

COLLABORATIVE GOVERNANCE FOR INCLUSIVE DEVELOPMENT: LESSONS FROM GORONTALO'S LEGISLATIVE-EXECUTIVE ALIGNMENT

ESPIN TULIE¹, ASNA ANETA², YANTI ANETA³ and ISMET SULILA⁴

^{1,2,3,4}Pascasarjana Universitas Negeri Gorontalo, Indonesia.

Abstract

This study examines the implementation of collaborative governance in aligning Pokok-Pokok Pikiran (POKIR) of the Regional People's Representative Council (DPRD) with the Regional Government Work Plan (RKPD) in Gorontalo Province. The research aims to address governance challenges arising from fragmented coordination, misaligned priorities, and insufficient institutional mechanisms. By focusing on legislative and executive interactions, the study seeks to develop a framework for improving policy coherence and regional development outcomes. A qualitative approach was adopted, utilizing in-depth interviews, participant observation, and document analysis to collect data from key stakeholders, including DPRD members, government officials, and community representatives. The data were analyzed using an interactive qualitative method to identify patterns and themes related to institutional design, leadership, and stakeholder engagement. The findings reveal that governance in Gorontalo is constrained by power imbalances, procedural ambiguities, and weak leadership. These challenges hinder the integration of POKIR into RKPD, leading to inefficiencies in planning and implementation. The study proposes the SIKAPP model (Synchronization, Characteristics, Participation, Supervision) as a solution to enhance collaboration and accountability. This model emphasizes structured dialogue, tailored interventions, inclusive participation, and robust monitoring mechanisms. By addressing systemic barriers, the SIKAPP model offers a replicable framework for improving governance in decentralized contexts. The findings contribute to the discourse on collaborative governance and provide practical recommendations for achieving sustainable and inclusive regional development.

Keywords: Collaborative Governance, Legislative-Executive Alignment, Regional Development Planning.

INTRODUCTION

The governance system of a region significantly influences its socio-economic development, particularly in decentralized systems where regional autonomy is emphasized. Collaborative governance has emerged as a vital framework for aligning various interests and achieving integrated public policies. This approach, which involves multi-stakeholder engagement and collaborative decision-making, aims to enhance governance effectiveness through inclusive participation and mutual consensus. Ansell and Gash (2008) define collaborative governance as a structured arrangement in which public and private actors collectively develop and implement policies to address complex public issues. This paradigm is especially relevant in contexts such as Indonesia, where regional governments are entrusted with critical decision-making responsibilities to address diverse local needs. However, despite its theoretical benefits, the implementation of collaborative governance often faces challenges related to power asymmetries, resource disparities, and weak institutional frameworks.

In Indonesia, the Regional People's Representative Council (DPRD) plays a pivotal role in shaping regional development policies through its core functions of legislation, budgeting, and

oversight. The synchronization of DPRD's aspirations, known as Pokok-Pokok Pikiran (POKIR), with the Regional Government Work Plan (RKPD) is critical for ensuring that policies reflect community needs. However, studies reveal a lack of coherence between DPRD's inputs and the RKPD, resulting in fragmented development outcomes (Riyanta & Kurniati, 2019; Ibrahim, 2022). Despite frameworks such as the Ministerial Regulation No. 86 of 2017, which stipulates guidelines for integrating POKIR into RKPD, gaps persist due to conflicting priorities and inadequate coordination mechanisms. These issues highlight the need for improved governance models to bridge institutional and procedural gaps.

The central research problem in this study arises from the lack of effective collaboration between DPRD and regional governments in synchronizing POKIR with RKPD. This disconnect is characterized by limited communication, misaligned priorities, and fragmented oversight mechanisms. For instance, legislative proposals from DPRD are often submitted at later stages of budget planning, making their integration into RKPD processes challenging. Furthermore, political dynamics and sectoral egos exacerbate the misalignment between legislative and executive bodies, hindering the implementation of cohesive and sustainable development policies. These challenges call for systematic reforms in governance practices to establish mutual understanding and operational synergy among stakeholders.

A general solution to this problem lies in adopting collaborative governance frameworks that emphasize structured coordination, transparent communication, and inclusive participation. Such frameworks advocate mechanisms like face-to-face dialogue, trust-building initiatives, and shared decision-making processes to foster alignment between legislative and executive agendas (Ansell & Gash, 2008). Global experiences in collaborative governance, such as e-governance platforms in developed nations, demonstrate its potential to improve policy synchronization and resource utilization (Emerson et al., 2012). However, adapting these practices to the Indonesian context requires addressing specific challenges, such as political polarization, institutional inertia, and capacity deficits.

