

Institutional Revitalization: Synchronizing Local Legislative Programs with Local Government Work Plans in Gorontalo, Indonesia

Espin Tulie¹, Asna Aneta², Yanti Aneta³, Ismet Sulila⁴

¹Public Administration, Postgraduate Program, Gorontalo State University, Indonesia.

^{2,3,4}Public Administration, Faculty of Social Sciences, Gorontalo State University, Indonesia.
(email: espintulie071@gmail.com)

Abstract

This study examines the topic of Institutional Revitalization: Realizing the Synchronization of Regional Legislative Programs with Local Government Work Plans in Gorontalo, Indonesia. The thesis statement of the research is that the initial conditions, institutional design, leadership, and collaborative governance process will run optimally when institutional revitalisation is carried out between the Regional People's Representative Council and the Gorontalo Provincial Government so that it can achieve harmony between the main points of thought and the Regional Government Work Plan. The research method uses a qualitative approach. The results of the study show that between the Regional People's Representative Council and the Gorontalo Provincial Government have not established effective communication for the planning process, in this case there are different visions and goals to prioritize the interests of the community; aspects of Leadership, based on research findings that ineffective leadership has an impact on lack of integration between institutions, ineffective internal and external supervision, and weak collaboration between stakeholders; The collaboration process, in accordance with the findings of the research that there are political interests, sectoral ego, lack of effective coordination, lack of commitment, unclear direction and objectives, lack of monitoring and evaluation, lack of public understanding of the division of authority, disconnected communication between government units, lack of involvement of the Regional People's Representative Council in the Planning Process, and mismatch of goals between the Regional People's Representative Council and the Government Province so that the collaboration process has not been maximally achieved. Based on the research findings, in harmonising the Ideas of the Regional House of Representatives and the Regional Government Work Plan in Gorontalo Province, institutional revitalisation in collaborative governance is needed so that the initial conditions, institutional design, leadership and collaboration process between institutions can be achieved effectively.

Keywords:

collaborative governance; points of thought; institutional revitalization

Introduction

This study examines the topic of Institutional Revitalization: Realizing the Synchronization of Regional Legislative Programs with Local Government Work Plans in Gorontalo, Indonesia. In this study, we will look at the initial conditions, institutional design, leadership, and collaborative governance process in Gorontalo Province to reach an understanding, as well as its impact on regional development (Ansell & Gash, 2008). The thesis statement of the research is that the initial conditions, institutional design, leadership, and

collaborative governance process will run optimally when institutional revitalisation is carried out between the Regional People's Representative Council and the Gorontalo Provincial Government so that it can achieve harmony between the main points of thought and the Regional Government Work Plan.

Collaborative governance can be applied at various levels of Government, ranging from local government to national and even international levels. The collaborative governance process includes initial conditions, facilitative leadership, institutional design, and the collaboration process (Rahmawati & Hertati, 2023). The main goal is to achieve more effective, inclusive, and sustainable policies through the active engagement and collaboration of all relevant stakeholders. The parties involved strive to cooperate and support each other in achieving common goals. These collaborations can involve different types of activities, including open dialogue, information exchange, and joint projects. Taehyon Choi and Peter J. Robertson (2014) argue that collaborative governance as a framework refers to cooperation between a group of interdependent stakeholders, usually, this group consists of various sectors that work together to develop and implement policies aimed at addressing complex and varied problems (Agustina & Wulandari, 2023).

The advantages of *collaborative governance* can build trust, reduce conflict, and be more responsive (Bettis et al., 2020) This results in a more inclusive decision-making process and policies that are more in line with the local context. As for interactive monitoring measures, and interest compensation is essential to improve governance (Zheng, 2023) By monitoring interactions and compensating the interests of various parties, governance can become more efficient, fair, and by the needs of society. The advantages of *collaborative governance* carried out fairly and effectively can bring positive socio-economic benefits (Keyim, 2018) Collaborative governance that is implemented fairly and effectively, has great potential to bring positive social and economic benefits. Collaborative governance brings benefits such as building trust, reducing conflicts, and increasing responsiveness to local governments. Interactive monitoring measures and interest compensation are key to improving efficient and equitable governance. In the implementation of fair and effective collaborative governance, there is great potential to achieve positive benefits and cannot be separated from things that are challenges in government.

Some challenges are often encountered in the implementation of Collaborative governance, challenges faced such as regulations that are more state-centred (Beyers et al., 2023) limitations of the current governance structure and opportunities for change (Jones & White, 2021), In addition, materials, technical, and resources are also part of the challenge of Collaborative governance (Pasaribu & Kurniawan, 2022), Collaborative governance relies on

trust among stakeholders (Umar et al., 2019), Furthermore, increasing political polarisation in many places can have an impact on the ability to bring together various stakeholders (Swette et al., 2023), In addition, integrators (overlapping different roles) and segmenters (aligning roles with context without ambiguity) are part of the challenge of collaborative governance (Zambrano-Gutiérrez et al., 2023). There are interrelated governance challenges that include questions about trust, commitment, transparency, accountability, and representation of various interests (Dapilah et al., 2021).

An important element of Collaborative governance is the need for the leadership role of a region as expressed by (Gustafsson & Scurrah, 2023). Following inclusive and equitable stakeholder collaboration, it has been increasingly recognized for the success of governance (Z. Liu & Ding, 2023). The involvement of the Government, the community, and the private sector is urgently needed (Smith et al., 2022). Collaborative governance aims to achieve sustainable results in the long term and an understanding of common interests. Collaborative governance also often includes consideration of social and environmental impacts in decision-making, as this is becoming increasingly important in various contexts, in addition to the need to evaluate each policy implemented.

