilitative leadership, (3) institutional design, and (4) collaboration process.

In the first stage, the stakeholders with different backgrounds or specialized institutional competencies take part in a mutual project. This diversity of backgrounds plays a crucial role in successful collaboration. The government engaged institutions with well-known passion and specializations that suit the goal of development projects. Second, facilitative leadership is fundamental in collaboration because decent management of technical capabilities and credible decision-making will determine successful program implementation to achieve shared goals. These goals can only be achieved in the presence of the aggregate of resources to support policy implementation, including finances, roles and time, technical and administrative support, mutual assistance, collaborative analysis, field implementers, and experts. Moving forward, collaborative governance also requires an institutional design that emphasizes procedural legitimacy. This is emphasized in Bondowoso regency's regulation No. 2 of 2018, the regent's regulation number 25A of 2017, and the MoU between the regent and stakeholders. Fourth, there are four stages in the collaboration process.

The first stage is face-to-face dialogue to identify opportunities and mutual benefits. The collaborative governance in Bondowoso Regency has maintained face-to-face dialogue to attain common goals and reveal the potential of each engaged institution. For example, Puslitkoka (Cocoa and Coffee Research Institute) has market opportunities and collaboration with coffee factories, and Perhutani (the State Forestry Company) has the authority to rent land to farmers. Another important party is banking, which provides capital opportunities.

The second stage, establishing trust, is formed naturally by involving parties through collaborative practices, in which each actor can acknowledge the competence of involved actors and eventually build mutual trust as well as mutual learning. Equally important is that they will develop a common understanding of common goals and interests by assessing actions and needs in the field.

The third stage is the commitment to the process. Policy implementation requires several actors with diversified competencies and backgrounds in which they work in collaboration as a system. This will gradually foment mutual dependence between institutions and joint endeavors to address problems.

The fourth stage is sharing understanding. In the collaborative governance, this shared understanding has been engraved in the 2018 Bondowoso coffee cluster development and policy management, as well as in the regent's regulations regarding the governance and trade system of Arabica coffee products. These provisos have made explicit the goals and duties of each actor who partakes in the policy. Consensus between involved parties helps to ensure that each party remains reliable and responsible for their roles. Furthermore, consensus plays a crucial part in nullifying potential conflict throughout collaborative endeavors.

The fifth stage is achieving interim results, be it expected or unexpected. The expected outcome may constitute a small triumph, a positive result that maintains the enthusiasm of the actors, while unexpected outcomes can arise directly or indirectly. To anticipate these outcomes, the involved parties need to maintain adaptation to emergent circumstances associated with the

collaboration. Decent adaptation requires all parties to take equal part without any overriding influence of particular organizational interests. This is why adaptation must be based on the needs of successful collaboration.

