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**| RESEARCH ARTICLE**

## **Collaborative Governance in the Formulation of Local Revenue and Expenditure Budget in Takalar District, South Sulawesi Province**

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**| ABSTRACT**

The district of Takalar has experienced several instances of reduction and delay in the distribution of the General Allocation Fund (DAU) as a consequence of suboptimal budgeting and management of the Regional Budget (APBD). The involvement of the District Government together with the Regional People's Representative Council (DPRD) in the formulation of the APBD reflects the concept of collaboration, yet in practice, Collaborative Governance has not been effectively implemented. This research aims to analyze the reasons behind the ineffective implementation of collaborative governance in the APBD formulation process and the supporting and inhibiting factors of collaborative governance in the APBD formulation of Takalar District. The research utilizes a qualitative descriptive method, with primary data obtained through observations and interviews with representatives from the District Government, DPRD, and the Takalar community. Data analysis techniques include descriptive analysis methods comprising data reduction, data presentation, and drawing conclusions. The research findings are as follows: 1) Collaborative Governance in the formulation of Takalar District's APBD has not been effectively implemented due to the absence of participatory space and mechanisms for involvement of non-governmental parties, lack of trust between actors and the community, low commitment to the process, insufficient shared understanding of principles and values in good regional financial management, and minimal strategic planning to enhance the effectiveness and efficiency of transparent and accountable APBD formulation; 2) Collaborative Governance in APBD formulation is supported by regulations and guidelines for APBD formulation from both central and regional authorities, the presence of the Financial and Development Supervisory Agency (BPKP) overseeing regional financial management, and the capacity of leadership of institutions involved in APBD formulation. However, Collaborative Governance in APBD formulation is hindered by the lack of competent human resources in budget management, underutilization of technology, poor coordination among involved actors, insignificant participation of non-governmental parties, and low initiative of leadership roles in promoting transparency and accountability in APBD formulation. Research recommendations include the need to establish formal mechanisms in the form of regulations and policies to open participatory spaces for the involvement of non-governmental parties in APBD formulation, aiming towards a more public-oriented, effective, efficient, transparent, and accountable process.

**| KEYWORDS**

Collaborative Governance, Local Government, Budgeting.

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### **1. Introduction**

The Unitary State of the Republic of Indonesia (NKRI) implements the principle of decentralization, whereby the central government delegates authority to regional governments to establish policies, planning, and financing to achieve regional development goals. Fiscal decentralization policies support the implementation of this principle. Since the enactment of various regulations, such as

Law Number 22 of 1999 on Regional Government, Law Number 17 of 2003 on State Finance, and Law Number 25 of 1999 on Financial Balance between the Central Government and Regional Governments, later revised to Law Number 33 of 2004, and currently Law No. 1 of 2022 on Financial Relations between the Central and Regional Governments, the management of state finances has become a crucial topic in the reform era.

Panjaitan (2006) explains that in the context of fiscal decentralization, regional governments can focus on two main aspects: revenue and expenditure. On the revenue side, regional governments can increase income through the intensification and expansion of taxes and regional levies. Additionally, they can optimize resources through revenue-sharing mechanisms. On the expenditure side, the primary orientation is to increase expenditure effectiveness to stimulate the business sector. This can be achieved by developing a better business climate for the region, thereby promoting local economic growth. With effective management of both aspects, regional governments can become more self-reliant and significantly contribute to regional development and community welfare.

The management of the Local Government Revenue and Expenditure Budget in the era of fiscal decentralization faces complex challenges. The main focus is no longer solely on the transfer of funds to poor regions but on how regions can manage finances effectively and efficiently. Good financial management ensures that fund allocation is targeted correctly for the development and improvement of community welfare. Important aspects of regional financial management include the principles of economy, efficiency, and effectiveness, ensuring that expenditures are proportional to the value obtained, resources are used as sparingly as possible, and resources are allocated to significantly impactful programs. Additionally, community participation in budget planning and oversight enhances policy alignment with community needs, while transparency in financial management allows easy access to information. Accountability ensures that every use of public funds can be justified, and fairness in fund allocation ensures that benefits are felt by all community layers. According to Sularso and Restianto (2012), regional financial management that adheres to these principles will drive regional economic growth. The success of regional financial management can be seen from the performance of financial ratios, reflecting the region's ability to utilize its financial autonomy to achieve development goals. Regions that manage finances well are better able to provide quality public services, encourage investment, and enhance overall community welfare.

One indicator of observing regional financial management is examining the Local Government Revenue and Expenditure Budget. According to Law Number 17 of 2003, the Local Government Revenue and Expenditure Budget is a manifestation of regional financial management established annually by Regional Regulation, consisting of revenue, expenditure, and financing budgets. Regional revenue comes from local original revenue, balance funds, and other legitimate revenues. Regional expenditures are detailed by organization, function, and type of expenditure.

The Local Government Revenue and Expenditure Budget is an essential element in the practice of regional government administration because it has several crucial functions according to Law No. 17 of 2003, including: 1) The authorization function implies that the national budget is the basis for implementing revenue and expenditure for the concerned year; 2) The planning function implies that the national budget is a guideline for management in planning activities for the concerned year; 3) The supervision function implies that the national budget is a guideline for assessing whether state administration activities align with the established provisions; 4) The allocation function implies that the national budget should be directed to reduce unemployment and resource wastage and enhance economic efficiency and effectiveness; 5) The distribution function implies that national budget policies should consider justice and propriety; and 6) The stabilization function implies that the government budget is a tool for maintaining and striving for fundamental economic balance.

In the budgeting stage through the discussion and approval of the Local Government Revenue and Expenditure Budget, in the context of public policy, researchers consider it a representation of public policy as Dye (1972) stated that public policy is "whatever governments choose to do or not to do." Ideally, budget formulation in the context of public policy should embody rational, economic, and politically distortion-free choices. In reality, many budgeting processes are politically nuanced, involving bargaining, negotiation, and compromise in Local Government Revenue and Expenditure Budget formulation.

In the research locus, Takalar Regency in South Sulawesi Province, Indonesia, the Local Government Revenue and Expenditure Budget and its realization in the last three years indicate suboptimal regional financial management. This is evident from the significant budget deficits faced by the regional government for three consecutive years. Additionally, the budget absorption realization of the regional government only reached 80%, with an average of 38% dominated by employee expenditures.

So far, the formulation of the Local Government Revenue and Expenditure Budget process involves approval from the regional head and local government legislative council. The lack of strong community control and the absence of moral attachment from each party to their constituents disadvantage the community. This condition is exacerbated by the reduced concern for public

welfare and the political structure. Through political maneuvering and corruption (Porta, 1996), well-organized public agendas can easily be undermined by politically charged institutional agendas. Institutional agendas are the crystallization of the collective political interests of political parties and regional bureaucracies.

Ideally, the formulation and approval stages of the Local Government Revenue and Expenditure Budget should be synergistic between the executive and legislative branches, genuinely reflecting public interest. As fiscal and policy directions, the Local Government Revenue and Expenditure Budget, as Freeman & Shoulders (1999) stated in Abdullah and Asmara (2007: 4), can be seen as a performance contract between the legislative and executive branches. According to Rubin (1992) in Abdullah and Asmara (2007: 4), public budgeting reflects the relative strength of various budget actors with different interests or preferences for budget outcomes. Limited government funds make budgeting the most crucial mechanism for resource allocation. For Hagen et al. (1996) in Abdullah and Asmara (2007: 5), public sector budgeting is a bargaining process between the executive and legislative branches.

The Local Government Revenue and Expenditure Budget ratified through regional regulations, serves as the authorization foundation for regional financial management, guiding revenue and expenditure for a specific year. Ideally, the Local Government Revenue and Expenditure Budget catalyzes programs and activities that are aligned with the regional development policy direction. Thus, the Local Government Revenue and Expenditure Budget becomes a critical instrument for regional development, public service fulfillment, and overall public welfare, providing the regional government with the means to manage governance effectively.

