ABDIMAS

Effectiveness of Collaboration between Local Government and The Regional People's Representative Council (DPRD) in the Formulation of Regional Regulations in Cirebon City

Karso, Ade Setiadi, Pandji Amiarsa

Universitas 17 Agustus 1945 (UNTAG) Cirebon, Indonesia

Abstract

This study examines the effectiveness of collaboration between the Local Government and the Regional People's Representative Council (DPRD) in the formulation of regional regulations (Peraturan Daerah or Perda) in Cirebon City. The formulation of regional regulations is an essential element of local governance and reflects the quality of policy coordination, democratic participation, and institutional capacity at the regional level. However, in practice, collaboration between the executive and legislative bodies often faces obstacles such as overlapping interests, limited synchronization of programs, and differing policy priorities. The purpose of this research is to analyze the level of effectiveness of collaboration between the Cirebon City Government and the DPRD in the process of drafting and determining regional regulations, and to identify supporting and inhibiting factors in the collaboration process. The study applies a qualitative-descriptive approach supported by primary data collected through in-depth interviews, document analysis, and observation. The theoretical foundation of this study is based on the concept of collaborative governance (Ansell & Gash, 2007), which emphasizes participation, consensus, and joint decision-making as the main pillars of inter-institutional cooperation. The findings indicate that the collaboration between the Local Government and DPRD in Cirebon City has been moderately effective. The two institutions have established routine communication, mutual consultation, and coordination forums. However, collaboration has not yet reached an optimal level due to differences in political orientation, limited bureaucratic capacity, and inadequate public involvement in the early stages of policy formulation. The study recommends strengthening the collaboration framework through improved communication mechanisms, transparent consultation procedures, and capacity-building programs for legislative and executive members. This research contributes to the understanding of collaborative governance within Indonesia's decentralized administrative system. It highlights that effective collaboration between political and bureaucratic actors is not only a procedural requirement but also a fundamental condition for the success of democratic governance at the regional level.

Keywords: collaboration effectiveness, local government, DPRD, regional regulation, public policy, collaborative governance

INTRODUCTION

Regional autonomy in Indonesia grants local governments the authority to manage their own administrative, political, and financial affairs to promote public welfare and enhance democratic governance. One of the most critical functions of local autonomy is the formulation of regional regulations (*Peraturan Daerah* or *Perda*), which serve as the legal instruments for implementing regional policies and ensuring that government actions align with local needs. The process of forming these regulations involves two primary actors: the Local Government, represented by the Mayor and executive apparatus, and the Regional People's Representative Council (DPRD), which represents the legislative function. The effectiveness of collaboration between these two entities is crucial to achieving sound and responsive local governance.

In theory, the relationship between the local government and DPRD is expected to be based on the principles of partnership, checks and balances, and shared responsibility. The regional executive holds the authority to propose draft regulations, while the DPRD performs its legislative, budgeting, and supervisory roles. Both institutions are required to collaborate harmoniously to formulate

regulations that reflect the aspirations of the people and the goals of regional development. However, in practice, the relationship between these two bodies is often characterized by political tension, bureaucratic rigidity, and limited coordination.

In the case of Cirebon City, the process of regional regulation formulation has experienced several challenges that illustrate these broader issues. Based on preliminary observations and interviews, the collaboration between the Local Government and DPRD tends to be more procedural than substantive. While the two institutions routinely engage in meetings and discussions, there are indications that communication and coordination have not fully translated into joint problem-solving or consensus-building. Several draft regulations are often delayed or revised due to differences in interpretation, policy priorities, or sectoral interests between the executive and legislative branches.

These conditions raise questions about the actual effectiveness of inter-institutional collaboration in the regional policy-making process. Collaboration, in this context, is not only a matter of formal cooperation but also of the extent to which both parties engage in shared learning, negotiation, and decision-making to produce quality regulations. As Ansell and Gash (2007) explain in their Collaborative Governance Model, effective collaboration requires trust, commitment, shared understanding, and transparent communication among stakeholders. Without these elements, collaboration risks becoming symbolic—appearing cooperative on the surface but lacking meaningful coordination and integration.

