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# Stakeholder Motivation in Local Collaboration: A Study of Education in Deli Serdang Regency

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## Abstract

**Objective:** This study explores and seeks to understand the motivations behind stakeholder involvement in the implementation of an educational program called CERDAS (Percepatan Rehabilitasi dan Apresiasi Sekolah). Each stakeholder holds different orientations but is confronted with similar challenges. Therefore, it is compelling to critically examine the motivations underlying each stakeholder's behavior. **Theoretical framework:** The theoretical framework employed in this research is the relational values theory by Murphy and Stott, which includes instrumental, integrative, intrinsic, and extrinsic values. These relational values serve to explain the motivations of the stakeholders involved. **Literature review:** The literature review is grounded in governance theory, which emphasizes the necessity of joint governance. This perspective is particularly relevant in examining stakeholder motivations within collaborative efforts. **Methods:** This study uses a qualitative approach with data collection techniques in the form of observation, in-depth interviews, and documentation. **Results:** The findings reveal that collaboration can be sustained when stakeholders' relational values are aligned and configured toward a shared goal. Each stakeholder brings distinct relational values to the collaboration. **Implications:** This study suggests that the success and sustainability of local collaboration in education is highly dependent on the alignment of relational values between stakeholders with different motivations. **Novelty:** The novelty of this study on local collaboration lies in its focus on uncovering the motivations of all stakeholders involved.

**Keywords:** stakeholder, collaboration, participation motivation, education, cerdas program.

## INTRODUCTION

Quality education can drive positive change in a nation's economic growth. Not only does it promote economic development, but research conducted in East Asian countries such as Singapore, Hong Kong, South Korea, and Taiwan during the 1970s to 1980s shows that a strong focus on investment in the education sector led to significant economic growth, a reduction in poverty, and improvements in social capital [1]. This indicates a chain reaction of progress that can occur within a country. In the case of Indonesia, between 1996 and 2009, an increase of just 1% in the contribution of the education sector was found to boost national economic growth by 1.779% [2]. The most effective way to improve a nation's standard of living is through education. This is reinforced by studies that show an inverse relationship between education and poverty. Therefore, it is crucial for governments to ensure the provision of high-quality and equitable education [3].

Quality education is generally supported by several key elements, including student competence, professional teachers, and the availability of adequate infrastructure and facilities for the learning process [4]. Among these elements, school facilities often play a strategic role that is sometimes overlooked. Several studies have shown that well-designed classrooms with natural lighting, minimal noise, and proper ventilation can significantly influence students' academic performance [5]. A more specific study found that classrooms equipped with adequate facilities positively affect academic achievement, particularly in subjects such as mathematics and science [6]. Primary schools, as the second stage of formal education, can accelerate students' comprehension when supported by good infrastructure. This, in turn, affects academic performance and learning motivation at the next levels of education junior high school, senior high school, and university [7]. Therefore, the availability of high-quality infrastructure and facilities is not merely a supplementary component in schools but plays a crucial role in the learning process. Preparing quality educational infrastructure must, of course, be supported by adequate funding from both central and local governments.

The central government allocates 20% of the national budget (APBN) to realize equitable and high-quality education. However, this allocation has not fully met the needs of schools. One of the contributing factors is the large number of schools requiring support. In Deli Serdang Regency, for example, there are 581 public elementary schools that must be attended to. In 2024, the education budget for Deli Serdang Regency was IDR 296 billion. This fiscal capacity also needs to be distributed across junior and senior high school levels. Although the education budget increases each year, the challenge of providing adequate school facilities remains a pressing issue that requires serious attention.