However, various issues arise in Local Government Revenue and Expenditure Budget formulation, including delays in budget preparation, as seen in Bondowoso Regency's delayed Local Government Revenue and Expenditure Budget preparation for the 2023 Fiscal Year. This delay was due to the Bondowoso Regency Government not timely submitting the draft 2023 Local Government Revenue and Expenditure Budget. Previous delays also occurred during Bupati Amin Said Husni's leadership (Wijaya, 2022). According to Halim (2012: 91), delayed budget absorption reflects weak and unprepared government program planning. Budget planning guides organizational direction and goals.

According to Nikson Nababan, Chairman of the Field of Government and Utilization of Apparatus of the Association of All Indonesian Regency Governments, delays in Local Government Revenue and Expenditure Budget preparation are due to the lack of agreement between the local government (executive) and Local government legislative council. This delay affects budget absorption, reducing public service efficiency at the beginning of the year (Seknas FITRA, 2022). Other issues include budget structures that are contradictory to public interests and that fail to align with regional development visions and priorities.

The issues in Local Government Revenue and Expenditure Budget formulation at Takalar Regency, exacerbated by delays and political intervention, reflect poor executive and legislative performance. Despite these challenges, no significant participation from external elements such as academics and media was observed. Both the regional government and local government legislative councils contribute to suboptimal local government revenue and expenditure budget practices, often resulting in sanctions for inadequate performance and impacting public services and regional development.

To address these issues, the researcher suggests the concept of Collaborative Governance in Local Government Revenue and Expenditure Budget formulation. As public policy, Local Government Revenue and Expenditure Budget formulation requires participation from external stakeholders, ensuring transparency and accountability. Collaborative Governance, fostering inclusive democratic practices, can address these needs by involving diverse stakeholders in decision-making, budget determination, and implementation.

Collaborative Governance can also bridge normative gaps, where regulations like Law No. 1 of 2022 and Ministry of Home Affairs Regulation No. 84 of 2022 mandate timely and efficient Local Government Revenue and Expenditure Budget preparation. Yet, delays in the Takalar Regency indicate insufficient capacity and coordination between the executive and legislative branches. Collaborative efforts among regional government entities and external stakeholders can enhance Local Government Revenue and Expenditure Budget formulation, aligning with the principles of transparency, accountability, and public interest.

Research on Collaborative Governance in Local Government Revenue and Expenditure Budget formulation in Takalar Regency highlights philosophical aspects such as justice, democracy, transparency, sustainability, and shared leadership. This research aims to analyze Collaborative Governance in Local Government Revenue and Expenditure Budget formulation in Takalar Regency and identify supporting and hindering factors, providing valuable insights for policy-making and evaluation based on Collaborative Governance principles.

## 2. Literature Review

### 2.1 Local Government Revenue and Expenditure Budget (APBD)

The Local Government Revenue and Expenditure Budget (APBD) is an annual financial plan for the region, jointly discussed and approved by the local government and the Regional People's Representative Council (DPRD) and established through regional regulations (Law No.17/2003). According to Abdul Halim (2008: 15), the APBD includes several elements: a detailed plan of regional activities and the minimum target revenue sources to cover the associated costs. According to Law No.17/2003, the APBD plays a crucial role in regional governance, serving multiple functions. The authorization function means the budget acts as the basis for implementing revenue and expenditure for the relevant year. The planning function provides management with guidelines for planning activities. The supervision function helps evaluate whether government activities align with established provisions. The allocation function directs the budget to reduce unemployment and resource wastage, enhancing economic efficiency and effectiveness. The distribution function ensures budget policies consider justice and fairness. Finally, the stabilization function uses the budget to maintain economic balance.

Abdul Halim and Muhammad Iqbal (2012: 141) identify three structures in the APBD: regional revenue, regional expenditure, and financing. Regional revenue includes all regional receipts during a fiscal year, comprising local original revenue (PAD), which is derived from local sources collected under regional regulations, balance funds from the national budget, and other legitimate regional revenues. PAD includes regional taxes, regional levies, profits from regional enterprises, and other legitimate regional income. Balance funds include revenue-sharing from national taxes and non-taxes, general allocation funds to equalize financial capabilities among regions, special allocation funds for specific regional activities aligned with national priorities, and balance funds from the province. Other legitimate regional revenue includes sales of regional assets, interest earnings, and compensation for damages.

Regional expenditure covers all regional spending within a fiscal year, including employee expenses, goods and services expenditures, travel expenses, maintenance costs, capital expenditures, interest payments, subsidies, grants, social assistance, revenue-sharing and financial aid, and unexpected expenses for emergencies and unforeseen needs. Financing involves financial transactions intended to cover the gap between regional revenue and expenditure, including receipts and disbursements. The APBD thus forms the backbone of regional governance, ensuring efficient, transparent, and accountable financial management to support regional development and public welfare.

The preparation of the Local Government Revenue and Expenditure Budget (APBD) for the 2022 fiscal year was guided by principles outlined in the Minister of Home Affairs Regulation No. 27 of 2021. These principles include aligning the budget with the needs of governmental functions and regional revenue capabilities, ensuring compliance with higher regulations and public interests, adhering to the Regional Development Work Plan (RKPD), General Budget Policy (KUA), and Temporary Budget Ceiling and Priorities (PPAS), and completing the budget on time according to established stages and schedules. Additionally, the budget preparation must be conducted in an orderly, efficient, economical, effective, transparent, and accountable manner, considering justice, propriety, community benefits, and regulatory compliance. The APBD serves as the foundation for regional governments to manage revenue and expenditure.

The scope of Local Government Revenue and Expenditure Budget formulation includes several key stages:

#### 1. Preparation of the Regional Government Work Plan (RKPD)

This involves outlining programs and activities for the upcoming period, divided into Long-Term Development Plans (RPJPD) for 20 years, Medium-Term Development Plans (RPJMD) for 5 years, and annual RKPDs. The RKPD includes the regional economic framework, development priorities, measurable program plans with funding, and regional obligations based on evaluations of previous years' program achievements.

#### 2. Preparation of the General Budget Policy (KUA)

The KUA is a document detailing policies in revenue, expenditure, and financing, along with the underlying assumptions for a year. The preparation of the draft KUA follows the guidelines set by the Minister of Home Affairs.

#### 3. Setting of Priorities and Temporary Budget Ceiling (PPAS)

This involves drafting priority programs and maximum budget limits for regional work units (SKPD). According to Regulation No. 13 of 2006, the regional head submits the draft PPAS to the DPRD, which is then discussed by the Regional Government Budget Team (TAPD) and the DPRD budget committee, to be finalized by the end of July.

4. Preparation of the Work Plan and Budget of Regional Work Units (RKA-SKPD)

This budget should clearly outline objectives, targets, workloads, unit prices, benefits, and expected outcomes based on performance indicators, performance targets, standard expenditure analysis, standard work units, and minimum service standards.

5. Drafting of the Regional Regulation on the APBD

After the RKA-SKPD is completed, it is discussed and agreed upon by the SKPD heads and TAPD, forming the basis for the draft regional regulation (Raperda) on the APBD. This draft, including a summary, details, and expenditure recapitulation, is then presented to the regional head and disseminated to the public before being discussed with the DPRD.

6. Approval of the APBD

This involves presenting and discussing the APBD draft with the DPRD, aiming for a decision one month before the fiscal year starts. Following approval, the regional head prepares the APBD regulation with accompanying financial notes. The draft APBD and regional head regulations are evaluated for alignment with national policies, public interests, and administrative needs, with the evaluation results issued by the governor. The final stage is the formal adoption of the APBD regulation and the regional head regulation on APBD implementation, which must be completed by December 31 of the preceding fiscal year.