The formulation of regional regulations is an important aspect of local governance because it determines how public services are organized, resources are allocated, and citizens' rights are protected. In Cirebon City, the number of regional regulations established each year varies, and some have faced delays in ratification or implementation. These challenges suggest that the collaborative process between the Local Government and DPRD may not be fully effective. Strengthening this collaboration is therefore essential to achieving transparent, accountable, and participatory governance in accordance with the principles of decentralization and democracy.

Moreover, effective collaboration between the executive and legislative branches is vital for ensuring policy coherence and avoiding overlapping regulations. When collaboration works well, policy formulation can reflect a balance between technical rationality and political representation. Conversely, ineffective collaboration may result in poorly designed regulations that fail to address local problems or even create administrative inefficiencies. Hence, assessing the effectiveness of collaboration between the Local Government and DPRD is necessary to identify institutional gaps, behavioral constraints, and potential improvements in the governance process.

This research aims to analyze how collaboration between the Local Government and DPRD in Cirebon City is implemented during the process of formulating regional regulations. Specifically, it seeks to:

1. Assess the effectiveness of collaboration between the executive and legislative bodies in drafting and enacting local regulations;

2. Identify supporting and inhibiting factors affecting collaboration; and

3. Propose strategies to improve inter-institutional cooperation for better governance outcomes.

This study adopts a qualitative descriptive approach, focusing on how collaboration takes place in practice rather than merely measuring outcomes quantitatively. Through interviews with key stakeholders—including members of the DPRD, officials from the Legal and Organizational Division of the City Government, and representatives of the Secretariat—the research seeks to capture the dynamics of communication, coordination, and decision-making among institutions. The findings are expected to contribute both theoretically and practically to the understanding of collaborative governance in the local Indonesian context.

From a theoretical perspective, this research builds upon the concept of Collaborative Governance, which emphasizes joint decision-making and interdependence among stakeholders (Ansell & Gash, 2007; Emerson, Nabatchi & Balogh, 2012). This perspective provides a useful analytical framework for understanding how local government institutions with distinct mandates and interests can work together toward common goals. From a policy perspective, the study aligns with the Indonesian government's ongoing efforts to enhance synergy between regional executives and legislatures, as mandated by Law No. 23 of 2014 on Regional Government, which stresses the importance of coordination and partnership in local policymaking.

Thus, this research holds both academic and practical relevance. Academically, it contributes to the literature on collaborative governance, particularly in the context of decentralized political systems. Practically, it provides insights for policymakers, administrators, and legislators on how to

strengthen institutional collaboration to improve the quality of local regulations. The study argues that collaboration effectiveness should be seen not only from procedural compliance but also from the extent to which joint policy-making contributes to public benefit, consensus-building, and sustainable regional development.

In summary, the effectiveness of collaboration between the Local Government and the DPRD in Cirebon City represents a microcosm of Indonesia's broader challenge in realizing democratic and participatory local governance. Effective collaboration requires mutual trust, institutional clarity, and continuous communication. By examining the real dynamics of cooperation between these two entities, this study seeks to highlight both the progress and the challenges in achieving good governance through the formulation of regional regulations.

METHOD

Research Approach and Design

This research employs a qualitative descriptive approach, aimed at exploring and understanding the effectiveness of collaboration between the Local Government and the Regional People's Representative Council (DPRD) in the formulation of regional regulations (*Peraturan Daerah*) in Cirebon City. A qualitative design was chosen because it allows for an in-depth understanding of social and political dynamics that cannot be fully captured through quantitative measurement. The study emphasizes meaning, interpretation, and interaction rather than numerical generalization.

The research design is descriptive-analytical, focusing on describing the collaboration process and analyzing factors that influence its effectiveness. The researcher acts as the primary instrument, supported by structured interview guides, observation checklists, and document analysis. This approach is consistent with Creswell's (2014) notion that qualitative research seeks to construct a complex, holistic picture based on words, detailed perspectives, and natural settings.

Research Location and Context

The study was conducted at the City of Cirebon, West Java Province, focusing on two key institutions:

1. The Cirebon City Government, represented primarily by the Legal Division, the Regional Secretariat, and relevant technical departments (*Organisasi Perangkat Daerah* or OPD) involved in drafting local regulations.
2. The Regional People's Representative Council (DPRD) of Cirebon City, particularly the Legislative Division and members of Commission A, which deals with governance and legal affairs.

