

RECOMMENDATION FOR COLLABORATIVE GOVERNANCE MODEL IN WAJO DISTRICT REGIONAL REVENUE AND EXPENDITURES BUDGET FORMULATION

¹Syamsul Bahri, ¹Rakhmat, ¹Muhammad Yunus, ¹Atta Irene Allorante

¹Public Administration, Faculty of Social and Political Sciences, Hasanuddin University, Indonesia

Email: syamsulbahri07@gmail.com

Received: 08.04.2020

Revised: 09.05.2020

Accepted: 05.06.2020

Abstract

This article aims to explain the recommendations of the Collaborative Governance Model in the Formulation of the Wajo Regency APBD (Regional Revenue and Expenditures Budget). The method used in research is a qualitative approach. This study aims to describe and analyze various conditions and situations that are the object of research related to the Collaborative Governance Model in Wajo District Budget Formulation. The study recommends a new model in the preparation of the District APBD and finds a model in the perspective of collaborative governance, namely the cross-actor consensus collaborative model, which is a collaboration model that involves the role and participation of cross-stakeholders between the TAPD (Local Government Budget Team) as the local government, Banggar DPRD and community forums in the process of drafting APBD that emphasizes commitment and consensus in public decision making. Give a greater role to all stakeholders (local government, TAPD, DPRD (Regional People's Representative Council), and community forums or other non-governmental organizations) to collaborate in the preparation of APBD, both internally and externally.

Keywords: Collaborative Governance, Budget, APBD (Regional Revenue and Expenditures Budget) Preparation.

© 2020 by Advance Scientific Research. This is an open-access article under the CC BY license (<http://creativecommons.org/licenses/by/4.0/>) DOI: <http://dx.doi.org/10.31838/jcr.07.13.28>

INTRODUCTION

Collaboration is understood as collaboration between actors, between organizations or between institutions in the context of achieving goals that cannot be achieved or carried out independently. In general, the term cooperation is better known than collaboration and there is no deeper understanding of what paradigms should be adopted. The need for collaboration arises from the interdependence between actors, which is caused by each actor having different types and levels of technology and resources needed to fulfill the task of McGuire, M. (2006). Interdependence induces an increase in the frequency and intensity of communication between organizations, which in turn forces decisions to be made together and actions to be taken collectively to a certain degree (Feiock & Scholz, 2009).

According to Janine and Wanna (2008) collaboration means working together or working together with other parties. This means the actors-individuals, groups, or organizations work together in several businesses. The word collaboration was developed in the 19th century as a result of the development of industrialization, increasingly complex organizations, and an increasing division of labor and tasks. Collaboration is an interactive process involving an autonomous group of actors who utilize shared rules, norms, or organizational structures to solve problems, reach agreement on joint actions, various resources such as information, funds, or staff (Imperial, 2005).

The regional income and expenditure budget (APBD) is a government work plan that is expressed quantitatively, usually in monetary units that reflect sources of regional revenue and expenditure to finance regional activities and projects within one fiscal year. Basically the regional budget (APBD) is one of the tools to improve public services and the welfare of the people in accordance with the objectives of broad regional autonomy, real and responsible. Thus the regional budget must truly reflect the needs of the community by taking into account the potential of regional diversity. This study aims to explain the recommendations

of the Collaborative Governance Model in the Compilation of the Wajo Regency APBD.

METHODS

This research uses a qualitative approach. This study aims to describe and analyze various conditions and situations that are the object of research related to the Collaborative Governance Model in Wajo District Budget Formulation. This study uses qualitative data in the form of statements consisting of primary data and secondary data. In this study, researchers will use several types of data collection techniques, including observations, interviews, and document searches. The data analysis technique used is data analysis using an interactive model of analysis that is data collection, data reduction, data display, and concluding drawing.