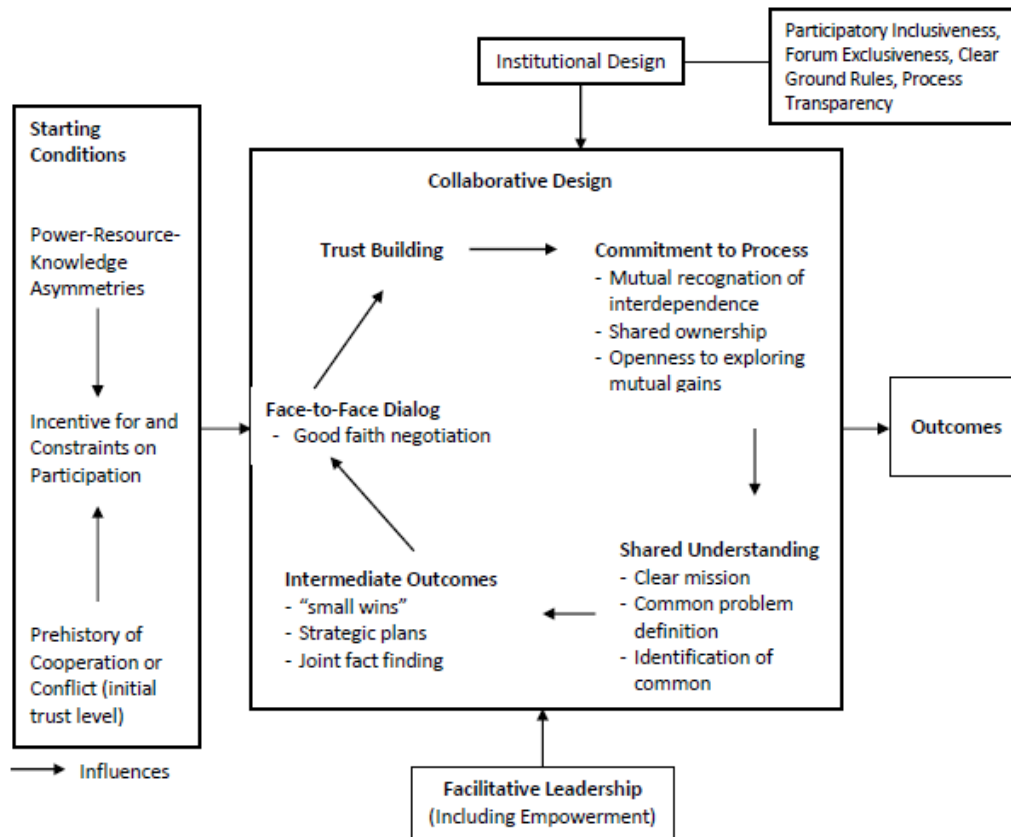
***2.2 Ansell dan Gash Collaborative Governance Model***

Collaboration is understood as the cooperation between various parties, whether individually or organizationally, and between institutions or organizations, to achieve targets, goals, or objectives that cannot be attained by one organization or individual alone. In Indonesia, the term "collaboration" is often used interchangeably with "cooperation," and there has been little effort to distinguish clearly between the two or to delve deeper into the meaning of collaboration. Consequently, the term "cooperation" is more commonly used than "collaboration."

According to Wanna (2008), collaboration means working together or cooperating with others. It involves individuals, groups, or organizations working together on various endeavors. The term "collaboration" emerged in the 19th century due to the rise of industrialization, the increasing complexity of organizations, and the growing division of labor and tasks. Collaboration is an interactive process involving a group of autonomous actors who utilize shared rules, norms, or organizational structures to solve problems, reach agreements, take joint actions, and share resources such as information, funds, or staff (O'Flynn & Wanna, 2008, p. 3).

The Ansell and Gash model comprises four main dimensions: starting conditions, institutional design, facilitative leadership, and the collaborative process. Each dimension includes various sub-dimensions, with the core focus being the collaborative process. Starting conditions serve as the foundation for collaboration, determining levels of trust, conflict, and social capital, thereby presenting both opportunities and challenges. Institutional design functions as the basic framework of rules that support collaboration. Facilitative leadership is crucial, involving bringing all parties together to resolve issues through negotiation, compromise, and prevention of conflicts. The collaborative process itself is adaptive, integrating diverse ideas to achieve consensus on complex problems. It involves several key aspects: engaging in face-to-face dialogue to reach mutual understanding, building trust among participants, fostering commitment, understanding the mission and issues at hand, and achieving interim outcomes through strategic planning and collaborative fact-finding. Overall, the Ansell and Gash model highlights the importance of initial conditions, structured institutional frameworks, effective leadership, and an adaptive collaborative process to address complex issues effectively.

**Figure 1**  
**Ansell & Gash's Collaborative Governance Model**



Resources: Ansell & Gash, 2008

Ansell and Gash (2007: 558-561) further elaborate on their model by proposing indicators to analyze the collaborative process as follows:

1. **Face-to-Face Dialogue:** All forms of Collaborative Governance are built on direct face-to-face dialogue among all involved stakeholders. As Collaborative Governance is process-oriented, direct dialogue is essential for identifying shared opportunities and benefits. Face-to-face dialogue is not merely a form of negotiation but a means to minimize antagonism and disrespect among stakeholders, enabling them to work together toward common goals and mutual benefits.
2. **Trust Building:** The lack of trust among stakeholders is common at the beginning of the collaboration process. Collaboration is not just about negotiation but about building trust among stakeholders. Trust building should begin as soon as the collaborative process starts to prevent institutional egocentrism. Effective trust-building requires leaders who understand the importance of collaboration.
3. **Commitment to the Process:** Commitment is crucial in the collaborative process, serving as the motivation for stakeholders to engage or participate in Collaborative Governance. Strong commitment from each stakeholder is necessary to mitigate risks associated with the collaboration process. Although commitment can be complex in collaboration, it represents the responsibility of stakeholders to view their relationships as new and to develop that responsibility.
4. **Shared Understanding:** In the collaborative process, stakeholders must share an understanding of what they can achieve through collaboration. This shared understanding can be depicted as a common mission, shared goals, collective objectives, a unified vision, a common ideology, and more. Sharing understanding can lead to a mutual agreement on the interpretation and meaning of issues.
5. **Intermediate Outcomes:** Intermediate outcomes of the collaborative process are manifested in tangible outputs or results. These outcomes are critical and essential for developing momentum that guides the success of the collaboration.

Intermediate outcomes occur when achievable and beneficial goals of the collaboration are relatively concrete and when "small wins" can be realized.

### **3. Methodology**

This study employed a qualitative descriptive research methodology. The conceptual framework for this study is based on Ansell and Gash's Collaborative Governance model, which outlines several reasons for the relevance of Collaborative Governance in the preparation of the Local Government Revenue and Expenditure Budget (APBD). These reasons include 1) the complexity and interdependence of institutions, 2) hidden and persistent conflicts among interest groups, 3) the search for new ways to achieve political legitimacy, 4) failures in policy implementation, 5) the inability of groups to use other institutional arenas to halt decision-making, largely due to the separation of power regimes, 6) the necessity to make interest groups cooperate, and 7) high costs and political rule-making (Junaidi, 2016: 10). Chris Huxham and Paul Hibbert, in O'Flynn and John Wanna (2011), provide a perspective on the success of Collaborative Governance in the preparation of the APBD, which can be indicated by the following: 1) achieving outcomes, 2) making the process work, 3) reaching emergent milestones, 4) gaining recognition from others, and 5) acknowledging personal pride in championing a partnership. This perspective helps identify the position of Collaborative Governance's success in the preparation of the APBD in Takalar Regency. The dimensions of the Ansell and Gash (2007) Collaborative Governance model consist of initial conditions, institutional design, facilitative leadership, and the collaborative process. The collaborative process dimension can illustrate the implementation perspective of Collaborative Governance in the preparation of the APBD in Takalar Regency.