According to educational data from Deli Serdang Regency for the 2024/2025 academic year, there are 5,065 classrooms in public elementary schools. Of these, 5,022 classrooms (99.15%) are in good condition, 41 classrooms (0.81%) are slightly damaged, 1 classroom (0.02%) is moderately damaged, and 1 classroom (0.02%) is severely damaged. Although the total proportion of damaged classrooms is relatively small  $\pm 0.85\%$  any level of classroom damage can still hinder the learning process. Three subdistricts recorded the highest number of damaged classrooms: Percut Sei Tuan with 13 slightly damaged classrooms, Sunggal with 10, and Kutalimbaru with 6. Meanwhile, STM Hulu Subdistrict reported one classroom in each category of slight, moderate, and severe damage [8]. Despite the small percentage, the presence of damaged classrooms reflects the limitations faced by local governments in managing public elementary school infrastructure. Therefore, alternative approaches are needed to support efforts in advancing national education. Although the percentage is relatively small, the damage to classrooms reflects the limitations of local governments in managing public elementary school infrastructure. Therefore, alternative approaches are needed as part of efforts to improve national education and empower the younger generation.

Historically, the Deli Serdang Regency Government has implemented a program called CERDAS, an acronym of Percepatan Rehabilitasi dan Apresiasi Sekolah. This program was initiated in 2004 in response to the limited financial capacity of the local government. At that time, the government had only a General Allocation Fund (DAU/Dana Alokasi Umum) of less than five billion rupiah, and even when combined with the regional budget (APBD), the funds were only sufficient to revitalize ten schools. CERDAS is built on the principle of mutual cooperation (gotong royong) among three key stakeholders: the government, the community, and the private sector, working together to repair and rehabilitate damaged schools. This spirit of collaboration reflects a strong participatory value embedded in the program. Conceptually, CERDAS is not an incidental or one-off initiative but has evolved into a structured model within the educational system of Deli Serdang Regency, as stipulated in Regional Regulation of Deli Serdang Regency Number 5 of 2012 concerning the Implementation of Education [9].

Although the CERDAS program has been running for over 20 years, a comparison with current data on school infrastructure damage and the absence of periodic documentation on its

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implementation suggests that stakeholder collaboration has yet to reach its full potential. Previous studies have highlighted implementation challenges within the program, particularly the lack of influential community figures in the present day who can inspire public motivation, as well as the weakness of collaborative networks. These issues raise concerns about the limited participation of stakeholders in the CERDAS program [9].

The limited understanding and motivation among government officials, community groups, and private sector actors regarding the incentives for participating in collaborative schemes pose a major challenge to realizing the full potential of transforming education service management. The active involvement of both governmental and non-governmental actors in decision-making and the management of education is shaped by underlying motivational values. The CERDAS program is voluntary in nature and does not rely on coercive mechanisms. It is therefore intriguing to understand why groups with differing orientations, backgrounds, and perceptions are willing to engage in a collaborative scheme. This highlights the importance of exploring the fundamental values that drive stakeholder motivation to participate in the CERDAS program. This study on local-level collaboration offers two key contributions (1) it focuses on stakeholder motivation, and (2) it applies the relational values theory developed by Murphy and Stott to analyze the motivational values of government actors, community groups, and the private sector. This approach not only deepens the understanding of local collaborative dynamics, but also provides a potential model and policy reference for other regions seeking to incorporate the principles of *gotong royong* (mutual cooperation) into the governance of education [10].

## LITERATURE REVIEW

The foundation of public sector collaboration is rooted in the concept of governance. Governance is reflected in the way the state builds interactions, shares roles, and responds to the needs of its citizens. Within this approach, the government is no longer the sole actor but one among several stakeholders alongside the community and the private sector who collectively share responsibilities [11][12]. This concept is not new; governance as a discourse has evolved over the past three decades in both academic and public spheres. The United Nations defines collaborative governance as a cooperative relationship between state and non-state actors who share common goals, and therefore must also share risks, responsibilities, and resources [13]. Stakeholder motivations for engaging in collaboration as a form of governance are highly diverse. However, in general, collaboration is pursued to address problems that cannot be solved independently. Essentially, collaborative governance is a cross-organizational process that facilitates joint decision-making among diverse actors [14]. This is often due to limitations in available resources such as power, funding, and knowledge the increasing complexity and diversity of public issues, the need to build and strengthen public trust, and the influence of global policy frameworks such as the Sustainable Development Goals (SDGs), which require adoption at national, regional, and even local levels. According to existing studies, collaboration can serve as a tool to achieve shared goals, as a mechanism for consolidating resources and capacities, as a response to evolving reform contexts, and even as a domestically driven initiative arising from local constraints or challenges [13]. An example of collaborative implementation is the CERDAS program in Deli Serdang Regency, which was initiated as a local or domestic intuition by the government in response to limitations in improving educational infrastructure and facilities. As a form of governance, collaborative programs must focus on solving problems, not adding to existing ones [15]. Collaboration should generate benefits by achieving advantages that cannot be attained individually [16].