Cirebon City represents a dynamic local government setting where legislative−executive interaction is crucial for regional governance. The city's socio-political environment provides a relevant case for analyzing collaborative governance because it involves both bureaucratic professionalism and political negotiation.

Types and Sources of Data

The research utilizes qualitative data derived from both primary and secondary sources.

1. Primary Data were obtained through:
   - In-depth interviews with key informants, including:
   - Members of the DPRD (especially those on the legislative and legal commissions);
   - Officials from the Legal and Organizational Division of the City Government;
   - Secretaries and sub-section heads involved in regulation drafting;
   - Representatives from the Secretariat of the DPRD;
   - Community or civil society actors engaged in advocacy for public participation in policymaking.
   - Observations, focusing on meetings, public hearings, and coordination activities related to regional regulation formation.
2. Secondary Data were collected from:
   - Official documents such as minutes of meetings, drafts of *Perda*, annual reports, and internal memos;
   - Relevant laws and government regulations governing the formation of *Perda*;

- Academic journals, books, and policy papers related to collaborative governance and public policy.

Sampling Technique

Sampling was conducted using purposive sampling, which selects participants based on their relevance to the research objectives and their knowledge of the subject matter. This method was chosen to ensure that the data reflect the perspectives of those directly involved in or knowledgeable about the collaboration process. The sample consisted of approximately 10 key informants, selected from both the Local Government and the DPRD, ensuring representation from both executive and legislative branches.

The number of informants was considered sufficient for qualitative saturation—meaning that new data no longer brought significant new insights (Miles & Huberman, 1994).

Data Collection Techniques

Data were collected using three main techniques:

1. Interviews

Semi-structured interviews were conducted to explore participants' perceptions of collaboration effectiveness. The interview questions covered themes such as communication, coordination mechanisms, trust, role clarity, and shared decision-making.

2. Observation

Direct observations were made during public consultations and coordination meetings between the executive and legislative branches. These observations helped verify how collaboration took place in practice and whether it aligned with formal procedures.

3. Document Study

Documentary analysis was used to cross-check interview data and obtain objective evidence of collaboration activities. Relevant documents included drafts of regional regulations, meeting reports, DPRD session notes, and correspondence between the two institutions.

Data Analysis

The data were analyzed using the interactive model of qualitative analysis proposed by Miles, Huberman, and Saldaña (2014), which includes three main stages:

1. Data Reduction – selecting, simplifying, and focusing the data that are relevant to the research questions. Interview transcripts, observation notes, and document excerpts were coded according to themes such as communication, trust, coordination, and decision-making.

2. Data Display – organizing data into narrative matrices and thematic summaries to facilitate interpretation.

3. Conclusion Drawing and Verification – identifying patterns, relationships, and theoretical implications based on the collected data. The results were then compared to the collaborative governance framework of Ansell and Gash (2007) to assess how well the Cirebon case aligns with the model.

This analytic process was iterative, meaning that data collection and analysis were conducted simultaneously to refine emerging themes and validate interpretations.

Validity and Reliability

To ensure the credibility and trustworthiness of the findings, several validation strategies were employed:

1. Triangulation of Data Sources – comparing information from interviews, observations, and documents to confirm consistency.

2. Member Checking – presenting key findings to several participants to verify the accuracy of interpretations.

3. Prolonged Engagement – the researcher maintained regular contact with both institutions during data collection to gain deeper contextual understanding.

4. Peer Debriefing – consultation with academic supervisors and colleagues was conducted to test the logic and coherence of data interpretation.

These steps strengthen the internal validity of the research and ensure that the conclusions are grounded in empirical evidence.

Ethical Considerations

This study adheres to ethical standards in social research. All informants were informed of the research objectives and consented voluntarily to participate. Their identities were kept confidential, and data were used solely for academic purposes. The researcher also ensured neutrality by avoiding political affiliation with either institution involved in the study.

Analytical Focus

In line with the research objectives, the analysis focused on four major aspects of collaboration effectiveness:

1. Communication and Coordination Mechanisms;
2. Mutual Trust and Institutional Commitment;
3. Role Clarity and Power Balance; and
4. Consensus and Joint Decision-Making.

By examining these dimensions, the study seeks to determine not only whether collaboration exists but also how well it functions in practice, and what institutional and behavioral factors influence its effectiveness.

