

Collective Action In The Governance Of Improving Local Own-Source Revenue In Makassar City

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Local Own-Source Revenue management is carried out to achieve optimization of Local Own-Source Revenue which is an effort to improve the performance of local government administration as stated in the vision and mission that will be implemented through programs and activities in the planning document. This study aims to analyze collective action in the governance of improving Local Own-Source Revenue in Makassar City.

This study uses a qualitative research approach with data collection methods, namely observation, in-depth interviews, and documentation. Informants in this study are parties who are authorized and directly involved in the management of increasing Local Own-Source Revenue in the Makassar City Government. Data sources consist of primary and secondary data. The data analysis technique used is an interactive analysis model.

The study results indicate that collective action in the governance of increasing Local Own-Source Revenue in Makassar City is still not optimal. This is because the stakeholders involved in the management of increasing Local Own-Source Revenue in Makassar City are still carried out partially so there has been no collective action taken in the form of an integrated cross-sectoral program. In addition, there has been no political decision, namely, no binding decision, concerning and influencing which has been made by the Makassar City Government and technical OPDs specifically that can make collective action of stakeholders in increasing Local Own-Source Revenue in Makassar City. Own Source Revenue. Coordination and control are still carried out by each stakeholder individually or simultaneously.

Keywords: Collective Action, Governance, Local Own-Source Revenue

Introduction

In the development of public administration, the conventional approach steering perspective in policy studies gives rise to a process approach in policy studies [3]. The point of this approach is to show that the policy process is an inevitable interaction of various actors in the policy problem environment until the process approach was born in the policy study, namely the collective action approach in public policy put forward by experts, namely [1,2,5,8,9,10]. The policy process, both policy formulation and implementation, is the result of inevitable interactions between a plurality of actors with different interests, goals, and strategies in an inter-organizational network where a particular public issue or problem is intervened [3]. The actors are the government (public organization), then interest groups, parties, social groups, the business world (private organizations), and other entities in society and society itself (individuals) which interact with each other according to the relationship and role they play in solving problems. The role and importance of actors are seen from the resources they have and how important these resources are in overcoming public issues or problems. In addition, according to Allison [3], it also depends on their ability to take action—channels such as consultation procedures, agreements, lobbying, or bargaining.

In network studies, collective Action is a joint effort made by stakeholders to resolve the problem of resource scarcity and sharing. Resources between stakeholders to resolve public issues that cannot be resolved by a single agency. Actor.

Carlsson stated that collective action is the idea that the relationships between network members are based on resource interdependence: each actor wants something from one or more other actors and is prepared to exchange something of their own to get it [2]. Meanwhile, the collective approach to action is considered important in solving complex public problems. It is further explained that collective action in the perspective of policy networks is a study that focuses on the collective use of resources by stakeholders. Where the use of resources collectively shows the effectiveness and efficiency of the performance of a policy.

Collective action is a concept that emphasizes that there is a pattern of relationships between actors involved and interdependent on the scope of a particular public problem or affair. Success in intervening in a public problem or affair is highly dependent on the transaction process between actors, which is essentially 'connecting' one actor with another to find common ground for opinions, interests, and strategies to solve a particular public problem or affair to achieve common goals.

Meanwhile, in the collective process action, stakeholders in taking policies that will be implemented certainly have the same hopes and goals so joint action needs to be taken. In the collective approach action, Carlsson (2000) classifies 6 (six) dimensions which include contextual factors, problem definition, growth and spread of general beliefs, precipitation, mobilization of actors, and coordination and control.

The network approach to policy studies in this case is collective Action plays a very important role in the process of solving certain public problems. As in the case of Local Government management policy issues Own Source Revenue (PAD). Local Own Source Revenue is the right of the regional government which is recognized as an increase in the net wealth value obtained from Regional Taxes, Regional Levies, Results of Management of Separated Regional Assets and Other Local Own Source Legitimate Revenue, as stated in Law Number

23 of 2014 concerning Regional Government in Article 285 paragraph (1), Government Regulation Number 58 of 2005 concerning Regional Financial Management in Article 21 paragraph (1) and Regulation of the Minister of Home Affairs Number 13 of 2006 concerning Guidelines for Regional Financial Management in Article 26 paragraph (1).