The selection of research informants used Non-Probability Sampling, a technique that does not give equal chances or opportunities for every element or member of the population to be selected as a sample. This sampling technique includes purposive and snowball sampling. As in qualitative research, this study requires data sources obtained from informants and documents. Data from informants is derived from what they say and do, with primary sources being the statements and actions of people, supplemented by additional sources. Key informants from the local government, the Regional People's Representative Council (DPRD), and the community are selected based on specific criteria to provide relevant and useful information. Documents include textual records, visual images, and numerical records, such as books, scientific journals, archives, personal letters, and government records. Photos, like written documents, serve various purposes and can be analyzed inductively for valuable descriptive data. Statistical documents offer general insights into trends, population demographics, and participant perspectives within the research context. Unlike quantitative research, where statistical data are primary and analyzed using specific techniques, qualitative research uses them to explain or refine the analysis.

The types of data collected to support this research include primary data, which is information gathered firsthand through direct observations, including audio recordings, video recordings, or photos taken by the researcher. Secondary data is information obtained from sources other than the original, such as previously collected written data, existing photos, and statistics. The collection methods for secondary data must be adapted to its unique characteristics, providing essential support for the research.

The techniques and instruments for collecting secondary and primary data in this research include interviews, observation, and document studies. In-depth interview techniques are employed to obtain detailed data and information, allowing informants to freely and openly share their insights, explanations, and arguments related to the issues and topics being studied. The researcher uses an interview guide as a reference, which is further developed during the interview to gather comprehensive data from informants, including officials from the Takalar Regency Government, DPRD members, entrepreneurs, community members and leaders, forums, community groups, and academics. Non-participant observation is used to maintain the objectivity and natural setting of the observer without any intervention from the researcher, as in experimental observation. An observation guide is used as a reference during observations, which are conducted within the Takalar Regency Government, DPRD, and various areas in the Takalar Regency. Document studies are utilized to collect data in the form of reports, records, news articles, and literature related to Collaborative Governance in the preparation of the APBD in Takalar Regency. These documents are obtained from the Takalar Regency Government, DPRD, and relevant research journals.

The data analysis and validation techniques in this research use the Miles and Huberman (2009) data analysis method, encompassing data collection, data condensation, data display, and conclusion drawing. Data collection involves systematically gathering information in the field with a maintained focus. Data condensation refers to the process of selecting, simplifying, abstracting, and transforming empirical materials such as field notes, interview transcripts, and documents. Data display involves organizing and assembling information in a way that facilitates conclusion drawing and decision-making, with data visualization aiding in understanding and subsequent actions. Conclusion drawing is a crucial step in which the qualitative analyst looks for explanatory patterns, possible configurations, causal linkages, and hypotheses from the beginning of data collection. For data validation, this research employs source triangulation and data collection technique triangulation. Source triangulation involves

cross-checking data obtained from various parties involved in the preparation of the APBD in the Takalar Regency, while data collection technique triangulation involves cross-verifying data collected through interviews, observations, and documentation.

#### 4. Results and Discussion

##### 4.1 Collaborative Governance dalam Penyusunan APBD di Kabupaten Takalar

###### 4.1.1 Face to Face Dialogue

In principle, when implementing the Collaborative Governance model, actors or stakeholders will engage in joint dialogue. As part of the process aimed at reaching a mutual agreement, "deep communication" must occur through direct dialogue. Face-to-face dialogue is central to building trust, mutual respect, shared understanding, and commitment to completing the work (Gilliam et al., 2002; Lasker and Weis, 2003; Schneider et al., 2003; Warner, 2006). The aspects of face-to-face dialogue include internal dialogue and external dialogue. Internal dialogue is conducted within the executive level, in this case, the Takalar Regency Government, and the legislative level, in this case, the DPRD Takalar Regency. Meanwhile, external dialogue is conducted at the executive level between the Takalar Regency Government and the DPRD Takalar Regency, as well as with the community and various other societal elements outside the government.

Based on the interview results mentioned above, it can be said that the involvement of the community along with local government stakeholders and the DPRD is needed in the formulation and preparation process of the Local Government Expenditure and Budgeting (LGEB) of Takalar Regency as a public policy. The presence of the community is expected to participate in planning, preparing, and directly supervising the process.

However, according to informant statements and the researcher's observations in the field, as well as the researcher's involvement in several stages of the local government expenditure and budgeting preparation of takalar regency for the fiscal year 2023, it was found that in the aspect of face-to-face dialogue, as an important aspect of collaborative governance, it involves the takalar regency government and the dprd takalar regency from the government side while from outside the government it also involves the community. The involvement of parties outside the government, such as the community, is not very significant and intensive throughout the entire dialogue process, from the initial draft to the finalization of the local government expenditure and budgeting. Thus, internal dialogue in collaborative governance has been well executed, but external dialogue has not been well implemented.

The researcher also found a table showing the involvement of Collaborative Governance actors in the aspect of face-to-face dialogue in the preparation of the local government expenditure and budgeting in Takalar Regency as follows:

**Table 1**  
**Actors and Role Involvement in Face-to-Face Dialogue in the Preparation of the Takalar Regency Regional Budget**

No.	Actor	Involvement in Face-to-Face Dialogue
1	Takalar Regency Government	Discussing regional financial management policies Preparing and discussing the draft KUA and the draft amendment of KUA Preparing and discussing the draft PPAS and the draft amendment of PPAS Verifying the RKA-SKPD Discussing the draft APBD, the draft amendment of APBD, and the draft accountability report of APBD Preparing the draft Financial Note of APBD and the amendment of APBD for 2020 along with its appendices Discussing the evaluation results of APBD, the amendment of APBD, and the accountability report of APBD Verifying the draft DPA SKPD and the draft amendment of DPA SKPD Preparing circular letters from the regional head regarding the guidelines for preparing the RKA.
2	DPRD Takalar Regency	Receiving the submission of KUA PPAS from the regional government Discussing the submission of KUA PPAS Approving the KUA PPAS Receiving the draft regional regulation on APBD Discussing the draft APBD Giving joint approval to the draft APBD Approving the establishment of the draft APBD
3	Community Forums/Organizations	Budget planning process through the Development Planning Deliberation (Musrenbang) from the village level to the regency level before the Local Government Revenue and Expenditure Budget formulation process Attending plenary meetings related to APBD at the DPRD Takalar Regency More dominantly involved in planning and not involved in the preparation process until the APBD is ratified
4	Academics	The presence of academics in the preparation of APBD is more dominantly as pro-government within the circle of DPRD expert staff Not yet involved as a check and balance in the evaluation or supervision of the Local Government Revenue and Expenditure Budget formulation.



No.	Actor	Involvement in Face-to-Face Dialogue
5	Mass Media	The involvement of mass media is limited to reporting or informing some processes in the preparation of APBD during some plenary sessions of APBD, Only informing the public but not actively involved in planning or other stages until the APBD is ratified

Source: Processed by researchers, 2024

Based on the roles and involvement of stakeholder actors in the table, the face-to-face dialogue process in the preparation of the Local Government Expenditure and Budgeting (LGEB) can be described as follows:

1. The dialogue is conducted internally by each stakeholder or actor. The regional budget team (tapd) carries out various internal discussions involving all tapd members coordinated by the regional secretary. Each regional work unit (opd) that is part of the tapd team, in addition to performing its respective duties and functions, also participates in dialogues within the tapd forum as a team.
2. In the internal dialogue within the takalar regency government, tapd conducts dialogues with all skpds in the form of assistance in preparing the rka, kua-ppas, and dpa skpd. In this forum, bkad plays the most dominant role compared to other tapd members.
3. External face-to-face dialogues are conducted by tapd with the dprd in several activities, namely, the submission and joint agreement on kua-ppas, the submission and joint approval of the draft regional regulation on local government expenditure and budgeting, the discussion of the draft regional regulation on local government expenditure and budgeting, and the evaluation and refinement of the evaluation results.
4. Dialogue as part of the local government expenditure and budgeting preparation process is not regulated in the mechanisms and stages in the minister of home affairs regulation no. 84 of 2022 concerning guidelines for the preparation of Local Government Expenditure and Budgeting for 2023.
5. Throughout the local government expenditure and budgeting preparation process, not all stages involve the community in participatory dialogue, and the community does not play a role in decision-making. It is known that in the development planning stage, the community participates actively. Non-governmental actors who should be involved include community forums/organizations, academics, and the mass media.