In summary, this research methodology integrates multiple data sources and qualitative techniques to comprehensively assess the effectiveness of collaboration between the Cirebon City Government and the DPRD. Through systematic analysis, the study aims to produce findings that are both empirically grounded and theoretically insightful, contributing to the broader discourse on collaborative governance in Indonesia's decentralized system.

RESULT AND DISCUSSION

Overview of Collaboration in the Regional Regulation Process

The process of formulating regional regulations (*Peraturan Daerah* or *Perda*) in Cirebon City involves multiple stages that require the active participation of both the Local Government (executive) and the Regional People's Representative Council (DPRD, legislative). According to the procedural guidelines established by Law No. 12 of 2011 on the Establishment of Legislation, the formation of *Perda* follows five formal steps: planning, drafting, discussion, approval, and enactment. Each step requires inter-institutional coordination, negotiation, and decision-making.

Field findings indicate that both the executive and legislative branches recognize the importance of collaboration in this process. Interviews with informants revealed that joint planning and consultation are regularly conducted, particularly at the beginning of each fiscal year, when the *Program Pembentukan Peraturan Daerah* (Regional Regulation Formation Program, or *Propemperda*) is formulated. This program lists the regulations to be drafted, amended, or reviewed within a one-year legislative period.

However, while formal mechanisms for collaboration exist, their practical implementation tends to be procedural rather than substantive. Most interactions occur in the form of scheduled meetings and document exchanges rather than continuous, problem-solving engagement. As one respondent from the DPRD Secretariat stated:

> *"Coordination runs well in formal meetings, but beyond that, communication between the executive and legislative bodies is still limited."*

This finding suggests that the institutional framework for collaboration is adequate, but the relational and behavioral aspects—such as trust, transparency, and mutual understanding—require further strengthening.

Effectiveness of Communication and Coordination

Effective communication is a fundamental prerequisite for successful collaboration. Based on the interviews, most respondents agreed that the quality of communication between the Cirebon City Government and the DPRD has improved compared to previous periods, particularly since the introduction of digital coordination tools and regular briefings. The exchange of information has become more structured, and official correspondence between institutions is timely and transparent.

Nevertheless, challenges remain in informal communication. Several DPRD members indicated

that misunderstandings still occur due to differences in interpretation of technical and legal terms used in draft regulations. Similarly, some government officials noted that political discussions in the DPRD sometimes slow down the drafting process because of competing party interests or personal agendas. These issues demonstrate that communication effectiveness depends not only on the frequency of meetings but also on the clarity, openness, and trust developed between actors.

In terms of coordination, collaboration is generally stronger during the drafting and discussion stages than in the monitoring and evaluation stages. After a regulation is enacted, follow-up coordination for implementation tends to decline. This indicates that collaboration in Cirebon City remains project-oriented rather than continuous. The absence of joint monitoring mechanisms makes it difficult to evaluate whether enacted regulations achieve their intended objectives.

These findings align with the Collaborative Governance Model of Ansell and Gash (2007), which emphasizes the importance of ongoing dialogue and feedback loops in maintaining collaboration. In Cirebon's case, collaboration is effective in procedural compliance but less effective in sustaining long-term cooperation.

Mutual Trust and Institutional Commitment

Trust is one of the most critical factors influencing collaboration effectiveness. The research findings reveal that institutional trust between the Local Government and DPRD is moderate. Both institutions acknowledge each other's formal authority, yet mutual suspicion occasionally arises due to differences in political interests.

Several informants from the DPRD expressed concerns that some executive policies were not fully aligned with legislative recommendations. Conversely, executive officials mentioned that political considerations sometimes overshadow technical policy discussions. Despite these challenges, both parties recognize that mutual trust is essential to ensure the quality and legitimacy of local regulations.

Institutional commitment to collaboration is reflected in the consistent participation of both parties in meetings, joint working groups, and public consultations. However, personal commitment varies among members. Some actors play a more active and constructive role, while others participate only formally. This imbalance affects the overall performance of collaborative teams.

From a theoretical perspective, these findings reinforce the argument of Emerson, Nabatchi, and Balogh (2012), who state that collaboration requires not only institutional arrangements but also shared motivation among participants. Trust, mutual respect, and a sense of interdependence are crucial to sustain commitment beyond formal procedures.