RESULTS AND DISCUSSION

Based on the results of research and discussion, the preparation of the 2020 budget year for the Wajo Regency based on the Minister of Home Affairs Regulation of the Republic of Indonesia number 33 of 2019 concerning Guidelines for the Preparation of the 2020 APBD can be described as an existing model in the following scheme:

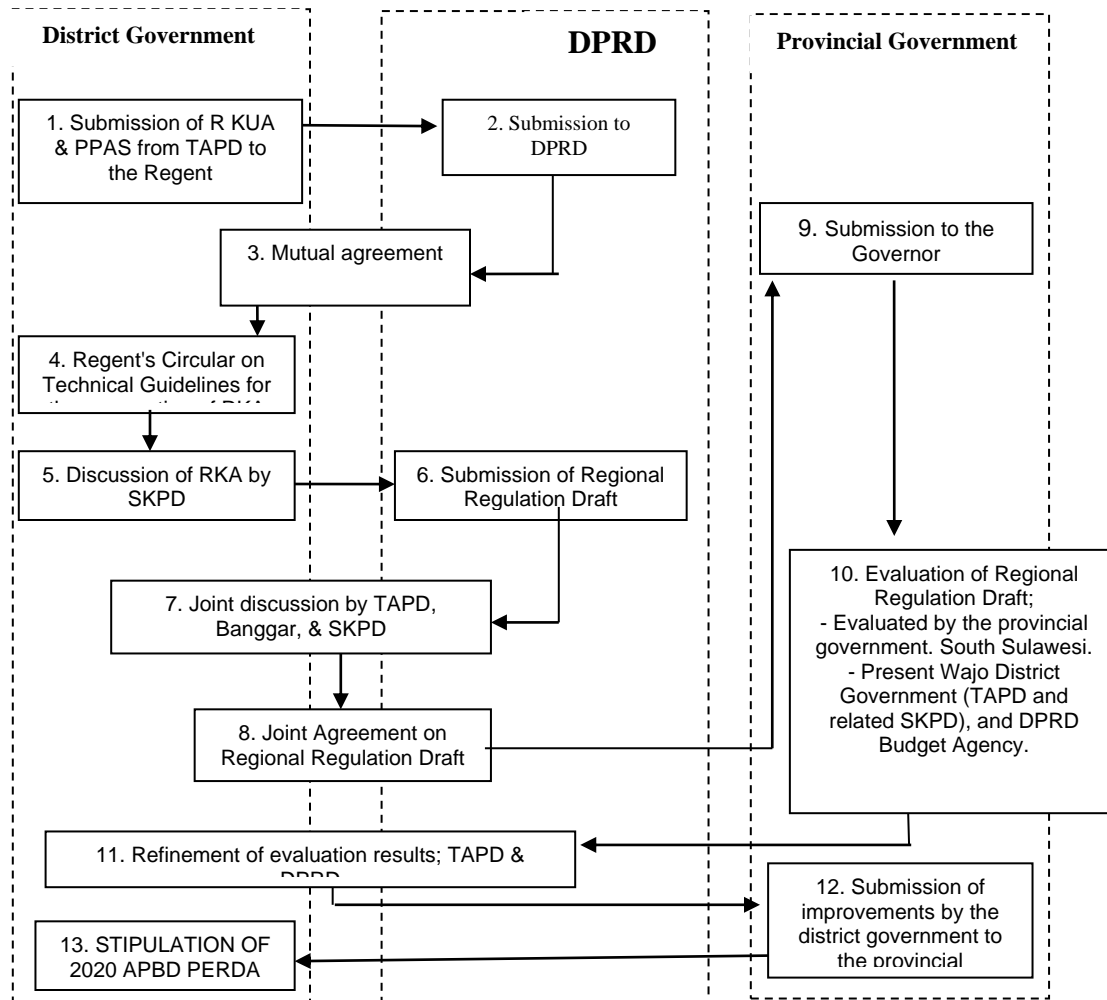


Figure 1. The existing model for the preparation of APBD TA 2020 in Wajo Regency (Based on Minister of Domestic Affairs Regulation Number 33/2019)

The scheme for the preparation of APBD for the 2020 budget year in Wajo Regency in figure 5 (five) can be explained that; The process of preparing the Wajo Regency APBD for the 2020 fiscal year based on the Minister of Home Affairs Regulation 33/2001 includes:

1. Submission of the KUA (APBD General Policy) draft and PPAS (Provisional Budget Priorities and Ceiling) draft by the head of the TAPD to the district head.
2. Submission of KUA draft and PPAS draft by regents to DPRD.
3. Mutual agreement between the regent and the chair of the DPRD on the KUA and PPAS draft.
4. Issuance of regent regulations and regents circular regarding guidelines for the preparation of APBD, and RKA (Work Plan and Budget) of SKPD (Regional Apparatus Work Unit).
5. Compilation and discussion of the RKA-SKPD (Work Plan and Regional Work Unit Budget) and the Draft Regional Regulation on APBD.
6. Submission and submission of Draft Perda regarding APBD to DPRD.
7. Discussion with APBD Regional Regulation by TAPD, DPRD budget agency, and SKPD.
8. Joint agreement on the Draft Regional Regulation concerning APBD by the DPRD and the Regency Government.

9. Submission of the Draft Regional Regulation concerning APBD by the Regent to the Governor of South Sulawesi for evaluation.
10. Evaluation of the Draft Regional Regulation regarding APBD by the South Sulawesi Provincial Government by presenting the TAPD, the Regency DPRD budgetary body, and related SKPD.
11. The results of the evaluation are submitted to the district government, for further improvement by the district government together with the DPRD.
12. Submitting the results of improvements to the provincial government.
13. Determination of regional regulations on the 2020 budget year by the Wajo District Government.

Noting the scheme, the stages and mechanisms cover 13 (thirteen) activities. Substantially, it can be divided into 3 (three) parts, firstly the discussion process in the internal TAPD and district government, secondly the discussion process involving TAPD with the DPRD and provincial government budget bodies, and thirdly the process of establishing regional regulations on the APBD by the regional government with the mutual agreement of the DPRD. In terms of stakeholder collaboration, there are 2 (two) dominant warring stakeholders, namely TAPD and the DPRD budgetary body, the community or community forums not involved in the collaboration process.

Based on the discussion of research results, it shows that community participation as a stakeholder in the preparation of the Wajo Regency APBD is still low and is a factor influencing the collaboration process. Theoretically it is not in line with the views of some experts who place the community, private or non-governmental institutions as one of the main pillars or stakeholders that determine the collaborative process of public policy formulation. Empirically, this is contrary to the principles of transparent and participatory financial management.

Viewed from the dimension of the collaborative process on the perspective of collaborative governance, weaknesses, and shortcomings in the preparation of the 2020 APBD in Wajo Regency can be described and explained, as follows;

1. The collaborative process does not involve the community for participatory dialogue.
2. The collaborative process did not succeed in building stakeholder confidence, especially community trust.
3. The collaborative process does not show commitment and consensus on the existing process, some initial processes are not accommodated and are not suitable for the next process.
4. The collaborative process does not guarantee a shared understanding of the vision and mission to be achieved and the values or principles that exist in financial management.
5. Collaborative processes have the potential to produce policies that are not in accordance with strategic planning.

According to Slamet (2003), states that citizen participation emphasizes the direct participation of citizens in decision making in institutions and government processes. Citizen participation has shifted the concept of participation "from merely caring for beneficiaries or beneficiaries to caring" with various forms of citizen participation in policymaking and decision making at various venues that affect their lives. So unlike social participation, citizen participation is indeed oriented to the agenda of determining public policy.

The collaboration process really requires community involvement, in substance the community can oversee the consistency and commitment of the preparation of the regional budget (Sufianti, 2011). This is based on community needs that have been stated and agreed through the district government's RPJMD (Regional Medium-Term Development Plan) and RKPDP (Regional Development Work Plan). Public or community involvement in the process of preparing the APBD is actually possible based on the principles of APBD preparation, including emphasizing the existence of participatory principles by involving the community and transparent principles to facilitate the public to know and get access to the widest possible information about the APBD (Regional Revenue and Expenditures Budget). Likewise, when viewed in terms of benefits, the community as beneficiaries of APBD policies should be involved in every process, both planning and decision making. Community involvement or community forums can build open communication with stakeholders or other actors in the policy formulation process, namely the preparation of the APBD.

