

Collaborative Governance in Preventing Corruption in Public Goods and Services Procurement in Ngawi Regency

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Abstract

The commitment of the Ngawi Regency Government to preventing corruption in public procurement can be observed through the implementation of the collaborative governance concept. This study aims to analyze how collaborative governance practices are implemented in preventing corruption in the procurement of goods and services in Ngawi Regency, as well as to identify the factors that support and hinder the effectiveness of such collaboration. The research data were collected through observations and in-depth interviews, as well as documentation review of relevant literature and previous studies. The informants in this study included officials responsible for public procurement within the Ngawi Regency Government, the Ngawi Resort Police, the Ngawi District Attorney's Office, and representatives of non-governmental organizations. Data analysis employed an interactive approach that emphasizes the cyclical, simultaneous, and iterative nature of the analytical process, which begins at the initial stage of data collection and continues through to the drawing of conclusions. Overall, the findings indicate that collaborative governance practices in preventing corruption in the procurement of goods and services in Ngawi Regency have shown a positive direction; however, further strengthening is still required in terms of the substantive aspects of collaboration. Existing collaboration tends to be more prominent in the form of administrative coordination among government institutions, while the involvement of the private sector and civil society remains limited. This condition suggests that collaborative governance has not yet been fully understood as a process of shared decision-making and joint oversight, but is still perceived primarily as a form of formal institutional cooperation.

Keywords: *Collaborative Governance, Corruption, Public Procurement of Goods and Services.*



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INTRODUCTION

Government procurement of goods and services constitutes one of the strategic instruments in governance and regional development (Indrawan et al., 2020). Through the procurement of goods and services, the government seeks to meet public needs in an effective, efficient, and accountable manner (Wahyu Saputra Akbar & Syamsir, 2024). Nevertheless, this sector also represents one of the areas most vulnerable to corrupt practices. The complexity of regulations, the large allocation of public funds, and the involvement of multiple actors make public procurement a potential arena for irregularities, ranging from budget mark-ups and bid rigging to collusion between suppliers and government officials (Tampubolon et al., 2024).

Corruption, as a form of abuse of power, has the potential to be committed by anyone, including bureaucratic actors who are supposed to serve as the guardians of anti-corruption principles, as well as law enforcement officials (Dwi Atmoko & Amalia Syauket, 2023a). This condition indicates that corruption is not merely a legal issue, but also a problem rooted in cultural mentality. In other words, individuals who possess a thorough understanding of the law may still become involved in corruption cases, let alone those with less legal awareness (Santoso, 2024). Consequently, corruption should not be viewed solely as a legal problem that can be addressed exclusively through legal approaches, but rather as a multifaceted issue influenced by various interconnected aspects. The legal perspective tends to conceptualize corruption merely as a juridical problem by examining behavior from a strictly legal standpoint. Although it is undeniable that corruption constitutes a legal offense, perceiving it solely through a legal lens clearly oversimplifies the complexity of the problem (Dwi Atmoko & Amalia Syauket, 2023b).

In Indonesia, corruption cases in the procurement of goods and services continue to dominate corruption-related criminal offenses handled by law enforcement agencies (Djamil, 2023). Indonesia Corruption Watch (ICW) reports that common modes of corruption in Indonesia include budget misuse, embezzlement, mark-ups, abuse of authority, fictitious reporting, bribery or gratification, extortion, mark-downs, illegal levies, and double budgeting (F. Pahlevi, 2022). Undoubtedly, corruption remains a pressing issue in Indonesia, as evidenced by the year-to-year increase in corruption cases. This rise encompasses both the number of cases prosecuted and the magnitude of state financial losses resulting from corruption (Tantimin, 2023). The following section presents data on the prosecution of corruption cases and the potential state financial losses caused by corruption in Indonesia:

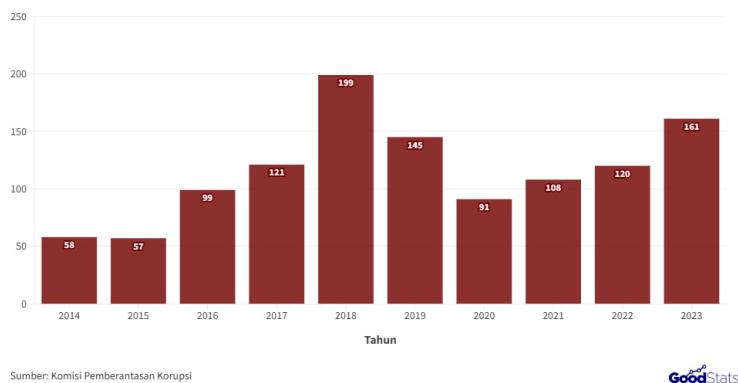


Figure 1. Corruption Cases in Indonesia from Year to Year

The above conditions indicate that conventional approaches that are repressive and bureaucratic in nature have not yet been fully effective in preventing systemic corruption. Anti-corruption efforts cannot rely solely on strengthening regulations and law enforcement, but require a more comprehensive, participatory, and collaborative approach that involves multiple stakeholders (Hariwangsa & Yuningsih, 2024).