Collaboration is viewed as a strategy for addressing social problems, and everyone who operates within the social sphere has a role to play in working together [17]. The initial stage of collaboration involves defining the problem, identifying relevant stakeholders, and establishing dialogue [18]. Stakeholder theory, introduced by Freeman in 1984, emphasizes

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the importance of identifying the interests of stakeholders [19]. Later, in 2005, Freeman expanded the concept of collaboration by emphasizing that relationships among stakeholders must be built upon shared values, the cultivation and practice of trust, and the obligation to actively participate [20]. If collaboration is carried out based on aligned values, there is a strong likelihood that it can be sustained over the long term. Thus, Freeman's overall idea of collaboration goes beyond understanding it merely as a strategic approach it also encompasses an ethical responsibility and a long-term orientation. Long-term collaboration can enable communities to learn and innovate in response to social change [21].

Murphy and Stott complement Freeman's stakeholder theory through the relational values approach. Stakeholder involvement is not solely driven by material incentives or external pressures, but rather by a variety of motivations rooted in social relational values and a commitment to shared goals. Motivation influences individual behavior toward a particular objective, and in this context, it is conceptualized across several dimensions [22]. Murphy and Stott classify four main categories to understand stakeholder motivations of collaboration: Instrumental (engagement aimed at gaining direct benefits), Extrinsic (driven by regulatory requirements or external pressure), Integrative (focused on building social relationships), and Intrinsic (motivated by moral responsibility or genuine concern) [10]. These four motivational dimensions proposed by Murphy and Stott will be used to identify the motivations of the stakeholders involved. Trust has long been considered crucial in collaboration, but it can in fact be replaced by other motivations such as the pursuit of benefits [23].

The CERDAS Program is a local initiative of the Deli Serdang Regency Government, developed in response to the region's limited financial capacity to rehabilitate damaged schools. This movement emerged as a form of community mutual cooperation in 2004 and was further facilitated by the involvement of community leaders, teachers, and village officials. During these initiatives, funds were collected to repair schools in light, moderate, and severe conditions of disrepair. Community leaders played a vital role in this program, as they were able to directly motivate local residents to care for and contribute to the improvement of schools in their villages. The communication strategies used by these leaders were adapted to the local social context, making the initiative more relatable and accessible.

Local government officials also contributed by offering large donations, which inspired others in the community to give according to their means. Not all community members were able to donate money, but many participated by providing physical labor for construction work. Other forms of contribution included building materials such as roofing, bricks, cement, and sand. Local business actors also supported the program by donating both funds and construction supplies. Over time, CERDAS evolved into a social institution, giving rise to movements such as GMPP (Gerakan Masyarakat Peduli Pendidikan—Community Movement for Education Awareness) and APPP (Asosiasi Pengusaha Peduli Pendidikan—Association of Business Actors for Education Awareness). The program's implementation structure was designed in a tiered system, extending from the village level to subdistricts and then to the regency level [9].

## METHODOLOGY

This study employs a qualitative descriptive approach, a method that enables researchers to collect data and understand the subjective meanings conveyed by informants. Data collection was conducted through structured interviews, allowing for the exploration of each informant's experiences and perceptions [24]. This approach is relevant to a case study that focuses on stakeholder motivation in the implementation of the CERDAS program in Deli Serdang Regency.

