

Implementation Policy State Administration in Strengthening of Regional Governance Based on Collaboration

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ABSTRACT

Implementation policy state administration in strengthening governance government area become issue strategic in realize effective, responsive, and interest - oriented bureaucracy public. Changes environment increasingly government complex demand government area For leave pattern administrative nature hierarchical towards a more governance model open through approach collaborative research This aim For analyze implementation policy state administration in strengthening governance government area based collaboration, with focus on aspects institutional, coordination inter-factors, participation stakeholders interests, as well as effectiveness mechanism implementation policy. Research This use approach qualitative with design studies policy. Data obtained through interview in- depth analysis document policies and observations to governance practices government area. Data analysis was carried out through stages data reduction, categorization themes, interpretations, and withdrawals conclusion with approach analysis thematic. Research results show that success implementation policy state administration at the level areas are greatly influenced by capacity institutional, quality coordination cross sector, leadership government area, as well as ability build network collaboration with non- governmental actors. Approach collaborative capable increase effectiveness organization government through strengthening synergy between government, society, business world, and institutions academic. However, still found challenge in the form of fragmentation institutional, limitations capacity source Power human, and not yet optimally mechanism coordination inter- factor research This confirm that strengthening governance government area need reformulation policy adaptive, participatory, and community-based state administration collaboration as a strategy towards government sustainable areas.

Keywords: Implementation policy, state administration, governance government region, collaborative governance, policy public.

INTRODUCTION

Change paradigm organization government in a number of decade final has bring consequence big to how the country runs function administration public. Government No Again seen as the only one actors who have authority full in finish various problem public,

but rather as one of the actor in governance network involving society, sector private, academic, and organizational public Civil. Complexity problem public, acceleration digital transformation, increasing demands transparency, as well as need to service quality public has push shift from paradigm *government* going to *governance*. In context this, implementation policy state administration at the level area be one of fundamental aspects in ensure that objective development can translated in a way effective through mechanism adaptive and collaborative institutions (Triadi et al, 2025).

Government area own position strategic in system state administration because become the closest institution with society and have not quite enough answer direct to provision service public as well as implementation development regions. Decentralization implemented in various countries, including Indonesia, provides more space big to government area For manage source power and formulate policy in accordance characteristics local. However, the large authority it also presents challenge new in the form of increasing complexity coordination, needs capacity institutional, as well as demands accountability public. Rondinelli, Nellis, and Cheema (1983) explain that decentralization No just a transfer process authority administrative, but also requires ability institutional so that the government area capable operate function government in a way effective.

In Indonesian context, state administration reform through policy autonomy area has change pattern connection between government central and government regional government area given authority For organize and manage affairs government based on principle autonomy and duties assistance (Triadi, 2025). However, various studies show that decentralization No always produce improvement quality of governance in a way automatic. Phenomenon like fragmentation policy, weakness coordination inter-organizational device region, inequality capacity bureaucracy and domination approach hierarchical administrative Still become problem in implementation policy area (Dwiyanto, 2018). Conditions the show that success autonomy area No only depends on the aspect regulations, but also on how policy state administration is implemented through effective governance.

Modern state administration places implementation policy as very decisive stage success achievement objective public. Pressman and Wildavsky (1973) emphasized that implementation is a complex process that involves Lots actors, interests, and mechanisms coordination. A designed policies in a way Good can experience failure if the implementation process No supported by capacity organization, sources power, communication policies and commitments actor implementer. This is show that study about implementation policy state administration at the level area need see more Far than just compliance administratively, but also how connection inter-actor built in the implementation process policy.

Development theory administration public show existence shift from The paradigm of Old Public Administration towards New Public Management and then New Public Governance. The New Public Governance paradigm emphasizes that organization government No Again can done in a way exclusively by the state bureaucracy, but need involvement various actor in network policy (Osborne, 2010). Government play a role as constructive steering capacity, coordinating interests, and create room collaboration inter-factor approach This become the more relevant in context government area Because Lots problem public nature cross sector and not can completed only through mechanism internal bureaucracy.

The concept of collaborative governance developed by Ansell and Gash (2008) provides framework theoretical important in understand How government can build Work The same with non-state actors. Collaborative governance is defined as a process of taking decisions and management policy public involving institution government and stakeholders non- governmental interests in a consensus - oriented joint forum. This model emphasize importance condition beginning, design institutions, leadership facilitative, as well as constructive dialogue processes trust inter-factor (Triadi, 2025). In context government area, approach collaborative become relevant Because development area need synergy between government, business world, society and institutions knowledge.