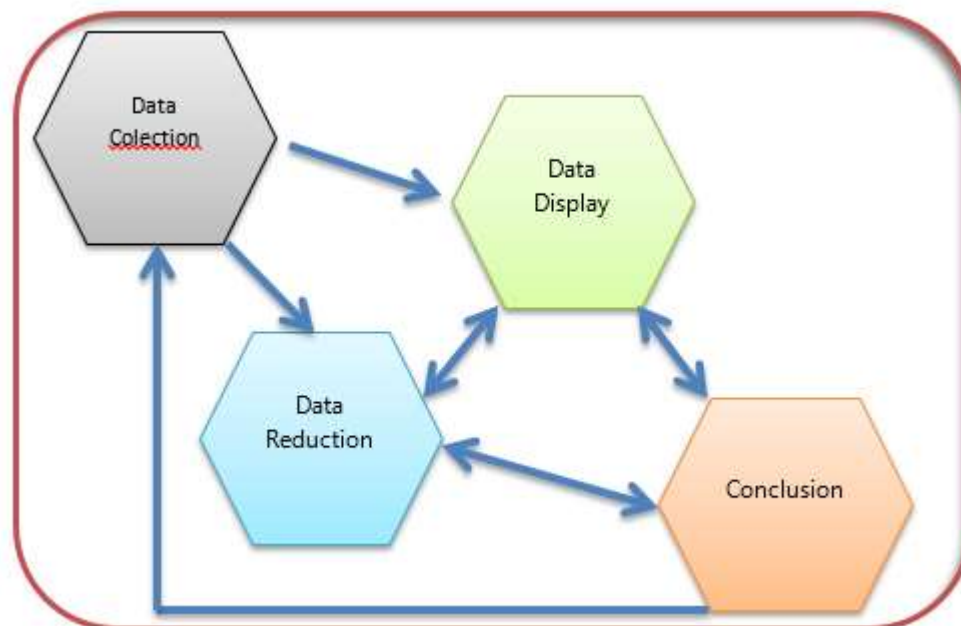
### 3. Methodology

The approach used in this study was qualitative research. This research took place in Bondowoso regency. The determination of the research site was based on the site for developing a coffee plantation in Bondowoso regency. The types and sources of data under analysis were primary data, mainly related to the information obtained from the village government or village officials, Agriculture Service officials, The Department of Forestry, Puslitkoka, APEKI, and (farmers).

The secondary data included the Bondowoso regency in numbers 2022, The Department of Forestry profile, the productive partnership decree, the Bondowoso republic of coffee book, data on the number of farmer groups, Regional Regulation No. 2 of 2018 concerning the protection and development of the Bondowoso coffee cluster, regent regulations regarding the governance and trading procedures of Bondowoso coffee products.

Data sources (informants) were determined by purposive techniques. The information sources were the Official agricultural instructor and staff of facilities and infrastructure of the Bondowoso district agriculture and food security department, the head of the forest village community institution and partnership officer at Perum Perhutani KPH Bondowoso, Head of the regional planning, development, research and development agency for Bondowoso Regency, head of the Bondowoso district government section, staf dinas koperasi dan perdagangan kabupaten bondowoso, sub-district head.

The data collection phase carried out in this study was direct and in-depth interviews using interview guidelines (guided interview), as well as by observation. The data analysis method used in this study was an interactive data analysis model from Miles Huberman (2017). Data analysis consisted of four steps, including data collection, data condensation, data presentation and conclusion/verification.