One strategy, according to Bening Halidinatih (2018), that can serve as a basis for government policy in preventing and eradicating corruption is the implementation of the collaborative governance approach (Zulfa et al., 2022). This concept, as articulated by Chris Ansell and Alison Gash (2007), can be applied as a strategic framework for anti-corruption efforts. Collaborative governance in anti-corruption initiatives highlights the key aspects that must be considered by government institutions, the private sector, and the public in collaborating to combat corruption, so that shared objectives can be effectively achieved as expected (Wijayanti & Kasim, 2022).

The concept of collaborative governance emerges as an alternative approach to public governance that emphasizes cooperation among government, the private sector, and civil society in the processes of policy formulation, implementation, and evaluation (Damenta & Digidwiseiso, 2023). In the context of preventing corruption in the procurement of goods and services, collaborative governance enables the establishment of joint oversight mechanisms, enhanced transparency, and the sharing of responsibilities among actors. Such collaboration is expected to minimize opportunities for corruption through information openness, public accountability, and stronger social control (Hadilinatih, 2018).

Ngawi Regency, like other regions in Indonesia, is not entirely free from problems related to corruption in government procurement of goods and services. Several prominent procurement-related corruption cases in Ngawi Regency involved education grant funds (with the former Head of the Education and Culture Office/Head of the Environmental Agency of Ngawi Regency named as a suspect) and land acquisition for the PT GFT toy factory (involving members of the Regional House of Representatives and a notary) related to gratification and manipulation of regional tax obligations, which were handled by the Ngawi District Attorney's Office. These cases indicate that the procurement sector remains vulnerable to irregular practices, involving both government officials and private sector actors as providers of goods and services. This condition reflects that although procurement regulations and systems have been designed to ensure the principles of transparency, efficiency, and accountability, in practice there are still loopholes that can be exploited for particular interests.

In fact, Ngawi Regency has considerable potential to avoid corruption cases in the procurement of goods and services if preventive efforts are implemented consistently and sustainably. The commitment of the Ngawi Regency Government can be observed through the implementation of an electronic procurement system, the strengthening of procurement personnel, and the involvement of internal government supervisory apparatuses. Nevertheless, these efforts continue to face various challenges, including limited human resource capacity, low levels of public participation in oversight, and the suboptimal synergy among local governments, law enforcement agencies, business actors, and civil society. This condition indicates that the prevention of corruption in public procurement in Ngawi Regency has not yet been fully based on an integrated collaborative pattern. Inter-actor relations still tend to operate in a sectoral and administrative manner, thereby limiting the potential of collaborative governance as an effective instrument for corruption prevention (Wulandjani et al., 2025). Therefore, an in-depth study is required to analyze how collaborative governance practices are implemented in preventing corruption in the procurement of goods and services in Ngawi Regency, as well as to identify the factors that support and hinder the effectiveness of such collaboration.

Based on the foregoing discussion, this study is considered important for examining the roles, mechanisms, and dynamics of collaborative governance in preventing corruption in the procurement of goods and services in Ngawi Regency. The findings of this study are expected to contribute academically to the development of collaborative governance theory, while also providing policy recommendations for local governments in strengthening more participatory, transparent, and sustainable anti-corruption strategies..

RESEARCH METHODS

In this study, the authors employed a qualitative research approach with a descriptive design. This approach involves the discovery and interpretation of facts derived from the phenomena under investigation and facilitates the acquisition of objective data to analyze and understand the corruption prevention model in the procurement of goods and services in Ngawi Regency. The focus of this research is to analyze the practices of collaborative governance in preventing corruption in public procurement in Ngawi Regency, as well as to identify the factors that support and hinder the effectiveness of collaborative governance in the region. This study was conducted among officials responsible for the procurement of goods and services within the Ngawi Regency Government, the Ngawi Resort Police, and the Ngawi District Attorney's Office. The research data were obtained from various sources in order to address the research questions, namely: primary data, collected through observations and in-depth interviews with community members and relevant authorities; and secondary data, obtained through documentation review of literature, official documents, and related previous studies that are relevant to the research problem. The data analysis method used to discuss the research findings was a qualitative approach employing the interactive model proposed by Miles and Huberman (Asipi et al., 2022). This interactive data analysis model emphasizes that the analytical process is cyclical, simultaneous, and iterative, beginning from the initial stage of data collection and continuing through to the drawing of conclusions (Qomaruddin & Sa'diyah, 2024).