Interaction between stakeholders needs to be maximized. Good communication will move good human relations too. Establishing an effective message from one communicant to another can have an impact on strengthening collaboration-based interactions (Good, 2000). Multi-directional communication is used as one of the basic values to illustrate that in collaboration there is something more to the relationship between actors. Furthermore, the most important issue in communication is the content. The message is related to brainstorming and sharing information. In short, cross-parties must communicate with each other directly to strengthen collaborative governance practices.

As previously explained that collaborative in the perspective of public administration gets the main attention of experts, especially with the emergence of governance as one of the models in the administration of public administration. Governance has a main focus on governance which prioritizes the role and participation of the community in government, both in policymaking and in monitoring and evaluating government activities. In the context of governance, all elements are seen and synergized in solving public problems.

In its development, collaborative governance has become a solution for solving public policy problems and their implementation. Therefore collaborative governance has an important meaning in the administration of government, public services, and policy implementation. The importance of collaborative governance is generally interpreted positively because collaborative nature is creative, transformational, and includes meaningful and beneficial results to all members in the forum (Wanna & O'Flynn, 2008).

Basically, the collaborative process emphasizes the aspects of joint working or working in conjunction with others (working in relation to one another) without a horizontal hierarchical relationship in solving problems that cannot be solved by public organizations themselves. The collaborative governance perspective requires that all complex issues in policy implementation require the support of resources from all parties or stakeholders, both public and private sectors. Collaborative action therefore requires actors, groups, or public organizations or NGOs.

The involvement of elements of the community is important and becomes a phenomenon in building good governance, in every process of development, governance, and public policy processes. The current administration and public policymaking tend not to be oriented towards improving the people's welfare and public services, which in the end the development becomes of no quality. One indicator is that although economic growth is generally relatively stable from year to year, public services and people's welfare have not been realized in real terms. This grim experience indicates that there was a mistake in development planning and decision making in the process of public policy formulation, in addition to the still small role of the community. The limited role and involvement of the community in the process of formulating and making policy becomes a complex problem that actually inhibits the creativity of the community to do their best in implementing the policy.

This is mainly due to the decision making related to policy and policy formulation, the community is not involved, which ultimately results in unilateral decisions, including in the planning and formulation of policies in the budget formulation process as a policy relating to the development budget and overall governance. In the new paradigm approach, starting a new era of development, now it is always preceded by a process of program planning that is mature, measurable, and systematic and involves the public (public participation) for the decision-making stage.

Ansell and Gash argued that collaborative governance is a type of governance in which public and private actors work collectively in different ways, using certain processes, setting rules, and laws. Where public stakeholders (the government) sit together with related parties (public and private) to take a public decision which is the result of consensus. Collaboration also requires that all stakeholders outside government agencies have a real role and responsibility to support efforts to achieve goals. Therefore, stakeholders should be directly involved in the process of policy formulation. Although the collaborative process is difficult to implement because the characters of each stakeholder are different from one another (Ansell and Gash, 2007).

Paying attention to the description and analysis of the research results, this research develops and discovers a concept of collaborative governance models, namely "cross-actor consensus collaborative models". The collaborative consensus cross-actor model or the cross-actor consensus collaboration model is a collaborative model that emphasizes the active involvement and participation of every collaborating actor, both within the organization and outside the organization with a focus on commitment and consensus. Commitment and consensus is intended as an effort to guarantee and maintain the achievement of collaboration goals towards the agreement or planning that was agreed at the beginning of the collaboration.

By Ansell and Gash (2007) in their article entitled 'Collaborative Governance in Theory and Practice', the criteria for collaboration are consensus. The agreement is based on mutual interest. Consensus is important because governance describes the interaction of at least two parties. The more parties involved, the more dynamic the consensus that occurs. There are no decisions made by one or a number of parties. General statement, according to Provan and Kenis (2008), consensus-based problem solving is better done to avoid conflict. Collaboration-based relationships are vulnerable to conflict so the consensus is something that must be put forward. Good or bad collaboration can be seen from the extent of mutual agreement carried out. If decisions are dominated by certain groups without consensus, it indicates a problem with collaboration.

Consensus must be based on commitment. The contents of the commitment are related to the escort of promises or agreements. Without high commitment, it is difficult to realize the unity of promise. In addition, what determines a consensus depends on the symbiosis of mutualism (mutual benefit). If there are parties

who are injured, the chance of not reaching a consensus is very large. So, mutual commitment and mutual benefit is important to put forward so that orientation can be achieved well. It is indeed not easy to reach a mutual agreement because there are many interests in collaborative governance. Different organizations sometimes have different interests.

