

COLLABORATIVE GOVERNANCE STRATEGY IN THE IMPLEMENTATION OF PLANNING AND DEVELOPMENT DELIBERATIONS IN TOJO UNA-UNA REGENCY, INDONESIA

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ABSTRACT

This study examines the strategy of collaborative governance in the implementation of the Development Planning Consultation (Musrenbang) in Tojo Una-Una Regency, Indonesia. The research addresses the problem of limited effectiveness of participatory planning mechanisms due to disparities in community involvement, technical constraints, budgetary limitations, and coordination challenges among stakeholders. The objective is to analyze the current implementation of Musrenbang, identify the strategic position of the region, and formulate appropriate strategies to strengthen collaborative governance in regional development. The study employs a qualitative case study approach, utilizing in-depth interviews with government, legislative, and community representatives, focus group discussions, participant observation, and document analysis. Data were analyzed through SWOT methodology combined with IFAS and EFAS matrices. Findings indicate that Tojo Una-Una Regency is in a strong strategic position (IFAS: 2.99; EFAS: 2.94), placing it in Quadrant I (Growth Strategy). Strengths include a well-established institutional structure, active participation, transparency, and successful programs such as the Clean Water Access Improvement initiative. However, weaknesses include unequal participation, limited technical skills, budget constraints, and suboptimal coordination. The greatest opportunities lie in digital technology adoption, capacity building, optimization of local resources, and stronger stakeholder networks. The study concludes that Musrenbang can become an effective instrument of collaborative governance if adapted as a genuinely inclusive platform integrating community aspirations with government priorities. Recommended strategies focus on digital participation, strengthening community capacity, replicating successful models, and institutionalizing stakeholder partnerships to achieve sustainable and inclusive development.

Keywords: Collaborative Governance, Growth Strategy, IFAS-EFAS, Musrenbang, Participatory Planning, SWOT Analysis

1. Introduction

Regional development today faces a much higher level of complexity than in the past (Rodríguez-Pose et al., 2024). Modern research shows that regional development is shaped by a complex interaction between economic, social, institutional, and human factors, and that persistent inequalities often arise from structural challenges, governance issues, and unequal access to resources or opportunities. (Diemer et al., 2022; Pike et al., 2007, 2017)The main

obstacles faced are uneven economic performance, productivity gaps, employment issues, and the concentration of resources in certain urban centers, often leaving peripheral and rural areas behind (Nilsen et al., 2023; Rudenko et al., 2020).

Traditional top-down governance practices often fail to capture the diversity of local needs, particularly in rural, periphery, and island regions with limited access, institutional capacity, and uneven resource distribution. To bridge the gap in representation and development prioritization, Indonesia developed a formal participatory mechanism, the Development Planning Consultation (Musrenbang).

Musrenbang is a multi-level participatory planning process and a community forum for conveying aspirations and proposing development programs. It is the most important forum for community participation in budget preparation (Grillos, 2017; Jayasinghe et al., 2020). Musrenbang serves as a legal mechanism for citizens to actively participate in the regional development planning and budgeting process while aligning top-down and bottom-up planning programs (Butler et al., 2016). However, various evaluative studies have found that the implementation of Musrenbang in the field is often still routine, fragmented, or merely a formality, for example, inadequate information, dominance of certain actors, and limited integration of spatial and technical data in the deliberation process so that local aspirations have not always been converted into real policies and budgets.

This situation demonstrates a gap between the idealization of Musrenbang as a participatory instrument and the reality of its implementation on the ground. To address these challenges, a governance approach is needed that can facilitate cross-sectoral coordination, build trust, and ensure accountability. One relevant approach is collaborative governance. This is where collaborative governance as a normative and operational approach becomes relevant. Colgov literature emphasizes that solving complex public problems requires collaborative forums that bring together public, private, civil society, and other stakeholders in a deliberative process based on trust, facilitation capabilities, and shared accountability mechanisms. Integrative models and recent empirical studies demonstrate that colgov not only improves decision quality through cross-sector deliberation but also influences policy resilience when supported by appropriate resources, facilitation, and institutional structures (Emerson, 2018; Erickson, 2015; McNaught, 2024). However, the development of Colgov theory and practice is still dominated by studies in Global North countries (Jing et al., 2024; Turner et al., 2024). Therefore, examining local contexts (including island regions like Tojo Una-Una) is important to understand how Colgov can be adapted and operationalized in formal forums like Musrenbang.

