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## **Collaborative Governance in Local Development Planning for Annual Local Work Planning in Karangasem Regency, Bali, Indonesia**

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I Made Sugiarta<sup>1</sup>, Tjahya Supriatna<sup>2</sup>, Ika Sartika<sup>3</sup>, M Irwan Tahir<sup>4</sup>

### ***Abstract:***

*Law Number 25 of 2004, mandates that the National Development Planning system (SPPN) is a unified development planning procedure to produce long-term, medium-term and annual development plans, which are implemented by state administrators at the central and regional levels. The Karangasem Regency Government's Vision and Mission, which has been outlined in the Karangasem Regency RPJMD, is described into Programs, Activities and Sub-Activities implemented by Regional Apparatus. The implementation of Programs and Activities by each Regional Apparatus, each Fiscal Year must be accounted for. The performance of the Karangasem Regency Government in terms of geographic and demographic aspects, community welfare aspects, public service aspects, and competitiveness aspects, the budget allocated and the performance achievements obtained, have not yet been fully realized optimally. Planning as an element of management plays an important role in achieving the goals of an organization. The theory used in this research is the Collaborative Governance Theory, which suggests the importance of collaboration between related parties in regional development planning. Using Qualitative Methods, this research aims to determine the Collaborative Governance of Regional Development Planning in Karangasem Regency, Bali Province. Through Soft Strategy Mathematics Analysis, it is known that Collaborative Governance between Government, Academics, Private and Community needs to be optimized. By adding one indicator to each dimension in the Collaborative Governance Theory, a model is then recommended that can be used in regional development planning in Karangasem Regency, Bali Province.*

**Keywords:** Collaborative Governance, Regional Development Planning

## **1. Introduction**

National Development is directed at developing Indonesian people as a whole based on Pancasila (Kartasasmita, 1996). From this mandate it is realized that development is not solely about the economic process, but also a political, social and cultural process. National Development is a reflection of the desire to improve the welfare and prosperity of the Indonesian people in a fair and equitable manner, as well as developing people's lives to realize an advanced and democratic state administration based on Pancasila (Kusmawati et al., 2022; Zulkifli 2022).

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<sup>1</sup>Institut Pemerintahan Dalam Negeri, Jakarta, Indonesia. [imadesugiarta2181972@gmail.com](mailto:imadesugiarta2181972@gmail.com)

<sup>2</sup>Institut Pemerintahan Dalam Negeri, Jakarta, Indonesia.

<sup>3</sup>Institut Pemerintahan Dalam Negeri, Jakarta, Indonesia.

<sup>4</sup>Institut Pemerintahan Dalam Negeri, Jakarta, Indonesia.

In order to realize improved services to the community, an effective form of regulation is needed so that it is necessary to organize and regulate the functions of government administration. This regulatory function requires the implementation of management. Management is the process of directing and facilitating the work of people in formal groups to achieve a desired end (Bush 2008). This understanding means that management is a process of guiding and providing facilities for the work of people organized in a formal group to achieve a desired goal. Homan et al. (2020) states that: to apply management in an organization, you must pay attention to management principles which consist of 4 (four) basic management functions, namely planning, organizing, actuating and controlling.

Of the four existing management elements, according to the provisions stated in Law number 25 of 2004, planning is very important in carrying out an activity. All government administration activities, both national and regional, begin with development planning. Planning is an inseparable part of government and organizational management so that to start planning you must have the same understanding and knowledge and in one system (Sinurat & Horas 2017). Planning is a continuous process that includes decisions or choices of various alternatives, and the use of resources to achieve certain goals in the future (Planning 2019).

The implementation of the development planning system is motivated by several things, namely: the market mechanism is not yet running perfectly (market failure), meaning that the condition of society and the level of education and accessibility of facilities and infrastructure are not evenly distributed, which can cause the level of competition in the economy to not be strong, resulting in planned government intervention. It is very important to determine whether the development process can run well. There is uncertainty in the future, so it is necessary to prepare development plans to anticipate the possibility of bad situations occurring so that at a macro level preventive action can be taken. Facilitate coordination for development actors (stakeholders) to participate in development, both in the government, private sector and the community, so that in the long term, collaborative development processes will be realized in an integrated, synergistic and mutually supportive manner (Bpurdin & Nadou 2020). Development planning has a clear development target in accordance with the wishes of the community. The current regional development planning system is a public policy produced to fight for the public interest, which philosophically requires public involvement from the beginning to the end of the process (Rondinelli 2019).