Considering the roles and functions of each stakeholder in the Local Government Expenditure and Budgeting formulation process of Takalar Regency, it is clear that the local government expenditure and budgeting preparation process is predominantly carried out by the Takalar Regency Government; in this case, the Regional Budget Team (TAPD) of Takalar Regency, from the preparation of KUA-PPAS to the establishment of local government expenditure and budgeting. The DPRD takes on roles in several stages, including the receipt and discussion of KUA-PPAS submitted by the Takalar Regency Government (TAPD), as well as all processes in the discussion stages of the draft regional regulation on local government expenditure and BUDGETING until its establishment. Meanwhile, the role and participation of the community are not involved; the community merely observes and attends when invited to plenary meetings or sessions without the right to express opinions in these events. In the processes and stages of local government expenditure and budgeting preparation carried out by TAPD and the Takalar Regency Government, the community has no space at all. The community is only involved participatively in the development planning process before entering the local government expenditure and budgeting preparation stages. After that, the community has no involvement in monitoring the planning results discussed in the local government expenditure and budgeting preparation process. The collaboration process based on the dimension of face-to-face dialogue among stakeholders described above shows that the collaboration process does not run optimally. Ansell and Gash (2007) consider communication to be one of the core processes of collaboration. They describe it as face-to-face dialogue. Communication in this regard continues from the fundamental value of collective leadership. Communication is a subsystem of policy implementation. Multidirectional communication is required in collaboration.

#### **4.1.2 Trust Building**

In an organization, trust is a crucial element in building communication and ensuring the successful completion of tasks within a work team. It enhances cohesion between leaders and workers, minimizes risks and costs, and fosters worker commitment and productivity. Therefore, in certain situations, high trust can foster group commitment and reduce external influences on the organization (Fukuyama, 1995). Lack of trust among stakeholders is a primary concern in Collaborative Governance. The literature emphasizes that the collaborative process involves not only negotiation but also efforts to build trust among stakeholders (Imperial, 2005; Vangen and Huxham, 2003).

Based on the information provided by the informants interviewed by the researcher, it was found that the level of public trust in local government in the context of Collaborative Governance is still low. Similarly, in describing the level of trust among Collaborative Governance actors in the preparation of the LOCAL GOVERNMENT EXPENDITURE AND BUDGETING, the researcher's

observations and document studies revealed trust issues in the LOCAL GOVERNMENT EXPENDITURE AND BUDGETING preparation process.

This can be observed from the researcher's findings through the observation of the local government expenditure and budgeting preparation process from the beginning to the ratification of the 2023 local government expenditure and budgeting, showing discrepancies between the KUA-PPAS agreed upon by the Takalar Regency Government and DPRD and the KUA-PPAS submitted in the draft regional regulation on the 2023 local government expenditure and budgeting. Additionally, delays in the discussion stages of local government expenditure and budgeting preparation and changes in the 2023 local government expenditure and budgeting signal a lack of trust within the local government.

Ansell and Gash (2007) state that building trust is a separate phase from building dialogue and negotiation regarding the substance of the issue. However, a good collaborative leader must build trust among their counterparts before other stakeholders try to manipulate potential risks. Our case study shows that building trust is a time-consuming process, requiring long-term commitment from actors to achieve collaborative success (Ansell and Gash, 2007). Trust is a vital part of public organizations, as it can create organizational confidence (Shockley-Zalabak et al., 2010). Considering these research findings, the fundamental action needed to build trust in the collaborative process of preparing the local government expenditure and budgeting in Takalar Regency is to foster trust among stakeholders by enhancing both internal and external communication and building public trust by actively involving them in the local government expenditure and budgeting preparation process.

#### **4.1.3 Commitment to Process**

Commitment to the process fundamentally stems from the motivation of individuals to actively participate in the implementation of Collaborative Governance (Ansell and Gash, 2007). Ansell and Gash (2007) state that building commitment to the process in a collaborative environment requires equal respect for the freedom of individuals/stakeholders, fostering a sense of shared ownership through joint activities, and openness in achieving mutual success.

Based on the statements from various informants interviewed, it is apparent that the informants hope that the dimension of commitment to the process can function well, with the achievement of respect for individual freedom, building a sense of shared ownership, and openness in achieving mutual success. However, there is a contradiction between these expectations and the findings from the informants and the researcher's observations. The researcher found through observation that the actual conditions in the preparation of the Local Government Expenditure and Budgeting of Takalar Regency do not align with the expectations of commitment to the process. The findings include:

1. The delay in submitting the LGEB draft which does not meet the specified timelines and mechanisms.
2. The discrepancy between the budget proposed in the draft regional regulation on the 2023 LGEB and the budget previously agreed upon in the KUA-PPAS.
3. The disproportionate and unequal allocation of budgets among various SKPDs.
4. The preparation of the RKA SKPD does not align with the KUA-PPAS.
5. Some established programs are not accommodated in the regional regulation on the 2023 LGEB, necessitating amendments to the LGEB.

These issues indicate that the process is not consistent and lacks commitment to previous agreements, and the proposed programs are neither consistent nor synchronized with the established programs. This demonstrates that the local government, as a stakeholder, is not committed to the agreements made with the Local government legislative council. The researcher noted this from observations of the plenary sessions discussing the LGEB between the Takalar Regency Government and the Local government legislative council of Takalar Regency.

During the plenary sessions on Local Government Expenditure and Budgeting preparation, several Local government legislative council factions expressed their views on the discrepancies between the KUA-PPAS submitted and those included in the draft regional regulation on the 2023 LGEB. Most DPRD factions emphasized the need for corrections and urged the Takalar Regency Government to be more precise in detailing the budget values. Consequently, this led to the rejection of the LGEB draft by the DPRD's budget committee during the general views of the factions, which continued during the LGEB draft discussion by the budget committee.

The researcher believes that one reason for this issue is the transition in regional leadership from the definitive Regent, whose term had ended, to the Acting Regent of Takalar. Leadership changes were also followed by changes in positions within the TAPD, with several key TAPD officials being replaced during the LGEB preparation process. Additionally, the source of problems in the LGEB preparation during the leadership transition to the Acting Regent was the lack of a solid annual regional planning document

foundation, specifically the absence of the RKPD. This was due to the expiration of the RKPD along with the end of the 2018-2022 Takalar Regency Medium-Term Development Plan (RPJMD), resulting in an unplanned RKPD and possible misalignment of the LGEB preparation with regional planning documents, both RPJMD and RKPD.

Considering the entire series of activities in the LGEB preparation, from the submission of the draft regional regulation on the 2023 LGEB by the Regent to the DPRD, the presentation of general views, the financial note introduction by the Regent, discussions, to the evaluation results by the South Sulawesi Provincial Government, it can be explained that the 2023 LGEB preparation process encountered several problems. These problems include scheduling and submission mechanisms, process inconsistencies, budget allocation mismatches, non-alignment with planning documents, and other substantial issues.