**Table 1. Research Method Used in This Study**

Aspect	Description
Type of Research	Qualitative research
Approach	Descriptive qualitative approach
Research Objective	Understanding the motivation of stakeholders in implementing the CERDAS program in Deli Serdang Regency
Rationale for Approach	This approach allows researchers to explore the subjective meaning of informants' experiences and perceptions in depth.
Key Figures Analyzed	Stakeholders involved in the CERDAS program, such as local government, schools, community, and privat sector
Main Data Sources	Structured interviews, observations, and documentation
Method of Analysis	Thematic analysis based on relational values proposed by Murphy and Stott
Theoretical Framework	The relational values theory by Murphy and Stott includes instrumental, integrative, intrinsic and extrinsic values
Focus of Analysis	Stakeholder motivations and how their relational values shape collaboration in local education programs
Expected Outcome	Finding that collaboration can be sustainable if stakeholders' relational values are aligned and configured toward common goals

## RESULTS AND DISCUSSION

This section presents field findings and a thematic analysis of stakeholder motivations in the CERDAS program, based on the four motivational categories from Murphy and Stott's relational values theory (2020). Each of the four values will be examined for the respective stakeholders: government, community groups, and the private sector.

### Government

The government plays a significant role in the implementation of the CERDAS program. This is because providing equitable and quality education is part of the mandatory responsibilities of local governments, as stipulated Law No. 23/2014 on Regional Government (Indonesia). Based on interviews and document analysis, government motivation can be mapped into the four categories of relational values.

The government's instrumental relational value in the CERDAS program is reflected in the local intuition that emerged as an effort to rehabilitate 581 public elementary schools in varying conditions of damage minor, moderate, and severe amid limited regional financial capacity. The program began in 2004, at a time when the government could only afford to rehabilitate ten schools per year. Given these constraints, involving the community and private sector was seen as a practical solution to help repair damaged school facilities. Today, the government's financial capacity for education allocation has significantly improved compared to when CERDAS was first initiated. Many schools can now be repaired through stronger regional funding, allowing the program to effectively address schools with varying degrees of damage. Additionally, the program serves as a form of indirect oversight by the government, as the direct involvement of community members living near the schools helps ensure the ongoing maintenance of school infrastructure. Extrinsic value, after the initial implementation of CERDAS achieved success, the government gained political and social legitimacy from the community. To maintain and respect this value of public participation, the government incorporated the substance of CERDAS into Regional Regulation of Deli Serdang Regency

No. 5 of 2012 on the Implementation of Education. As a result, a responsive image of the government was established.

The government's integrative relational value is reflected in efforts to build closer social relationships with the community. In this case, the regional government namely the Regent, Vice Regent, and other officials were present and engaged in communication with the public. However, due to the emotional distance between the local government and the community, the government involved community leaders, religious figures, village officials, and school personnel as actors who are socially closer to the people. Their role was to serve as a bridge for social relations between the local government and the community. The government's ability to build communication and relationships with the community must be given serious attention [10]. The intrinsic value, it originates from within the local officials themselves, particularly those working directly in the education sector. This behavior is portrayed as a sense of duty by civil servants to advance education in Deli Serdang Regency. In this regard, it is imperative for the government to acknowledge that a paradigm shift in education governance through the inclusion of non-governmental stakeholders can elevate the visibility and scrutiny of its moral and political leadership in the public sphere [25][26].

### **Private Sector**

APPP, or the Association of Business Actors for Education Awareness, is an organization established by the local government to support the rehabilitation of school facilities. Some of the assistance provided is documented in conjunction with official government events, while others are not. For the instrumental value, business actors' involvement is driven by pragmatic considerations. Various forms of donations such as money, materials, and other supporting resources represent efforts to maintain good relations with the local government and ensure business continuity.

For the extrinsic value, the participation of business actors in the school rehabilitation program is also driven by the desire to create a positive public image as entrepreneurs who care about education. Their involvement is further encouraged by government regulations requiring companies to contribute socially to the community, in this case through educational assistance or corporate social responsibility (CSR) [27][28]. The involvement of entrepreneurs in the field of education is also driven by the need to preserve their business identity. Consequently, the CSR contributions generate mutual benefits for both the schools and the participating businesses. In the Regent of Deli Serdang's Decree No. 207 of 2006 concerning the establishment and appointment of the advisory board for the Deli Serdang Movement for Education and Health Awareness, several business figures are listed as patrons, including the Presidents of PTPN II, III, and IV, as well as H. Anif [29][30].