If it is related to planning, then performance as described above needs to be handled better so that better governance can be achieved. The participation or involvement of all parties in development planning is important. The interaction between stakeholders is expected to be able to improve the performance of regional apparatus, and the many parties involved in development planning are expected to be able to overcome the problems faced (Maulana 2020). This is in accordance with Ansel and Gash (2007) statement, namely: the concept of collaborative governance. Collaborative

governance is a government where one or more public institutions directly involve stakeholders from outside the government (nonstate) in a collective decision-making process that is formal, consensus-oriented, implemented through deliberation, and aims to create or implement public policies or manage government programs or joint state assets (Ulibarri 2019).

Thus, in government, collaboration is directed at achieving goals that are mutually desired by each individual, group and organization for a meaningful and sustainable result. Regional development planning involving the community can be carried out by providing sufficient space for the relevant components, to be actively involved in formulating, defining, discussing together through a process, so that they can share motivation, build a spirit of mutual trust, understand each other so as to create a shared commitment.

## **2. Theoretical Background**

The idea of changing the government paradigm which adopts entrepreneurial values as a replacement for the traditional government model with its bureaucratic values which seem to be outdated was put forward by Osborne and Gaebler (1992), many people consider this to be the ideal government model (Meijer et al., 2019). This thinking offers service reform using new public management, namely private values are adopted into the services of government institutions. The old bureaucracy, which was characterized by formal legal, hierarchical, permanent and procedural, was then renewed with a new spirit, namely flexibility, rewards based on achievement, competence, standards of performance and efficiency (Tavares 2022).

In this position the role of the government changes completely from "regulator" to "director" or community facilitator (Setiyono, 2014). This model of government is a trend in the majority of countries in the world, but it is not the final model in shaping the role of government in social life. According to Peters, the model of government and also the conception of how government plays a role in people's lives will continue to develop in the future, therefore the dynamics of government are developing along with social dynamics (Borras & Edler 2020). When social life experiences changes, the same thing will happen to the government system.

Advances in information technology encourage the evolution of government, at the level of public policy. The changes currently occurring are encouraging a shift from conventional democracy and decentralization towards cyberdemocracy (cyberspace democracy) and cyberdecentralization (cyberspace decentralization) or what is known as digital decentralization (digital decentralization) (Wasistiono & Polyando 2017). Collaborative governance is the result of the development or operation of the Good Governance concept. This concept explains the process of involving all stakeholders in government administration. In general, collaboration means joint working or working conjunction with others (working together) (Duxbury et al., 2022).

According to the description above, it can be understood that the new organizational design is directed at 3 (three) changes, namely: organizations that continue to move from independent forms to collaborative strategies, hierarchical organizations to networks and organizational culture from a participation model to a collaborative culture. This is in line with the opinion of Goldsmith and Eggers that the principle of network government is building a vision, writing planning strategies and seeking help from the wider community to make it a reality (Cook et al., 2022).

The concept of Collaborative Governance put forward by Emerson et al., (2011) provides an understanding that Collaborative Governance is a process and structure for making public policy and management decisions that constructively involves people outside public agencies, levels of government and/or governments, the business world and society. civil society in order to determine common goals that cannot be conveyed. (Processes and structures about engaging people constructively in a process of making and managing public policy decisions). From this explanation, it is understood that Collaborative Governance is not only limited to a formal process intended to involve stakeholders who are also outside government organizations to be involved in the policy formulation process, but is a multi partner governance process.

The first dimension of Collaborative Governance is Principled Engagement which is a process that takes place continuously involving various stakeholders from various groups whether carried out directly face to face or through cyberspace, involving cross-organizational networks or meetings involving private and public sectors with various interests. Principled involvement is "a forum when people with differing content, relational and identity goals work across their respective institutional, sectoral or jurisdictional boundaries to solve problems, resolve conflicts or create value" (a forum where people from groups with goals, different levels of relationships and identities work together across institutional, sectoral or jurisdictional boundaries to try to solve current problems, resolve conflicts or create values). Two important points to pay attention to are diverse stakeholders and working across jurisdictional boundaries. The engagement process takes place simultaneously forming a cycle involving 4 (four) basic instruments, namely search, definition, deliberation and determination (discovery, definition, deliberation and determination) (Loureiro et al., 2020).