The purpose of this aims to analyze the implementation of collaborative governance in the Development Planning Meeting (Musrenbang) in Tojo Una-Una Regency and determine strategic positions and formulate appropriate development strategies to improve the effectiveness of collaborative governance in regional development planning.

2. Literature review

Collaborative governance has been widely discussed in the literature as a promising approach to solving complex public problems that cannot be solved by a single entity alone. (Torfing & Ansell, 2017). In the past three decades, governance practices have undergone a significant transformation, from a traditional model that places the state as the dominant actor in public policy, to a more horizontal system where policy influence is shared between the government and civil society actors (Doberstein, 2016). In response to this dynamic, collaborative governance has emerged as a new approach to governance that is inclusive and deliberative. Collaborative governance is defined as a process that brings together public and private actors

in a collective forum with government institutions to make consensus-based decisions (Ansell & Gash, 2008). This approach also emphasizes the importance of deliberation across organizations and sectors to reach a common agreement in formulating policies (Emerson et al., 2012). Interestingly, in some contexts, collaboration isn't always initiated by the government. The initiative can come from civil society, the business world, or even citizens, who then invite the government to participate in the collaborative problem-solving process (Douglas et al., 2020). This shows that collaborative governance reflects a change in the governance landscape from a command and control model to a more participatory and adaptive collaboration and partnership (Lahat & Sher-Hadar, 2020). In recent years, the practice of collaborative governance has continued to grow, both empirically and theoretically. Research in public policy, administration, and management has shown increasing interest in this governance model (Berardo et al., 2020).

However, challenges remain in unifying the various terminologies and conceptual approaches used in these studies, making strengthening the theoretical framework an urgent need (Mashur et al., 2023). Furthermore, the success of collaborative governance depends heavily on adequate resource support, effective facilitation, and flexibility in adapting support to the needs of collaboration at each stage of its development (Imperial et al., 2016). Therefore, while collaborative governance offers much potential, its implementation still requires a well-thought-out strategy, institutional capacity, and the willingness of actors to engage in an open and respectful process.

3. Methods

This research uses a qualitative approach with a case study design to analyze the implementation of collaborative governance in the Musrenbang (Regional Development Planning Forum) in Tojo Una-Una Regency. The research locations include the regency level (Bappeda Office, Regional People's Representative Council (DPRD), and related Regional Apparatus Organizations), the sub-district level (3 sample sub-districts: Walea Kepulauan, Ampana Tete, and Ulubongka), and the village level (6 sample villages, with two villages per sub-district). The research subjects consisted of key informants, including 8 representatives from the local government, 3 representatives from the legislature, and 6 representatives from the village government. Supporting informants included 9 community leaders, including religious, traditional, and youth leaders. Data collection techniques used primary data through in-depth semi-structured interviews lasting 60-90 minutes per informant, participatory observation of the Musrenbang process and stakeholder dynamics, and four focus group discussions (FGDs) with varying compositions to validate the findings. Secondary data were obtained through analysis of policy, planning, and evaluation documents, as well as statistical data from the Statistics Indonesia (BPS) and related agencies. The research instruments included an interview guide validated by expert judgment, a structured observation sheet, a focus group discussion (FGD) guide, and a SWOT analysis matrix to identify internal and external factors.

Data analysis was conducted through qualitative analysis with data reduction, data display, and verification, as well as thematic analysis with coding and categorization. The SWOT analysis was used to identify strengths, weaknesses, opportunities, and threats. These factors were then weighted and rated to construct the IFAS-EFAS matrix to determine strategic positioning and formulate alternative SO-ST-WO-WT strategies. Data validity was ensured through triangulation of sources, methods, and time, member checking, thick description, and an audit trail. The research was conducted in four stages: preparation (January-February 2025), data collection (March-April 2025), data analysis (May 2025), and writing-

dissemination (June 2025), with limitations such as geographical access to remote areas, research time, subjectivity in qualitative data interpretation, and generalization of results specific to the Tojo Una-Una context.