The integrative value, companies generally have a business-oriented focus. However, the participation of business actors in this program goes beyond transactional engagement and provides an additional contribution to local collaboration. Their involvement in educational initiatives allows them to be seen not only as economic agents, but also as part of the social community. The intrinsic value among business actors is not particularly dominant; it tends to be sporadic and depends on factors such as educational background, personal experiences, and family upbringing. Entrepreneurs who are aware that education can offer better opportunities for children are more likely to feel compelled to contribute to the CERDAS program. Similarly, business actors from lower-middle-class family backgrounds, who had to help meet their family's economic needs, tend to be more driven to support educational initiatives. The most recent publicly reported contribution from business actors includes the rehabilitation of school buildings, prayer facilities (*musholla*), and health facilities, which were directly handed over by Danone Sarihusada and Indomaret to the Deli Serdang Regency Government [31].

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## Community

Collaboration within the social sphere, relying on social capital, is the main foundation for the success and sustainability of a shared agenda. The following data illustrates the relational values of the community group. Community members who participated in the implementation of the CERDAS program felt motivated by the presence of government officials, who rarely visited their villages. In addition, through the approach and dialogue initiated by local community leaders, awareness gradually emerged that education is not solely the government's responsibility. The community must be actively involved. People recognized the benefits of mutual cooperation, as the schools being repaired were those attended by their own children. Community participation took the form of both financial contributions and volunteer labor. This reflects the instrumental value. Extrinsic value, or external motivation, was experienced through the encouragement of community leaders who called on residents around the schools to help one another so that children could attend school in a more comfortable environment [32][33]. Community members who helped one another also, indirectly, gained social recognition and an elevated status within their communities. This serves as evidence that community members can engage in meaningful contributions on a voluntary basis, independent of financial incentives [34].

The community's integrative value was evident in the CERDAS program. This was shown by the gathering of government officials, village apparatus, teachers, community leaders, religious figures, and business actors to build social networks, which in turn fostered a collective spirit to contribute meaningfully to education. The intrinsic value came from within the community, in the form of a moral belief that education is a shared responsibility. Some community members who participated viewed their involvement as an act of charity (*amal jariah*) and a calling of conscience to help educate the nation's future generations. Moreover, the ongoing collaboration among parents, teachers, and the community contributes to shaping students' character in accordance with the moral values of trust [35].

**Table 2. Relational Value Matrix**

Stakeholders Relation Value	Instrumental	Integrative	Intrinsic	Ekstrinsic
<b>Government</b>	A solution amid budget constraints  The presence of social control in the maintenance of school facilities	Building closer social relationships with the community	Commitment, conscience, and moral responsibility of officials and all staff under the local education department	To gain public legitimacy  The CERDAS commitment already has clear legal standing in the Perda Kab. Deli Serdang No. 5 Tahun 2012 concerning the Administration of Education.
<b>Community</b>	Children's educational facilities are improved.  The results of community contributions are visible directly.	The spirit of community mutual cooperation	Community participation is a call of conscience and an act of ongoing charity.	Community motivation arises from leaders who are close to them, community leaders.
<b>Privat Sector</b>	Maintaining good relations	Building closeness with	Personal concern for	Regulations requiring the private sector to

	with the government and the community	the community aims to foster a role as part of the social community	education	participate. Corporate social responsibility (CSR).
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Stakeholder motivation in the collaboration of the CERDAS program is neither singular nor uniform. Instead, the participation of all stakeholders is formed by diverse values that complement one another. Instrumental motivation can be found across the three stakeholder groups, albeit driven by different incentives. The government, with the support of community leaders, encourages local community participation to bridge gaps in school facility repairs. The private sector or business actors contribute based on social responsibility and strategies to create a positive image among the public and government. The community chooses to get involved so that children can attend school more comfortably. The instrumental drive behind the involvement of all three stakeholders stems from the benefits they expect to gain by participating in the collaboration.