Although the concept of collaborative governance has Lots studied, there are a number of gap research that is still ongoing need be noted. First, some big study regarding governance collaborative more Lots discuss the formation process collaboration or the success of a particular program, but Not yet Lots study How policy state administration in general structural form capacity collaboration government area. In other words, it is still there is limitations understanding about connection between design state administration, capacity institutional bureaucracy, and capabilities government area building governance collaborative.

Second, the study implementation policies at the level area often focused on perspective internal bureaucracy, while dynamics connection between government regions and actors external Not yet get adequate attention. In fact, in modern governance paradigm, effectiveness policy the public is very much determined by ability government manage network actors who have interest different. Rhodes (1996) stated that modern governance is taking place through network dependence inter-organizational, so that capacity government No only determined by formal authority, but also by ability build connection strategic.

Third, still there is gap between draft normative about government collaborative with practice administration regions. Many governments area has adopt various policy innovation, participation forums, and mechanisms coordination cross sector, but its

implementation Still face problem like coordination of a nature formality, low trust inter-factor, dominance government in taking decisions, and Not yet optimally mechanism share source power. Ansell and Gash (2008) emphasized that collaboration No just bring together actor in a forum, but requires a building process relationships, trust, and commitment together.

In public value perspective, success administration government the area also needs seen from ability government create mark perceived public society. Moore (1995) explains that government No only on duty provide service, but create benefit social that has public legitimacy (Triadi, 2025). With Thus, governance collaborative must directed No only For increase efficiency administrative, but also produces policies that have impact social and sustainable development.

Problems the become the more relevant in face challenge development area moment this. Government area sued capable manage multidimensional issues such as alleviation poverty, increase quality service public, development economy local, digital transformation, and strengthening Power competition area. Problems the need approach cross sectors that are not can completed through structure bureaucracy traditional. Therefore that, implementation policy state administration needs reviewed in framework How government area build capacity collaborative as governance instruments.

Based on description mentioned, there are need academic For understand How policy state administration translated in practice government area and how mechanism collaboration built For strengthening governance public. Research This make an effort fill in gap the with analyze connection between implementation policy state administration, capacity institutional government regions, and collaborative governance practices.

In a way specific, research This directed For answer a number of question research. First, how implementation policy state administration is implemented in strengthening governance government area? Second, the factors What only that affects success implementation policy state- based administration collaboration at the level region? Third, what is the governance model? collaborative can developed For increase effectiveness organization government area?

Study This expected give contribution theoretical and practical. In theoretical, research This enrich study administration public with connect perspective implementation policy, collaborative governance, and capacity institutional area (Triadi, 2025). In general practical, research This can become reference for government area in designing a strategy to strengthen governance adaptive, participatory, and creation - oriented mark public. With Thus, strengthening state administration at the level area No only understood as

improvement capacity bureaucracy, but as a governance transformation process that involves all over element public in reach development sustainable areas.

Method

Study This use approach qualitative with design studies policy (*policy study*) for analyze implementation policy state administration in strengthening governance government area based collaboration. Approach qualitative chosen Because study This focus on understanding deep to the process, meaning, dynamics institutional, as well as interaction the actors involved in implementation policy public. According to Creswell and Creswell (2018), research qualitative used For explore and understand the meaning given individual or group to something problem social or government. In context public administration, approach This allows researchers understand How policy translated in practices, including factor institutional and social influences his success.

Study This use paradigm constructivism which views reality policy public as results interaction social between various actors, institutions, and interests. Perspective This relevant because of governance government area based collaboration No only influenced by formal rules, but also by relationships trust, communication, leadership, and capacity actor in build Work same. Guba and Lincoln (1994) explain that paradigm constructivism put reality social as something that is built through experience and interpretation actors involved. Therefore that, research This No only analyze document policies, but also dig into experience actor in the implementation process policy state Administration.

Research design use studies case *study* research for get deep understanding about practice implementation policy state administration in context government area. Yin (2018) explains that studies case is the right method when study aim understand phenomenon contemporary in context life real, especially when the boundary between phenomena and context No can separated in a way clear. Through approach studies case, research This analyze How government area apply policy administration, building coordination inter-organizational, as well as develop mechanism collaboration with actor external in organization government.