RESULTS AND DISCUSSION

Initial Conditions of Corruption Prevention in the Procurement of Goods and Services in Ngawi Regency

Corruption in public administration continues to manifest as a systemic challenge that permeates multiple layers of the bureaucratic structure, reflecting unresolved weaknesses in institutional integrity and organizational culture (Rahman, 2022; Santoso et al., 2024). The procurement of goods and services occupies a particularly vulnerable position because it concentrates discretionary authority, financial resources, and interactions between public officials and private actors within a single administrative process (Indrawan et al., 2020; Tampubolon et al., 2024). Empirical studies in Indonesia consistently demonstrate that procurement-related corruption remains one of the most recurrent categories of corruption cases handled by law enforcement agencies (Djamil, 2023; Prasetyo, 2024). This pattern

reinforces the argument that procurement governance represents a critical entry point for strengthening corruption prevention strategies at the regional level (Rizal & Thamrin, 2024).

In Ngawi Regency, the dynamics of corruption in procurement reflect broader national trends while also exhibiting localized characteristics shaped by institutional capacity and inter-organizational relations. Data from the Ngawi District Attorney's Office indicate a gradual but consistent increase in procurement-related corruption cases over a three-year period, suggesting that existing preventive mechanisms have not yet produced a strong deterrent effect (F. S. Pahlevi, 2022; Muchamad Catur Rizky et al., 2023). Although the absolute number of cases remains relatively limited, the upward trajectory signals persistent governance risks that warrant close examination (Nugroho & Nugroho, 2022). From a governance perspective, such trends point to structural vulnerabilities rather than isolated administrative failures (Riwukore et al., 2022).

The procurement sector in Ngawi Regency has long been associated with heightened corruption risks due to the scale of public spending and the technical complexity of procurement procedures. Law enforcement records show that cases handled by the District Attorney's Office are dominated not only by bribery but also by irregularities in tender processes, project implementation, and financial accountability (Prasetyo, 2024; Rahman, 2025). These patterns align with national research findings that identify procurement as a strategic arena for illicit practices, including mark-ups, fictitious reporting, and abuse of authority (Indrawan et al., 2020; Djamil, 2023). The persistence of such practices indicates that formal compliance with procurement regulations has not been fully internalized as an ethical norm within bureaucratic behavior (Dwi Atmoko & Amalia Syauket, 2023a).

From an institutional reform perspective, the Ngawi Regency Government has undertaken several initiatives aimed at reducing corruption risks in public procurement. One of the most significant reforms is the adoption of an electronic procurement system through the Electronic Procurement Service (LPSE), which has been implemented since 2016 as part of broader e-governance reforms (Wahyu Saputra Akbar & Syamsir, 2024). This system operationalizes transparency and competition by ensuring that tender announcements, bidding processes, and procurement outcomes are accessible to registered stakeholders (Pratama et al., 2025). Regulatory guidance for these processes is anchored in Presidential Regulation Number 12 of 2021 and the National Public Procurement Agency Regulation Number 12 of 2021, supplemented by local government regulations that govern technical implementation at the regional level (Hariwangsa & Yuningsih, 2024).

Despite these procedural reforms, empirical evidence suggests that digitalization alone has not been sufficient to eliminate corruption risks in procurement governance. Studies on public sector reform emphasize that technological systems may reduce certain forms of discretion while simultaneously generating new forms of manipulation when oversight and collaboration remain weak (Pahlevi, 2022; Rusaedi et al., 2024). Interviews conducted in Ngawi Regency reveal that procurement actors often operate within institutional silos, limiting information exchange and mutual oversight among key stakeholders. This condition underscores the importance of governance arrangements that move beyond administrative compliance toward more integrative and participatory models (Ansell & Gash, 2008; Damenta & Digidowiseiso, 2023).

