

## Enhancing Collaborative Communication Strategies with Members of The Regional Peoples' Representatives Council (DPRD) in Daerah Istimewa Yogyakarta

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### ABSTRACT

This study aims to find a model of governance for collaborative communication between members of the secretariat and members of the Regional People's Representatives (DPRD) of the Special Region of Yogyakarta (DIY-Daerah Istimewa Yogyakarta) in the implementation of legislative functions. The methods used in this study were phenomenological methods with qualitative-descriptive research techniques. Its data were obtained from in-depth interviews, face-to-face interviews, the DIY regulatory manuscripts of the DPRD, and meetings relating to rigidity, Program Pembentukan Peraturan Daerah (Propemperda) 2020, public hearings, and especially Pokok-Pokok Pikiran (Pokir) 2024. These data were analyzed by using four theories, namely, the relationship communication theory, the face negotiation theory, the boundary management theory, and the collaborative governance theory. The study identified 13 models of communication governance in five categories as well as a general model of collaborative communication. In the first category are communication relations between board members, factionstaff, and staff members of the secretariat department; four models were found. In the second category are communication relations between council members and faction staff; two models were discovered. This study concludes that the 13



models of communication governance are a portrait of a phenomenon that needs to be improved in the DPRD DIY environment so that the selection of a common model of collaborative communication governance can support the communication relations of the secretariat and the members of the DPRD DIY in implementing legislative functions

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## INTRODUCTION

Law No. 23 of 2014, Article 201, paragraphs 1 and 2, mentions that the Secretariat of the Regional People's Representative Council (DPRD) is a governmental agency at the provincial and district level that functions as a system supporting the smooth implementation of the duties and authority of the DPRD. In Laws of Daerah Istimewa Yogyakarta (DIY Province) No. 3 Year 2015 on the Details of Tasks and Functions of the DPRD DIY, it is also mentioned that the Secretariat of the DPRD DIY has the task of organizing the administration of the secretariat, the financial administration, and coordinating the expertise required by the DIY DDP in accordance with the financial capabilities of the region. Government Regulation No. 41 of 2007 Article 4 states that the Secretariat of the DPRD is responsible for preparing accountability reports of government agencies to ensure good governance.

The Secretariat service and support to members of the DPRD will be maximum when supported by strong coordination, leadership, discipline, and quality of human resources (HRM). (Efendi & Dewi, 2019). Emilyani suggested that the staff of the Secretariat should continue to improve their capacity to carry out the basic tasks and functions of each department, create a sense of responsibility for their duties and functions, and build a good and harmonious coordinating relationship between the staff and the members of the board (Emilyani, 2017).

The secretariat staff need to get technical guidance and training on a regular basis and also need direct supervision from their superiors because lower human resources cannot support the three secretariat functions, namely facilitating, coordinating, and administrative functioning (Yulisma, 2021). Research by Rizka Hidayanti shows

that the secretariat personnel do not perform these three functions but only facilitate, so roles of their assistance to the members of the DPRD is not maximum. This is due to the absence of education and training programs for the Secretariat staff. (Hidayanti, 2021). Good coordination between the secretariat and board members is hampered by several factors, such as the lack of their human resources, poor performance, the temporary interests, miscommunication, and a lack of explanation and understanding from board members to staff (Suhendra, 2021).

Therefore, it is interesting for researchers to investigate the patterns of collaborative communication between the staff of the Secretariat of DPRD DIY and the members of DPRD DIY because they have not found a single study that focuses on collaborative communications between the two institutions in legislative tasks. As long as the researchers searched, no researchers have been researching this topic. Moreover, this topic is important because the data obtained by the researchers indicates that there is a serious problem in the pattern of collaborative communication between members of the DPRD DIY and members of the Secretariat of DPRD DIY. A study of Astari, Mahsyar, and Parawang uses the theory of collaborative communication, but their material objects are government organizations, such as staff, the aid force, and the and the Civil Servants, as well as members of the DPRD Makassar in the case of the arrangement of transport modes in the Makassar City (Astari, dkk., 2019). Similarly, Rice's research eusedle, the material objects of Sulistyoningsih's research for the strategy of community relations and protocol (Secretariat of DPRD DIY) against the publication of the activities of the DPRD DIY, but the formal objects used are community relation theory and protocols. Using collaborative theory to formulate the framework needed in post-2020