These issues indicate that the 2023 LGEB preparation process in Takalar Regency is inconsistent or not in line with the desires and needs of the community that were agreed upon through previous development planning deliberations, an essential stage before entering the LGEB preparation stages for the fiscal year 2023. Additionally, the stages and mechanisms did not comply with the Minister of Home Affairs Regulation No. 84 of 2022 on Guidelines for the Preparation of the 2023 LGEB.

Therefore, the Takalar Regency Government, as a stakeholder in the LGEB preparation process for the fiscal year 2023, can be said to lack commitment to the collaborative process from the perspective of Collaborative Governance. The local government, along with other stakeholders, namely the DPRD and the community, should be committed to making consensus-based decisions. This aligns with the view presented by Thomson, Perry, and Miller (2006), who assert that collaboration is an interactive process between organizations that involves negotiation, development, and evaluation of commitments, as well as the implementation of mutually agreed commitments. Organizations are obligated to negotiate, develop, and evaluate commitments based on stakeholders' interests and the organization's collective needs. Rejection of the collaborative process can result in collaborative ambiguity, dynamics, and complexity of issues that are difficult to resolve jointly (Thomson, Perry, and Miller, 2006).

#### **4.1.4 Shared to Understanding**

A key focus in the collaborative process is that stakeholders or actors need to develop a shared understanding of the goals they collectively aim to achieve (Tett et al., 2003). In Collaborative Governance literature, shared understanding is depicted as a "common mission" (Alexander et al., 1998), "common ground" (Wondolleck and Yaffee, 2000), "common purpose" (Tett et al., 2003), "common aims" (Huxham, 2003); "common objective" (Padilla and Daigle, 1998); and "shared mission" (Manring and Pearsall, 2004).

In other words, shared understanding is an agreement on the relevant knowledge necessary for problem-solving (Ansell and Gash, 2007). In this study, the aspect of shared understanding uses the collaborative process theory of Ansell and Gash (2008), which includes having a clear mission, a shared perspective on problem-solving, and identifying common values.

Based on several interviews with informants, it was revealed that the understanding among the actors involved in the preparation of the Local Government Expenditure and Budgeting (LGEB) of Takalar Regency varies. However, fundamentally, all actors involved in the LGEB preparation strive to align their understanding that the LGEB is an instrument for managing regional finances to realize regional development and public welfare. Nevertheless, in the preparation of the LGEB, especially in determining budget allocations, the interests of the community are often underrepresented, with the budgeting process focusing more on financing programs according to the functions of the OPDs. Additionally, many proposals from DPRD members also need to be accommodated.

The researcher found through observations that, ideally, shared understanding should be formed through various joint forums. However, not all elements of society are intensively involved in forming this shared understanding at various stages of Collaborative Governance in LGEB preparation. During the plenary sessions for discussing the LGEB, the researcher observed that there was no active presence of the community or NGOs to present their views, which impacted the adjustments and improvements of the LGEB to meet community expectations, even though the community had participated in Musrenbang at the village level. The lack of proactive involvement from outside the government, such as the community or NGOs, leads to a very subjective budgeting process that does not adequately address regional needs and community interests. Consequently, a shared understanding of the objectives and targets of the LGEB through budget allocation is not achieved among all actors involved, especially the community.

A shared understanding of the LGEB preparation process of Takalar Regency is essential for ensuring the success of LGEB programs and activities, both internally and externally. Based on interviews, observations, and document reviews, it can be stated that building a shared understanding of the LGEB preparation in the Takalar Regency is crucial. A common perception among the local government, DPRD, and the community is fundamental and should be actively pursued by the local government. This ensures that all stakeholders can participate actively and fully support the successful preparation of the LGEB. Generally, the failure of a policy,

both during preparation and implementation, is often due to a lack of shared understanding among all involved stakeholders. In other words, at the local level, the local government has failed to create the necessary conditions and shared understanding. Therefore, to prepare a quality LGEB, the local government must foster a shared understanding among all stakeholders, including the community, to support and commit to the successful preparation of the LGEB.

#### **4.1.5 Intermediate Outcome**

Several case study findings indicate that collaboration is more effective when the goals to be achieved and the benefits generated are more concrete and when there are "shared victories" resulting from the collaboration (Crishlip and Larson, 1994; Roussoss and Fawcett, 2000; Warner, 2006). Similarly, Ansell and Gash (2007) emphasize that while short-term results represent tangible outputs, they find that achieving short-term goals is an essential outcome needed to build momentum leading to collaborative success. Ansell and Gash (2007) identify three aspects that determine success in short-term achievements: (1) Small wins, (2) Strategic planning, and (3) Joint fact-finding. In the collaborative process of preparing the Local Government Expenditure and Budgeting (LGEB) of Takalar Regency, focusing on short-term objectives involves achieving outputs from the collaborative efforts in LGEB preparation and strategic planning established and outcomes achieved from the collaboration.

Based on the informants' statements regarding the aspects of short-term achievements and strategic planning within the intermediate outcome dimension, the researcher's observations reveal contradictions between the desired outcomes and the actual field findings. The majority of informants hoped that Collaborative Governance in the LGEB preparation of Takalar Regency would achieve goals such as increased transparency and accountability, budget savings, alignment of government vision and mission, easier monitoring and evaluation, synergized regional financial management, and increased public participation. However, the researcher's field observations found that transparency and accountability in the LGEB preparation were not optimally achieved. This is evident from the difficulty in accessing historical documents of various stages in the LGEB preparation process in the Takalar Regency.

Similarly, in terms of monitoring and evaluation, these activities are dominated by the executive and legislative branches, while the contribution from non-governmental parties, including the community, NGOs, academics, and the media, is not significant. The researcher identified this from observations and investigations showing that non-governmental participation in public consultations is minimal. There is no collaborative forum for monitoring and evaluation between the government and community elements. This also indicates that public participation, as well as the participation of non-governmental parties, has not increased. In the aspect of strategic planning, the researcher's observations and investigations did not find any intensive and substantial forums related to strategic planning. The community and non-governmental parties are more involved in a non-active and formalistic manner in village-level Musrenbang, while in planning various stages in the LGEB preparation, including budget allocation, their involvement is very limited and restricted from providing corrections.

## **4.2 Supporting and Inhibiting Factors of Collaborative Governance in the Preparation of the Regional Budget in Takalar Regency**

### **4.2.1 Initial Condition**

To describe the research findings on the initial conditions in the Collaborative Governance process for the preparation of the 2023 Local Government Expenditure and Budgeting (LGEB) of Takalar Regency, the discussion focuses on the legal framework for LGEB preparation, stakeholder resources, and motivation in the LGEB preparation process.

Data reduction from primary interview results indicates that most informants stated that regulations related to regional financial management, specifically those concerning the LGEB, are supporting factors in Collaborative Governance for the preparation of the LGEB in Takalar Regency. The policies of the Central and Regional Governments, as outlined in established regulations or basic rules, are seen as supporting factors for Collaborative Governance in the LGEB preparation of Takalar Regency. National and regional laws are the main factors influencing the legal aspect of the LGEB preparation in the Takalar Regency.

Furthermore, delays in issuing regulations on the use of funding sources and delays in drafting regional regulations related to the LGEB are factors that can hinder Collaborative Governance in the LGEB preparation of the Takalar Regency.

The potential for local revenue (PAD) and other income sources are supporting factors in the LGEB preparation of Takalar Regency. Local taxes and retributions, which have the potential for development, and the capabilities of human resources in managing the LGEB are supporting factors for Collaborative Governance in the LGEB preparation.

Next, informants indicated that a lack of competent human resources in planning and budgeting management is an issue. It is also noted that the available natural resources, if not accompanied by skilled human resources, will not be maximized in their utilization. Both of these issues are hindering factors in Collaborative Governance for the LGEB preparation of Takalar Regency.