To contextualize the initial conditions of corruption prevention in Ngawi Regency, empirical data from field research, official reports, and previous studies are presented in Table 1. The table illustrates trends in corruption cases, asset recovery, and institutional responses, providing a comparative basis for assessing the effectiveness of existing preventive measures. These data highlight both the progress achieved through procedural reforms and the persistent gaps in collaborative oversight mechanisms. The synthesis of these sources strengthens the

analytical foundation for examining collaborative governance as a preventive strategy (Aflah et al., 2021a; Hadilinatih, 2018):

Table 1. Corruption in Public Procurement in Ngawi Regency (2023–2025)

Year	Number of Cases	Dominant Case Type	State Asset Recovery (IDR)	Data Source
2023	1 case	Procurement-related irregularities	—	Ngawi District Attorney's Office
2024	3 cases	Procurement and bribery	—	Ngawi District Attorney's Office
2025	4 cases	Procurement, gratification	2.2 billion	Ngawi District Attorney's Office
—	—	High procurement risk nationally	—	Indrawan et al. (2020); Djamil (2023)

The data presented above demonstrate that the increase in cases is accompanied by efforts to recover state assets, indicating partial effectiveness in enforcement while also revealing limitations in preventive capacity. Asset recovery valued at IDR 2.2 billion in 2025 reflects improved post-offense handling, yet it does not automatically translate into reduced incidence of corruption (Tantimin, 2023). Scholars argue that enforcement-oriented success should be complemented by preventive governance mechanisms that address root causes rather than symptoms (Muchamad Catur Rizky et al., 2023; Pahlevi, 2022). This perspective aligns with the view that sustainable corruption prevention requires systemic change rather than episodic legal intervention (Dwi Atmoko & Amalia Syauket, 2023b).

One of the most salient weaknesses identified in Ngawi Regency relates to the limited formalization of collaboration among procurement institutions, law enforcement agencies, and civil society. Field findings indicate the absence of structured cooperation frameworks, such as memoranda of understanding, which could facilitate regular coordination, data sharing, and joint monitoring activities. Previous studies confirm that weak inter-organizational collaboration undermines the effectiveness of corruption prevention by allowing gaps in supervision and accountability to persist (Zulfa et al., 2022; Wijayanti & Kasim, 2022). Without institutionalized collaboration, procurement governance tends to rely on fragmented and reactive responses rather than proactive prevention (Hadilinatih, 2018).

Another critical challenge concerns the limited involvement of the public and non-governmental actors in procurement oversight. Although procurement information is formally accessible through electronic platforms, meaningful public participation in monitoring and evaluation remains minimal (Nugroho & Nugroho, 2022). Research on good governance emphasizes that transparency must be accompanied by civic engagement to function as an effective control mechanism (Riwukore et al., 2022; Pariela & Hoesein, 2025). In the absence of active social oversight, opportunities for collusion and manipulation remain structurally embedded within procurement processes (Tampubolon et al., 2024).

Taken together, these findings illustrate that the initial conditions of corruption prevention in Ngawi Regency are characterized by procedural reform achievements alongside persistent structural and collaborative deficiencies. The coexistence of electronic procurement systems and rising corruption cases highlights the limitations of technology-centered reforms when not supported by integrated governance arrangements (Wahyu Saputra Akbar & Syamsir, 2024; Pratama et al., 2025). Collaborative governance offers a conceptual and practical framework capable of addressing these gaps by fostering trust, shared responsibility, and continuous interaction among stakeholders (Ansell & Gash, 2008; Wulandjani et al., 2025).

Understanding these initial conditions is essential for assessing how collaborative governance can be operationalized as an effective instrument for preventing corruption in public procurement in Ngawi Regency (Damenta & Digidowiseiso, 2023; Lilis Handayani et al., 2025).

Institutional Design and Collaborative Governance Practices in Preventing Corruption in the Procurement of Goods and Services in Ngawi Regency

The institutional design adopted by the Ngawi Regency Government under the leadership of Regent Ony Anwar reflects a deliberate effort to construct a preventive framework for corruption control in public procurement through structured collaboration. Institutional design is understood as a configuration of formal rules, procedural arrangements, and interaction mechanisms that provide legitimacy and predictability to collaborative processes (Ansell & Gash, 2008; Hadilinatih, 2018). Empirical governance studies emphasize that collaboration can only function effectively when supported by clear protocols that nurture trust, commitment, and shared understanding among participating actors (Lilis Handayani et al., 2025; Wulandjani et al., 2025). In the procurement sector, this design becomes particularly decisive because it determines how authority, accountability, and oversight are distributed across institutions with differing mandates (Indrawan et al., 2020; Rizal & Thamrin, 2024).