environmental and socio-cultural conservation efforts (Rice, 2022). (Dong & Guo, 2024). Meanwhile, the material objects of Sulistyoningsih's research are the community relation strategy and protocol (DPRD Secretariat were) agaconceptse publication of the activities of the DPRD DIY, but the formal objects used are the community relation theory and protocols. (Sulistyoningsih, 2017). Rahayu and Wikaningtyas investigated staff performance at the Secretariat of DPRD DIY, but their formal objects used are the concept of staff performance and work performance. (Rahayu & Wikaningtyas, 2021).

Collaborative communication, according to Timothy Stagich, aims to build harmony and mutual understanding among the parties involved (Stagich, 2006). Collaborative communication has become very important in the environment of the DPRD DIY because the institution is filled with two different entities: the secretariats of the bureaucrats and the members of the DIY DPRD from the politicians. These two entities have different backgrounds, characters, patterns of work, and communications. Nevertheless, they depend on each other and must work together toward the goals that the DPRD DIY intends to achieve.

Using the theory of relationship communication, this study focuses on the patterns of communication between members of the Secretariat of the DPRD DIY and members of DPRD DIY. According to Stephen W. Littlejohn, relationship communication is the theory of understanding and studying the process of interpersonal communication. (Fajar, 2013). The study of interpersonal communication explains two phases in the relationship pattern, namely relationship development and relationship maintenance. Relationship maintenance is used to maintain relationships or relationships that have already existed with

specific conditions and situations, to keep the relationships that are directed towards mutual satisfaction, and to maintain relationships that have not yet or have already experienced some problems in the hope of preventing or resolving problems (Canary et al., 2002). There are five types of relationship maintenance that are expected to neutralize various issues in interpersonal communication. The five concepts for such relationships are positive attitudes, openness, assurance, networking, and sharing of tasks (Anggraini, 2016).

With the face negotiation theory, this study is to investigate that different cultures and ethnicities between members of the DPRD DIY and members of the Secretariat of DPRD DIY influence the communication patterns between the two elements. Face negotiation theory assumes that "face" or "self image" is a universal phenomenon that contains cultural elements. Culture may determine an individual's character in the process of communicating with others (Goldsmith, 2007). Tribal, cultural, and religious differences are not uncommon barriers to communication patterns within an organization (Tomohardjo, Ahmad, Amrullah, 2023)

There are two devices in the face negotiation theory: the cultural image and the self-image. In cultural imagery, there are two variables: individualism-collectivism variables and power distance variables that create dominance over one another. A strong hierarchy and a sense of status play a role in the formation of such dominance. As for self-image, there are two variables: behavior designed to protect an individual from feelings that threaten the image of himself or his group (preventive facework), and behavior sought to rebuild a damaged self-imagery (restorative facework) (Griffin, et al., 2003).



Another study also uses boundary management to see the limits in the communication patterns (hidden events) between DPRD members Secretariat members of the DPRD DIY (Nugrahani, 2012). The main focus of boundary management theory is the management of the tension between a person's desire to be open or closed (privacy). Both of these desires can be understood whether the desire of a person as a part of the public or as a person (being private). An individual will manage the boundary within himself between the public and the private, whether it's feelings or thoughts (Petronio, 2002). This theory is important for several reasons. First, it includes interpersonal communication, focusing on the form and nature of relationships, discourse, interaction, and the characteristics of the communicator. Second, this theory can be categorized into the type of organizational communication that refers to the patterns and forms of communication that occur in an organizational network (Mukarom, 2020).

Finally, this study uses collaborative governance to look at the patterns of collaborative communication between the DPRD members and the Secretariat members in the context of legislative institutions. The theory of collaborative governance is applied to overcome corruption in an institutional context in order to restore order (Astari, dkk., 2019). This theory describes the collaboration between individuals, groups, or organizations for the sake of common interests that have certain variable terms and conditions (O'Flynn & Wanna, 2008). This theory requires all relevant stakeholders to engage in a dialogue to express their various interests in order to reach a mutual agreement (Booher & Innes, 2002). There are eight criteria for successful collaborative governance: networked structure,

commitment to a common purpose, trust among the participants, governance, access to authority, distribution accountability, equal access to information, and access to resources (Goldsmith & Kettl, 2009).