Consensus is a step towards agreement and leads to achieving a solution in the group. Consensus means more than just agreeing and accepting the will of the majority, but rather applying the results of decisions to the maximum extent possible. Consensus decision making is a group decision-making process in which group members develop and agree to support decisions in the best interest of the whole group or shared goals. In the context of collaborative processes, actor consensus is intended as an attitude of commitment of the actors involved in implementing an agreement that has been taken in each of the existing processes. Actor consensus is an important and important dimension that must exist in supporting the implementation of other dimensions, consensus becomes part of each dimension, so that what is the goal of collaboration can be achieved.

As stated by Ansell and Gash (2007), that in the collaboration process there are at least 3 (three) components involved as actors, namely government, community, and private or non-governmental institutions. So, in the process of preparing district APBD, what is meant as a component or stakeholder involved by the actors, namely; (1). District government (TAPD), as a representation of the government component; (2). DPRD budgetary body, as a representation of non-governmental institutions representing the private component; and (3). Community forums or institutions, as a component of society. The three stakeholders are interconnected and supportive, which can be illustrated in the following scheme.

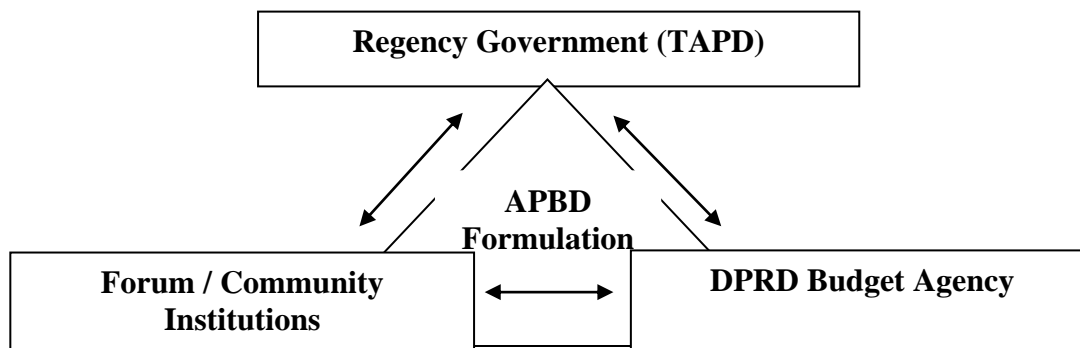


Figure 2. Schematic Collaboration Actor

The scheme illustrates that, the district government (TAPD), the DPRD budgetary body, and community forums are the main elements in the process of preparing the District APBD. These three elements work together according to their respective roles and functions, commit and make decisions together based on consensus.

As explained in the previous section, in the collaborative process of preparing the Wajo Regency APBD, the role and participation of the community as one of the actors, have not been involved in a participatory manner. Relationships and interrelationships of actors in each process have not been maximized, because in the collaborative process has not been built commitment and consensus between actors. The process of preparing the APBD which is carried out based on Minister of Home Affairs Regulation number 33 of 2029 concerning the Preparation of the APBD of 2020, has not yet fully embraced the principle of

transparency and participatory as a principle in the management of regional finances. Thus, the application of the collaborative consensus cross-actor model in the process of drafting the District APBD is expected to increase stakeholder involvement, both local government, DPRD and community forums in a participatory manner and produce the District APBD as a policy that is in favor of the interests and services of the community or the public.

In order to produce the APBD as a public policy-oriented to services and public interests, it is necessary to have a model that regulates the stages and mechanisms of APBD preparation that provide maximum space and role to all existing stakeholders, both local governments, DPRD, the community and parties others to actively participate. For this reason, the process of preparing the APBD is from the perspective of the Collaborative Cross-Actor Consensus model.