The legal foundation of procurement governance in Ngawi Regency is anchored in Presidential Regulation Number 12 of 2021, which amends Presidential Regulation Number 16 of 2018 and delineates the constellation of procurement actors and supervisory bodies. Article 8 of this regulation formally recognizes budget users, commitment-making officials, procurement units, selection working groups, providers, and internal supervisory apparatuses as integral components of the procurement system (Hariwangsa & Yuningsih, 2024; Pratama et al., 2025). External oversight is institutionally assigned to law enforcement agencies and the general public, reflecting the broader principles of good governance and accountability (Riwukore et al., 2022; Wijayanti & Kasim, 2022). This regulatory architecture provides a necessary baseline for collaboration, although its effectiveness depends on how these actors interact in practice (Damenta & Digidowiseiso, 2023).

Participant inclusiveness constitutes one of the core elements of collaborative governance in procurement corruption prevention. The Ngawi Regency Government has operationalized inclusiveness through an electronic procurement system that enables public access to tender announcements, bidding stages, and complaint mechanisms (Wahyu Saputra Akbar & Syamsir, 2024; Nugroho & Nugroho, 2022). This system allows suppliers, civil society organizations, and community members to submit objections and reports regarding alleged irregularities, reinforcing procedural accountability (Rizal & Thamrin, 2024; Pahlevi, 2022). Nevertheless, empirical findings indicate that inclusiveness remains largely procedural, as public engagement is concentrated on complaint submission rather than substantive involvement in monitoring and deliberation processes (Santoso et al., 2024; Tampubolon et al., 2024).

Forum exclusivity represents another critical dimension of the institutional design, referring to the existence of structured arenas where relevant actors interact on an equal footing. In Ngawi Regency, joint forums have been established through memoranda of understanding between procurement organizers, law enforcement agencies, and selected civil society organizations (Rusaedi et al., 2024; Zulfa et al., 2022). These forums function as coordination spaces for discussing procurement risks, legal compliance, and preventive strategies prior to and during procurement implementation (Dwi Atmoko & Amalia Syauket, 2023a; Prasetyo, 2024). Field evidence, however, shows that participation within these forums is still dominated by governmental and supervisory institutions, while community groups and media actors are only marginally involved (Wijayanti & Kasim, 2022; Wulandjani et al., 2025).

Clear ground rules form the normative backbone of collaborative governance and shape the behavior of actors within procurement processes. In Ngawi Regency, procurement activities are guided by national regulations and further elaborated through standard operating procedures issued by the Regional Secretariat and the Procurement Unit (Hariwangsa & Yuningsih, 2024; Pratama et al., 2025). These procedures primarily regulate technical and administrative aspects of procurement implementation, ensuring consistency with national standards (Aflah et al., 2021a; Indrawan et al., 2020). Research findings reveal that specific regulations or strategic plans explicitly dedicated to corruption prevention remain absent, particularly within the Inspectorate, even though its mandate implicitly positions it as an early warning institution (Muchamad Catur Rizky et al., 2023; Rahman, 2022).

Process transparency constitutes a decisive indicator of institutional quality and collaborative integrity in procurement governance. The electronic procurement platform in Ngawi Regency allows stakeholders to monitor procurement stages from planning to contract award, reflecting regulatory commitments to openness and traceability (Riwukore et al., 2022; Wahyu Saputra Akbar & Syamsir, 2024). Transparency at the technical level has reduced direct interactions that historically facilitated collusion and bribery (Pratama et al., 2025; Pahlevi, 2022). At the same time, several stages, particularly bid evaluation and technical assessment, remain inaccessible to the public, which has generated perceptions of opacity and weakened public trust (Santoso et al., 2024; Tampubolon et al., 2024).

To consolidate these empirical observations, Table 2 presents a matrix summarizing the institutional design of collaborative governance in Ngawi Regency, drawing on field research, official documentation, and previous studies. The table illustrates how inclusiveness, forum arrangements, regulatory clarity, and transparency are implemented in practice and where their limitations persist (Aflah et al., 2021a; Damenta & Digidewiseiso, 2023). This synthesis provides an analytical bridge between normative governance models and empirical realities in local procurement administration (Ansell & Gash, 2008; Hadilinatih, 2018).