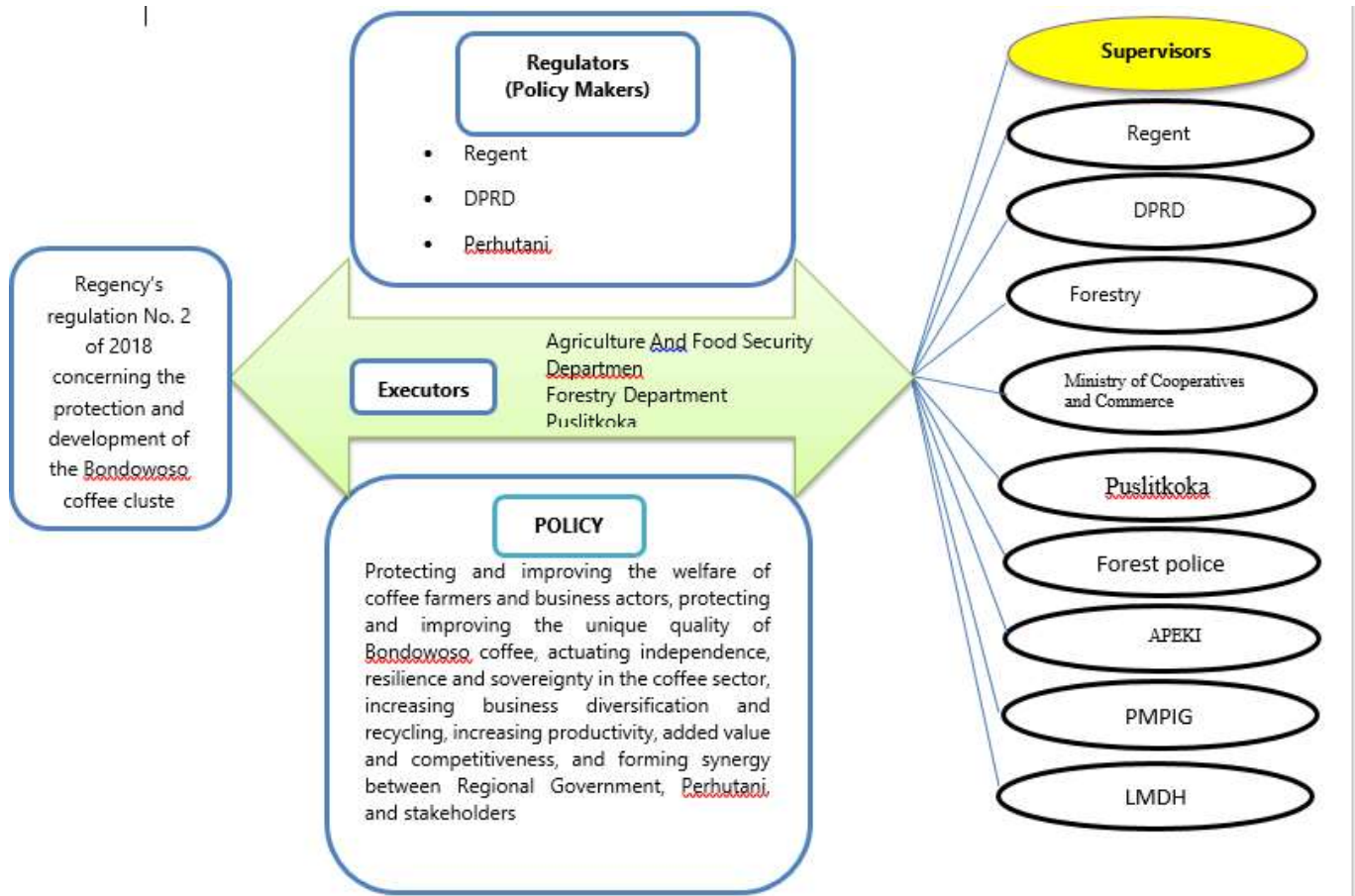


Picture 3.1 Interactive Data Analysis Model

### 4. The Policy on Developing Community's Arabica Coffee

As a renowned coffee-producer region, Bondowoso Regency has a series of coffee plantations of around 40,000 ha. Coffee is the superior potential of the Bondowoso Regency. Coffee products from Ijen Plateau, Raung Plateau, and Argopuro Plateau have unique tastes. These coffee products have a different taste from those from other regions. Due to the increasing demand for Bondowoso coffee from the domestic and international markets, the government established regency regional regulation no. 2 concerning the protection and development of the Bondowoso coffee cluster (Regional Regulation, 2018).

The regulation is intended to provide comprehensive protection for the coffee-producing area along with the involved growers and business actors. Moreover, it is aimed to protect the cultivation, harvest, post-harvest, and trade activities of Bondowoso coffee. The regulation aims to preserve the coffee area and products in the region as one of the region's intellectual assets (Perub, 2017) while also preserving the welfare of coffee farmers and business actors. The following figure shows the overall policy regulating coffee cultivation.



**Picture 4.1. The Policy on Developing Community's Arabica Coffee**

The policies are implemented through guidance and supervision carried out by Perhutani, Agriculture Service, Puslitkoka, and APEKI (the Association of Indonesian Coffee Farmers). The executors are supervisors Perhutani Mantri, a field agriculture instructor, a volunteering instructor, a private instructor, and experts in processing and testing coffee from Puslitkoka. Supervisors in the collaboration are invited through a systematic collaboration for the successful development of Arabica coffee.