4. Results And Discussion

In this discussion, the author establishes the dimensions that serve as the basis for conducting the research, including:

1. Understanding Collaborative Governance
2. Implementation of the Planning and Development Deliberation (Musrenbang)
3. Collaborative Governance Strategy
4. Evaluation and Impact
5. Suggestions and Recommendations

4.1 Understanding Collaborative Governance

First, based on the research findings, collaborative governance is a form of government management that involves various stakeholders in the decision-making and policy-making process. This concept involves the active participation of the government, the private sector, civil society organizations, and the general public.

This is based on the paradigm that existing problems in society are so complex that they require cross-sector participation by collaborating various resources, knowledge, and legitimacy from all parties. This is hoped to produce more comprehensive solutions and policies.

Based on observations, collaborative governance has several key characteristics, including cross-stakeholder participation, ranging from local governments, legislators, academics, the private sector, the media, and the general public.

The concept of collaborative governance also fosters open dialogue, accommodating all ideas, concepts, and resources across sectors. The focus is on finding solutions and mutual agreements that benefit all parties fairly and equitably. This will result in adaptive and sustainable policies.

Second, the importance of implementing collaborative governance in planning and development in Tojo Una-Una Regency.

Research findings revealed that stakeholders indicated that implementing collaborative governance in planning and development in Tojo Una-Una Regency is crucial due to the challenging geographic, social, and developmental conditions of the region. This region is characterized by an archipelago with diverse transportation and infrastructure access. Therefore, given its vastness, the government cannot undertake development alone. Collaboration with various sectors within the region is essential.

This can lead to better policy formulation, maximize regional potential, and boost overall community welfare.

Collaborative governance can also foster innovation and create a space for the exchange of ideas. Furthermore, Tojo Una-Una, a region with potential for fisheries, marine tourism, and agriculture, requires innovative development concepts that utilize renewable resources as creatively as possible. This can be achieved by combining ideas and collaboration across sectors and generations. In other words, the implementation of collaborative governance in the Tojo Una-Una region can encourage sustainable and inclusive development. Furthermore, it can address various challenges and optimize regional potential.

4.2 Implementation of the Development Planning Deliberation (Musrenbang)

First, what is the current Musrenbang implementation process in Tojo Una-Una Regency?

Based on research with informants, the current Musrenbang implementation process, the Development Planning Deliberation (Musrenbang), is a forum for deliberation among stakeholders to formulate regional development plans. The stages include preparation, implementation, and post-Musrenbang.

Furthermore, the Musrenbang implementation in Tojo Una-Una Regency is carried out hierarchically, starting at the village, sub-district, and regency levels. The Musrenbang in Tojo Una-Una Regency aims to synchronize development plans at various levels, from the lowest to the highest. Furthermore, the Musrenbang serves to accommodate community aspirations and needs within the development planning framework. The Musrenbang (Regional Development Planning Forum) can certainly encourage active community participation in the development process of their region. This Musrenbang forms the basis for the preparation of the Regional Government Work Plan (RKPD).

Second, who are the parties involved in the Musrenbang, and what are their respective roles? What are the challenges faced in implementing the Musrenbang in Tojo Una-Una Regency?

Based on the research, the main parties involved in the Tojo Una-Una Regency Musrenbang and their roles include: village/sub-district governments, the Village Consultative Body (BPD), community leaders, representatives of community organizations, representatives of the economic sector, and members of the Regional People's Representative Council (DPRD).

1. Village/Sub-district Government: Functions as the primary organizer of the Musrenbang (Development Planning and Development Planning) meeting. They are responsible for scheduling, inviting participants, facilitating the deliberations, and compiling reports on the Musrenbang results.
2. Village Consultative Body (BPD): The BPD's role is to accommodate complaints and input from the community, oversee the implementation of the Musrenbang, and provide input into the development planning process.
3. Community leaders, including religious and traditional leaders, are usually consulted for their views and input on development plans based on prevailing norms and values in the region.
4. Community Organization Representatives: Community organizations, such as NGOs, local communities, and social organizations, can contribute their voices, representing their group's interests.
5. Economic Sector Representatives: Representatives from business and economic sectors provide input on regional economic potential and development needs that support economic growth.
6. Youth Representatives: Youth organizations and youth representatives provide perspectives on the needs and expectations of the younger generation regarding regional development.
7. Regional People's Representative Council (DPRD): DPRD members function to gather community aspirations in their constituencies, oversee Musrenbang proposals, and advocate for community interests in budget deliberations.