Table 2. Institutional Design of Collaborative Governance in Procurement Corruption Prevention in Ngawi Regency

Dimension	Empirical Findings	Supporting Sources
Participant Inclusiveness	Public access through e-procurement, complaint and objection mechanisms; limited substantive participation	Nugroho & Nugroho (2022); Rizal & Thamrin (2024)
Forum Exclusivity	Joint forums and MoUs exist; participation dominated by government and law enforcement	Zulfa et al. (2022); Wijayanti & Kasim (2022)
Clear Ground Rules	Strong national regulations; absence of specific local anti-corruption SOPs	Hariwangsa & Yuningsih (2024); Aflah et al. (2021a)
Process Transparency	Online procurement enhances openness; evaluation stages remain partially closed	Riwukore et al. (2022); Santoso et al. (2024)

The matrix demonstrates that Ngawi Regency has achieved partial institutional readiness for collaborative governance while still facing substantive gaps in integration and inclusivity. Formal openness and coordination mechanisms coexist with fragmented participation and regulatory limitations, creating uneven preventive capacity (Dwi Atmoko & Amalia Syauket, 2023b; Rahman, 2025). Asset recovery and enforcement outcomes suggest that post-violation handling has improved, although preventive collaboration has yet to mature into a cohesive system (Tantimin, 2023; Pahlevi, 2022). These patterns confirm broader findings that institutional design alone does not automatically translate into effective collaboration without sustained interaction and trust-building (Ansell & Gash, 2008; Lilis Handayani et al., 2025).

The role of the Government Internal Supervisory Apparatus remains central within this collaborative arrangement, particularly through audit, review, and advisory functions conducted throughout the procurement cycle (Aflah et al., 2021a; Damenta & Digidowiseiso, 2023). APIP involvement strengthens procedural compliance and provides early detection of administrative deviations, contributing to preventive governance rather than purely repressive intervention (Muchamad Catur Rizky et al., 2023; Pahlevi, 2022). Coordination with law enforcement agencies further reinforces this preventive orientation by aligning administrative oversight with legal standards (Prasetyo, 2024; Rahman, 2025). Even so, the effectiveness of this arrangement remains contingent upon consistent information exchange and institutional trust (Wijayanti & Kasim, 2022; Wulandjani et al., 2025).

Private sector actors and civil society organizations occupy complementary positions within the collaborative governance framework, primarily through compliance, reporting, and social oversight functions. Business entities participate through adherence to electronic procurement mechanisms, which impose standardized procedures and reduce discretionary interactions (Pratama et al., 2025; Nugroho & Nugroho, 2022). Civil society and media actors access procurement information to perform monitoring roles, though their engagement remains sporadic and largely reactive (Santoso et al., 2024; Tampubolon et al., 2024). Comparative studies indicate that stronger civic involvement enhances deterrence and institutional legitimacy, suggesting untapped potential in Ngawi Regency's collaborative design (Zulfa et al., 2022; Riwukore et al., 2022).

Collaborative governance practices in preventing corruption in public procurement in Ngawi Regency have progressed beyond purely administrative coordination yet remain at an intermediate stage of institutional consolidation. The presence of electronic systems, joint forums, and regulatory clarity demonstrates foundational commitment, while limited inclusiveness, partial transparency, and sectoral interaction patterns constrain effectiveness (Indrawan et al., 2020; Damenta & Digidowiseiso, 2023). These findings align with the collaborative governance model articulated by Ansell and Gash, which emphasizes sustained dialogue, mutual trust, and balanced participation as prerequisites for achieving public value (Ansell & Gash, 2008; Hadilinatih, 2018). Strengthening these dimensions would enhance the capacity of Ngawi Regency to institutionalize collaborative governance as a durable instrument for corruption prevention in public goods and services procurement (Wijayanti & Kasim, 2022; Wulandjani et al., 2025).

Factors Supporting and Hindering the Effectiveness of Collaborative Governance

The effectiveness of collaborative governance in preventing corruption in public goods and services procurement in Ngawi Regency is shaped by a complex interaction between institutional strengths and structural constraints that evolve within the local governance ecosystem. Empirical findings indicate that sustained commitment from the regional government to transparency and accountability has provided an essential normative foundation for collaboration among procurement institutions, supervisory bodies, and law enforcement agencies (Ansell & Gash, 2008; Riwukore et al., 2022; Rizal & Thamrin, 2024). This commitment is not merely symbolic but operationalized through the systematic adoption of electronic procurement mechanisms that reduce discretionary space and standardize procurement procedures (Nugroho & Nugroho, 2022; Wahyu Saputra Akbar & Syamsir, 2024). Within this framework, collaborative governance emerges as a preventive strategy that aligns administrative efficiency with integrity-based governance objectives (Hadilinatih, 2018; Damenta & Digidowiseiso, 2023).