Role Clarity and Power Balance

The study also examined how clearly defined roles and the balance of authority between institutions influence collaboration effectiveness. The results show that both the Local Government and DPRD have a clear understanding of their respective roles: the executive is responsible for preparing and drafting regulations, while the legislative body is responsible for reviewing, amending, and approving them.

However, overlaps occur when both institutions attempt to influence technical or political aspects outside their core competencies. For instance, some DPRD members occasionally intervene in the administrative process of draft preparation, while certain executive officials attempt to steer legislative deliberations to accelerate approval. These overlaps create friction and sometimes prolong the deliberation phase.

A balanced distribution of power is necessary to prevent domination by either side. The collaborative governance literature emphasizes that equality among partners is a key condition for consensus (Ansell & Gash, 2007). In the Cirebon case, the partnership is generally balanced, but political dynamics during budget discussions or policy debates occasionally tilt the balance toward one side. Maintaining equilibrium requires institutional mechanisms—such as mediation committees or facilitative leadership—to ensure that differences do not escalate into conflict.

Consensus Building and Decision-Making

The decision-making process in regional regulation formulation reflects varying degrees of consensus. The findings indicate that consensus is achieved more easily on technical and administrative regulations, such as those related to local revenue or administrative reorganization. However, consensus becomes more difficult in politically sensitive areas, such as urban planning, business licensing, and social welfare programs, where interests of different parties diverge.

Consensus building in Cirebon City generally follows a negotiation model. Each party presents its arguments, and the final decision is made through discussion and compromise rather than formal voting. This approach reflects a positive tendency toward deliberative decision-making. However, the quality of consensus is sometimes affected by external political pressure, such as lobbying from local interest groups or alignment with party agendas.

According to Huxham and Vangen (2005), genuine collaboration requires not only compromise but also shared ownership of decisions. In Cirebon, shared ownership is still evolving. Some participants view collaboration as a procedural necessity rather than a mutual opportunity for policy innovation. Enhancing awareness of joint accountability will be essential to improve the quality of future collaboration.

Supporting and Inhibiting Factors of Collaboration

From the analysis, several supporting and inhibiting factors were identified; supporting and inhibiting factors. The supporting factors includes: 1) existence of clear legal frameworks regulating collaboration between institutions, 2) commitment of key leaders (Mayor and DPRD Chairperson) to maintain coordination, 3) institutional routines, such as annual coordination meetings and public hearings, and 4) technological improvements in communication and document sharing. As for the inhibiting factors, there are: 1) political differences and conflicting priorities between parties, 2) limited public participation and consultation during the drafting stage, 3) inconsistent follow-up after regulation enactment, 4) lack of capacity-building programs for legislative and executive staff in legal drafting and negotiation skills. These factors demonstrate that while the institutional foundation for collaboration exists, behavioral and procedural challenges continue to limit its effectiveness.

Theoretical and Practical Implications

The empirical findings of this research support the Collaborative Governance Model proposed by Ansell and Gash (2007), particularly regarding the importance of communication, trust, facilitative leadership, and institutional design. The collaboration between the Local Government and DPRD in Cirebon City can be categorized as moderately effective: it fulfills formal procedural requirements but has not yet achieved deep, interactive cooperation based on shared understanding and mutual learning.

From a theoretical standpoint, this study confirms that collaboration effectiveness is determined by both structural and behavioral variables. Structurally, Cirebon City has adequate legal frameworks and organizational mechanisms for collaboration. Behaviorally, however, trust and commitment among individual actors vary, creating inconsistencies in performance.

From a practical perspective, strengthening collaboration requires:
- Establishing continuous communication channels beyond formal meetings;
- Enhancing facilitative leadership to mediate conflicts and encourage participation;
- Increasing transparency and documentation of decision-making processes;
- Institutionalizing joint evaluation mechanisms to monitor *Perda* implementation.

Ultimately, effective collaboration is not only about reaching agreement but about building a sustainable partnership that integrates administrative competence, political legitimacy, and public accountability.

In summary, the collaboration between the Local Government and DPRD in Cirebon City is functional but not yet optimal. It successfully fulfills the procedural requirements of regulation formulation, but the quality of interaction, trust, and shared responsibility still needs improvement. Strengthening these aspects will be key to realizing genuine collaborative governance that enhances the quality and legitimacy of regional policymaking.