Several studies discuss Collaborative governance. In the context of developing countries, the study of Collaborative governance focuses on the Collaborative governance model for community-based trophy hunting programs (Ullah & Young Kim, 2020); Furthermore, the research was conducted by (Bruno, 2020) from the Netherlands discusses the principles of strategic management in innovation in policy; then United States researchers (Emerson & Murchie, 2010) looking at Collaborative and Climate Change with opportunities for public administration; In addition, researchers from Sweden (Hysing, 2022) conduct studies on institutional diversity and factors critical to the success or failure of Collaborative; The researchers from the United States of America (USA) (Cheng et al., 2015) looking at social capital and learning, changes in national policies, and boundary objects during the transition of the Collaborative regime to implementation; Researchers from Washington (Stegner, 2001) see the Collaborative governance study on the Collaborative governance model for the context of biodiversity; The researcher from Denmark (Agger & Sørensen, 2018) discussing public bureaucratic innovation; Research by (Emerson et al., 2012) who is also a Netherlands researcher looking at Government governance in terms of an integrative framework; in addition, research from California (Ulibarri et al., 2023) looking at the driving factors and dynamics of collaborative governance; and studies conducted by (Wang & Ran, 2023) from China looks at how network governance and collaborative governance carried out by the Government.

In Indonesia itself, a study that discusses Collaborative governance was conducted by (Riyanta & Kurniati, 2019) reviewing Government and non-government collaboration in poverty alleviation; (Yurizal & Aripin, 2022) collaborative decision-making process; (Zaenuri, 2012) adaptive governance towards collaborative governance; (Sudirman et al., 2022); Collaborative Governance in Tourism Development; (Ibrahim, 2022) Social innovation and collaboration between sectors in strengthening the national economy; (Tando et al., 2019) Collaborative Government as a solution to deforestation cases; (Hikmawan et al., 2020) Collaborative Governance in Food Security; (Nunung, 2021) Implementation of Minimum Service Standards; and (Sitepu & Maulana, 2021) tata kelola program corporate social responsibility.

Furthermore, the relevant research studies are as follows:

Table 1.
Relevant Research

Author	Name of the article/Book	Major Findings	Strength (a) and weakness (w)	Focus Cooperage
(Hysing, 2022)	Designing collaborative governance that is fit for purpose: theorising policy support and voluntary action for road safety in Sweden	The importance of contributing to understanding the critical factors for the success or failure of Collaborative governance	The strength of this study provides important insights for theory and research on collaborative governance. The weakness of the research is that the research still has limitations in terms of theoretical studies that only focus on public administration, public policy and public management.	Country of Sweden
(Tangney et al., 2023)	Navigating collaborative governance: Network ignorance and the performative planning of South Australia's emergency management	Disaster and emergency risk management plans.	The strengths of research may improve our understanding of the use of governance artifacts in the dissemination of network knowledge, while the weaknesses of research in research are not disclosed by researchers.	Country of Australia
(Lukman et al., 2023)	External stakeholders in the collaborative governance of natural resources in Ghana: Experiences from the Wa West District	Natural resource governance strategy	The strengths of this research reveal the various approaches carried out in the research, while the weaknesses of this research only look at how to manage natural resources through <i>the Collaborative governance approach</i> .	Country of Ghana
(Fang et al., 2022a)	A game theoretical	Corporate marginal	The first limitation of the research is that the research	Republic of China

Author	Name of the article/Book	Major Findings	Strength (a) and weakness (w)	Focus Cooperage
(Molenveld et al., 2021)	model for the stimulation of public cooperation in environmental collaborative governance A qualitative comparative analysis of collaborative governance structures as applied in urban gardens	environmental governance trends Regarding the coherence of factors affecting the durability of CGS (<i>collaborative governance structures</i>)	focuses on the Government's efforts to increase public participation. Second, the research identifies issues related to potential political involvement. The strength of this research is a clear theoretical study. The weakness of this study only involves one policy domain.	The Netherlands
(Ko et al., 2017)	Challenges in Collaborative Governance for Coastal Restoration: Lessons from the Caernarvon River Diversion in Louisiana	Enhancing mutual understanding among stakeholders	Strengths help reduce the perception gap between stakeholders, facilitating communication between scientists, policymakers, and stakeholders. While weaknesses in research prioritize certain types of research or methodologies.	United States
(Utami et al., 2022)	Collaborative Governance In Micro-Small Business Permit Services In The Administrative City of South Jakarta	Implementation of Collaborative Governance to accelerate services	The strength of this journal study is to provide a comprehensive analysis of the concept and implementation of Collaborative Governance in services.	Indonesian

Based on a review of literature in several developing countries and in Indonesia itself, no literature discusses *collaborative governance* about the main points of thought of the regional people's representative council and the work program of the local government, so to fill the gap (*gap*), this study will examine *collaborative governance* by looking at the alignment of the main points of thought in the equitable distribution of development in Gorontalo Province. Why Gorontalo Province was chosen because, in Gorontalo Province itself, there is still a gap in the Government collaboration process, where the Government or executive work plan and legislative work plan have not been synchronized. Why this research is important to be carried out because collaboration between the local government and the Gorontalo Provincial Government is needed to implement sustainable development through the main points of thought.