With these four theories, this study focuses on studying the communication that occurs between the Secretariat members and the DPRD members, the impact of such communication patterns on the intermittent appointment of DPRD members, as well as the importance of collaborative communication to joint organization goals. For that reason, this research is to inquire how the models of governance of collaborative communication is implemented by the Secretariat members and the DPRD members in carrying out legislative functions. In this sense, the purpose of this research is to find a model of governance based on collaborative communication between the two institutions in the exercise of legislative functions. The researchers believe that this study can add to the knowledge related to collaborative communication within legislative bodies and have the benefit of studying organizational communication involving two different functions within governmental organizations. In practice, the results of this research can be used to provide insight into the model of governance of collaborative communication that is ideal for the Secretariat of the DPRD DIY and the Members of the DPRD DIY in order to facilitate the achievement of the objectives of legislation.

## METHODOLOGY

This research applied phenomenological methods. Moleong states that phenomenological methods are to explain or reveal the meaning of concepts or phenomena of experience based on the





consciousness that occurs in some individuals (Anggito & Setiawan, 2018). According to Creswell, the methods can identify the truth of human experience about certain phenomena (Creswell & Poth, 2016). This method is expected to reveal the experience of work and digestion against the environment in the DPRD, both on the part of the Secretariat of the DPRD DIY and on the members of the DPRD DIY, in working together.

The phenomena in this study were studied using descriptive-qualitative techniques, with the aim of providing an explanation of the phenomenon that had occurred. Because, according to Steven Dukeshire and Jeniffer Thurlow, qualitative methods relating to non-numeric data—collecting and analyzing data of a narrative nature—are mainly used to obtain rich data and in-depth information about issues or problems to be solved (Sugiyono & Lestari, 2021).

The location of this research is the DPRD DIY Office, Jalan Malioboro No. 54, Suryatmajan, Gedongtengen, Yogyakarta, DIY. The subjects studied are members of DPRD DIY and staff of the DPRD Secretariat DIY. From the secretariat were Tri Suyuti and Fitriana Wahyu Dewayani (Congress Division), Rio Kamal Syiefa (Head of Legal Products and Assessment), Christina Utami (Tunis Commission), M. Iqbal Hardiyana and Rudiyat (Faction Staff Coordinator and F-PAN Staff), and H. Agus Sulistiyono (Chairman of DPRD DIY 2004-2009, Member of DPR RI 2009-2019, and Head of PKB DIY), as well as related briefings. The researchers used participatory-systematic observation techniques in the sense that they are directly involved in observing the problems they are studying. In addition, the researchers conducted in-depth

interviews in face-to-face interviews using a recorder (Creswell & Poth, 2016).

As for the secondary sources, there are data such as DPRD DIY regulations, organizational structure, and briefings of meetings related to Factional Staff Adequacy on Socialization Activities of the DIY 2022, Applications for Change of Public Hearing Schedule of Regional Regulations (Propemperda) 2020, Division of Public Assistant Hearing Socialization Stage of Filling of the Department of Governors and Deputy Governors of DIY During the Department Year 2022–2027, and especially Thought Trees (Think) of the DPRD DIY 2024. These data were collected and then reduced to give a clearer picture according to the purposes of this research. Subsequently, the presentation and drawing of conclusions on the subject matter were conducted. As for the subject of this research, the communication between the Secretariat of the DPRD DIY and the members of the DPRD DIY, the impact of the communication patterns between the two, as well as the collaborative communication model between them, on the objectives of the institution.

## RESULTS AND DISCUSSIONS

### *Communication Relationship Between Board Members, Group Staff, and Elementary Staff in the Secretariat*

#### *Discontinued Communication*

The first issues that the researchers raised were the Pokir process, the Pokir meetings, the political and technical processes of Pokir, the realization of Pokir policies, the system of Pokir, and the disassembly of Pokir menus. The researchers found that there was a disruption in communication between the members of the DPRD DIY, the faction staff, and the



member staff. The results of Pokir's meeting between the leaders of the DPRD DIY and the Regional Government (Pemda DIY) did not reach all parties involved in the Pokir work.