Research location determined purposively with consider characteristics areas that have been apply various policy strengthening governance governance, innovation administration, or development programs that involve collaboration cross sector. Election informant done use technique *purposive sampling*, namely election informant based on consideration that they own relevant knowledge and experience to phenomenon research (Patton, 2015). Informants study covering officials government region, leadership organization device region, apparatus implementer policies, partners development, academics, and representative public or non - governmental organizations involved in the collaboration process.

Data collection was carried out through three technique main, namely interview in- depth analysis documents, and observations. Interviews deep done semi - structured For get information regarding the implementation process policy, pattern coordination interfactors, barriers institutions, as well as strategies for strengthening governance collaborative. According to Kvale and Brinkmann (2009), interviews qualitative give chance for researchers For understand experience and perspective informant in a way in-depth. In addition to interviews, research This do analysis document to various source policy like regulation area, regulations head area, document planning development, report performance government area, as well as collaborative program document. Analysis document used For understand context normative and administrative which become base implementation policy (Bowen, 2009). Observation done in a way limited For see practice coordination, pattern interactions and mechanisms implementation environmental policies government area.

Data analysis was performed use approach analysis thematic (*thematic analysis*) as developed by Braun and Clarke (2006). Analysis thematic used For identify patterns, categories, and themes important things that emerge from research data. Analysis process done through a number of stages, namely understand the data in detail comprehensive, do coding early, identify theme, review return the theme that is formed, provides definition to theme, as well as compile interpretation end. In addition, research This also refers to the interactive data analysis model of Miles, Huberman, and Saldaña (2014), which includes the processes of data condensation, data presentation, and data extraction. conclusion in a way sustainable.

For ensure validity and credibility of data, research This implementing a triangulation strategy. According to Denzin (1978), triangulation is technique For increase validity study with compare various sources, methods, and perspective. In study this, triangulation done through comparison between results interviews, documents policies and results observation field. In addition, it was carried out *member checking* to informant key For ensure that interpretation researchers in accordance with experience and views they (Lincoln & Guba, 1985).

Framework analysis study integrate theory implementation policy, *collaborative governance*, and *new public governance*. Implementation model policy used For analyze How policy state administration translated in practice government area, whereas theory *collaborative governance* from Ansell and Gash (2008) was used For understand the interaction process inter-actor in organization government. Meanwhile that, perspective Osborne's (2010) *new public governance* is used For analyze change role government area from actor controller become facilitator in governance network public.

With approach methodological said, research This expected capable produce comprehensive understanding about factors that influence implementation policy state-

based administration collaboration, at the same time give contribution to development of governance models government more areas adaptive, participatory, and creation - oriented mark public.

Discussion

Implementation Policy State Administration in Strengthening Capacity Institutional Local government

Research result show that implementation policy state administration in strengthening governance government areas are greatly influenced by capacity institutional government area as actor main implementer policy public. Capacity institutional No only related with existence structure formal organization and authority, but also includes ability bureaucracy in translate policy, managing source power, building coordination, as well as do adaptation to change environment government. Findings study show that government areas that have capacity more institutional Good tend more capable operate policy in a way effective and constructive mechanism Work The same cross sector.

In implementation policy state administration, aspects regulations become foundation decisive start direction organization government regional government area basically has own various instrument policy in the form of regulation area, regulations head area, plan strategic device area, as well as document planning development as guidelines program implementation. However, the results study show that existence formal regulations yet always ensure effectiveness implementation. There are still gap between policy formulated with practice administration in the field, especially in aspect coordination inter-organizational device area and consistency program implementation.

Condition the show that implementation policy No only is an administrative process, but also a translation process values and goals policy to in action organization. As Pressman and Wildavsky (1973) stated that success implementation policies are heavily influenced by complexity connection between the actors involved. The more Lots actors and interests involved in something policy, increasingly the need is also great to mechanism effective coordination. In context government area, policy development often involves various device area with different authorities, so that need system capable coordination reduce fragmentation institutional.

Research result show that one of challenge main in strengthening capacity institutional is Still strong pattern Work sectoral in bureaucracy area. Each device area tend run programs based on task the principal and function of each without always build integration with other organizations. Conditions This cause a number of policies that require approach cross sector experience obstacle in implementation. For example, the policy development economy area No only become not quite enough answer One device

area, but need synergy between sector planning, trade, investment, services public, education, and empowerment public.

Findings the strengthen Osborne's (2010) view that paradigm administration modern public needs shift from organizations that work in a way hierarchical going to capable organization build network - *based governance*. Government area No Enough only own structure strong bureaucracy, but also must own ability connect various source power that is outside organization government. In context this, capacity administrative must understood as ability government For manage relationship, not only ability operate internal procedures.