CONCLUSION

This research set out to analyze the effectiveness of collaboration between the Local Government and the Regional People's Representative Council (DPRD) in the formulation of regional regulations (*Peraturan Daerah*) in Cirebon City. Using the Collaborative Governance Model as the analytical framework, the study found that collaboration between the executive and legislative branches in Cirebon is generally functional but not yet optimal. The process fulfills formal requirements and maintains procedural consistency; however, it has not yet achieved the depth of cooperation required

for fully integrated and participatory governance.

The key conclusions of this study are summarized as follows:

1. Collaboration between the Local Government and DPRD is moderately effective.

Both institutions have established formal mechanisms for communication and coordination, including the annual Propemperda planning sessions and joint working meetings. These mechanisms ensure that regulation formulation follows established procedures. However, collaboration remains largely procedural, with limited substantive interaction and joint problem-solving.

2. Communication and coordination exist but are not yet continuous.

Coordination is strong during the drafting and discussion phases but tends to weaken after regulations are enacted. The absence of structured post-enactment monitoring and evaluation mechanisms limits the sustainability of collaboration.

3. Mutual trust and institutional commitment are present but inconsistent.

While key leaders from both institutions display mutual respect and a willingness to cooperate, variations in political interests and personal motivation among individual members sometimes hinder the consistency of collaboration. This indicates that institutional trust has not yet evolved into interpersonal trust across all levels of the organization.

4. Role clarity and balance of power are essential but occasionally blurred.

Both institutions understand their formal roles, yet overlaps and tensions occur, particularly when political interests intersect with administrative functions. Maintaining a balance between legislative oversight and executive autonomy remains a challenge.

5. Consensus building is achieved primarily through negotiation, not co-creation.

Agreements on regulation drafts are generally reached through compromise rather than genuine co-production of policy ideas. The process remains dominated by traditional political negotiation rather than deliberative problem-solving, which limits innovation in local policymaking.

Overall, the collaboration between the Cirebon City Government and the DPRD demonstrates progress in institutional coordination but requires significant improvement in trust-building, communication quality, and participatory engagement. The findings highlight that collaboration effectiveness depends not only on formal structures but also on behavioral and relational dimensions.

Theoretical Implications

From a theoretical standpoint, this study reinforces the relevance of the Collaborative Governance Model proposed by Ansell and Gash (2007). The Cirebon case illustrates that the model's components—starting conditions, institutional design, facilitative leadership, trust building, and shared understanding—are applicable to intergovernmental collaboration within decentralized governance systems.

However, the study also demonstrates that collaborative governance in a political-administrative context requires adaptation to local dynamics. Factors such as political culture, hierarchical traditions, and bureaucratic norms can influence how collaboration unfolds. Therefore, the Cirebon case expands the model by emphasizing the need for institutional adaptation and political neutrality as additional conditions for effective collaboration in developing democracies.

The study also contributes to the broader literature on decentralization and inter-institutional relations by providing empirical evidence that local collaboration is not only an administrative mechanism but also a political process that requires mutual learning and cultural transformation.

Practical and Policy Implications

The research findings have several practical and policy implications for improving the effectiveness of collaboration between local governments and legislative bodies:

1. Institutionalization of Continuous Communication Mechanisms

Regular coordination meetings should be complemented by informal communication channels and digital platforms that allow real-time exchange of information between the Local Government and DPRD. Establishing a joint secretariat or liaison unit could facilitate better integration.

2. Strengthening Facilitative Leadership

Leadership plays a pivotal role in bridging institutional differences. The Mayor, DPRD Chairperson, and senior bureaucrats should act as facilitators who promote dialogue and mediate conflicts rather than reinforcing hierarchical or partisan divides.

3. Capacity-Building for Collaborative Competence

Both legislative and executive members require training in collaborative decision-making,

negotiation, and legal drafting. Building human resource capacity will improve mutual understanding and technical accuracy in policy formulation.

4. Enhancing Public Participation in Regulation Formulation

Collaboration should not be limited to inter-institutional interaction but should also involve the public through hearings, focus group discussions, and online consultations. Inclusive participation increases legitimacy and ensures that regulations reflect community needs.

5. Establishing Joint Monitoring and Evaluation Frameworks

After regulations are enacted, joint evaluation mechanisms should be developed to monitor their implementation and outcomes. This will promote shared accountability and continuous policy improvement.