This study proposes a specific solution rooted in the SIKAPP (Synchronization, Characteristics, Participation, Supervision) model, a conceptual framework developed to address the gaps in collaborative governance between DPRD and the regional government of Gorontalo Province. The SIKAPP model integrates key elements such as stakeholder engagement, institutional alignment, and oversight mechanisms to improve policy coherence. Prior research highlights the significance of these components in enhancing governance outcomes (Ulibarri et al., 2023; Sudirman et al., 2022). For instance, frameworks that incorporate stakeholder participation and robust monitoring systems have demonstrated success in aligning diverse interests and fostering accountability in regional planning processes.

A review of the literature reveals limited empirical studies addressing the alignment of POKIR with RKPD within the context of collaborative governance. While research on regional governance often focuses on issues such as public service delivery (Zaenuri, 2012; Hikmawan et al., 2020), few studies have explored the integration of legislative inputs into executive planning processes. Notably, international studies on collaborative governance, such as those

by Emerson and Nabatchi (2015) and Agger and Sørensen (2018), emphasize the importance of institutional design and leadership in facilitating effective collaboration. However, these studies do not specifically address the unique challenges of integrating legislative priorities into regional work plans in developing contexts like Indonesia.

This study addresses this research gap by focusing on Gorontalo Province, where fragmented coordination between DPRD and the regional government has impeded sustainable development. The research aims to explore how the SIKAPP model can enhance collaborative governance by aligning POKIR with RKPD. The novelty of this study lies in its development of a tailored governance model that incorporates synchronization mechanisms, stakeholder characteristics, participatory approaches, and supervision frameworks. By addressing both institutional and procedural barriers, this research contributes to the broader discourse on improving governance effectiveness in decentralized settings.

In conclusion, this study seeks to achieve two key objectives: (1) to examine the initial conditions, institutional design, leadership, and collaborative processes between DPRD and the regional government, and (2) to develop a governance model that enhances policy synchronization and implementation. The findings are expected to provide theoretical contributions to the field of public administration and offer practical recommendations for policymakers in Gorontalo and other regions facing similar challenges. The research underscores the importance of aligning legislative and executive priorities as a means of fostering sustainable regional development.

METHODOLOGY

The methodological framework for this study is designed to provide a systematic and in-depth understanding of collaborative governance in aligning Pokok-Pokok Pikiran (POKIR) of the Regional People's Representative Council (DPRD) with the Regional Government Work Plan (RKPD) in Gorontalo Province. The study adopts a qualitative research approach, which is suitable for exploring complex governance dynamics and processes involving multiple stakeholders (Creswell, 2014). This section elaborates on the research design, data collection techniques, validity measures, and data analysis procedures employed in this study.

A qualitative methodology was chosen to enable an in-depth exploration of the contextual, institutional, and relational dynamics underlying collaborative governance practices. This approach allows the researcher to capture the perceptions, interactions, and experiences of key stakeholders involved in the alignment of POKIR with RKPD (Yin, 2018). The study employs a case study design focusing on Gorontalo Province as a bounded system to understand the specific challenges and opportunities in implementing collaborative governance frameworks.

The study was conducted in Gorontalo Province, a region characterized by unique governance challenges, including overlapping priorities between legislative and executive bodies. Participants were selected using purposive sampling to ensure the inclusion of key stakeholders with direct involvement in the planning and decision-making processes. The participants included DPRD members, provincial government officials, civil society representatives, and

other relevant actors. This diverse representation provided a comprehensive understanding of the dynamics at play.

Data were collected through multiple qualitative methods to ensure triangulation and the richness of the dataset:

1. In-depth Interviews

Semi-structured interviews were conducted with selected participants to gain insights into their perspectives on collaborative governance practices. The questions were designed to explore themes such as institutional alignment, stakeholder engagement, leadership dynamics, and challenges in aligning POKIR with RKPD.

2. Participant Observation

The researcher observed meetings and interactions between DPRD members and provincial government officials to understand the practical aspects of collaboration. Observational data were documented to capture non-verbal cues and relational dynamics that might not surface during interviews.