One of the problems faced by some districts/cities in Indonesia today is the management of Local Own-Source Revenue, the receipts of which are often low and do not reach the expected targets. This causes local governments to often rely on financial assistance or subsidies from the central government and results in low contributions of Local Own-Source Revenue to regional financing.

Makassar City one of the largest cities in Indonesia has a high Local Own-Source Revenue in the eastern region of Indonesia. Based on data obtained from the Makassar City Regional Revenue Agency, shows that the realization of Local Own-Source Revenue in Makassar City has fluctuated in the period 2014-2023. On the other hand, the Makassar City Government through the Regional Revenue Agency is targeting a Local Own-Source Revenue of 2 Trillion as stated in the 2021-2026 RPJMD in Mission 1 Sub Mission 6. As for 2022, the realization of Local Own-Source Revenue in Makassar City has so far reached around 1.3 Trillion so the target of this mission has not been achieved until now.

The Makassar City Government through the Makassar City Regional Revenue Agency manages 11 types of regional taxes by Law Number 28 of 2009 and is reduced to Regional Regulation Number 2 of 2018 concerning Regional Taxes. The problem faced in managing the potential of Local Own-Source Revenue (PAD) is the suboptimal regional tax revenue to date. The occurrence of the Covid-19 pandemic has had a significant impact on the achievement of Local Own-Source Revenue during 2020, especially on the collection of regional taxes in sectors directly affected by restrictions on citizen mobility such as hotel taxes and restaurant taxes. As an illustration, the realization of regional taxes in 2020 was 864.31 billion (80.15% of the PAD Target of 1.07 trillion) or decreased by 19.02 percent from the previous year in 2019 which reached 1.06 trillion (81.89% of the PAD Target of 1.31 trillion).

There is no system for all types of regional taxes where taxpayers can check their tax amounts online along with the amount of tax to be paid. Taxpayers can only find out the amount of their taxes when they are given a Regional Tax Assessment Letter from the Makassar City Regional Revenue Agency. The Tax Object Information Management System (SISMIOP) service currently used only provides information about taxes for taxpayers but has not been integrated with an online tax payment system. Then one of the obstacles experienced is the limited number of regional tax payment counters for taxpayers in Makassar City.

Based on this explanation, the focus of this research is to analyze collective action in the governance of increasing Local Own-Source Revenue in Makassar City.

Methods

This study uses qualitative research methods. Qualitative research methods in this study are methods that aim to explain or describe problems systematically, factually, and accurately regarding the facts [7].

The research location is at the Makassar City Government, where the selection of this location is based on the problem, namely the management of increasing Local Own-Source Revenue in the Makassar City Government, and in collecting data, the author obtained secondary data or information directly.

The informants in this study are people who are authorized to provide information regarding collective action in managing the increase in Local Own-Source Revenue in the Makassar City Government, in this case, the Makassar City Regional Revenue Agency.

The data obtained include primary data and secondary data. Primary data is data obtained directly from research informants who are actively involved in the process of managing the increase in Local Own-Source Revenue in the Makassar City Government. Secondary data is data obtained in the form of publication data and documents related to the Local Own-Source Revenue study. Primary data in this study are the results of interviews between researchers and informants directly and observations on the management of increasing Local Own-Source Revenue in the Makassar City Government, while secondary data consists of data related to collective action and management of Local Own-Source Revenue from the internet, books, journals, and previous research.

In this research, the main data collection technique is in-depth interviews interview), participant observation, namely observation where the researcher is involved in the daily activities of the person being observed or used as a source of research data. Documentation study is studying documents or records of past events. And the data analysis technique in this study uses the interactive model data analysis technique from [6].

Results and Discussion

Local upgrade management Own Source Revenue in the Makassar City Government in this case the Makassar City Regional Revenue Agency analyzed using a collective approach action put forward by Carlson Which consists of of six dimensions, namely contextual factors, problem definition, growth, and spread of general beliefs, precipitation, mobilization of actors and coordination and control. As for description results study from every dimension of collective action will be explained as follows [2].