A decisive supporting factor lies in the robustness of the national regulatory framework governing procurement and corruption prevention, which serves as a shared legal reference for all actors involved. Presidential and sectoral regulations provide clarity regarding roles,

authority, and accountability, thereby reducing normative ambiguity in inter-agency collaboration (Hariwangsa & Yuningsih, 2024; Pratama et al., 2025). These legal instruments strengthen vertical and horizontal coordination by aligning local procurement practices with national good governance standards (Pahlevi, 2022; Pahlevi, 2022). The existence of a unified regulatory foundation enhances institutional predictability and reinforces collaborative compliance across organizational boundaries (Indrawan et al., 2020; Wijayanti & Kasim, 2022).

Institutional capacity within procurement organizations also constitutes a critical enabler of collaborative governance effectiveness. In Ngawi Regency, procurement units and internal supervisory apparatuses demonstrate relative organizational stability and procedural professionalism, enabling them to function as coordination nodes among diverse stakeholders (Aflah et al., 2021a; Damenta & Digidowiseiso, 2023). These institutions mediate interactions between policy implementation and oversight, contributing to early detection of administrative irregularities and procedural deviations (Muchamad Catur Rizky et al., 2023; Prasetyo, 2024). Their role reinforces a preventive orientation that prioritizes risk mitigation over post-facto enforcement, which is widely recognized as a cornerstone of effective corruption prevention (Pariela & Hoesein, 2025; Rahman, 2025).

The strategic utilization of information technology further amplifies collaborative governance outcomes by embedding transparency into procurement processes. Digital procurement platforms facilitate real-time access to tender information, procurement planning, and provider selection, thereby expanding opportunities for joint oversight by internal supervisors, law enforcement agencies, and the public (Nugroho & Nugroho, 2022; Rizal & Thamrin, 2024). Empirical studies consistently demonstrate that digitalization constrains traditional corruption modalities such as collusion and trading in influence, which thrive in opaque and discretionary environments (Djamil, 2023; Tampubolon et al., 2024). As a result, technology-driven governance operates as both a technical instrument and a collaborative interface among actors with distinct mandates (Riwukore et al., 2022; Wulandjani et al., 2025).

Despite these enabling conditions, collaborative governance in Ngawi Regency encounters persistent constraints that limit its preventive capacity. One of the most salient challenges concerns the uneven quality of human resources across participating institutions, particularly in relation to technical procurement competencies and comprehension of collaborative governance principles (Rahman, 2022; Muchamad Catur Rizky et al., 2023). Limited expertise undermines effective role execution and weakens coordination, resulting in reliance on procedural compliance rather than substantive collaboration (Lilis Handayani et al., 2025; Damenta & Digidowiseiso, 2023). This capacity gap constrains the ability of actors to engage in meaningful deliberation and joint problem-solving, which are central to collaborative governance effectiveness (Ansell & Gash, 2008; Hadilinatih, 2018).

Community and civil society participation represents another structural limitation within the collaborative governance arrangement. Although procurement information is formally accessible, participatory mechanisms remain largely reactive and complaint-oriented, rather than being institutionalized as ongoing oversight channels (Santoso et al., 2024; Tampubolon et al., 2024). This condition restricts the realization of social control as an integral component of corruption prevention, reducing collaboration to interactions among state-centric actors (Wijayanti & Kasim, 2022; Zulfa et al., 2022). Empirical evidence suggests that weak civic engagement diminishes deterrence effects and undermines public trust in procurement governance systems (Riwukore et al., 2022; Wulandjani et al., 2025).

Inter-agency coordination challenges further constrain collaborative effectiveness, particularly where sectoral ego and divergent institutional interests persist. Coordination mechanisms in Ngawi Regency tend to emphasize formal compliance and administrative reporting, while relational dimensions such as trust, shared ownership, and equality of roles

remain underdeveloped (Damenta & Digidwiseiso, 2023; Wijayanti & Kasim, 2022). This pattern reflects broader national findings that collaborative arrangements often stagnate when leadership and responsibility distribution are insufficiently balanced (Ansell & Gash, 2008; Hadilinatih, 2018). Consequently, collaboration risks becoming symbolic rather than transformative in addressing systemic corruption risks (Rahman, 2025; Pahlevi, 2022).