The Regent and DPRD (Regional Legislative Council) are responsible for monitoring reports. The Department of Agriculture provides guidance and supervision concerning the institutional legality of farmer groups and UPH (Product Processing Units). However, regarding the implementation, guidance, and supervision of SOPs (Standard Operating Procedures), GAP (Good Agriculture Processes), and GHP (Good Handling Processes), Quality and Taste are carried out by Puslitkoka. By providing guidance and supervision regarding GAP, farmers can produce quality coffee plants and coffee beans to meet market demand. Guidance and supervision regarding GHP aim to ensure that farmers can independently and professionally process post-harvest Arabica coffee, cultivating red Arabica coffee for fine coffee powder ready to be marketed.

The Department of Cooperatives and Trade provides guidance and supervision on marketing. Apart from assisting with seeds and post-harvest processing machines, the Regional Government also provides marketing access for Arabica coffee. Farmers have the convenience of marketing Arabica coffee at a stable and market-appropriate price. Meanwhile, Perhutani, in tandem with LMDH and Forest Police, provides guidance and supervision regarding land management rights for coffee cultivation. Perhutani also helps farmers to better understand the importance of reforestation and take the right measures to preserve the environment. Given the

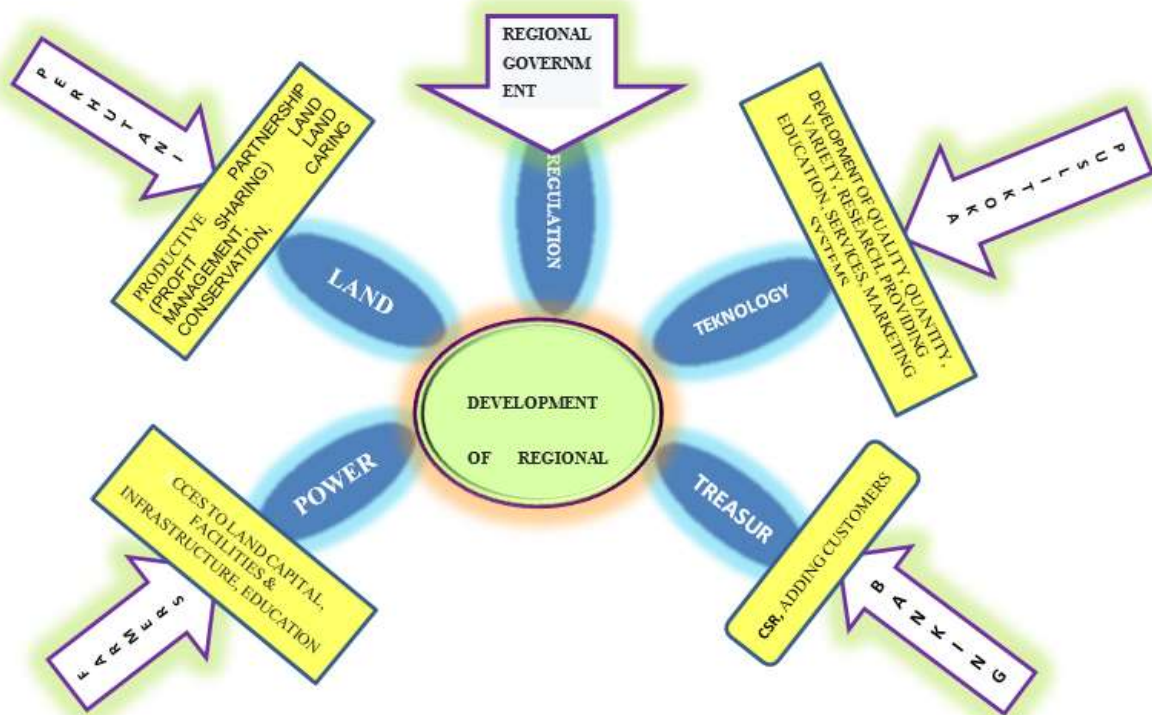
fact that Arabica coffee requires sheltering trees, the policy plays a crucial part in engaging every party in a connected undertaking to preserve the forest as the fundamental basis for producing coffee plants and coffee beans with the desired quality and quantity. Some of the policies geared to these goals pertain to protecting and improving the welfare of coffee farmers and business actors, protecting and improving the quality of Bondowoso coffee, supporting independence, resilience, and sovereignty in the coffee sector, increasing business diversification and recycling, increasing productivity, added value, and competitiveness, and empowering the synergy between the regional government, Perum Perhutani, and stakeholders.