Contextual Factors

Contextual factors are considered the basis of all types of collective action. This term refers to various types of factors such as belief systems, resources, and others. These conditions will indeed vary across societies, groups, and places. Contextual factors relate to the factors available in the collective context. action one of them is the resources used by actors or stakeholders [2]

. In the governance of improving Local Own Source Revenue (PAD) in Makassar City, contextual factors are interpreted as various resources used in increasing Local Own Source Revenue in Makassar City.

On contextual factors, research findings show that the resources used in Local Government improvement governance Own Source Revenue in Makassar City are regulation, human resources, and budget. Regulation is a rule made by the authority to supervise everything so

that it runs orderly and smoothly. The management of Local Own Source Revenue in Makassar City refers to Law Number 01 of 2022 concerning Financial Relations between the Central Government and Regional Governments, which then resulted in Regional Regulation Number 01 of 2024 concerning Regional Taxes and Regional Retributions, which is a derivative of the law. In addition, the management of Local Own Source Revenue in Makassar City also refers to the Regulation of the Minister of Home Affairs Number 77 of 2020 concerning Technical Guidelines for Regional Financial Management.

Local Own Source Revenue comes from regional taxes, regional levies, results of processing separated regional assets, and other legitimate Local Own Source Revenue. The realization of Local Own Source Revenue in the last 10 years in Makassar City can be seen in the graph below.

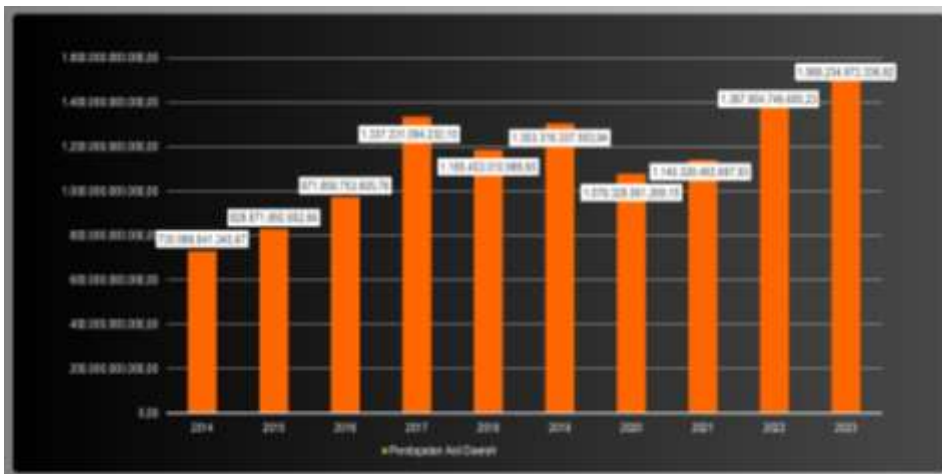


Figure 1. Local Realization Own Source Makassar City Revenue 2014 to 2023

Source: Makassar City Regional Revenue Agency, 2024

The image above shows that the realization of regional income (PAD) of Makassar City has relatively increased in the last 3 years and the highest realization occurred in 2023, which was more than 1.5 trillion.

Local improvement governance Own Source Revenue in Makassar City is the Taxpayer itself. Local Own Source Revenue in Makassar City almost 80% comes from local taxes. The following number of registered Taxpayers in Makassar City can be seen in the table below.

Table 1. List of Registered Taxpayers in Makassar City in 2023

No	Types of Taxes	Registered (2023)
1	Hotel Tax	7
2	Restaurant Tax	418
3	Parking Tax	31
4	Entertainment Tax	67
5	Advertising Tax	7,483

6	ABT Tax	23
7	Non-PLN PPJ	0
8	Swallow Bird Tax	3
9	Mineral and Coal Tax	0
Amount		8,032

Source: Makassar City Regional Revenue Agency, 2023

The table above shows that the number of Taxpayers in 2023 is 8,032 Taxpayers with the largest type of Advertising Tax with a total of 7,483 Taxpayers.

The target for regional taxes in 2024 is IDR 1,909,932,812,434 or 2 trillion while the realization of regional taxes in Makassar City in August 2024 has reached IDR 865,073,397,453. This shows that the realization of regional taxes has reached 45.29% of the regional tax target in 2024.