To consolidate these findings, Table 3 presents empirical evidence drawn from field research, official reports, and previous studies that illustrate the interplay between supporting and hindering factors in Ngawi Regency's collaborative governance framework. The table synthesizes qualitative insights regarding institutional commitment, regulatory support, capacity constraints, and participation dynamics, offering a structured overview of collaborative performance drivers (Indrawan et al., 2020; Damenta & Digidwiseiso, 2023). This synthesis demonstrates that effectiveness is contingent upon the alignment of institutional design, human capacity, and participatory mechanisms (Rusaedi et al., 2024; Prasetio, 2024).

Table 3. Supporting and Hindering Factors in Collaborative Governance for Procurement Corruption Prevention in Ngawi Regency

Factor Dimension	Empirical Evidence	Data Sources
Government Commitment	Implementation of e-procurement and public access to procurement data	Field interviews; Official procurement reports; Nugroho & Nugroho (2022)
Regulatory Framework	Strong national procurement and anti-corruption regulations	Legal documents; Hariwangsa & Yuningsih (2024); Pratama et al. (2025)
Institutional Capacity	Stable procurement units and APIP oversight roles	Inspectorate reports; Aflah et al. (2021a)
Human Resource Constraints	Limited technical and collaborative competencies	Field interviews; Rahman (2022)
Public Participation	Low institutionalized civic oversight	CSO reports; Santoso et al. (2024); Zulfa et al. (2022)
Inter-Agency Coordination	Formal coordination with limited trust-based interaction	MoUs and coordination records; Damenta & Digidwiseiso (2023)

The empirical matrix highlights that collaborative governance effectiveness in Ngawi Regency is uneven across dimensions, reflecting partial institutional maturity rather than systemic integration. Strong regulatory backing and technological infrastructure coexist with limited civic engagement and fragmented coordination, producing asymmetrical preventive outcomes (Indrawan et al., 2020; Rizal & Thamrin, 2024). These conditions confirm that formal mechanisms alone cannot substitute for relational and capacity-based dimensions of collaboration (Ansell & Gash, 2008; Hadilinatih, 2018). Preventive governance thus remains vulnerable to institutional inertia and uneven actor commitment (Rahman, 2025; Pahlevi, 2022).

Law enforcement and supervisory institutions contribute to strengthening collaborative governance through early-stage oversight and advisory functions, rather than relying exclusively on repressive measures. Coordination between APIP, prosecutors, and police facilitates procedural correction before violations escalate into criminal conduct, reinforcing preventive governance principles (Aflah et al., 2021a; Prasetio, 2024). This alignment enhances legal certainty and supports asset recovery mechanisms when violations occur, although such outcomes remain supplementary to preventive objectives (Tantimin, 2023; Dwi Atmoko & Amalia Syauket, 2023a). Effective collaboration at this level depends on continuous

information exchange and institutional trust, which remain uneven across sectors (Wijayanti & Kasim, 2022; Wulandjani et al., 2025).

The effectiveness of collaborative governance in preventing corruption in public goods and services procurement in Ngawi Regency reflects a transitional governance condition marked by regulatory strength and operational transparency alongside participatory and capacity-related weaknesses. The empirical findings align with collaborative governance theory, which emphasizes that sustainable outcomes require balanced participation, shared authority, and trust-based interaction among actors (Ansell & Gash, 2008; Hadilinatih, 2018). Strengthening human resource capacity, institutionalizing civic participation, and deepening inter-agency trust would enhance the preventive architecture currently in place (Muchamad Catur Rizky et al., 2023; Zulfa et al., 2022). Advancing these dimensions would position collaborative governance as a more resilient and effective instrument for corruption prevention in local procurement governance (Damenta & Digidowiseiso, 2023; Wulandjani et al., 2025),

CONCLUSION

The practice of collaborative governance in preventing corruption in public procurement in Ngawi Regency has demonstrated a positive trajectory; however, it still requires strengthening in terms of the substantive dimensions of collaboration. Existing collaborative efforts are predominantly characterized by administrative coordination among government institutions, while the involvement of the private sector and civil society remains limited. This indicates that collaborative governance has not yet been fully understood as a process of joint decision-making and shared oversight, but rather as a form of formal institutional cooperation. Therefore, efforts to strengthen collaborative governance in Ngawi Regency should be directed toward enhancing the capacity of involved actors, institutionalizing public participation, and building trust among stakeholders. In this way, collaboration can function not merely as a supportive policy instrument, but as a core strategy for establishing an effective, sustainable, and public interest-oriented system for preventing corruption in public procurement.

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