Third, based on research, the challenge of implementing Musrenbang in Tojo Una-Una is the lack of community participation in conveying their aspirations and needs. This is because certain community groups live in remote areas, are unmotivated to participate, and do not understand the importance of participation in Musrenbang for future regional development.

Another challenge is budget limitations in accommodating aspirations and programs planned in Musrenbang.

4.3 Collaborative Governance Strategy

First, what strategies are implemented to encourage collaboration between the government, the community, and other stakeholders in Musrenbang?

Based on research findings with stakeholders in 2025, to encourage collaboration in Musrenbang in Tojo Una-Una, strategies include increasing community participation through outreach and education to the community about the goals, process, and benefits of Musrenbang. This information is communicated through face-to-face meetings, social media, and even billboards.

In addition, assistance is provided to community members, such as the Family Welfare Movement (PKK) and Youth Organizations (Karang Taruna), in developing proposals and conveying their aspirations, ensuring they actively participate in the Musrenbang (Regional Development Planning Forum).

Capacity building is also provided through training and technical guidance to communities, ensuring they have the necessary skills to actively participate in the regional development planning process.

Equally important, the Musrenbang uses language that is easily understood by the community and avoids difficult technical terms.

Furthermore, it ensures that development plans align with the needs and priorities of the communities in each region. This is expected to foster effective collaboration between the government, communities, and other stakeholders in the Musrenbang and lead to the formulation of better development plans.

Second, how can local governments ensure active community participation in the development planning process?

Based on research findings, local governments can ensure active community participation in development planning in several ways, including holding public consultation forums, involving the community in the Development Planning Consultation (Musrenbang), and utilizing technology to facilitate broad participation.

Holding regular village/sub-district meetings (Musrenbang) can be beneficial in providing a space and opportunity for the community to express their aspirations and suggestions. Furthermore, it is necessary to hold open and transparent public consultation forums by inviting various community groups, religious leaders, traditional leaders, and representatives of interest groups to discuss and provide input. Even in this technological era, it is important to utilize social media and the official local government website to disseminate information related to development planning, receive input, and foster interaction with the community. Furthermore, education and training should be provided to the community regarding the development planning process and their rights to participate in development.

By implementing these steps, local governments can ensure active community participation in development planning, so that the formulated development programs are more responsive to community needs and provide optimal benefits.

Third, what mechanisms are used to accommodate community input in the Musrenbang?

Based on research findings, the mechanisms implemented to accommodate public input in the Musrenbang (Development Planning and Development Planning) consist of several stages, from preparation to implementation. Generally, the public is involved through deliberations at the village/sub-district, sub-district, and district/city levels, with various forms of participation, such as submitting proposals, discussions, and monitoring the results. During the preparation stage, the local government must publicly announce the Musrenbang at least seven days before the meeting and open registration through various media to encourage public participation. Then, during the Musrenbang itself, the public submits development

proposals through deliberation forums at the village/sub-district and district levels, which are then inventoried and prioritized.

Access improvement is also crucial in the Musrenbang process, ensuring adequate transportation access and facilities to enable the public to attend.

Following the Musrenbang, monitoring of the results occurs. The public can monitor the Musrenbang results to ensure their interests remain a priority.

The final stage is reporting. The local government submits a report on the Musrenbang results to the Regional People's Representative Council (DPRD). Through this mechanism, it is hoped that the Musrenbang (Regional Development Planning Forum) can become a dialogical and participatory forum, so that development outcomes are more aligned with community needs and aspirations.