In addition, resources are important in managing local improvements. Own Source Revenue in Makassar City is human resources in this case the Regional Revenue Agency is the leading sector and stakeholders involved in the management of Local Own Source Revenue in Makassar City, namely Bank Sulselbar as the main partner in collaboration with the Regional Revenue Agency related to financial management, the District Government related to the distribution of SPPT PBB, then related to the regional tax payment channel in collaboration with Bank Indonesia and the Indonesian Post Office and third parties in this case service providers (tenders) related to updating NJOP. In addition, in terms of developing human resource capacity, the Makassar City Regional Revenue Agency also collaborates with the State Finance Polytechnic (PKN) STAN Bandung in this case for the education and training of tax examiners. The Taxpayer Association in this case PHRI and Rei as well as academics are also involved in providing input and suggestions for the management of Local Own Source Revenue in Makassar City.

And resources that are no less important in managing local improvements Own Source Revenue in Makassar City is a budget allocation sourced from both the State Budget (APBN) and the Regional Budget (APBD) as well as assistance from Bank Sulselbar in the form of transaction recording devices (TMD and Mpos) for certain Taxpayers.

Problem Definition

The network is formed based on several "problems" that must be solved. Stakeholders or actors must agree that there is a problem that must be solved. Because of the existence of a problem, it will give rise to collective action in solving the problems that have been set by them. Thus, the idea of "problem" does not only refer to the substantial problems that actors have, but also to the needs, and challenges faced by actors. In this case, the definition of the problem relates to the problems faced by stakeholders, this dimension is not only related to the problems faced by them, but also the needs and challenges of stakeholders in the governance of improving Local Own Source Revenue in Makassar City.

The research results show that regulation is one of the challenges in managing the increase in Local Own Source Revenue in Makassar City due to the birth of a new law, namely Law Number 01 of 2022 concerning Financial Relations Between the Central Government and Regional Governments, then the derivative regulations at the regional government level must also change to comply with the latest law. Then the second obstacle is related to the awareness of Taxpayers which is a factor that greatly influences the increase in Local Own Source Revenue in Makassar City. Taxpayer awareness of their obedience to pay taxes on time is one of the biggest challenges. This is also due to the lack of education and education and tax knowledge in the community. In addition, other challenges are related to human resources. Local Management Own- Source Revenue in Makassar City is required to have capabilities and provide fast services so qualified human resources are needed.

Next, the problems faced in managing the increase in Local Own Source Revenue are related to local tax payment services and local levies for the community, especially Taxpayers in Makassar City, because some of the Local Own Source Revenue comes from local tax income, namely from Taxpayers. Therefore, ease of service in payment activities is something that also influences the increase in Local Own Source Revenue in Makassar City. The Makassar City Regional Revenue Agency has created an innovative Pakinta application (Integrated and Digitalized Tax) which is the main application for checking and paying all types of taxes for Taxpayers in Makassar City. However, the application does not yet provide a feature for paying regional levies and is only specific to regional taxes. In addition, several Taxpayers still experience obstacles when using the application to make tax payments so it is considered necessary to further develop the Pakinta application.

The Growth and Spread of Common Beliefs

Collective action is based on some understanding among actors (in the network) about what kind of action is considered good, bad, acceptable, or unacceptable by all stakeholders or actors. Thus, it requires understanding, mutual understanding, and shared belief by actors to choose the collective action to be implemented. The growth and spread of common belief in this case explains how stakeholders understand and have the same perception about the urgency of managing the improvement of Local Own Source Revenue in Makassar City and collective action efforts undertaken to achieve the goal of increasing Local Own Source Revenue in Makassar City.

The research findings show that stakeholders involved in the governance of improving Local Own Source Revenue, namely the Regional Revenue Agency as the leading agency sector, Bank Sulselbar, Bank Indonesia, Indonesian Post Office, and the District Government and Taxpayer Association share the same belief that management for improving Local Own Source Revenue in Makassar City is very important and urgent to be implemented so that the vision and mission of regional development in Makassar City can be achieved. However, the similarity of beliefs by each stakeholder involved is still carried out partially or individually. In other words, no form of joint program or activity is integrated across sectors and involves stakeholders in joint action.