In the process of preparing the APBD, district government stakeholders, the DPRD, and community forums are actors who are actively and participatively involved. The district government, in this case, is the Regional Government Budget Team (TAPD) and the provincial government, the DPRD, in this case, is the DPRD budget body (Banggar), and the community, in this case, is a forum or institution that represents the community in each forum, be it in the form of groups, forums or specified non-governmental organizations. The position and role of each stakeholder in the process of preparing the APBD based on a cross-actor consensus collaborative model, can be described as follows:

1. The community as a stakeholder is determined and determined in the form of a delegation or forum as has been formed at the stage of development planning deliberations. The community forum consists of group representatives, nongovernmental organizations, musrenbang (Conference on Development Planning) delegations, and community leaders whose membership structure, tasks, and functions are determined and determined by the regent's decree.
2. The regional government consists of the Regional Government Budget Team (TAPD) whose composition, duties, and functions are determined by a regent's decree.
3. The provincial government as supporting stakeholders, namely the sector or body that carries out the evaluation function of the district APBD domiciled in the province and is determined by a governor's decree based on the applicable rules.
4. DPRD in this case the DPRD budgetary body whose membership structure, duties, and functions are regulated and determined according to the mechanism and regulations of the DPRD.
5. The active involvement or participation of forums or community delegations that have been formed collaboratively and participatively in 4 (Four) stages, namely; First, at the initial stage of drafting the KUA-PPAS draft, together with TAPD, the community represented by delegations or community representative forums that have been formed have made a joint agreement with TAPD on the KUA and PPAS designs that will be submitted by the district government; second, during the discussion stage of the draft regional regulation on the APBD with the TAPD, the DPRD budget body, and related SKPDs; Third, at the evaluation stage of the draft local regulation on APBD by the provincial government; and Fourth, at the stage of refinement and discussion of evaluation results.
6. At each stage an official report can be made on the agreement with all stakeholders.

CONCLUSION

The study recommends a new model in the preparation of the District APBD and finds a model in the perspective of collaborative governance, namely the cross-actor consensus collaborative model, which is a collaborative model that involves the role and participation of cross-stakeholders between TAPD as local government, the Banggar DPRD and community forums in the drafting process APBD focuses on commitment and consensus in public decision making.

Source of Funding

Funding sources for publishing articles use the author's personal costs.

Conflict of Interest

This article does not have the interests of any institution and does not name certain groups both in the content of the article and in terms of the location of the study.

REFERENCES

1. Ansell, C., & Gash, A. (2008). Collaborative governance in theory and practice. *Journal of public administration research and theory*, 18(4), 543-571.
2. Feiock, R. C., & Scholz, J. T. (Eds.). (2009). *Self-organizing federalism: Collaborative mechanisms to mitigate institutional collective action dilemmas*. Cambridge University Press.
3. Good, D. (2000). Individuals, interpersonal relations, and trust. *Trust: Making and breaking cooperative relations*, 31-48.
4. Imperial, M. T. (2005). Using collaboration as a governance strategy: Lessons from six watershed management programs. *Administration & Society*, 37(3), 281-320.
5. McGuire, M. (2006). Collaborative public management: Assessing what we know and how we know it. *Public administration review*, 66, 33-43.
6. Provan, K. G., & Kenis, P. (2008). Modes of network governance: Structure, management, and effectiveness. *Journal of public administration research and theory*, 18(2), 229-252.
7. Slamet, M. (2003). Meningkatkan partisipasi masyarakat dalam pembangunan perdesaan. Di dalam: Sudradjat, A, & Yustina, I (Eds). *Membentuk Pola Perilaku Manusia Pembangunan*, 7-13.
8. Sufianti, E. (2011). Perencanaan Kolaborasi Dalam Pengelolaan Sampah Sebagai Upaya Pembangunan Lingkungan Yang Berkelanjutan. *Jurnal Ilmu Administrasi: Media Pengembangan Ilmu dan Praktek Administrasi*, 8(3), 07.
9. Utami, S. B., & Pancasilawan, R. (2017). Kolaborasi dalam Pengelolaan Kawasan Konservasi Taman Buru Gunung Masigit Kareumbi Provinsi Jawa Barat. *Jurnal Manajemen Pelayanan Publik*, 1(1), 59-73.
10. Wanna, J., & O'Flynn, J. (2008). *Collaborative Governance* (p. 201). ANU Press.