The role of the Regional People's Representative Council also faces many challenges in terms of implementing its representative function, especially in accommodating, following up,

and fighting for the aspirations of local communities. Law Number 23 of 2014 concerning Regional Government places the position of the Regional People's Representative Council as part of the Regional Government, and not as an absolute legislative institution in the region. Therefore, the role of the local government's work plan in producing political policies that accommodate the aspirations of the community is questionable. The condition of the Regional People's Representative Council is unique because even though it is part of the regional government, the Regional People's Representative Council is given 3 main functions: the legislation, the budget, and the supervisory. One of the implications of the formulation of the position of the Regional People's Representative Council as an element of Government is the emergence of conditions where the Regional People's Representative Council experiences psycho-political problems in front of the Regional Government so that the *check and balance mechanism* cannot run optimally. In fact, as a people's representative institution, the Regional People's Representative Council must conduct a *legislative review*, namely the process of reviewing the Draft Regional Regulations before they are ratified into Regional Regulations. This condition causes the Regional People's Representative Council to find it difficult to carry out its duties and functions effectively, where the effectiveness factor is the ability to carry out the duties and functions of an organization that there is no pressure or tension between its implementation. In addition, the function of representation of the Regional People's Representative Council is also pseudo-even though the function of the Regional People's Representative Council is as a representative of the community in the region (Ardipandanto, 2020).

The Regional People's Representative Council is actually a people's representative who is a partner of the local government in various policies, programs and activities that can improve the welfare of the community. Normatively, the Regional People's Representative Council is a people's representative institution in the Region consisting of members of political parties participating in the general election who are elected based on the results of the general election. Based on Law Number 23 of 2014 concerning Regional Government, the Regional People's Representative Council is a Regional People's Representative Institution that is positioned as an element of the Regional Government organizer, so it can be said that the Regional People's Representative Council is a working partner of the Regional Head in the implementation of Regional Government.

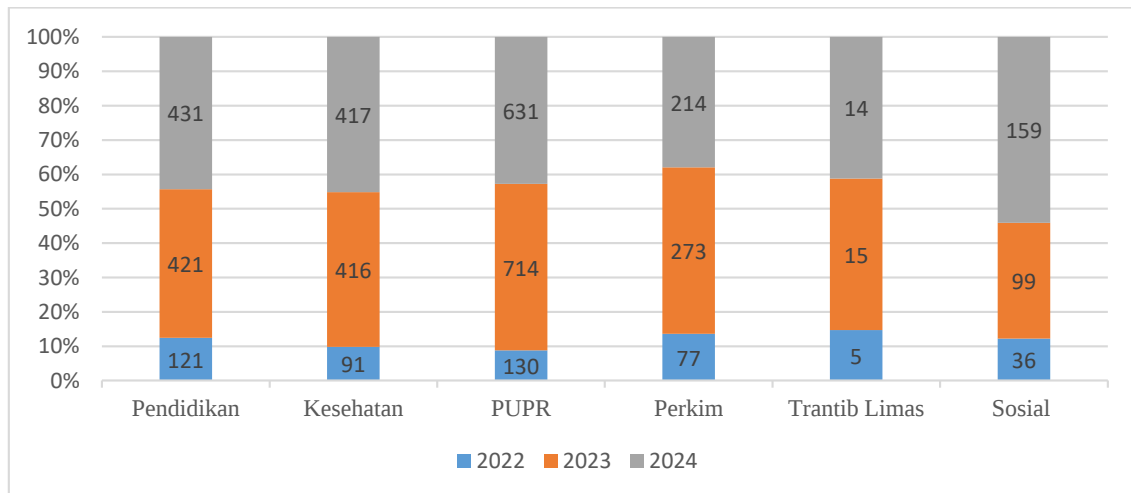
Talking about the Regional People's Representative Council, we also need to know the points of thought that are the authority of the institution. The main points of thought have been regulated in Article 178 of Permendagri No.86/2017 where the main points of mind of the Regional People's Representative Council are aligned with development goals and priorities as

well as the availability of real budget capacity. The results of the study of the main points of thought of the Regional People's Representative Council are formulated in a list of development problems signed by the Chairman of the Regional People's Representative Council. Furthermore, the main points of the Regional People's Representative Council, submitted no later than one week before the Musrenbang of the local government work plan are implemented, and the main points of the Regional People's Representative Council submitted after the deadline has passed, will be used as input in the preparation of changes to the basic local government work plan for changes to the Regional Revenue and Expenditure Budget for the current year or in the preparation of The Regional Government Work Plan for the following year.

Therefore, the activity of absorbing and following up on the aspirations of the community they represent is the essence of activities that must be carried out and fought for by every member of the local government work plan (Laksana, 2022). In the preparation and discussion of the local government work plan, which is an annual program of the local government, it actually requires harmonious and humanist interaction and communication between the local government work plan and the local government. It is not easy for a member of the "opposition" local government work plan, for example, to convey the Points of Thought which are then outlined in the Regional Government Work Plan as an elaboration of the vision and mission of the Regent/Mayor/Governor (which is contrary to the political direction and interests) so that it can then be synergized, harmonized, and synchronized. The biggest challenge lies in how they are willing and able to identify and equate the substance of the two ideas of interest. Political communication that is generally established is often in the form of political lobbying which is a political communication agenda between groups and individuals that has the goal of influencing each other to make mutually beneficial agreements and build new cooperation or coalitions.

Chart 1.

**Number of Gorontalo Points of Thought
Based on the Compulsory Affairs of Basic Services in 2022-2024**



Source: Gorontalo Regional House of Representatives, 2023

There has been a significant increase in Essentials for all types of compulsory basic services from 2022 to 2023. Then there are a few adjustments for 2024. However, it can be seen that the Gorontalo Provincial Regional People's Representative Council views educational, health and social services as the main concern which is characterized by the number of points of thought that continue to grow and increase. So far, there have been several concrete results from the Government's policies which are the realization of the Points of the Gorontalo Provincial Regional House of Representatives. One of the main points of thought that has been successfully realized is motorcycle assistance for vegetable traders in districts/cities through the 2022 APBD, such as in Luhu Village, Gorontalo Regency which received 1 out of 5 units of vegetable motorcycles in Gorontalo Province. Based on the conditions regarding the main points of thought that have been described before, it is necessary to compare several theories about collaborative governance.