3. Document Analysis

Key documents, including legislative proposals, RKPD drafts, meeting minutes, and relevant government regulations, were analyzed to contextualize the findings and validate participant accounts. The review of these documents provided an understanding of the formal mechanisms and institutional frameworks influencing the alignment process.

To enhance the credibility and reliability of the findings, the study employed several strategies:

- **Triangulation:** Data from interviews, observations, and document analysis were cross-verified to ensure consistency and comprehensiveness.
- **Member Checking:** Preliminary findings were shared with participants to validate interpretations and incorporate their feedback.
- **Thick Description:** Detailed accounts of the research context, participant narratives, and observational data were provided to allow for transferability to similar settings.

The collected data were analyzed using an interactive model of qualitative data analysis, as proposed by Miles, Huberman, and Saldana (2014). The analysis involved three iterative phases:

- 1) **Data Reduction:** Relevant data were identified, coded, and categorized based on emerging themes such as institutional design, leadership roles, and collaborative processes.
- 2) **Data Display:** Summarized data were organized into matrices and visual representations to identify patterns and relationships between variables.
- 3) **Conclusion Drawing and Verification:** Emerging insights were refined through iterative reflection and cross-referencing with the theoretical framework of collaborative governance.

The study adhered to ethical research practices to ensure the protection and dignity of participants. Informed consent was obtained from all participants, ensuring their voluntary participation. Anonymity and confidentiality were maintained throughout the research process to protect sensitive information. Furthermore, the study was conducted with approval from the institutional ethics review board, ensuring compliance with academic and ethical standards.

While the qualitative approach and case study design provided an in-depth understanding of collaborative governance in Gorontalo Province, the findings are context-specific and may not be generalizable to other regions. However, the insights gained offer valuable contributions to the broader discourse on improving governance practices in decentralized systems.

RESULTS AND DISCUSSION

The results of this study provide a comprehensive analysis of collaborative governance in aligning Pokok-Pokok Pikiran (POKIR) of the Regional People's Representative Council (DPRD) with the Regional Government Work Plan (RKPD) in Gorontalo Province. This section presents the findings organized into four primary themes: initial conditions, institutional design, leadership dynamics, and the collaborative process. Each theme is critically discussed with reference to relevant literature, followed by the implications of the findings for improving governance practices.

The analysis revealed that the initial conditions for collaborative governance in Gorontalo Province are characterized by fragmented coordination between DPRD and the provincial government. Key stakeholders identified significant discrepancies in priorities, with DPRD focusing on localized community needs while the executive branch emphasized broader development goals. This misalignment stems from insufficient communication during the early stages of planning, which often results in overlapping initiatives and inefficient resource allocation.

Power imbalances also emerged as a critical barrier to effective collaboration. The executive branch was perceived as dominating the decision-making process, marginalizing DPRD's contributions to the RKPD. This finding aligns with Ansell and Gash's (2008) assertion that initial power dynamics significantly influence the success of collaborative governance frameworks. Addressing these disparities requires mechanisms that ensure equitable participation and promote mutual trust between stakeholders.

The institutional structures governing the relationship between DPRD and the provincial government were found to be insufficiently designed to support effective collaboration. The current frameworks lack clear guidelines for integrating POKIR into RKPD, leading to ambiguities in roles and responsibilities. For instance, while DPRD is tasked with representing community interests, their contributions are often excluded from the final stages of RKPD formulation due to procedural bottlenecks.

Furthermore, the absence of formal platforms for dialogue and consensus-building exacerbates these challenges. Stakeholders highlighted the need for structured forums where legislative and executive representatives can negotiate and harmonize their priorities. This observation aligns

with Emerson et al.'s (2012) emphasis on the role of institutional design in facilitating collaborative governance. Strengthening institutional arrangements, such as through the establishment of joint planning committees, could enhance transparency and accountability in decision-making processes.

Effective leadership is a cornerstone of successful collaborative governance, as it fosters trust, mediates conflicts, and aligns diverse interests. However, the study identified weaknesses in leadership dynamics within Gorontalo's governance framework. Both legislative and executive leaders were criticized for failing to demonstrate the facilitative leadership necessary to bridge institutional divides and promote a culture of collaboration.

Stakeholders noted a lack of proactive engagement from leadership in fostering meaningful dialogue between DPRD and the provincial government. This finding is consistent with Rahmawati and Hertati's (2023) argument that leadership inertia can hinder the development of collaborative governance practices. Additionally, political considerations often overshadow collaborative objectives, further complicating efforts to achieve alignment. To address these challenges, leaders must adopt a more inclusive approach, prioritizing the collective goals of regional development over individual or political interests.