The integrative value, which reflects the desire to build social relationships. The government faces financial constraints and thus hopes that the community can provide assistance, a goal that can be realized when the government is present and communicates directly with the people. For the community, the integrative value manifests as mutual cooperation (*gotong-royong*), a collective value deeply rooted in Indonesian society. Although the integrative value of the private sector is not as strong as that of the government, their actions have a positive impact on the company's image as part of the community's social network. The community exhibits a stronger intrinsic value during the implementation of school facility repairs. The intrinsic potential of the community is actually very large, but it depends on how that potential is unlocked. Therefore, the extrinsic values received by the community influence their willingness and the extent of their participation. The community is able to demonstrate a spirit of togetherness, social solidarity, and religious motivation. This spirit can resonate with and influence other members of the community. When a group of citizens is engaged with respect and given space to contribute, it is highly likely that the process will lead to meaningful change [36]. In contrast, intrinsic values among business actors are less apparent and tend to depend on their family background and education.

Meanwhile, the private sector is driven by extrinsic values or external pressures. This is because businesses must consider regulatory pressure from the government as well as the continuity of their operations. In fact, business actors engaged in educational collaboration may unlock new marketing opportunities [37]. The community also participates due to extrinsic motivation or external encouragement. Such motivation is necessary to encourage the community to provide their best support. One effective way to foster community participation is through persuasive approaches carried out by community leaders. The diverse motivational values of stakeholders ultimately form a complementary pattern of cooperation. The government acts as the policymaker, the private sector serves as a supporter in financing, and the community functions as the foundation of social relations. These findings support Murphy and Stott's argument that voluntary participation is more likely to succeed when supported by a configuration of values brought by each stakeholder. The success of a collaborative pattern is indeed greatly influenced by a combination of shared trust, common values, mutual benefits, and a focus on the social goals of the collaboration. The importance of building trust among partners is aligned with the CERDAS program. The CERDAS program brings stakeholders together within a single school and then raises funds for school repairs. Activities that use community funds indeed require trust and transparency in their management [38].

Collaboration can occur if the government, as the sole executor, transforms into a facilitator. This new role requires the government to be able to involve other actors. This effort can be carried out by creating a participatory space that makes other actors feel important and

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compelled to be involved in the collaboration. The collaborative space established by the government must be inclusive for all members of the community, regardless of their social and economic backgrounds. This is indeed in line with the CERDAS program, where the government as a facilitator opens space for the community and the private sector to take roles according to their respective capacities in repairing school facilities that need attention. Furthermore, the government's effort to open collaboration is reflected in regional education management policies, which allow the community and private sector to voluntarily provide financial support to improve school facilities [39].

The relational value approach by Murphy and Stott provides a deeper explanation for the involvement of non-government actors and the reasons why the government opens the way for collaboration. The current CERDAS program is indeed different from the program initially implemented. The layers of motivational values from stakeholders are not as numerous as before. Nevertheless, through the relational value theory, the phenomenon of collaboration can be explained. Murphy and Stott's theory, when examining local phenomena, has proven to offer new insights that relational values can influence the formation of other relational values. This can occur when one motivational value affects the emergence of another. In this study, the intrinsic value of the community can be enhanced when the community receives extrinsic motivation aligned with their social and economic conditions [40].

### **Analysis: Understanding Stakeholder Motivation in Local Educational Collaboration**

This study offers a nuanced exploration of stakeholder motivation in the context of educational collaboration through the CERDAS program in Deli Serdang Regency. By applying Murphy and Stott's relational values theory—comprising instrumental, extrinsic, integrative, and intrinsic dimensions—the research identifies the diverse motivations that drive participation among government actors, community members, and the private sector. The findings are pivotal for understanding how stakeholder alignment contributes to the sustainability and effectiveness of local collaborative efforts.

**The Government's Role and Motivation.** The government's involvement in the CERDAS program is rooted in its legal obligation to provide equitable and quality education, particularly amid budgetary constraints. Instrumentally, the government initiated CERDAS as a practical solution to its inability to fund extensive infrastructure rehabilitation alone. The program allowed it to leverage community and private sector support to maintain and improve school facilities. Extrinsically, the government's success in initial program implementation earned it public legitimacy, which it sought to institutionalize through regional regulation (Perda No. 5/2012). Integratively, government actors attempted to build closer ties with local communities through inclusive communication and the involvement of socially respected figures. Intrinsically, some officials were driven by a personal sense of duty and moral commitment to improving education, illustrating how internal motivation complements policy actions.