Collaboration and coordination use 6 (six) different dimensions, namely 1) cooperation to build similarities, increase consistency and align activities between sectors, 2) negotiations involving processes and readiness to compromise to make agreements, 3) roles supervision, checking, pulling together and coordinating centrally, 4) power and coercion, 5) commitment to the future and concern, 6) generating internal motivation and personal commitment to activities, decisions, organizational goals or goal achievement strategies (Wanna , John, 2008). The collaboration process in public policy making has 5 (five) levels of collaboration with different activities and characteristics (Castañer & Oliveira 2020).

According to (Ansell and Gash, 2007) collaborative government is "a governing arrangement when non-state stakeholders are directly involved in a making process of collective formal decisions with oriented consensus and deliberative, so to make implement public policy or manage public programs and assets fully successful.

### **3. Methodology**

The research method used in this study is the Qualitative Method. Qualitative research explores the meanings that certain groups assign to social or humanitarian problems. The process involves asking questions, collecting specific data from informants, analyzing the data inductively from specific to general themes, and interpreting the meaning of the data in the final report.

This research aims to explain, study, analyze, and explore regional development planning in Karangasem Regency. In doing so, researchers heavily rely on the participants' views of the situations being studied. The qualitative method focuses on direct attention to experience as it is lived, felt, and experienced.

Researchers use systems thinking to analyze various vague, irregular, and undefined problem phenomena using qualitative data to find new strategies regarding relevant regional development planning. Systems thinking is an integrated process involving steps like revealing real events, determining desired events, identifying gaps, making analyses, formulating policies, and estimating their impact.

In the qualitative research process, a key event involves collecting specific data from informants and asking questions about procedures, stages, processes, and mechanisms of an event. The collected data is then processed and analyzed inductively from specific to general themes. This research will describe Regional Development Planning and identify a Regional Development Planning Strategy that can be recommended in regional development planning in Karangasem Regency.

### **4. Empirical Findings/Result and Discussion**

Development planning is the process of formulating decisions from various alternatives. Based on factual data and information, it then becomes a source for determining the goals to be achieved, namely increasing people's welfare which can be achieved through the planning and implementation stages of development. There are two approaches to planning, namely centralized (Top-Down Planning) and Decentralized (Bottom-up Planning).

Law Number 25 of 2004 concerning the National Development Planning System (SP2N) basically mandates that regional development planning is an integral part of the national planning system with the aim of ensuring there is linkage and consistency between planning, budgeting, implementation as well as control and supervision. Law Number 25 of 2004 concerning the National Development Planning System and Law

Number 23 of 2014 concerning Regional Government, mandate that in the context of administering government, Regional Governments are obliged to prepare regional development planning documents as one unit of the National Development Planning System (SPPN). which consists of the Regional Long Term Development Plan (RPJPD), Regional Medium Term Development Plan (RPJMD) and Annual Development Plan or Regional Government Work Plan (RKPD). The importance of planning was conveyed by the informant that: Planning is an important stage to go through in a development process because in practice the development that will be carried out will encounter various obstacles both from the implementing side, the community as the target, and from outside of this. To minimize the impact caused by these obstacles, planning must be carried out as an important stage in the development process.

Regional development planning cannot be separated from national development planning. Regional development is part of national development whose planning is regulated in Law Number 25 of 2004 concerning the National Development Planning System. The Regional Long Term Development Plan (RPJPD) refers to the National Long Term Development Plan (RPJPN). RPJPD is a strategic plan for regional development over a long period of time (20 years). The Regional Medium Term Development Plan (RPJMD) is a development plan that covers a shorter time period compared to the RPJPD. This plan contains strategies and development programs that will be carried out in the next few years. Annual Development Plan, is a plan prepared every year containing development programs and activities that will be implemented in one budget year.