Figure 1. Interrupted communication in Pokir's information transmission

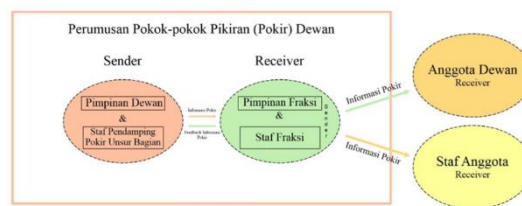


Source: Author's Documentation (2024)

In Figure 1, it appears that the chairman of the board passed information on the outcome of his meeting with the executive (DIY Representative) only to the Elementary Poker Staff and—in a limited way—also to the chief of the faction. Then the chief of the faction passed it—again in a limited way—to the council members and faction staff. Then, there is a two-level reduction. In the first stage, the reduction occurs when the chairman of the council passes the limited information to the chief of the faction, which is then interpreted by the leader of the faction.

In conclusion, such communication is a fundamental problem of relationship development in the DPRD DIY environment. The formation of relationships aimed at achieving inter-communicator satisfaction and communication is affected by an un-ideal communication model. In the end, it's not a problem that can be solved, but the attempt to solve it is the birth of a new problem (Canary, et al., 2002).

Figure2. Communication patterns in Pokir formulation



Source: Author's Documentation (2024)

As a solution, the square length in Figure 2. shows Pokir's meeting area. Elements that enter the area are the head of the council, the Deputy Staff of the Elemental Poker Division, the leader of the faction, and the staff of the faction. These four parties—which are the ends of the spear in the formulation of Pokir—should be involved in the Pokir meetings so that they both know the outcomes of the meeting in its entirety. As for board members and staff members, they don't need to be involved in a meeting, but they need to know important information about the Pokir. The party responsible for providing such information is the leader of the faction or represented by its staff.

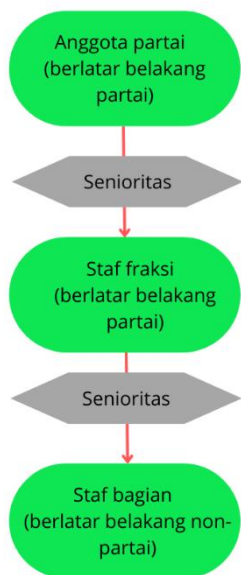
### Seniority communication between Board members and Secretariat staff

The council members, who are behind the political parties, contribute to a culture of communications of hierarchical identity to the DPRD DIY environment. They position themselves as senior and consider secretariat staff as juniors. Unfortunately, such a model of communication is imitated by the faction staff against the component staff. (In Ting-Toomey terminology, the facework variable displayed by the DPRD DIY members against the secretariat staff or the factional staff against the component staff is the power distance (Griffin, et al., 2003). The council members felt they had a huge power distance in the DPRD DIY neighborhood, making it dominant. The same power distance forms

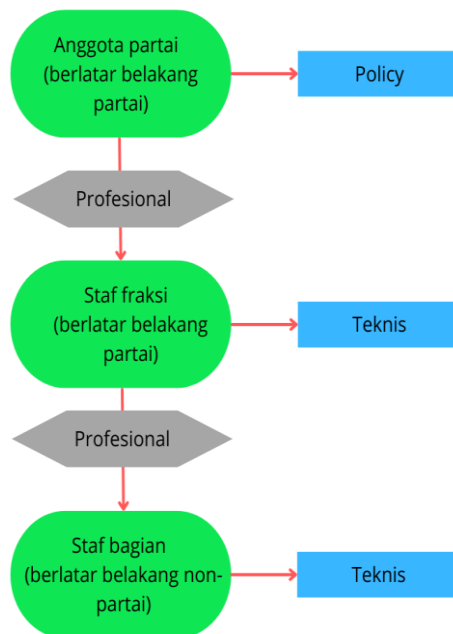


the communication behavior of the factional staff to the component staff. The diagram in Figure 3 describes such a communication pattern.