Additionally, the motivation of stakeholders is an aspect included in the initial condition dimension. Regarding stakeholder motivation, data reduction from primary interviews with various informants revealed that accommodating the interests of stakeholders is a supporting factor.

Conversely, the hindering factors related to stakeholder motivation include the misallocation of budgets and a lack of competent human resources in specific fields. From the community's perspective, hindering factors also include limited resources, both financial and non-financial, concerning human resources, infrastructure, and technology.

Emerson and Murchie (2010) consider resources as part of the capacity variable. Collaboration capacity can be observed in how resources are shared and divided. These resources include human resources, financial resources, and other resources that can strengthen collaborative activities in public policy. Lee and Hque (2006) suggest that institutional performance is significantly influenced by its resources. Collaborative Governance, as a governance strategy, must indeed consider resources to strengthen public policy.

#### **4.2.2 Institutional Design**

Ansell and Gash (2007) emphasize several key elements: inclusivity of participation, forum participation, clear basic rules, and transparency in the implementation process. Inclusivity can be understood as recognizing and valuing the existence and diversity of differences. Inclusivity means being able to accept various forms of differences and diversity and incorporating them into the group's or society's structure.

Having clear basic rules and defined stakeholder roles in the LGEB preparation process is foundational and essential. These elements are prerequisites for a strong institutional design in a collaborative process. Therefore, institutional design in the collaborative process of LGEB preparation can be seen in three critical aspects: clear basic rules, stakeholder involvement, and transparency.

Regarding the inclusivity of participation, which is part of the institutional design dimension, data reduction from interviews with informants identified that information about the LGEB preparation process, policies, and programs to be implemented is openly and easily accessible to the public. Additionally, policies and the use of media/technology in the LGEB preparation process are supporting factors in Collaborative Governance for the LGEB preparation of Takalar Regency. However, interference by certain parties during the planning process is a hindering factor.

Next, in the institutional design dimension, forum participation is also crucial in Collaborative Governance for the LGEB preparation of Takalar Regency. Informants noted that civil society, such as community forums, can play a significant role in increasing public participation in the LGEB preparation forums. This is a supporting factor in Collaborative Governance for the LGEB preparation of Takalar Regency. Conversely, non-transparent systems and mechanisms in the LGEB preparation forums, which do not ensure fair and proportional public involvement, can hinder participation and are thus a hindering factor.

Another hindrance to Collaborative Governance in the LGEB preparation of Takalar Regency is weak coordination among regional government organizations, leading to overlapping budget allocations for the same programs and activities. Additionally, public dissatisfaction with the existing LGEB can affect forum participation in the LGEB preparation, serving as another hindrance.

Furthermore, within the institutional design dimension, clear basic rules are essential in Collaborative Governance. Data reduction from interviews with informants revealed the existence of technical guidelines related to planning, budgeting, administration, and reporting used in the LGEB. However, delays in issuing regional regulations for the LGEB and the lack of public participation in village-level development discussions are seen as hindering factors in Collaborative Governance for the LGEB preparation of the Takalar Regency.

Transparency is another crucial aspect of the institutional design dimension. Data reduction from interviews with informants indicated that the involvement of the DPRD and certain institutions like the Regional Development Planning Agency (Bappeda) and the Financial and Development Supervisory Agency (BPKP) strengthens the transparency of the LGEB preparation process and is a supporting factor in Collaborative Governance for the LGEB preparation of Takalar Regency. However, the transparency aspect also revealed that public participation is superficial, as many people are involved in the Musrenbang process, but the budget allocations often do not meet the actual needs. Additionally, informants noted that the government provides insufficient access for the public to obtain information about the LGEB process and content, which is a hindering factor in the LGEB preparation of the Takalar Regency.

### 4.2.3 Facilitative Leadership

Ansell & Gash (2008) identified several elements essential for Collaborative Governance, one of which is the need for leaders to possess certain skills. This implies that effective collaboration can be measured by a leader's ability to realize these elements.

The first aspect of facilitative leadership is the ability to facilitate meetings. Informants agreed that competencies such as communication, negotiation, and decision-making skills are vital for effective leadership. Additionally, the ability to build relationships, ensure solid teamwork, and possess communication skills are key to ensuring the smooth process of LGEB preparation. Members and leaders involved in the Local Government Expenditure and Budgeting (LGEB) preparation emphasized the importance of adhering to regulations, being open to listening to opinions, and having effective communication skills. Some informants also highlighted the importance of the leader's experience and skills in managing discussions and effectively managing time and resources.

Members and leaders involved in the LGEB preparation also pointed out the need for specific expertise in finance and planning. A deep understanding of the LGEB process and mechanisms, as well as financial analysis skills, are crucial for leaders to organize ideas effectively for LGEB preparation.

These leaders stressed the importance of integrity and credibility in leadership, as well as the ability to manage conflicts and mediate differing opinions. They emphasized the need for a thorough understanding of budgeting aspects, including regulations, procedures, and effective strategies. Additionally, communication, negotiation, and emotional control are key factors in leading discussions and reaching agreements that satisfy all involved parties. Leaders who are responsive to public aspirations and capable of wisely identifying and resolving conflicts can minimize errors and misconduct that might disrupt the LGEB preparation process. Thus, a comprehensive understanding of regional needs and potential, along with fair decision-making skills, forms the foundation for effective leadership in discussions and LGEB preparation.

Based on the detailed information provided by informants and the researcher's observations, it can be concluded that facilitative leadership is supported by the leaders' abilities, capacities, insights, and knowledge of leadership principles.

## 5. Conclusion

Based on the results of the previous discussion, it can be said that the aspects of *Das Sollen* and *Das Sein* Collaborative Governance for the Preparation of the Takalar Regency Regional Budget are in the following table:

**Table 2**  
***Das Sollen and Das Sein Collaborative Governance for the Preparation of the Takalar Regency Regional Budget***

No.	Dimension	Normative ( <i>Das Sollen</i> )	Actual ( <i>Das Sein</i> )	Notes
1	Face-to-face dialogue	The Local Government Revenue and Expenditure Budget formulation process in Takalar Regency should involve problem identification, information gathering, task force formation, solution discussion, program and activity determination, and APBD approval discussions.	Intense internal dialogue at the executive and legislative levels, including internal DPRD dialogues and KUA-PPAS and APBD discussions through the Deliberative Body, allows for prioritization based on recess and community aspirations.	Intensive coordination and communication internally among the authorized institutions in Local Government Revenue and Expenditure Budget formulation enable all stages, from data collection to program and budget prioritization, to be carried out efficiently.
		This internal dialogue helps all parties understand issues comprehensively and set priority needs to be accommodated in the APBD, allowing the Collaborative Governance process to function well and benefit all involved.	External dialogue can unify perceptions regarding budget policies, adopting a top-down, bottom-up, and political approach.	External dialogue focuses on transparent, participative, and inclusive communication among collaboration actors who have authority and interest in the APBD, ensuring community needs and aspirations are met and enhancing the efficiency and effectiveness of public budget use.