Regional development planning has its own scope and form according to the objectives, direction and nature of the discussion as well as its use in implementing development. In general, there are 4 forms of regional development planning, namely: First is Macro Planning whose analysis is comprehensive (aggregative) covering all aspects and sectors of development. Second is Sectoral Planning which covers only one particular field or sector such as agriculture, education, health, industry and trade. Third is Regional Planning which only covers certain administrative areas, such as provinces, districts and cities. Fourth is Project (Activity) Planning which includes planning to build a particular project or activity only.

The Karangasem Regency Government guides regulations governing regional development planning, namely Minister of Home Affairs Regulation Number 86 of 2017 concerning Procedures for Planning, Controlling and Evaluation of Regional Development, Procedures for Evaluation of Draft Regional Regulations Concerning Regional Long-Term Development Plans and Regional Medium-Term Development Plans , as well as procedures for amending regional long-term development plans, regional medium-term development plans and regional government work plans.

***Starting Conditions in Development Planning***

Chris Ansell and Gash (2007) provide an overview of the collaborative governance implementation model which includes the main aspects covering the initial conditions. According to Ansell and Gash (2007), initial conditions are one of the four major variables in collaborative governance models, along with institutional design, leadership, and collaboration. In their research, Ansell and Gash (2007) found that virtuous cycles of collaboration tend to develop when collaborative forums focus on “small wins” that deepen mutual trust, commitment, and understanding. Initial conditions play an important role in collaborative governance in regional development planning. The following are some of the influences of initial conditions on collaborative governance. Initial conditions that encourage inclusivity can produce a more diverse and representative group of participants, resulting in better decision making and outcomes. Initial conditions are an important factor in collaborative governance in regional development planning. Favorable initial conditions can lead to a more inclusive, interdependent, and transparent process that deepens trust, commitment, and mutual understanding among participants.

Starting conditions in development planning are factors that must be considered at the initial planning stage, before starting implementation, monitoring and evaluation. Starting Conditions can also refer to initial conditions or supporting and inhibiting factors in collaborative governance practices. Initial conditions are one of the main variables influencing collaborative governance. Initial conditions involve explicit recognition of power or resource imbalances and the historical dimensions that influence relationships between stakeholders. In the context of regional development planning, starting conditions are an important aspect of collaborative governance (Wang & Ran 2023). The initial conditions dimension refers to the initial state of the collaboration, including the relationships, resources, and power dynamics that exist among stakeholders. It is important to identify initial conditions to understand the context of collaboration and develop effective strategies to achieve desired outcomes (Bianchi et al., 2021).

The problem in Karangasem Regency, if seen from the aspect of community welfare which includes economic and social aspects, is that there is still inequality in economic and social welfare which occurs due to gaps or imbalances in access to obtain and utilize available resources which include primary needs such as education, health, place, housing, business and work opportunities, as well as secondary needs such as means to develop business and career. The problem of social inequality is a global social problem that can occur in developed and developing countries. Social inequality occurs due to several factors and results in various kinds of impacts, especially in the economic, political and cultural fields.

The problem of economic and social inequality that occurs in Karangasem Regency is caused by several things as stated by informants, including: Economic and social inequality that occurs between rural and urban areas which is caused by different geographical conditions and village typologies between rural areas which are still

lacking and resources, with the region rich in resources. This causes the livelihoods of rural communities to not have as many alternatives as those in urban areas or areas with rich natural resources. Villagers who live in areas around the mountains will work as farmers with less income. Meanwhile, most of the urban areas are traders, entrepreneurs and work in economic sectors with better incomes. There is a disparity in the quality of human resources between regions. People who live close to educational services find it easier to get decent and quality educational services. On the other hand, people who live in areas with very limited infrastructure and communication networks will find it difficult to get it. There is economic inequality that occurs in society. There are several factors that cause economic inequality, including unequal development results between regions and a decline in per capita income due to relatively high population growth without being balanced by an increase in productivity. Unequal development between regions means that it is still very difficult for some communities to obtain basic services such as education, health, clean water and sanitation. People with less skills will be trapped in jobs with low wages. As a result, they cannot get a decent life. The high population growth of Karangasem Regency also makes it increasingly difficult for people to find work. This causes urbanization in Amlapura City to increase, which causes uneven population distribution. High competition in cities and limited skills have led to unemployment. The unequal distribution of assets and investment causes the population to have unequal distribution of employment and business opportunities. This causes the economic and social welfare of the people of Karangasem Regency to remain lower compared to other districts/cities in Bali.