Apart from the aspect coordination, research also found that quality source Power man apparatus become factor important in implementation policy state administration. State apparatus government area No only sued understand aspect technical administrative, but also has ability analytical, communication public, and capabilities build Collaboration (Triadi, 2024). Governance transformation government need capable apparatus play a role as facilitator policy, not only implementer instructions administrative.

However however, still there is challenge in the form of gap competence apparatus, especially in face demands digitalization governance and management of community-based programs collaboration. Several organizational units Still own limitations in use technology information, data management, and development innovation service public. This is show that state administration reform at the level area requires a strengthening strategy capacity apparatus that is carried out in a way sustainable.

In a way overall, results research on aspects This show that implementation policy state administration requires support institutions that do not only compliance - oriented administrative, but also the ability adaptation organization. Government area need strengthen mechanism coordination, improving capacity apparatus, and build structure more organizations flexible to be able to answer governance needs modern government.

Collaborative Governance Practices in Implementation Local government

Research result show that strengthening governance government area based collaboration need change fundamental in pattern connection between government and non-government actors. Government area No Again become the only one controller of the development process, but play a role as director, facilitator and liaison various interest in community. Findings study show that success a number of regional programs are greatly influenced by the capabilities government build network Work The same with society, business world, universities high, and organization social.

Approach This in line with draft *collaborative governance* developed by Ansell and Gash (2008), which explains that collaboration is a process of taking decision together between actor government and non- government through a structured and solution - oriented forum problem public. In study this, collaboration No only understood as form Work equally formal, but as mechanism build trust, exchange source power and creation solution together.

Findings study show that factor trust become element important in success collaboration. Relationship between government regions and actors external No can built only through regulations, but need ongoing communication and experience Work the same positive. Some successful programs show that success collaboration influenced by the presence of leader area or actor capable key become driving force collaboration (*collaborative leadership*).

Ansell and Gash (2008) emphasized that that leadership facilitative is one of the condition important in collaborative governance. Leader in context This No only give instructions, but create dialogue space, managing conflict, and ensure every actor own chance participated (Triadi, 2024). Research results show that when government area capable play role said, the level involvement community and stakeholders interest become more tall.

Although Thus, the study also found that that practice collaboration Still face various obstacles. One of them obstacle main is trend government area use approach formal administrative in build Work same. Some collaboration forums Still nature ceremonial and not yet fully become room taking decision together. This is cause participation actor external sometimes only nature consultative, not as partners strategic.

In addition, there are challenge in the form of imbalance capacity inter-actor. Government area often have source Power more administrative strong compared to community or organization society. Inequality This can causing a collaborative process walk No balanced if No accompanied by mechanism empowerment more actors weak.

In governance perspective, conditions the show that collaboration No just multiply amount actors involved, but How build equal relationship in the policy process. Rhodes (1996) states that modern governance is taking place in network dependence inter-organizational, so that success government is very much determined by its capabilities manage connection the.

Study this also found that utilization digital technology is starting become factor supporters in build collaboration government area. Digital platforms enable improvement transparency, acceleration communication, and strengthening coordination between the actors. However, digital transformation is still face challenge in the form of readiness

infrastructure and capabilities apparatus in utilise technology as governance instruments (Triadi, 2024).

With Thus, the results study show that collaborative governance can become an important strategy in strengthen administration government area. However, its success depends heavily on the ability government build trust, creating room meaningful participation, and ensure existence distribution roles and resources balanced power interfactors.

Inhibiting Factors and Strategies for Strengthening Regional Governance Based on Collaboration

Research result show that implementation policy state- based administration collaboration Still face a number of factor inhibitors originating from from aspect institutional, resources Power human, culture organization and mechanisms coordination. Obstacles the show that transformation towards governance collaborative is not an ongoing process in a way automatic, but need change paradigm in administration government area.

One of obstacle main thing found is fragmentation institutional structure government area consisting of on various device organization with authority specific often causes the emergence of sectoral boundaries that hinder integration policy. Conditions This in line with Peters' (2015) view that coordination in modern government becomes challenge big Because increasing complexity state functions and their number organizations involved in the policy process.

Obstacle next is culture bureaucracy that still tend procedure - oriented compared to results. Several organizational units Still put compliance administrative as indicator main success, while aspect innovation, collaboration, and impact policy Not yet become attention main (Syam et al, 2025). Change towards governance collaborative need transformation culture organization so that bureaucracy more open to Work same and learning together.