6. Promoting a Culture of Transparency and Mutual Trust

Transparency in communication, decision-making, and budgeting processes will reduce suspicion and increase trust between institutions. Trust-building initiatives—such as shared planning workshops or inter-agency retreats—can foster interpersonal relationships that strengthen collaboration.

7. Integrating Collaboration into Local Governance Reforms

The lessons from Cirebon should inform broader governance reforms aimed at institutionalizing collaboration across all sectors of local government. The Ministry of Home Affairs could adopt these practices as models for improving coordination between local executives and legislatures nationwide.

Limitations and Suggestions for Future Research

While this study provides valuable insights, several limitations must be acknowledged. First, the research focuses only on one local government—Cirebon City—so the findings may not represent all regional contexts in Indonesia. Future studies could employ comparative analysis across multiple cities or provinces to identify variations in collaborative dynamics. Second, the study relies primarily on qualitative data. Future research could adopt a mixed-method approach to quantify the strength of collaboration through measurable indicators such as communication frequency, trust levels, or implementation success rates. Third, this study emphasizes institutional collaboration; however, future research could explore the role of external stakeholders—such as civil society organizations, academic institutions, and the private sector—in enriching the collaborative governance process.

Concluding Remarks

In conclusion, effective collaboration between the Local Government and DPRD is the cornerstone of democratic local governance. The Cirebon case demonstrates that collaboration can function when supported by legal frameworks and institutional commitment, but it requires more deliberate efforts in building trust, communication, and shared accountability.

The success of regional governance depends not only on formal compliance with administrative procedures but also on the quality of relationships among actors who share responsibility for policymaking. When collaboration is genuine—characterized by open dialogue, mutual learning, and joint responsibility—it produces policies that are not only legitimate but also effective and responsive to the public interest.

Therefore, fostering collaboration between political and bureaucratic institutions should be a strategic priority for Indonesia's ongoing decentralization reform. The lessons from Cirebon provide a compelling example of how local democracy can evolve from mere procedural governance to truly collaborative governance—where cooperation, trust, and shared vision become the driving forces behind sustainable public policy.

REFERENCES

Ansell, C., & Gash, A. (2007). Collaborative governance in theory and practice. Journal of Public Administration Research and Theory, 18(4), 543–571. https://doi.org/10.1093/jopart/mum032

Creswell, J. W. (2014). Research design: Qualitative, quantitative, and mixed methods approaches (4th ed.). Thousand Oaks, CA: SAGE Publications.

Emerson, K., Nabatchi, T., & Balogh, S. (2012). An integrative framework for collaborative governance. Journal of Public Administration Research and Theory, 22(1), 1–29. https://doi.org/10.1093/jopart/mur011

Gray, B. (1989). Collaborating: Finding common ground for multiparty problems. San Francisco, CA: Jossey-Bass.

Huxham, C., & Vangen, S. (2005). Managing to collaborate: The theory and practice of collaborative advantage. London: Routledge.

Kurniawan, T., & Pramusinto, A. (2018). Collaborative governance in local government: Lessons from Indonesia. Journal of Public Administration and Policy Research, 10(2), 25–35.

Law of the Republic of Indonesia No. 12 of 2011 on the Establishment of Legislation.

Law of the Republic of Indonesia No. 23 of 2014 on Regional Government.

Government Regulation No. 12 of 2018 on the Guidelines for the Preparation of DPRD Standing Orders.

Minister of Home Affairs Regulation No. 80 of 2015 on the Formation of Regional Legal Products.

Miles, M. B., Huberman, A. M., & Saldaña, J. (2014). Qualitative data analysis: A methods sourcebook (3rd ed.). Thousand Oaks, CA: SAGE Publications.

Roberts, N. C., & Bradley, R. T. (1991). Stakeholder collaboration and the public policy process. Public Administration Review, 51(5), 493–502. https://doi.org/10.2307/976458

Thomson, A. M., Perry, J. L., & Miller, T. K. (2007). Conceptualizing and measuring collaboration. Journal of Public Administration Research and Theory, 19(1), 23–56. https://doi.org/10.1093/jopart/mum036

Widianingsih, I. (2017). The dynamics of collaborative governance in Indonesian local government. Policy and Governance Review, 1(3), 203–215. https://doi.org/10.30589/pgr.v1i3.46