Figure3. Seniority-based communication governance model



Source: Author's Documentation (2024)



Source: Author's Documentation (2024)

Figure 4 shows the model of communication that should take place between board members to secretariat staff, as well as factional staff to component staff. The secretariat staff should not be placed in subordinate positions. They are not subordinates of council members. They are all collaborative partners so that one's positions against the other are equal, just with different determination.

**Limited communication between board members and secretariat staff**

Figure 4. Professional communication governance model

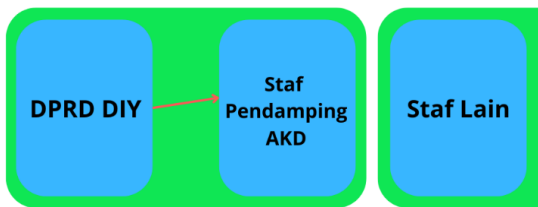
In the DPRD DIY environment, there is a model of secret communication between the board members and the secretariat staff. There are some Pokir-related leadership meetings where faction staff are not invited, although the outcome is important for their technical work. There was a meeting of leaders who invited the staff of Bamus, but he was warned not to communicate it to the Chief of the Division and the Head of the Subdivision; while in the SOP, he was obliged to report all the results of the meeting to the two. In boundary management theory,





the co-owner needs to know the boundaries between the information that is well-known between co-owners and owners, (information owners), and information that is available to the public (Petronio, 2002). It turns out' in the context of Pokir, the owner is not an individual, but the entire party that has the authority in the Pokir process so that the turbulence occurs not because the boundary is broken by the co-owner, but rather an unequal distribution of information to the entire owners.

Figure 5. Limited communication governance model for Pokir facilitators (1)



Source: Author's Documentation (2024)

Figure 6. Limited Communication Governance Model for Pokir Facilitators (2)



Source: Author's Documentation (2024)

Figure 5 is a model of limited communication. In this communication model, Pokir's meeting information is controlled only by board members to Board Equipment (AKD) staff, while other staff are excluded. The board members made a warning to the AKD escort staff not to leak some information to other staff. As for Figure 6, Pokir's meetings involve only the board members and the staff of the Elementary

Subdivision of Pokir, while factional staff are excluded, with the intention of making the information of the meeting unknown to the factional staff.

Definitely, the model of communication governance is to follow the following picture:

Figure 7. DPRD communication with AKD Assistant Staff and Other Secretariat Staff



Source: Author's Documentation (2024)

Figure 8. Communication of the DPRD with the Elemental Staff of the Division and the Faction Staff



Source: Author's Documentation (2024)

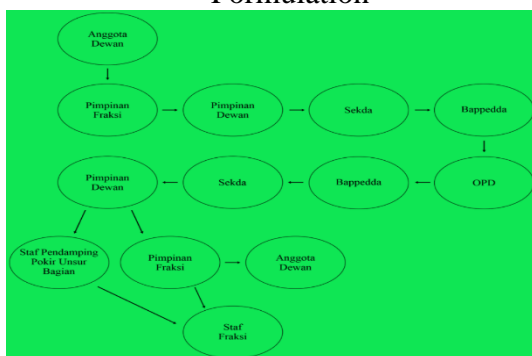
Figure 7 points out that board members, AKD support staff and other staff must be involved in Pokir meetings as their respective roles are decisive for the smooth implementation of Pokir. In Figure 8, board members must involve not only the Staff of the Element of the Pokir Support Division in the Pokir meeting, but also the staff of the faction; given the role of the factional staff in the technical areas of Pokir is very significant.

### **Program Formulation with Chain Communication Model**

Pokir-related communication is built on a complex chain communication foundation in a very short period of time. The board members held a meeting with the faction to propose a new menu. The outcome of the meeting was submitted by the faction to the head of the council; the chairman to regional secretary; the deputy to Bappeda; Bappeda to the Regional Development Organization (OPD). In OPD, the proposal is still in place. If a board member disagrees with the menus that have been set, the flow must follow these complicated stages from the start. As a result, Pokir's settlements always hit the system.

The model of communication governance can be seen in Figure 9.