Comparison of theories according to experts regarding *collaborative governance* as expressed by (Ulibarri et al., 2023) the importance of the role of individuals in the Collaborative process regarding political dynamics, the role of accountability, and the challenges associated with the assessment of collaborative performance. The theory put forward by (Ansell & Gash, 2008) is that collaborative governance looks at the initial conditions, institutional design, leadership, and collaborative process. The theory of *collaborative governance* from Russell M. Linden goes through five stages: 1) Basic collaboration, 2) Relationships, 3) High stakes, 4) Consistency for collaboration, 5) Collaborative Leadership (Lestari et al., 2022). Collaborative Governance is governance management that involves direct participation, focusing on achieving

consensus and deliberation in the collective decision-making process, to formulate and implement public policies and programs (Wanti A & Mashur, 2022). The success of collaboration depends on careful planning, inclusive participation, effective communication, and a deep understanding of stakeholders and their contexts as expressed by (Zhang et al., 2023). This literature review will use the formulation of *collaborative governance* as presented by (Ansell & Gash, 2008).

Furthermore, in the study, the problem was identified in Gorontalo, Indonesia, in this case the Regional People's Representative Council and the Regional Government based on the initial conditions, namely, a) Imbalance between influences/forces where the results of the identification of conflicts of interest in determining the priority scale of program proposals, there is the dominance of the Government in the formulation of activity program plan proposals and tends to ignore citizens' proposals and inaccurate data the needs of residents during deliberation planning. There is an overlap in the implementation of activity programs between activities carried out through Points of Thought and those through musrenbang; b) Resources based on problem identification, where Members of the Regional People's Representative Council have a limited level of knowledge so that they face difficulties in designing effective and sustainable policies and there is still a wrong perception related to the tree that seems to be only for the benefit of the members of the Regional People's Representative Council; and c) Stakeholder knowledge in the formulation of the budget ceiling is relatively disproportionate based on the scale of community needs.

Institutional design where the Regional People's Representative Council has not been optimal in supervising local government activity programs and budget politics in regions that have not been on the side of the community's interests. From the aspect of Leadership which is constrained by the imbalance of power, the executive leadership still maintains full authority in the implementation of the Government, resulting in the members of the Gorontalo Provincial Regional People's Representative Council losing influence in the policy planning process. The aspects of the Collaborative Process are 1) Face-to-face dialogue where public participation is still low in supervising the program of activities in the Regional Government Work Plan document; 2) Building trust based on identification in the field, still low accountability and transparency from the local government bureaucracy, 3) Commitment in the collaborative process where the identification of problems in the management of the Regional Revenue and Expenditure Budget that is still far from expectations for the public interest and Supervision and evaluation of local government work plans are carried out in general and are not sorted; 4) Shared understanding, that local governments tend to lack understanding of the needs and desires of local communities

(*better knowledge of local demands*). 5) The results between (middle) where the pokir is mostly carried out only in the constituency of each member of the Regional People's Representative Council and the mapping of beneficiary groups are inaccurate.

Methods

This research has been carried out in the Regional People's Representative Council and the Gorontalo Provincial Government. The Gorontalo Provincial Regional People's Representative Council has a crucial task. Through research on Collaborative Governance between the Government (Executive) and the Regional People's Representative Council (Legislative) in Gorontalo Province, the relevance of their roles in policy-making, resource management, and public services at the regional level is proven. This research provides important insights into the dynamics, obstacles, and opportunities for cooperation at the regional level. Thus, the policy recommendations obtained from this study are expected to strengthen Collaborative governance in Gorontalo Province and improve the welfare of local communities.

This research uses a qualitative approach that has an inductive mindset where this research departs from facts and data from field findings regarding Collaborative Governance in the Regional People's Representative Council and the Gorontalo Provincial Government. Three main approaches to data collection in qualitative research as revealed by (Barrett & Twycross, 2018) namely interviews, focus groups, and observations, providing researchers with a deep and diverse understanding. Qualitative research relies on tools such as *focus group discussions*, in-depth interviews, and observations. This understanding is in line with the concept put forward by Creswell (2016), which explains that qualitative research is a form of interpretive approach that requires a deep understanding of what is observed, heard, and understood.

The key informants and supporting informants in this study have gained a more complete and in-depth understanding of *collaborative governance* in Gorontalo Province and created space to understand the challenges and opportunities in an effort to achieve the synchronization of the main points of thought between the Regional People's Representative Council and the Provincial Government. The following are the techniques and procedures for data collection, namely observation, interviews, documentation and triangulation/combined. In addition, the form of data validity in peelitian is carried out by testing data credibility, transferability, confirmability, and dependability.

Research Results and Discussion

The presentation of the results of the research on *collaborative governance* that adjusts the main points of the Regional People's Representative Council and the Regional Government Work Plan in Gorontalo Province can explain several aspects. First, the data involves the elaboration of cooperation between the Gorontalo Provincial Government and the Regional People's Representative Council in preparing the Regional Government Work Plan, including how the views of the Regional People's Representative Council are integrated into the document. In addition, the elaboration of the data emphasizes the method of communication and coordination between the two institutions to ensure the consistency of the government's vision and mission with the aspirations expressed by the regional people's representative council.

a) Initial Conditions

The initial conditions in the collaborative governance process between the Regional People's Representative Council and the Gorontalo Provincial government describe the various stages and dynamics that have taken place. This process includes a number of important aspects involving coordination, policy formulation, and implementation of development programs. The following will describe some of the information obtained in support of the research, as the opinion conveyed by the hospital regarding the initial condition in the Gorontalo Provincial government as follows:

"The needs of the community must be proposed one year in advance so that they can be included in the Regional Government Work Plan, the Strategic Plan of the Regional Government Organization, and the Regional Medium-Term Development Plan without reducing public spending. The budget must be allocated in harmony, such as for the rehab of the Kumperindag Office, whose allocation can increase without reducing the budget of other agencies. The indicative distribution of the budget must include savings, while various sources of funding such as Regional Original Revenue, General Allocation Fund, Special Allocation Fund, and profit sharing must be well managed. The role of the government, especially Bappeda, is very important in planning and supervising the budget. The principles of harmonization and effective communication between agencies and the community must be applied to find the right solution and avoid overlapping budgets, as well as ensure the implementation of proposals without interfering with existing budget allocations, including the main budget and public relations that are outside the office. In the process of meeting discussions that are held, individual proposals such as proposals from the governor often appear. However, the challenge that remains to be faced is to still refer to the initial conditions of planning and ensure that the results of the study are not contrary to the rules that have been set. Usually, the proposals will be returned to the forum that has been approved, and the final decision will be taken based on compliance with applicable regulations. In this process, it is very important to pay attention to the regional fiscal capacity to implement these proposals financially". (RS/30 April 2024)

The views conveyed by MDS as the Division of Planning, Control and Evaluation of Regional Development of Gorontalo Province are as follows:

"Characteristics, in my opinion, there is close cooperation between the Regional People's Representative Council and the Gorontalo Provincial Government in formulating development policies and programs. Effective coordination between these two institutions allows for the achievement of agreements on budget allocation as well as the implementation of effective development programs. Through open dialogue forums, the Regional People's Representative Council and the Provincial Government can jointly evaluate the development programs that have been implemented and formulate strategic steps to encourage the progress of Gorontalo as a whole" (MDS/May 6, 2024)

Figure 1.
Public Consultation Forum



The findings of the study show that the initial conditions in *collaborative governance* in Gorontalo Province face various challenges that require continuous improvement in terms of coordination, communication, and budget management. Submission of community needs that must be done well in advance is often difficult to accommodate without interfering with existing public spending. The collaboration and communication between stakeholders, including the integration of the Long-Term Development Plan into the Strategic Plan and the General Budget Policy and Temporary Budget Ceiling Priorities process, needs to be improved to be more synchronous and integrated. The management of community aspirations and regional resources must be more effective and data-based to ensure that the programs carried out are really in accordance with the needs of the community and are able to optimize local potential.

Opinion (Ansell & Gash, 2008) that the initial condition affects the collaboration process that will occur, where there are factors that can support or hinder cooperation between stakeholders and between institutions/organizations and stakeholders. In research (Fang et al., 2022b) It was outlined that policymakers and practitioners need to strengthen public cooperation and improve governance performance. Said (Jonathan et al., 2018) that cooperative behaviour between organizations and stakeholders will be maximized when relational partners share the same core values and strategic priorities. There are several opinions that the alignment

of values and strategic priorities is the key in facilitating effective cooperation between the organization and stakeholders.

b) Institutional Design

In the collaborative governance process between the Regional People's Representative Council and the Gorontalo Provincial Government, institutional design is crucial to ensure the creation of effective coordination, inclusive participation, and decision-making that is responsive to the needs of the community. The following will describe some of the information obtained as conveyed by MDS as follows:

"Setting a priority scale in determining the effectiveness of regional development policies must be adjusted to existing development issues and problems. We ensure that the direction and policies of the activity programs formulated in the planning documents, be it the Regional Long-Term Development Plan, the Regional Medium-Term Development Plan, and the Regional Government Work Plan, contain efforts to manage sustainable natural resources and preserve biodiversity. This all aims to support sustainable development and organize resources for the entire community" (MDS/May 6, 2024)

Figure 2.

RPD, RKPD, and RPJPD documents



The existing opinions along with the support of the documents displayed and described earlier that the priority scale in regional development policies must be adjusted to existing development issues and problems. Planning documents such as RPJPD, RPJMD, and RKPD must contain efforts to manage sustainable natural resources and preserve biodiversity (biodiversity). In essence, the purpose of all this is to support sustainable development and organize resources for the entire community. The development policies formulated are not only economically effective, but also pay attention to environmental sustainability and the social welfare of the community as a whole.

The information submitted by SBI is as follows:

"The mechanism for formulating stages in regional development involves several important steps. The first stage is effective negotiation and communication between related parties to approve the Regional Government Work Plan and determine the theme and magnitude of each stage based on existing findings. The main idea is structured consistently, while the location (location determination) is used as a formula and entry point to identify and find the right solution. The date of formation of each stage is determined on the basis of careful consideration. This process involves structured work and routine, although it often faces sectoral ego challenges and a lack of innovation. Furthermore, the preparation of strategic plans and work plans of the Regional Apparatus Organization is carried out to ensure that all steps and policies taken are in accordance with regional development goals. The Regional Development Planning Agency has several main functions in regional development planning, including as a sectoral leader in the preparation of planning documents. Furthermore, Bappeda is responsible for reviewing the Regional Medium-Term Development Plan and Work Plan, ensuring that these documents are in accordance with the vision and mission of regional development. The Bappeda preparation function includes comprehensive strategic planning, while the organizer function involves the coordination and implementation of various development programs. In addition, Bappeda has a supervisory function to monitor and evaluate the implementation of development plans, ensuring that all activities run as planned. This process is carried out through sitting together between various stakeholders in the preparation of planning documents to reach optimal agreement and integration." **(SIB/July 35, 2024)**

Furthermore, it was conveyed that the need for services that are accountable, adaptive and transformation-oriented are as follows:

"Improving adaptive and reliable institutional governance and optimizing performance-based planning to improve the quality of public services Service-oriented, accountable, adaptive and transformative development" **(MDS /May 6, 2024)**

Studied from several expert opinions as conveyed by (Ansell & Gash, 2008) that institutional design refers to the way the ground rules of collaboration are formed, and this is important because it provides procedural legitimacy in the process. The focus in institutional design is how the rules for participation in collaboration are established, how the forum is formed, how the rules for its implementation are clearly defined, and how transparency is maintained in the collaboration process. Said (Klijn & Koppenjan, 2006) that the institutional design process involves strategic efforts to influence the nature of institutional rules. As for what is said (Breaugh et al., 2023) that institutional design and leadership are often considered essential in a variety of collaborative governance frameworks. Research by (Sommerer et al., 2021) revealed the importance of institutional design by considering how integration, delegation, and access affect decision-making performance. As for (Torfing et al., 2020) also revealed that direct leadership is more important in ensuring collaborative innovation outcomes than a hands-off approach to institutional design.