The collaborative process between DPRD and the provincial government is hindered by several barriers, including limited stakeholder engagement, insufficient monitoring mechanisms, and conflicting interests. The lack of participatory forums limits opportunities for meaningful interaction between stakeholders, while weak oversight undermines the effectiveness of implemented initiatives. Political and sectoral egos further impede collaboration, with stakeholders often prioritizing individual agendas over collective outcomes.

Despite these challenges, the study identified opportunities for improving the collaborative process. For example, stakeholders recognized the potential of digital platforms to enhance communication and streamline the integration of POKIR into RKPD. Experiences from other regions, such as the implementation of e-POKIR systems in Pekanbaru, demonstrate how digital tools can facilitate transparency and inclusivity in governance processes (Yurizal & Aripin, 2022). Adopting similar innovations in Gorontalo could improve stakeholder participation and accountability.

The SIKAPP Model: A Framework for Improved Governance

Based on the findings, the study proposes the SIKAPP model as a conceptual framework to address the identified challenges in collaborative governance. The model comprises four key components: synchronization, characteristics, participation, and supervision. Each component addresses specific gaps in the current governance practices, providing a structured approach to aligning POKIR with RKPD.

1. Synchronization

Synchronization emphasizes the alignment of legislative and executive priorities through structured mechanisms such as joint planning sessions and consensus-building workshops. By

establishing formal platforms for dialogue, stakeholders can negotiate and harmonize their objectives, reducing the risk of duplication and inefficiencies.

2. Characteristics

The model highlights the importance of understanding the unique characteristics of each stakeholder group, including their capacities, interests, and constraints. This understanding enables the design of tailored interventions that address the specific needs of each group, fostering a more inclusive and equitable governance framework.

3. Participation

Participation focuses on increasing stakeholder engagement through accessible and transparent processes. This includes leveraging digital platforms to facilitate public input and ensuring that marginalized voices are represented in decision-making forums. Enhanced participation not only improves the legitimacy of governance outcomes but also strengthens community trust in public institutions.

4. Supervision

Supervision involves the implementation of robust monitoring and evaluation mechanisms to ensure accountability and track progress toward agreed-upon goals. This includes regular audits of governance processes and the publication of performance reports to maintain transparency and foster continuous improvement.

The implementation of the SIKAPP model has significant implications for regional development in Gorontalo Province. By addressing the systemic barriers to collaboration, the model can enhance the coherence and effectiveness of development policies, ultimately improving service delivery and community welfare. Furthermore, the model provides a replicable framework for other regions facing similar challenges, contributing to the broader discourse on collaborative governance in decentralized settings.

The findings of this study contribute to the growing body of literature on collaborative governance by providing empirical evidence from a developing context. While previous studies have predominantly focused on governance practices in developed nations, this research highlights the unique challenges and opportunities in aligning legislative and executive priorities in Indonesia. The SIKAPP model offers a novel approach to addressing these challenges, bridging gaps in existing theoretical frameworks.

CONCLUSION

This study explored the challenges and opportunities in aligning **Pokok-Pokok Pikiran (POKIR)** of the Regional People's Representative Council (DPRD) with the Regional Government Work Plan (RKPD) in Gorontalo Province, focusing on the role of collaborative governance.

The findings reveal that fragmented coordination, inadequate institutional frameworks, weak facilitative leadership, and limited stakeholder engagement impede effective collaboration.

These challenges lead to inefficiencies, overlapping initiatives, and a disconnect between legislative and executive priorities.

The study introduces the SIKAPP model (Synchronization, Characteristics, Participation, Supervision) as a tailored framework to address these issues. This model provides actionable strategies to enhance alignment, including structured dialogue, stakeholder-specific interventions, participatory mechanisms, and robust monitoring systems. By fostering inclusivity and accountability, the SIKAPP model offers a pathway for improving governance practices, particularly in decentralized systems.

The research contributes to the existing body of knowledge by offering empirical insights into governance challenges in developing contexts and proposing a novel framework for legislative-executive integration. Future research could explore the applicability of the SIKAPP model in other regions or investigate its long-term impact on policy outcomes. Overall, this study underscores the significance of collaborative governance in achieving sustainable and inclusive regional development.

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