4.4 Evaluation and Impact

First, how do you assess the effectiveness of the Musrenbang implementation in the context of collaborative governance in Tojo Una-Una Regency, Research results indicate that the Musrenbang implementation in Tojo Una-Una Regency has been quite effective, with indicators covering several aspects, including community participation, transparency, coordination, and accountability. The community is actively involved in all stages of the Musrenbang, from problem identification to proposal development. Moreover, the community is not only present but also contributes to policy formulation. In terms of accessibility, the Musrenbang process in Tojo Una-Una Regency is easily accessible to all levels of society, including marginalized groups. Therefore, the Musrenbang in Tojo Una-Una Regency can bridge the interests of the government and the community, resulting in development plans that are more relevant to community needs and regional potential. However, challenges remain, such as gaps in participation between regions and limited community technical capacity that need to be addressed.

Second, what impact does the implementation of collaborative governance have on development outcomes in this region, The implementation of collaborative governance in Tojo Una-Una Regency has had a significant impact on the success of regional development in the region. With the active involvement of communities across sectors, development can be directed towards increasing prosperity more equitably and sustainably. Furthermore, budget utilization is more efficient, as collaboration reduces program overlap and optimizes cross-sectoral resources. The implementation of collaborative governance can even strengthen the community's sense of ownership of their region. Feeling directly involved in the community can certainly support the sustainability of programs after implementation. Furthermore, collaborative-based programs resulting from the Musrenbang (Regional Development Planning Forum) tend to impact access to education, health, and basic infrastructure.

Third, a concrete example of a project or program that has succeeded thanks to the implementation of collaborative governance strategies? One concrete example of the successful implementation of collaborative governance strategies in Tojo Una-Una is the Clean Water Access Improvement Program in Walea Kepulauan District. This Clean Water Access Improvement process involved collaboration, with each sector playing a role in the program's success. The community identified needs, environmental NGOs provided appropriate technology designs, the local government provided funding, and the private sector contributed materials. After one year of implementation, clean water coverage increased to 85 percent of households in the area. The success of the Clean Water Access Improvement Program also had socio-economic impacts, including a decrease in water-borne disease cases and increased resident productivity, as time normally spent fetching water could be diverted to economic activities.

This example demonstrates that when collaborative governance is implemented with commitment, development outcomes are more effective, sustainable, and directly felt by the community.

4.5 Stakeholder Suggestions and Recommendations

First, suggestions for improving the implementation of collaborative governance in the Musrenbang (Regional Development Planning Forum) in Tojo Una-Una Regency include strengthening the structure and development of existing institutions such as the Family Welfare Movement (PKK) and the Youth Organization (Karang Taruna). This can be achieved by conducting various participatory planning and budgeting trainings for village officials, community leaders, and vulnerable groups so they can convey aspirations in a measurable manner that aligns with regional development priorities. Furthermore, increased outreach and technical guidance from the local government are also needed. Equally important is building a strong network among stakeholders. Furthermore, it is crucial to ensure a shared commitment to clear objectives, trust among participants, good governance, access to authority, distributed accountability, information sharing, and access to resources.

Two steps need to be taken to address the challenges inherent in implementing Musrenbang. Observations indicate various steps to address these challenges, including reducing the participation gap between regions. This can be achieved by implementing mobile Musrenbang meetings to reach remote areas and islands in Tojo Una-Una. It is also crucial to address the limited technical capacity of communities by providing simple planning modules in local languages and visual illustrations for easy understanding. Equally important is strengthening intersectoral coordination by establishing a cross-Regional Apparatus Organization (OPD) coordination forum that reviews Musrenbang results and ensures they align with the national development plan.

5. Discussion

Strengths

1. Established Institutional Structure

- Having a tiered Musrenbang structure from village to district which is well organized
- The existence of active community institutions such as PKK, Karang Taruna, and BPD
- Multi-stakeholder involvement (government, DPRD, community leaders, community organizations, private sector)

2. Active Community Participation

- The community is actively involved in all stages of the Musrenbang, starting from collecting problems to preparing proposals.
- The level of participation reaches various levels of society including marginal groups.
- There is a strong sense of ownership from the community towards the development program

3. Transparency and Accountability

- The Musrenbang process is carried out openly and transparently.
- Announcement of implementation is made at least 7 days in advance through various media.
- There is a mechanism for reporting results to the DPRD

4. Diverse Regional Potential

- Has potential for fisheries, marine tourism and agriculture that can be developed
- Diversity of potential encourages innovation and creativity in development planning