With regard to the description of the initial conditions in Karangasem Regency, the informant said that: the economic and social inequality that occurs between rural and urban areas is caused by geographical conditions and village typologies that are different between rural areas that are still lacking in resources, and areas that are rich with resources. This causes the livelihoods of rural communities to not have as many alternatives as those in urban areas or areas with rich natural resources. Villagers who live in areas around the mountains will work as farmers with less income. Meanwhile, most of the urban areas are traders, entrepreneurs and work in economic sectors with better incomes. There is a disparity in the quality of human resources between regions. People who live close to educational services find it easier to get decent and quality educational services. On the other hand, people who live in areas with very limited infrastructure and communication networks will find it difficult to get it. There is economic inequality that occurs in society. There are several factors that cause economic inequality, including unequal development results between regions and a decline in per capita income due to relatively high population growth without being balanced by an increase in productivity. Unequal development between regions means that it is still very difficult for some communities to obtain basic services such as education, health, clean water and sanitation. People with less skills will be trapped in jobs with low wages. As a result, they cannot get a decent life. The high population growth of Karangasem Regency also makes it increasingly difficult for people to find work. This causes urbanization in Amlapura City to increase, which causes uneven



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In accordance with the information conveyed by Informant 1, there are several problems and obstacles faced which will certainly influence regional development planning in Karangasem Regency. Regarding Initial Conditions in Regional Development Planning in Karangasem Regency, the Informant said that: Starting Conditions are the initial conditions that become the basis for regional development planning. Efforts to manage starting conditions in regional development planning can be done by identifying starting conditions, namely identifying the initial conditions that exist in the area, such as natural resource potential, socio-economic conditions of the community, and the condition of existing infrastructure. Determining planning direction: From the results of identifying starting conditions, existing problems in the area can be formulated and determining the direction of regional development planning. Synchronization of planning and budgeting: Synchronizing regional development planning and budgeting using the Regional Development Information System (SIPD) to meet the needs for regional development planning information, regional financial information and other information. Regional development planning management, namely carrying out regional development planning management based on research and development as well as design and innovation to manage planning and development in the area.

### ***Power-resource-knowledge Asymmetries***

Power - Resource - Knowledge asymmetry refers to the unequal distribution of power, resources and knowledge among the various actors involved in local governance. This asymmetry can have a significant impact on the success of regional development planning, especially at the initial stage. Several reasons why power-resource-knowledge asymmetry is important in the initial conditions of regional development planning, namely: 1) Influence on decision making, that power asymmetry can cause certain actors to have greater influence on the decision-making process, which can result in unfavorable decisions entire region; 2) Access to resources, that resource asymmetry can limit the ability of some actors to participate in regional development planning, because they may not have the necessary resources to do so; 3) Knowledge gap, that Knowledge asymmetry can cause some actors to have more information about the area and its needs than others, which can lead to decisions that do not take into account the perspectives of all stakeholders.

Overcoming the Power - Resource - Knowledge asymmetry in the initial conditions of regional development planning is important to ensure that the planning process is inclusive and fair. It is important to take steps such as increasing transparency in decision-making processes, providing resources to underrepresented actors, and promoting knowledge sharing among stakeholders.

Data related to the use of existing resources and knowledge support in regional development planning in Karangasem Regency, as stated by the informant, is that: Utilization of human resources really needs to be paid attention to in realizing an increase in the quality of human resources which will later be able to encourage regional competitiveness. This can be done by providing training and education to the community, as well as facilitating various potential community/private/non-governmental institutional resources to support development implementation. Utilization of natural resources, namely increasing food security through environmentally based use of natural resources can be one of the focuses in regional development planning. Utilization of technology, namely the use of science and technology which we hope can become an important factor in regional development planning. In regional development planning, knowledge support is also very important. The knowledge required includes knowledge of regional conditions, potential, and community needs. Knowledge support can be provided through training and education, as well as collecting accurate and up-to-date data and information.