Based on the results of research and theoretical studies, the institutional design to support collaborative governance in Gorontalo Province faces several major problems, including unclear development priorities, less adaptive governance, limited stakeholder participation, lack of integration between the Ideas and Strategic Plans, limited involvement of the Regional People's Representative Council, and a less inclusive and collaborative work culture. The experts' theories support these findings by emphasizing the importance of institutional design that includes clear rules of participation, transparency, and adaptability, as well as direct and proactive leadership to ensure collaborative innovation outcomes. Therefore, improving the institutional design in Gorontalo must include improving the quality of leadership, clear rules of participation, transparency, and responsiveness to change to achieve effective collaborative governance.

c. Leadership

Some information obtained from several informants regarding collaborative governance in Gorontalo Province as conveyed by the Division of Planning, Control and Evaluation of Regional Development of Gorontalo Province is as follows:

"The role of leadership is crucial in creating an environment conducive to collaboration between various stakeholders. Effective leadership can help direct dialogue, promote mutual understanding, and facilitate an inclusive decision-making process." (MDS/May 6, 2024)

The opinion underscores the role of leadership in shaping an environment that supports collaboration between various stakeholders. Effective leadership is considered to be able to direct communication, encourage mutual understanding, and facilitate a decision-making process that involves all parties inclusively.

Furthermore, AP conveyed the following:

"The importance of two-way communication between leaders and subordinates, where subordinates have the responsibility to inform leaders about relevant information. Second, the need for leaders to avoid mere pragmatic thinking, and consider various aspects before making decisions. Third, the importance of integration between the Regional People's Representative Council and the Regional Budget Making Level in maintaining the effectiveness of leadership and quality government administration" (AP/May 15, 2024)

The following is as conveyed by RM as follows:

"Effective leadership is essential in managing social and development programs at the regional level. Based on the following points, leadership must have characteristics that are able to answer challenges and ensure the success of the program that is run. Good leadership must ensure that the determination of social assistance recipients (bansos) is carried out transparently and based on accurate data. Leaders must be able to oversee this process so that the recipients of social assistance are those who are entitled. (RM/17 Mei 2024)

Research shows that leadership is ineffective in the Gorontalo Provincial government, leading to a failure to create an environment that supports collaboration and productive dialogue for regional development. Lack of integration between the Regional People's Representative Council and the Regional Budget Making Level as well as suboptimal internal and external supervision. In addition, weak collaboration between stakeholders, with problems such as lack of coordination and synergy, ineffective communication, and fragmented decision-making, hinders the achievement of common goals and the effectiveness of government and regional development. These problems show that significant improvements are needed in the aspects of leadership, inter-institutional integration, and supervision to increase the effectiveness of government in Gorontalo Province.

Judging from the collaboration process, as said (Ansell & Gash, 2008) There is often a high level of conflict and mistrust between stakeholders. However, most stakeholders also have a great desire to participate in the collaboration. Therefore, it is important to have leadership that is acceptable and trusted by all parties involved, who can act as a mediator and can be relied upon in the collaboration process. Said (Muslim et al., 2022) that Leadership is an important factor in building collaborative governance, even leadership capacity will also affect the effectiveness of ongoing collaboration. In addition, opinions (Christensen, 2024) that successful collaborative governance depends on supportive institutional design and facilitative leadership. Public leadership uses collaborative governance to address complex issues, such as environmental issues (Avoyan, 2022; Y. Liu et al., 2021; Ulibarri, 2015).

Based on the previous explanation, ineffective leadership in the Gorontalo Provincial government has led to a failure in creating an environment that supports collaboration and productive dialogue for regional development. Therefore, significant improvements are needed in the aspects of leadership, inter-institutional integration, and supervision to increase the effectiveness of government in Gorontalo Province. Leadership is a supporting factor for the success of the government and the Regional People's Representative Council of Gorontalo Province, by jointly maintaining institutional relationships in achieving sustainable development goals for the public interest. This is reinforced by the opinion of Boon, S. N & Geraldine, C (2007) stated that leadership has a crucial role in achieving successful governance practices. They explained that effective and adaptive governance is the result of a leader's ambition and commitment to ensure the sustainability of his community.

d) Process Collaborative

The Collaborative process needs to see the collaboration process from face-to-face dialogue, building trust. Commitment in the process of collaboration, mutual understanding, and intermediate (middle) results. The results of the interviews in the field are as follows:

"Stakeholder dialogue can be carried out both formally and informally. Formally, the dialogue is usually carried out through an official forum that is scheduled regularly every year, as mandated by Law Number 25 of 2004 concerning the National Development Planning System, such as public consultation forums and musrenbang" **(MDS/6 Mei 2024)**.

Figure 3.

Official Dialogue Official Dialogue of SPPN



Although stakeholder dialogue can be carried out both formally and informally through official forums that are scheduled regularly every year, such as public consultation forums and Development Planning Deliberations, several factors cause the mismatch of vision between the Gorontalo Provincial Parliament and the Gorontalo Provincial Government.