**5. The Development of Community’s Arabica Coffee from a Collaborative Governance Perspective**

Bondowoso Regency is characterized by highlands, making it a perfect ground for cultivating Arabica coffee. The natural, social, and cultural potentials of the community form an excellent edifice for developing Arabica coffee as a regional superior product. In view of this objective, the government has established the 2016 and 2017 regent's regulations concerning the management and trade of Bondowoso coffee products, followed by the 2018 regional regulation regarding the protection and development of Bondowoso coffee.

Actors in the cooperation policy shoulder the roles of maintaining and exercising basic rules, process transparency, and stakeholder responsibilities. Regional regulation number 2 of 2018 concerning the protection and development of Bondowoso coffee determines the objectives of developing coffee as a superior regional product, particularly for protecting and improving the welfare of business actors, preserving the unique quality of Bondowoso coffee, restoring independence, resilience and sovereignty in the coffee sector, increasing diversification and downstream businesses, increasing productivity, added value and competitiveness, and increasing the synergy between regional forestry governments and stakeholders (Perda, 2018: 8).

These policies not only focus on group targets but also the interests of stakeholders or policy actors. The strategies aimed at the development comprised five core elements, *inter alia*, 1) land (Perhutani’s properties), 2) technology (Puslitkoka), 3) human power (farmers), 4) orders (policies), and 5) treasury (banking). The following figure shows the overall strategy for developing Arabica coffee.



**Picture 5.1 Strategy Developing Arabica Coffee**

In this case, the regional government is tasked with providing facilities and infrastructure for training and mentoring parties involved in the program. Puslitkoka is tasked with providing experts in cultivation, processing, quality control, and product marketing to increase farmers' income and strengthen cluster development. Meanwhile, Perum Perhutani’s KPH (Unit of Forest

Management) in Bondowoso is responsible for cultivating coffee plants under sustainable forest management and productive partnerships. The banking sector is obliged to provide financing following the technical banking provisions of the APEKI as the target group in organizing and empowering.

Empowerment calls for facilitative leadership and adequate resources from policy actors, natural resources, and specified budgets and programs. Since 2011, the community's Arabica coffee has been developed through a multisectoral collaboration between professional institutions. The government takes part in empowering cultivation and post-harvest to ensure the expected quantity and quality of coffee. In the same vein, business actors also receive training and education to transform their mindset from traditional farmers to coffee entrepreneurs. Notwithstanding, farmers can also market coffee products independently through coffee festivals and social media. The regional government also supports institutional development and a good capital system. Through the APBD (Regional Budget) and APBN (State Budget), the regional government provides support in the form of seeds, fertilizer, sprayers, hullers, pulpers, washers, and brewing machines. The actors also receive training in processing coffee skins into fertilizer, tea, and soap with coffee aroma. This is managed using an efficient and effective managerial system. These interconnected measures aim to ensure that all parties are at an advantage. The eventual outcomes of these extensive measures have been achieved as community welfare has been on the rise following the development of smallholder Arabica coffee from 2011 until 2023.

In collaborative governance, face-to-face dialogue is also carried out to identify opportunities, interests, and policy objectives. The interests and benefits of stakeholders form a consensus with the district government in developing the community's Arabica coffee. In this collaboration, Perhutani cooperation through productive partnerships obtains 30% profit sharing, and they also foment strong solidarity with farmers in maintaining sustainable forests. Meanwhile, Puslitkoka is interested in developing varieties of quality coffee in Indonesia. Puslitkoka can develop research in the field of coffee and receive incentives from training on coffee cultivation and processing. In this case, banks can add customers who can demonstrate a consistent and good financial system. This is where face-to-face dialogue helps to gain consensus and mutual advantage on the interests of different stakeholders.