Prediction

Collective action and hence policy-making are not triggered automatically. The typical way to trigger policy-making activity is by making a political decision; for example, the launch of a policy program, but this mechanism is not as clear-cut as it seems. Policy networks may develop as a result of a particular political decision, but as empirical studies show, many networks do not have this origin. Consequently, political decisions are only one method for triggering collective action, and even if a political decision is made, the result is that no action will occur. Thus, it can be assumed that the more spontaneous ways of organizing policy networks more fully reflect how participants perceive the problem to be solved.

The governance of improving Local Own Source Revenue in Makassar City shows that there are political decisions by policymakers to encourage an increase in Local Own Source Revenue. These efforts include giving birth to various innovations such as the PAKINTA innovation to provide convenience in paying taxes, updating PBB-P2 data, and giving birth to Makassar City Regional Regulation Number 1 of 2024 concerning Regional Taxes and Regional Retributions. These efforts are implemented through collective actions of stakeholders in improving Local Own Source Revenue, especially by the Regional Revenue Agency as the leading sector which collaborates with various government agencies and the private sector and banks.

Mobilization of Actors

mobilization is one of the important activities in the process of building networks. This can be done in various ways. Some actors may take on the role of formal "mobilizers". For example, those responsible for the fulfillment of policy programs can persuade, or make, other actors contribute to the implementation of the program, thus creating an implementation network. It is also possible to identify other, more spontaneous forms of mobilization. Actor mobilization in this case is interpreted as efforts and methods carried out by local governments to mobilize and involve stakeholders, namely the government through related agencies, the private sector, and the community in implementing various efforts to improve local government policies. Own Source Revenue of Makassar City and who is identified as the leading sector and collective driving force action in Local improvement Own Source Revenue in Makassar City.

The findings show that the Makassar City Regional Revenue Agency is the leading sector that mobilizes other stakeholders such as Bank Sulselbar, Bank Indonesia, the Post Office, the District Government, and Taxpayer Associations in improving Local Own Source Revenue in Makassar City. However, stakeholders Each of these carry out their tasks or still partially so that it can be said that there has not been any collective action carried out together in the form of a program or activity in managing the improvement of Local Own Source Revenue in Makassar City.

Coordination and Control

Every instance of collective action is subject to social control. In the process of policy-making, political-administrative authorities often design special arrangements to exercise formal control over activities and resources. The same applies to other organizations that may provide actors for the network. Social control is closely related to coordination. Thus, control can be

considered as a mechanism within an individual, or as emerging from the process of interaction between individuals. In this case, coordination and control are interpreted as mechanisms designed by local governments to carry out coordination activities between actors or stakeholders involved, in addition to control mechanisms in the management of improving Local Own Source Revenue in Makassar City.

Based on the findings, it can be said that there is a coordination and control mechanism carried out by the Makassar City Regional Revenue Agency with each stakeholder involved. Bank Sulselbar is the main stakeholder involved by the Makassar City Regional Revenue Agency as the leading sector so both of them almost often coordinate, evaluate, and supervise financial reporting. Then the Regional Revenue Agency also coordinates related to regional tax payment channels and regional levies with Bank Indonesia and the Indonesian Post Office, only it is not done intensively. In addition, the focus group discussion (FGD) with taxpayer associations is routinely conducted once a year by the Regional Revenue Agency to accommodate aspirations, suggestions, and input from representatives of taxpayers. The Regional Revenue Agency as the leading sector also coordinates with 15 District Governments in Makassar City in supervising the distribution of SPPT PBB. From these findings, it is shown that coordination and control are still carried out by each stakeholder individually or simultaneously.

Conclusion

Based on the results of the research and discussion above, the conclusion of this study shows that collective action in the governance of increasing Local Own-Source Revenue in Makassar City is still not optimal. This is because the stakeholders involved in the management of increasing Local Own-Source Revenue in Makassar City are still carried out partially so there has been no collective action taken in the form of an integrated cross-sectoral program. In addition, there has been no political decision, namely, no binding decision, concerning and influencing which is made by the Makassar City Government and technical OPDs specifically that can make collective action of stakeholders in increasing Local Own-Source Revenue in Makassar City. Own Source Revenue. Coordination and control are still carried out by each stakeholder. Individually or done simultaneously.

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