Figure 9. Chain Communication in Pokir Formulation



Source: Author's Documentation (2024)

The communication pattern seems to meet the standards of collaborative governance because it involves all stakeholders, is consensus-oriented, and is deliberative (Ansell & Gash, 2008). However, not all collaborative institutional communication models are effective and efficient. The ineffectiveness and inefficiency of collaborative governance, instead of approving, obstruct the path of policy governance (Ratner, 2012).

The problem is that this pattern can't be "shortened" because the Pokir's menus are supposed to be formulated. If the pattern is reduced by one step, there will be a bigger problem, including the "unripe" menu. The solution is only one: there is a certain menu at the beginning of Pokir's formulation. The Pokir package of the executive must have already accommodated all possible proposals for new menus by the legislature.

Figure 10. Pokir Menu Communication Chain Abbreviation

Author's Documentation (2024)

In Figure 10, Pokir's circuit becomes short, effective, and efficient. The Pokir menus launched by the faction leader must be final, with no possibility of uninstalling them again. If the Pokir menu is not final, it is better not to be forwarded to the factional leader first. It was only after the final that the faction leaders were entitled to obtain information on political deals between the legislature and the executive. The next faction leader passed it onto the board members and the faction staff. With this model, on one side of the disconnected menus, the Pokir menus are non-infectious; and on the other side, they can cut time so that they are more effective and do not hit the system.

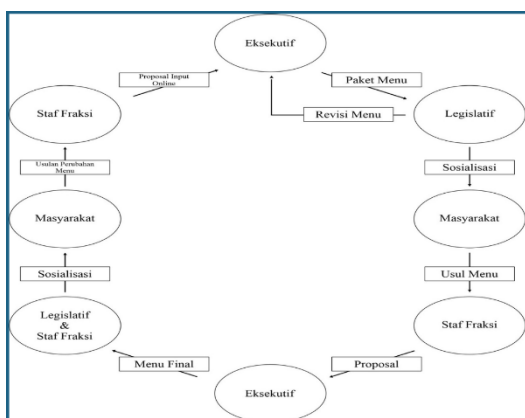
**Communication Relationship Between Board Members and Faction Staff**

**"Satanic Circle" Communication Chain in Program Management**

The researchers discovered a model of communication between the faction staff, board members (DPRD DIY), and DIY Deputy executives related to Pokir. The legislature has always been dissatisfied with

the Pokir package from the executive. This is because, according to him, the existing menu has not fully accommodated the aspirations of the public. Therefore, the Pokir menus uploaded to e-Pokir by the secretariat staff are still "hanging"; there is a possibility of being uninstalled. The legislature has submitted a new menu proposal to the executive. These new menu proposals are not directly approved by the executive. At the same time, the board members along with the faction staff and member staff socialize the "rough" Pokir to the public. When the people have picked up some of the menus they need, they make proposals to the executive. However, on his journey, among the menus they chose, some turned out to have been deleted. The deletion of these menus is a logical consequence of political deals between executive and legislative in connection with proposals for new menus.

Figure 11. Devil's Circle Communication in Pokir Menu Formulation

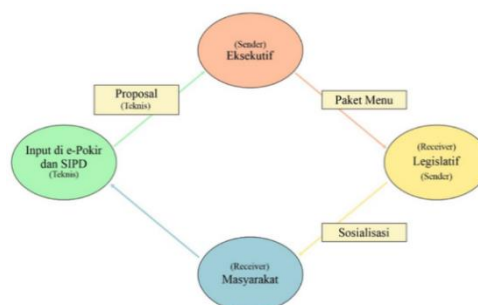


Source: Author's Documentation (2024)

Ironically, this problem does not only occur in 2023 but also in previous years, as if it were a "dish circle" every year. A challenge that the researchers found was that the new menus proposed by the

legislature exceeded the Pokir's budget in the Regional Revenue and Shopping Budget (APBD). However, according to the legislative authorities, the new menu is a public proposal for the recess program. In the theory of relationship communication, limited budget allocation is a form of no guarantee (assurance). Security is one of factors that can determine the fate of a relationship (Canary, et al., 2002).