Stakeholders are considered to have a strong commitment based on the optimal achievements of local Arabica coffee development. The findings show that the farmers and coffee products have been well-known in both national and international markets. From 2011 to 2023, sector holders involved have benefited from different interests, which results in continued collaborative governance.

Shared understanding is useful for identifying a clear mission and problem definition and identifying shared values. Besides, joint understanding is vital to understanding the social and natural potential of the area. Stakeholders can look at all values and problems, and institutional design is right on target. So that policy actors do not apply the wrong approach, guidance, and training. All stakeholders who collaborate are professional institutions. However, all parties must have an understanding of the situation and the direction in which the community is developing its Arabica coffee policy.

The interim development results of the community's Arabica coffee from a collaborative governance perspective have led to the creation of coffee with a special taste and export quality, as indicated by the certified Ijen Raung and Hyang Argopuro varieties, as well as an organic certificate for 2023. The farmers affirmed that the land for cultivating the community's Arabica coffee land will reach 40,000 hectares in 2023. Through guidance, training, and education on cultivation, post-harvest, marketing, institutional strengthening, and financial management with banking, business actors have succeeded in becoming independent farmers and entrepreneurs. These prolonged efforts have justified the success of specialty Arabica coffee products in the international market since 2011.

Bondowoso government is aware that the district government cannot independently put the policy to work. Thus, the regency government has maintained collaboration with stakeholders, which include Perum Perhutani's KPH in Bondowoso, the Jember branch of Puslitkoka, banking, and APEKI. This collaboration aims to achieve productive governance. Apart from that, the government also needs information from private parties involved to understand the vital elements for policy implementation that satisfy the emergent social and natural conditions. Thus, policy is implemented with a contextualized approach to the target group. The synergy between stakeholders has been the key to overcoming resource scarcity and bridging any gaps between stakeholders. In addition to this synergy, the policy implementation requires sufficient budget cooperation with the target groups and professionals.

## **6. Conclusion**

The research findings have demonstrated that the development of the community's Arabica coffee is carried out through coaching, supervision, assistance, training, and counseling to maintain and elevate the community's welfare, improving unique quality coffee,



achieving independence, resilience, and sovereignty, increasing productivity and product diversification, added value, and competitiveness, and fomenting synergy with local governments, Perum Perhutani and stakeholders. Competence empowerment is carried out by professional institutions in collaborative governance. Empowerment in coffee cultivation aims to improve the skills of the target group and enhance the quality and quantity of coffee as a regional superior product. Meanwhile, competency development in harvest and post-harvest aims to ensure that the target group produces SNI-certified products with unique, special tastes and export quality. Meanwhile, land use rights granted by Perhutani are vital to increase production quantity and meet the uprising demand of the international market. Marketing support is also at play to ensure that the products can reach national and international markets. These supports include brand facilities, halal certificates, SNI standards, and organic product certificates, each of which helps to convince consumers that the products have passed laboratory tests. Besides, given the unique and special quality flavors, Arabica coffee products have proven quality and competitiveness against other regional products.

The other important findings have made explicit the elements for developing the community's Arabica coffee. This strategy comprises 1) land (Perhutani's properties), 2) technology (Puslitkoka), 3) human power (farmers), 4) orders (policies), and 5) treasury (banking). The development of the community's Arabica coffee has successfully created modern farmers capable of independently cultivating and processing Arabica coffee in compliance with Good Agriculture Processes, Good Handling Processes, and Good Manufacturing techniques.

The policy for developing people's Arabica coffee from a collaborative governance perspective will be implemented from 2010 to 2023. Some important document in 2019 were not found. Changes in government agency officials also affect data acquisition. This influences the interpretation of this research. Further research can focus on developing the coffee export marketing system, quantity and quality assurance systems, and the organic certification process, which is very long and takes years. Coffee, as a superior regional product, cannot meet export demand. The government has an obligation to support, accompany, develop and supervise the total development of the people's Arabica coffee.

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