**Private Sector Engagement.** The private sector's participation, notably through the APPP (Association of Business Actors for Education Awareness), reflects a combination of pragmatic and reputational concerns. Instrumentally, businesses aim to maintain good relations with local authorities to ensure continued operations. Extrinsically, regulatory frameworks and the desire to uphold a socially responsible image motivate their contributions. Although the integrative value is less emphasized, businesses nonetheless gain social capital by being perceived as community partners. Intrinsic motivation appears less consistent but is occasionally present in those with personal or familial connections to education. This shows that corporate actors are capable of deeper engagement when alignment with their values or experiences exists. **Community Involvement.** The community's role is foundational to CERDAS's success. Community members are instrumentally motivated by the immediate and visible impact of their efforts on their

children's learning environments. Extrinsic motivation comes from influential local leaders who mobilize support and highlight the collective benefits of improved school conditions. Integratively, the spirit of gotong royong (mutual cooperation) underpins community engagement, fostering trust and reinforcing social bonds. Importantly, the intrinsic dimension is particularly strong within this group. Many participants view their contributions as acts of charity and moral responsibility—reflecting a cultural and spiritual commitment to education. This underscores the power of community ownership in sustaining long-term educational initiatives.

**Synthesis and Collaborative Dynamics.** The study demonstrates that stakeholder motivations in CERDAS are not monolithic but interrelated. The convergence of relational values across stakeholder groups enables meaningful and sustained collaboration. The government acts as a facilitator and policymaker, the private sector as a financier, and the community as the social and moral backbone of the initiative. These roles, shaped by their respective motivations, contribute to a synergy that supports infrastructure development and educational equity. By revealing how extrinsic motivation can stimulate intrinsic value, especially within the community, the study offers a critical insight into stakeholder dynamics. It shows that when motivated appropriately, stakeholders adopt a shared vision for educational development. Trust, transparency, and participatory space become essential elements for this synergy.

This research contributes significantly to the discourse on collaborative governance in education. It reaffirms that successful local collaboration hinges not only on institutional frameworks but also on an in-depth understanding of stakeholder motivations. The application of relational values theory provides a robust analytical tool to evaluate and enhance collaborative programs. In the context of Deli Serdang's CERDAS initiative, it becomes evident that aligning stakeholder motivations can transform limited public resources into sustainable and impactful educational improvements.

## CONCLUSION

This study found various motivational values from the government, community, and private sector to participate in the CERDAS program, including instrumental, integrative, intrinsic, and extrinsic aspects. The government has a dominant instrumental value compared to the private sector and community. This is due to the government's limited financing for classroom renovations. This reason also forms the basis for collaboration. Through the CERDAS program, the government has taken a step forward in demonstrating tangible evidence that a change in the method and role of providing educational services has succeeded in Deli Serdang. Meanwhile, the community holds a dominant intrinsic value because they desire quality education for their children. In addition, the community has a spiritual drive, believing that helping to repair school facilities will bring about positive outcomes in the future. However, the community's intrinsic values during classroom rehabilitation must be supported by extrinsic motivation from the government and community leaders. The private sector or business actors tend toward extrinsic values, driven by social responsibility supported by government regulations. The success of the CERDAS program in repairing physical school buildings is certainly expected not only in the early stages but, with the decreasing number of damaged classrooms today, the CERDAS program should once again become a savior for public elementary school students in Deli Serdang Regency. This study contributes by expanding the concept of governance to the concept of relational values within the framework of local collaboration. This study can be a reference in decision-making for local governments that want to form more meaningful collaborative programs.

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## Author Contribution

All authors contribute equally to the publication of this paper, all authors read and agree to this paper, and all authors declare no conflict of interest.

## Conflicts of Interest

All authors declare no conflict of interest.

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