In addition, political factors and internal dynamics between the two institutions can also affect the suitability of the vision as conveyed by AP as follows:

"There are several factors that cause the mismatch of vision between the Gorontalo Provincial DPRD and the Gorontalo Provincial Government. One of them is the difference in understanding the needs and aspirations of the Gorontalo community as a whole. The DPRD tends to represent the voice of the people directly and may have different priorities than the provincial government in terms of regional development and solving problems faced by the community. In addition, political factors and internal dynamics between the two institutions can also affect the suitability of the vision" **(AP/15 Mei 2024)**

The following is the opinion as conveyed by the following MDS:

"Building synergy and collaboration between related institutions, both legislative institutions, vertical institutions in the regions and non-state actors and university academics. Such as optimizing coordination with universities to build research-based planning". **(MDS/6 Mei 2024)**

The findings of the study revealed several important findings related to the relationship between the DPRD and the Gorontalo Provincial Government. There is a mismatch in vision between the two institutions that reflects differences in long-term views, development priorities, and resource management strategies, which are complicated by political factors and internal dynamics. In addition, sectoral egos and lack of effective coordination result in policies that are not optimal and often not in accordance with the needs of the community. Unclear direction and goals of collaboration, closed communication, and lack of monitoring and evaluation are also major challenges that hinder effective cooperation. The lack of public understanding of the division of authority and the involvement of the DPRD in the planning process exacerbates the situation, pointing to the need for reform in local government operations. Finally, the lack of effective communication and the mismatch of goals between the DPRD and the provincial government, as well as the lack of intensive evaluation and monitoring of programs, resulted in many development programs not achieving the set targets.

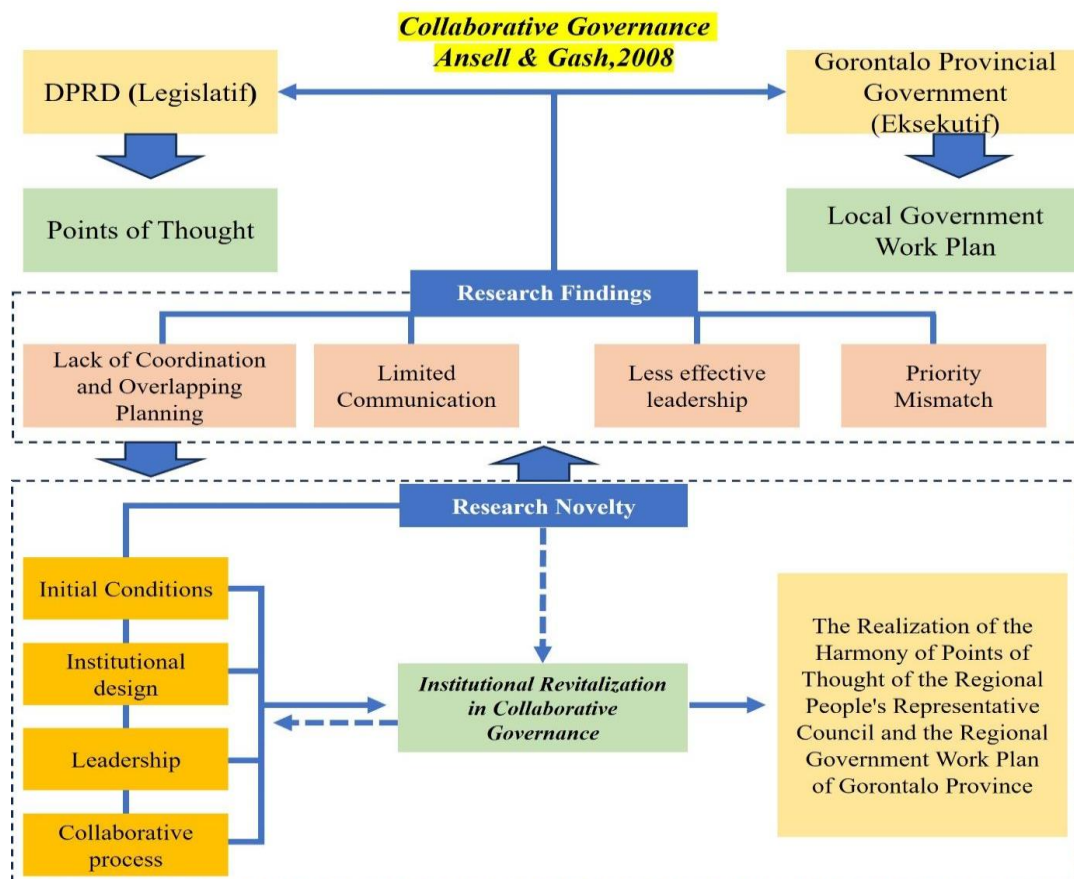
Viewed from the theoretical aspect as (Ansell & Gash, 2008) said that all collaborative governance is based on 1) dialogue between stakeholders; 2) Trust building which is an integral part of the dialogue process; 3) The existence of a high level of interdependence between stakeholders can increase the commitment to work together; 4) Stakeholders need to build a common understanding of achievable goals; 5) Continuity of collaboration is more likely to occur when the benefits and goals of collaboration are felt in real terms, even though it is still in the early stages of the collaboration process. Opinion quoted (Saarikoski et al., 2023) that strong leadership and political mandate encourage participants to engage in collaborative dialogue and stick to the process. In addition, opinions (Schnurbein et al., 2023) that the presence of high social capital replaces the coercive power of the public sector. Social capital refers to the networks, norms, and trusts that facilitate coordination and cooperation for the common good. When social capital is high, there is a strong level of trust and cooperation among stakeholders, so they tend to cooperate voluntarily and effectively without the need for coercion or pressure from various parties. As for the research (Vihma & Toikka, 2021) It is said that collaborative institutions cannot reach a common understanding of the mission and basic rules of decision-making if facilitation is not carried out evenly, fails to build trust, and consequently is unable to create a conducive environment.