5. Concrete Program Success

- Proven success in the Clean Water Access Improvement Program covering 85% of households
- Efficient budget utilization through cross-sector collaboration

Weaknesses

1. Participation Gap Between Regions

- Community participation in remote areas is still low
- Diverse access to transportation and infrastructure makes it difficult to achieve equal participation.
- Certain groups of people are not motivated to get involved

2. Technical Capacity Limitations

- The public does not yet fully understand the importance of participation in Musrenbang
- Lack of understanding of the development planning process
- Limited ability to prepare proposals that are measured and according to priorities

3. Budget Limitations

- Limited budget to accommodate all planned aspirations and programs
- Limited funds for community outreach and assistance

4. Inter-Sectoral Coordination

- There is still potential for overlapping programs between OPDs
- Cross-sector coordination is not yet optimal

Opportunities

1. Utilization of Digital Technology

- Use of social media and official websites to expand participation
- Technology can facilitate community participation in remote areas
- Digital platforms can increase transparency and access to information

2. Human Resource Capacity Development

- Training and technical guidance opportunities to increase community capacity
- Development of a simple planning module in local language
- Improving community development literacy

3. Optimizing Regional Potential

- Opportunities for developing the fisheries, marine tourism and agriculture sectors
- Collaboration with investors and the private sector for economic development
- Innovation in the utilization of local resources

4. Strengthening Stakeholder Networks

- Opportunities to build partnership strategies with NGOs, academics and the media
- Development of a more effective cross-OPD coordination forum
- Collaboration with central and provincial governments

5. Success of the Replication Model

- The success of the Clean Water Program can be replicated for other sectors
- The Collaborative Governance model can be a best practice for other regions.

Threat

1. Challenging Geographical Conditions

- The characteristics of the archipelago make coordination and communication difficult.
- Limited access to transportation hinders community participation
- High operational costs to reach all areas

2. Political and Policy Dynamics

- Changes in central government policy may affect its implementation.
- Local political dynamics can influence stakeholder commitment

- Changes in leadership can change development priorities
- 3. Limited Resources
 - Budget competition with other regions
 - Limited competent human resources in the field of development planning
 - Brain drain or migration of quality human resources to other regions
- 4. Social and Economic Change
 - Changes in people's lifestyles can influence participation
 - The economic crisis could reduce private sector support
 - Demographic changes and urbanization
- 5. Technology and Information Challenges
 - The digital divide between urban and rural communities
 - Limited telecommunications infrastructure in remote areas
 - The risk of misinformation through social media

5.1 Ifas (Internal Factor Analysis Summary) And Efas (External Factor Analysis Summary) Analysis

Internal Factor Analysis Summary

Table 1 Internal Factors of Strength

Source: Author's work in 2025

Strengths

NO	Internal Factors of Strength	Weight	Ranking	Score
1	Established Institutional Structure (tiered Musrenbang, active community institutions, multi-stakeholder)	0.15	4	0.60
2	Active Community Participation (involvement in all stages, various layers, high sense of ownership)	0.14	4	0.56
3	Transparency and Accountability (open process, timely announcement, reporting to DPRD)	0.12	3	0.36
4	Diverse Regional Potential (fisheries, marine tourism, agriculture)	0.11	3	0.33
5	Concrete Program Success (85% Clean Water Program, budget efficiency)	0.13	4	0.52

Subtotal Strength: 2.37

Table 2 Internal Factors of Weakness

Source: Author's work in 2025

Weaknesses

NO	Internal Factors of Weakness	Weight	Ranking	Score
1	Inter-Regional Participation Gap (remote areas, transportation access, low motivation)	0.12	2	0.24
2	Limited Technical Capacity (low understanding, limited ability to prepare proposals)	0.10	2	0.20
3	Budgetary Constraints (limited funds for aspirations and socialization)	0.08	1	0.08
4	Inter-Sector Coordination (overlapping programs, coordination is not optimal)	0.05	2	0.10