No.	Dimension	Normative ( <i>Das Sollen</i> )	Actual ( <i>Das Sein</i> )	Notes
		External dialogue can identify issues and solutions to create a shared understanding of the problems to be addressed and the potentials to be utilized.	Data and information collection from various parties, such as local government institutions, community organizations, and academics, is crucial in this process.	
		Community participation is limited to the planning phase before the Local Government Revenue and Expenditure Budget formulation stage.	After this, the community is not involved in monitoring the planning results discussed in the Local Government Revenue and Expenditure Budget formulation process.	Community involvement is only in attending ceremonial events at the DPRD, without involvement in the TAPD, DPRD discussions, or evaluation activities.
		There is no mechanism for community involvement in various regulations or Local Government Revenue and Expenditure Budget formulation guidelines.	Academics and media have minimal roles in face-to-face dialogues.	
		It is crucial to establish a multi-stakeholder dialogue forum involving representatives from the executive, legislative, and non-government entities (community forums/organizations, academics, and media). This forum will serve as a platform for discussion, information sharing, and joint problem-solving.		
2	Trust Building	Trust among all actors involved in Local Government Revenue and Expenditure Budget formulation can enhance the quality, effectiveness, and efficiency of the APBD.	Transparency and accountability principles applied by the local government in Local Government Revenue and Expenditure Budget formulation can increase community trust.	Clear and open information can enhance community trust in the institutions preparing the APBD. Active community participation in the Local Government Revenue and Expenditure Budget formulation process can boost trust. The credibility of the Takalar Regency Government and DPRD can build community trust in the decisions made in the Local Government Revenue and Expenditure Budget formulation.

No.	Dimension	Normative ( <i>Das Sollen</i> )	Actual ( <i>Das Sein</i> )	Notes
		There is inconsistency between the KUA-PPAS agreed upon by the Takalar Regency Government and DPRD and the KUA-PPAS submitted in the draft regional regulation on the 2023 APBD.	Existing participation mechanisms do not sufficiently provide appreciative space for the community, often resulting in symbolic, manipulative participation, as the regulations cannot guarantee the budgeting process.	Lack of transparency and community participation in the Local Government Revenue and Expenditure Budget formulation process reduces community trust. It is essential to provide easily accessible information channels for the public regarding various stages of the Local Government Revenue and Expenditure Budget formulation process.
3	Commitment to Process	Understanding the freedom of opinion, input, and differences is key to building good cooperation and ensuring all involved actors are committed to the Local Government Revenue and Expenditure Budget formulation process.	It is crucial to provide space and opportunities for all individuals or parties involved, whether stakeholders or the community, to freely express opinions, ideas, and inputs without interference or pressure from others.	Socialization, increasing community involvement, capacity building, providing incentives, and regular evaluations are necessary to maintain the commitment of all actors involved in the collaborative Local Government Revenue and Expenditure Budget formulation process. Good communication through regular meetings, public consultations, and multi-stakeholder dialogues can build a sense of shared ownership in Local Government Revenue and Expenditure Budget formulation. A monitoring and evaluation system to oversee the entire Local Government Revenue and Expenditure Budget formulation process can enhance commitment to the process.



No.	Dimension	Normative ( <i>Das Sollen</i> )	Actual ( <i>Das Sein</i> )	Notes
		Delays in submitting the APBD draft.	Inconsistencies in budgeting compared to the previous KUA-PPAS and the preparation of RKA-SKPD not based on KUA-PPAS.	Some programs are not accommodated in the APBD, leading to adjustments and changes in the APBD. Public surveys or consultations are rarely conducted at all stages to provide an overview and information on the progress of various Local Government Revenue and Expenditure Budget formulation stages, known to involved actors and the broader community. There is no public participation space for monitoring and evaluation. There is a lack of synchronization with the latest and updated regional planning documents. Continuous efforts are needed to maintain and enhance the commitment of all collaboration actors throughout the Local Government Revenue and Expenditure Budget formulation stages. It is necessary to update regional planning documents to be more current during the transition or vacancy of definitive regional leadership.

No.	Dimension	Normative ( <i>Das Sollen</i> )	Actual ( <i>Das Sein</i> )	Notes
4	Shared Understanding	Articulating the mission in the collaborative Local Government Revenue and Expenditure Budget formulation in Takalar Regency involves various parties and accommodates all community elements.	Clear articulation of the roles and responsibilities of each involved party, including the local government, DPRD, community, and private sector. The process should be structured, involving consultations and deliberations, and resulting in clear goals for proper and targeted implementation. In this process, it is important to prioritize a constructive, respectful approach and prioritize public interest. Common values such as fairness, efficiency, transparency, public participation, and sustainability should be identified and prioritized by all actors.	OPDs tend to focus on budgeting aligned with their duties and functions, but there are differing opinions regarding fund allocation for some programs. Such considerations should prioritize community interests and regional needs over just adhering to OPD duties and functions. The minimal presence of non-governmental parties, such as community forums/organizations, impacts the failure to achieve a shared understanding of APBD goals and objectives through budget allocation, particularly for community interests. Additionally, a lack of transparency in handling issues poses a potential detriment to Takalar Regency. It is necessary to open space for all actors involved in collaborative Local Government Revenue and Expenditure Budget formulation and external parties to unify understanding regarding the APBD.

No.	Dimension	Normative ( <i>Das Sollen</i> )	Actual ( <i>Das Sein</i> )	Notes
5	Intermediate Outcome	Expected outcomes include increased transparency and accountability, budget savings, alignment of government vision and mission, and the realization of sustainable development.	The APBD is prepared to accommodate public interests, oriented towards community needs and aspirations, while considering transparency and accountability principles. The achievement benchmarks are the benefits felt by the community, the accuracy of program targets, and accountable administrative capabilities. Planning strategies include identifying regional needs, gathering inputs, setting vision and mission, planning revenues and expenditures, and evaluating and refining. Additional steps include ensuring a balance between revenues and expenditures by prioritizing important programs, identifying available resources, implementing integrated budgeting approaches, and performance-based budgeting.	Short-term achievements are less satisfactory, especially with some DPRD factions rejecting the KUA-PPAS, causing delays in APBD discussion and approval. Therefore, a collaborative forum is crucial for discussing and establishing policies and development programs in the APBD, where every party can discuss and reach agreements to prepare an APBD that meets Takalar Regency's needs and priorities.

Source: Processed by Researchers 2024.

While the supporting and Inhibiting Factors of Collaborative Governance in the Preparation of the APBD in Takalar Regency as follows:

**Tabel 3**  
**Supporting and Inhibiting Factors of Collaborative Governance in the Preparation of the APBD in Takalar Regency**

No.	Dimension	Supporting Factors	Inhibiting Factors
1	Initial Conditions	Central and local government policies articulated in legislation, particularly regulations on Local Government Revenue and Expenditure Budget formulation Guidelines that encompass strategic policies to be implemented by the government. Accommodating stakeholders' interests.	Limited resources, both financial and non-financial, including less competent HR in planning and budgeting management, and infrastructure and technology that have not been optimized in various stages of the Local Government Revenue and Expenditure Budget formulation process.

2	Institutional Design	The existence of technical guidelines related to planning, budgeting, accounting, and reporting used in the APBD. Certain institutions, such as the Regional Development Planning Agency (Bappeda) and the Financial and Development Supervisory Agency (BPKP), can strengthen the transparency of the Local Government Revenue and Expenditure Budget formulation process.	Coordination among SKPDs is still weak, leading to double accounting or overlapping of programs and activities. Public participation is symbolic as many are involved in the musrenbang process, but the budgeting often misses the target.
3	Facilitative Leadership	The capability, capacity, insight, and knowledge of leaders regarding the organization they lead.	

Source: Processed by Researchers 2024.

Based on the research findings, the researcher provides two key recommendations to enhance the Collaborative Governance process in the preparation of the Local Government Expenditure and Budgeting (LGEB). First, it is essential to develop a focused analysis of the roles of academic and media actors. By doing so, the study of Collaborative Governance can benefit from understanding how these actors contribute to the formulation of regional financial policies. Their involvement can offer valuable insights and ensure that a wider range of perspectives is considered in the policy-making process. Second, there is a need to establish formal mechanisms in the form of regulations or provisions that open up opportunities for participatory involvement from the public and other non-governmental entities. By creating structured avenues for public participation, the LGEB preparation process can become more inclusive and transparent, ensuring that the financial policies reflect the needs and aspirations of the broader community. These steps are crucial for fostering a more collaborative and effective approach to regional financial management.

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