This study reveals that the relationship between the DPRD and the Gorontalo Provincial Government is disrupted by mismatch of vision, sectoral egos, and lack of coordination, which results in policies that are not optimal and not in accordance with the needs of the community. The theories of Ansell & Gash, Saarikoski et al., Schnurbein et al., and Vihma & Toikka emphasize

the importance of intensive dialogue, trust building, strong leadership, high social capital, and equitable facilitation in collaborative governance. To increase the effectiveness of institutional relations, reforms in communication, education, and active involvement of the DPRD are needed, as well as an increase in social capital and strong leadership.

Based on the findings of the research on the Points of Thought of the Regional People's Representative Council and the Regional Government Work Plan in Gorontalo Province, collaborative governance revitalization is needed. Revitalization is the process or attempt to revive or restore something already dead or neglected, to improve performance, value, or functionality. In the context of governance, revitalization refers to efforts to improve or revive ineffective or neglected institutions, processes, or policies, to improve the efficiency, effectiveness, and quality of public services. Based on the results of existing research and findings, revitalization is an important thing to be implemented by the Gorontalo Provincial Government and the Regional People's Representative Council, so that harmony can be created between the two institutions in carrying out the development of the Gorontalo region. The novelty of the research will be illustrated in the following figure:

Figure 4.
Collaborative Governance Research Findings



Based on the existing images, it show various problems faced to achieve effective collaboration. These problems include lack of coordination and overlapping planning, limited communication, ineffective leadership, and misalignment of priorities between various parties. This condition shows that there are structural and functional obstacles that hinder the creation of harmonious collaboration between the DPRD and the Gorontalo Provincial Government. The research conducted aims to find solutions to these problems through institutional **revitalization** in **Collaborative Governance**. This research examines the initial conditions, institutional design, leadership, and existing collaborative processes. The findings of this study are expected to provide new insights or novelty that are relevant to improve the existing collaborative process, so as to create a better synergy between the Principles of the DPRD and the Regional Government Work Plan.

Organizational and institutional revitalization is an important topic that has been widely recognized by various experts. In the context of urban planning and design, (Rio, 2016) emphasizing that an effective revitalization approach requires careful planning and integrated design. It includes measures to align the various elements of urban development with the needs and aspirations of the community. This approach is not only relevant for the city, but also for government institutions such as the DPRD and the Gorontalo Provincial Government. According to (Balsas, 2022) The revitalization of a city or organization is an urgent need. In this case, building collaboration between various institutions, including the DPRD and the Gorontalo Provincial Government, is the key to the success of the revitalization. This collaboration ensures that all parties are involved in the decision-making process and policy implementation, so that the results achieved are more comprehensive and in line with common goals.

(Aneta et al., 2014) also emphasized the importance of integrating propositions in the implementation of institutional revitalization. This means that every step and strategy taken must be based on a deep understanding of local conditions and must involve the active participation of all stakeholders. This integration helps to overcome sectoral barriers and ensure that initiatives run in harmony and efficiently. In general, it can be understood that effective revitalization, according to these experts, involves careful planning, collaboration between institutions, and strong integration of propositions. In the context of the DPRD and the Gorontalo Provincial Government, these steps can include the formation of a coordination team, the development of an integrated information system, and the implementation of periodic meeting forums. This approach will help create better synergies between different sectors and ensure that revitalization is in line with the goals that have been set.

Conclusion

The initial condition, based on the results of the research findings, is that there is still a lack of coordination between the Regional People's Representative Council and the Gorontalo Provincial Government in terms of regional development planning and the existence of overlapping Planning so that this has an impact on the collaborative of institutions that have not been maximized in carrying out regional development in Gorontalo Province. Judging from the aspect of institutional design, where the research findings show that between the DPRD and the Gorontalo Provincial Government have not built effective communication for the planning process, in this case there are different visions and goals to prioritize the interests of the community; aspects of Leadership, based on research findings that ineffective leadership has an impact on lack of integration between institutions, ineffective internal and external supervision, and weak collaboration between stakeholders; The collaboration process, in accordance with the findings of the research that there are political interests, sectoral ego, lack of effective coordination, lack of commitment, unclear direction and goals, lack of monitoring and evaluation, lack of public understanding of the division of authority, disconnected communication between government units, lack of involvement of the DPRD in the Planning Process, and inconsistency of goals between the DPRD and the Provincial Government so that the collaboration process has not been maximized Reached. Based on the findings of the research, in aligning the Principles of the DPRD with the RKPD in Gorontalo Province, institutional revitalization *is needed in collaborative governance* so that the initial conditions, institutional design, leadership and collaboration process between institutions can be achieved effectively.

The implications of this study include the need to improve coordination and synchronization of planning to avoid overlapping and align the vision and mission of regional development. Strengthening institutional design through regular dialogue and consultation mechanisms is needed to reflect the interests of society as a whole, while increasing leadership effectiveness through training and strengthening supervision can create synergies between institutions. In addition, the development of a more effective collaboration process must overcome obstacles such as political interests and sectoral egos with special strategies, as well as increase the involvement of the Regional People's Representative Council in planning.

Scientifically, this research has an advantage because the results of the study can be used by the Regency/City Government in building collaboration between institutions, supported by relevant theories. However, this study has a weakness because it does not include a study on the success of the implementation of collaborative governance in several regions. Therefore,

researchers need to conduct this study further to provide new insights and best practices that can be applied in Gorontalo Province.

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