Subtotal Weaknesses: 0.62

Total Ifas Score: 2.37 + 0.62 = 2.99

Summary Of External Factor Analysis

Table 3 External Factors of Opportunity

Source: Author's work in 2025

Opportunities

NO	External Factors Opportunities	Weight	Ranking	Score
1	Utilization of Digital Technology (social media, websites, digital platforms for transparency)	0.13	4	0.52
2	Human Resource Capacity Development (training, local language modules, development literacy)	0.12	3	0.36
3	Optimizing Regional Potential (development of leading sectors, investor collaboration)	0.14	4	0.56
4	Strengthening Stakeholder Networks (NGO partnerships, academics, coordination forums)	0.10	3	0.30
5	Replication of Success Models (best practices for other areas, development models)	0.08	3	0.24

Subtotal Odds: 1.98

Table 4 External Threat Factors

Source: Author's work in 2025

Threat

NO	External Threat Factors	Weight	Ranking	Score
1	Challenging Geographical Conditions (island region, limited transportation, high costs)	0.15	2	0.30
2	Political and Policy Dynamics (changes in central policy, local politics, changes in leadership)	0.12	2	0.24
3	Resource Constraints (budget competition, limited human resources, brain drain)	0.10	1	0.10
4	Social and Economic Change (lifestyle patterns, economic crisis, demographics)	0.08	2	0.16
5	Technology and Information Challenges (digital divide, telecommunications infrastructure, misinformation)	0.08	2	0.16

Sub Total Threat: 0.96

Total Efas Score: 1.98 + 0.96 = 2.94

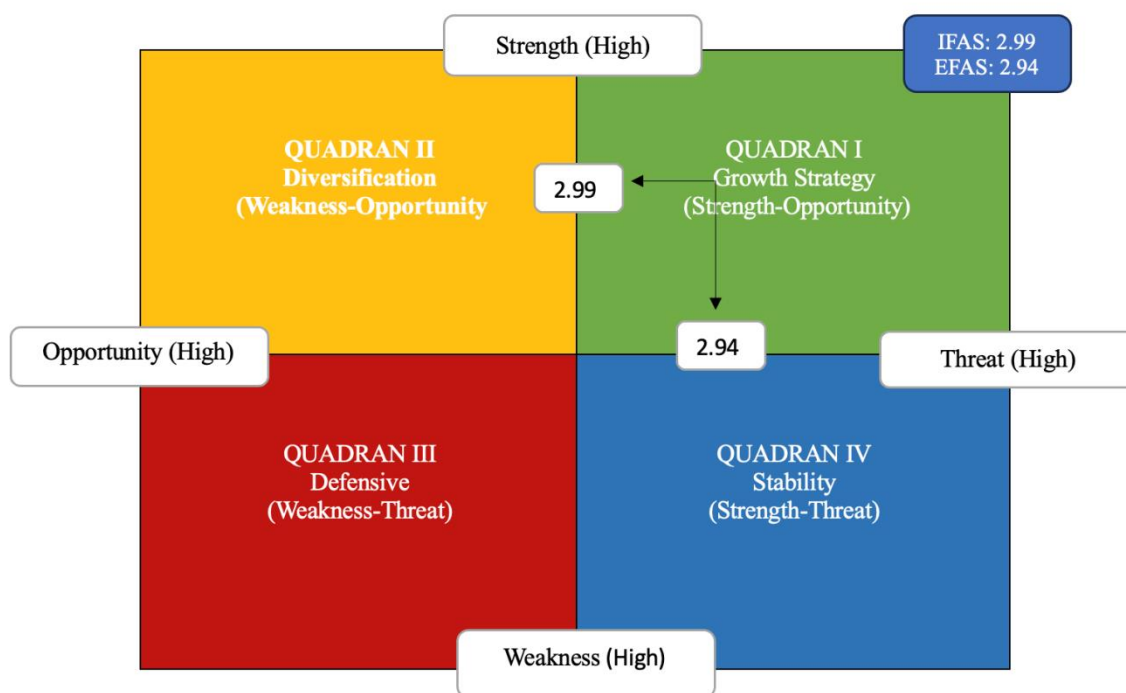


Figure 1

Source: Researcher's work 2025

5.2 Interpretation Of Analysis Results To Determine Strategy

Strategic Position:

Strategic Position = Strong and Advantageous

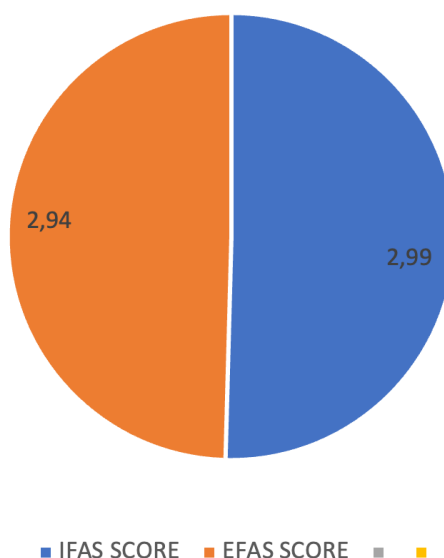


Figure 2 Strategic Position

Source: Researcher's work 2025

1. IFAS score: 2.99 (above average of 2.5) → STRONG internal conditions
2. EFAS score: 2.94 (above average of 2.5) → External conditions are Favourable

Strategic Quadrant:

With an IFAS score of 2.99 and EFAS of 2.94, Tojo Una-Una Regency is in QUADRANT I (Growth Strategy/Growth Strategy), which indicates:

1. Strong internal conditions with dominant power
2. Favorable external environment with opportunities greater than threats
3. Excellent strategic position for the development of collaborative governance

Key Strategy Recommendations:

Table 5 Strategic Recommendations

Source: Author's work in 2025

<p>SO (Strength-Opportunity) Strategy - TOP PRIORITY:</p> <ol style="list-style-type: none"> a. Leveraging established institutional structures to optimize digital technologies b. Describes a model for replicating successful programs for other sectors c. Strengthening stakeholder networks to optimize regional potential 	<p>ST (Strength-Threat) Strategy:</p> <ol style="list-style-type: none"> a. Using transparency and accountability to address political dynamics b. Leveraging program successes concretely to attract resource support c. Optimizing institutional structures to address geographic challenges
<p>WO Strategy (Weakness-Opportunity):</p> <ol style="list-style-type: none"> 1. Using digital technology to address the participation gap 2. Developing human resource capacity to overcome technical limitations 3. Leveraging partnership opportunities to overcome budget constraints 	<p>WT (Weakness-Threats) Strategy:</p> <ol style="list-style-type: none"> a. Improve inter-sectoral coordination to address resource constraints b. Improving budget efficiency to address challenging geographic conditions c. Developing adaptive strategies to deal with changing dynamics

The strategic position above shows that Tojo Una-Una Regency is in a very good position to develop collaborative governance in Musrenbang, with a focus on growth strategies that utilize existing internal strengths and external opportunities.

6. Conclusion

Based on research and a SWOT analysis, the implementation of collaborative governance in the Musrenbang (Regional Development Planning Forum) in Tojo Una-Una Regency demonstrates very positive conditions, with an IFAS score of 2.99 (strong internal conditions) and an EFAS score of 2.94 (favorable external conditions), placing the region in Quadrant I (Growth Strategy). Key strengths include a well-established and tiered Musrenbang institutional structure, active community participation at all stages, maintained transparency and accountability, and the success of concrete programs such as the Clean Water Access

Improvement Program, which achieved 85% coverage. However, challenges remain, including disparities in participation between regions, particularly in remote areas, limited community technical capacity, budget constraints, and suboptimal intersectoral coordination. Given this advantageous strategic position, the recommended strategy is a Growth Strategy, focusing on three main priorities: digitalizing collaborative governance through the integration of digital platforms and leveraging technology to expand participation; replicating successful models by expanding the Clean Water Program to other sectors and creating collaborative governance templates; and strengthening the collaborative ecosystem through the establishment of a permanent cross-regional coordination forum and strategic partnerships with various stakeholders. This strategy is implemented in stages over three phases: consolidation and strengthening (1-2 years), expansion and innovation (3-4 years), and sustainability and scalability (5+ years). By leveraging internal strengths and existing external opportunities, Tojo Una-Una Regency has the potential to become a reference model for collaborative governance, achieving sustainable and inclusive development while addressing the geographic challenges of an archipelagic region through innovation and cross-sector collaboration.

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Conflict of Interest

The authors declare that there is no conflict of interest among the authors, nor with any other parties, in relation to the conduct of this research or the preparation and submission of this manuscript.

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