Apart from internal bureaucratic factors, research find that limitations participation society also becomes challenge in building governance collaborative. Although public often involved in various government programs area, involvement the Not yet always be at the level taking decision strategic. In a number of cases, society Still placed as recipient benefits, not as partners development.

For overcome various obstacle said, research show several strategies for strengthening governance government area. First, it is necessary strengthening capacity institutional through simplification coordination, integration planning cross sectors and development system Work based network. Second, it is necessary improvement capacity apparatus

through training leadership collaborative, management innovation and utilization digital technology.

Third, the government area need develop mechanism more collaboration structured through a multi-stakeholder forum that has mandate clear. Collaboration No may depends on personal relationships, however must become part from system administration government. Fourth, it is necessary strengthening culture organizations that encourage innovation, transparency and openness to participation public.

In Moore 's (1995) perspective, the strategy ultimately aim create *public value*, namely government that does not only effective in a way administrative but also capable produce benefit real for society. Government capable areas building governance collaborative will own capacity more big in face complexity development and fulfill demands modern society.

In a way overall, results study show that strengthening governance government area based collaboration need integration between capacity institutions, leadership collaborative, participatory society and innovation administration. Implementation policy state administration must understood as a governance transformation process that involves change structure, culture organization and patterns connection between government with public.

Conclusion

Study This show that implementation policy state administration in strengthening governance government area based collaboration is a transformation process institutions that do not only related with implementation regulations, but also concerns change paradigm in organization government. Government area No Again can operate function government in a way exclusive through mechanism internal bureaucracy, but rather must capable build connection strategic with various actor in something a better governance ecosystem open, participatory, and adaptive approach collaborative become need important Because various problem development area own character complex, cross sector, and requires involvement various source power that is not fully owned by the government.

Research result show that success implementation policy state administration at the level areas are greatly influenced by capacity institutional government area. Capacity the No only reflected from existence structure organization and equipment regulations, but also from ability bureaucracy in translate policy, managing coordination, optimization source power, as well as do innovation in organization government. Although government area has own various instrument policy as base program implementation, still found gap between design policies and implementation in the field, especially consequence

fragmentation institutional, weak coordination cross organization device region and culture bureaucracy that still procedure - oriented administrative.

Study this also found that governance government area based collaboration is greatly influenced by ability government build connection Work The same with non-governmental actors. Collaborative governance is not only just involving public or organization external in government programs, but is a building process trust, communication, commitment together, and mechanisms taking equal decision. Government area own role strategic as capable facilitator connect various interests, creating dialogue space, as well as ensure that every actor own contribution in the development process area.

However Thus, the implementation of governance collaborative Still face various challenges. Some obstacle main covering pattern Work sectoral interorganizational, limitations capacity source Power man apparatus, not yet optimally utilization digital technology, as well as Still limited participation public in taking decision strategic. Condition the show that transformation going to government area based collaboration need more changes fundamental, not only on the aspect structure organization, but also on culture Work bureaucracy and patterns connection between government with public.

Based on findings said, research This confirm that strengthening governance government area need reformulation policy more state administration adaptive and based network. Government area need develop an administrative model that is capable of integrate capacity internal bureaucracy with source Power external through mechanism structured collaboration. Strengthening coordination cross sector, development leadership collaborative, improvement competence apparatus, as well as development digital government system become an important strategy in strengthen effectiveness implementation policy.

In a way theoretical, research This give contribution to study administration public with show that implementation policy area No can understood only through perspective bureaucracy and regulation, but must analyzed through governance perspective that involves connection inter-factor. Integration of theory implementation policy, *collaborative governance*, and *new public governance* give understanding that capacity government area in create mark the public is very dependent on his ability manage networking, building legitimacy, and creating ongoing collaboration.

In a way practical, research This recommend that the government area strengthen institutional collaboration through formation mechanism coordination multi-stakeholders who have mandate obviously, no only a formal administrative forum. In addition, the government area need push change culture bureaucracy going to more organizations innovative, open, and results - oriented. With Thus, state administration at the level area

No only functioning as instrument implementation policy, but also as driving force capable development respond need public in a way dynamic.

With Thus, the implementation policy state- based administration collaboration is an important strategy in build government effective, responsive, and sustainable regions. Successful governance government areas in the future will be determined by ability government in integrate capacity bureaucracy, participation society, innovation institutions and networks collaboration as foundation main creation mark public.

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