Asymmetry of Power - Resources - Knowledge refers to the unequal distribution of power, resources and knowledge among various actors involved in regional development planning in Karangasem Regency, caused by several things, as stated by the informant that: the existing conditions can be inform that: the first is limited participation, namely asymmetrical power relations limiting the participation of certain groups in the planning process, especially those who lack resources or knowledge. This can result in a narrower range of perspectives being considered, leading to less than optimal results. The second is that limited access to resources, that is, asymmetric distribution of resources, can limit the ability of certain groups to participate effectively in the planning process. For example, if communities lack financial resources, they may not be able to finance their own development projects, even if they have the knowledge and expertise to do so. The next is limited access to knowledge, namely asymmetric distribution of knowledge can limit the ability of certain groups to participate effectively in the planning process. For example, if communities lack knowledge about the planning process or technical aspects of development projects, they may not be able to effectively advocate for their interests or contribute to the decision-making process. Overcoming the power-resource-knowledge asymmetry is critical to achieving more equitable and effective regional development planning. This can involve strategies such as increasing participation and representation of marginalized groups, providing resources and support to these groups.

In accordance with the explanation above, regional development planning in Karangasem Regency still requires special attention in terms of increasing participation in development planning, opening wider opportunities to access resources, and opening access to development-related knowledge to the public.

Power - Resource - Knowledge asymmetry refers to the unequal distribution of power, resources and knowledge among the various actors involved in regional development planning. This asymmetry can cause less than optimal results in the planning process. Informant 5 stated that: There is distorted implementation, that failure to implement development plans can be caused by factors outside the organization, such as an imbalance of power between different actors. Lack of resources, that unequal distribution of resources can cause some regions to have more access to funding, infrastructure and other resources than others, resulting in uneven development. Lack of knowledge, that unequal distribution of knowledge can cause some regions to lack access to information, expertise and technology, so that planning and implementation are less effective. Weak coordination, that weak coordination between various actors involved in planning can lead to duplication of efforts, waste of resources, and suboptimal results.

To overcome this problem, it is important to ensure that planning activities are well targeted, based on accurate data and information, and involve all relevant stakeholders. This can help ensure that resources are allocated fairly, knowledge is shared effectively, and coordination is strong. In addition, the use of information systems and technology can help increase the efficiency and effectiveness of planning and implementation.

## **5. Conclusion**

Collaborative governance of regional development planning aspects of preparing RKPD in Karangasem Regency. By researching using four (4) dimensions contained in collaborative governance theory. Based on the results of the analysis regarding collaborative governance of regional development planning, aspects of preparing RKPD in Karangasem Regency, Bali Province, it can be concluded that collaborative governance of regional development planning, aspects of preparing RKPD in Karangasem Regency, were researched using 4 dimensions as found in collaborative governance theory, according to the research results, it is known that no optimal.

Judging from the dimensions of initial conditions, using indicators of power-resource-knowledge asymmetries, indicators of incentives and constraints on participation, as well as indicators of prehistory of cooperation or conflict/ initial level of trust (prehistory of cooperation or conflict/initial trust level), it is known that regional development planning in Karangasem Regency has not utilized initial conditions optimally.

Judging from the dimensions of facilitative leadership, by using adequate management indicators for the collaboration process, managing the ability to implement technical credibility, ensuring that collaboration is empowered to make credible and convincing decisions for all actors, it is known that facilitative leadership is still weak in some areas. stakeholders in implementing regional development planning. Judging from the dimensions of institutional design using indicators of

participatory inclusiveness, forum exclusivity, clear ground rules, process transparency, it is known that there is a need to optimize institutional design in several related institutions.

From the dimensions of the collaborative process, using indicators of face-to-face dialogue, building trust, commitment to the process, shared understanding, intermediate results (intermediate outcomes) it is known that the collaboration process in regional development planning still needs attention from all parties to further optimize collaboration. Of the four (4) dimensions, according to the data obtained in this research, indicators need to be added to enrich the existing indicators in each dimension. By enriching existing indicators in each dimension, it is hoped that the bureaucracy, academics, business world and society can collaborate more optimally in regional development planning in Karangasem Regency.

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