Figure 12. Effective Pokir Menu Formulation



Source: Author's Documentation (2024)

The model of collaborative communication that is expected to be displayed is shown in Figure 12. The pattern of communication of the "satanic circle" is made simple. Pokir deals between the executive and legislature must be finalized first and then disseminated to the public. Once dissociated, the final Pokir menus are placed in the e-Poker and Local Government Information System (SIPD). From the poker menus in the two applications, the public can choose several menus without worrying that menus will be uninstalled or deleted

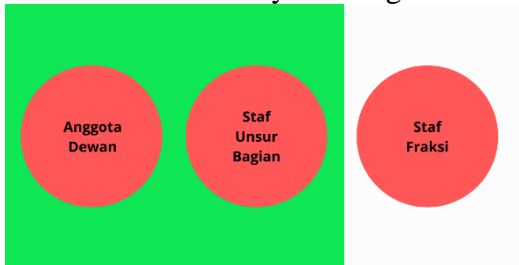
### **Anomalies in Communication in the DPRD DIY Environment**

The researchers also found communication anomalies in the DIY DPRD



environment. The faction staff that is the tip of Pokir's spear is technically not involved in some important meetings about Pokir. The meetings only involve staff members of the section.

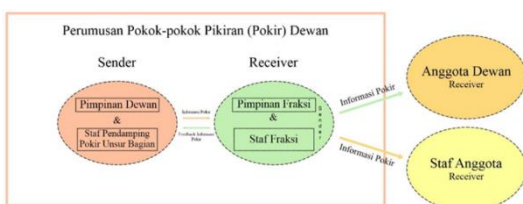
Figure 13. Pokir's Communication Anomaly Meeting



Source: Author's Documentation (2024)

In Figure 13, the square box is Pokir's meeting area, which only involves board members with staff members of the section. In this model, the faction staff is not involved. In fact, the factional staff is the measure of Pokir's success because the factional staff understand the timing necessary for the Pokir process, from socialization to inputs and so on. This pattern abuses information sharing according to the theory of collaborative governance. Information sharing is access for stakeholders to access information more easily (Goldsmith & Kettl, 2009).

Figure 14. Linking Related Elements in Pokir Formulation



Source: Author's Documentation (2024)

In Figure 14, It can be understood that of all the Pokir meetings, the members

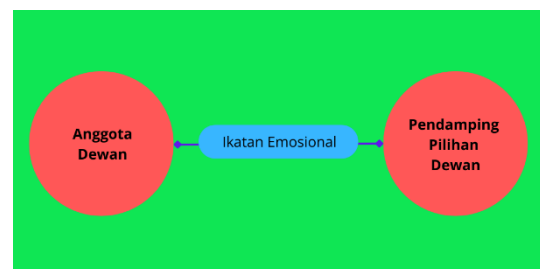
of the board and the staff of the elements of the section must be involved, but in the special meetings that relate to the suitability of the faction staff, then the factional staff should be involved as well.

**Communication Relationship Between Board Members and Secretariat Staff**

**Closed networking pattern between board members and secretariat staff**

The board members often reject accommodations recommended by the secretariat. He chooses his own companion, and usually he chooses the staff who already has a "closed networking" with him.

Figure 15. Closed Communication Networking Relationship"



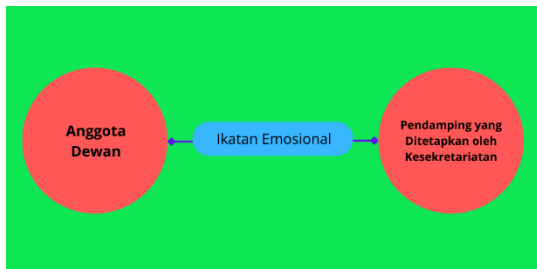
Source: Author's Documentation (2024)

In Figure 15, the circles are a symbol of "closed networking" between the board members and "selected companions." The strong emotional bond between the two underpins this networking. Such a communication model must be wrongful to institutional collaborative communication corridors because it violates sharing tasks. When the sharing of tasks is broken, there will be inequality and injustice between one individual and another (Canary, et al., 2002).



The members of the board should follow the provisions that have been decided by the secretariat. Institutional collaborative communication is more about compliance with authority than just an emotional bond between individuals.

Figure 16. Ideal Institutional Communication Relationship



Source: Author's Documentation (2024)

In Figure 16, there is no longer a loop symbolizing a "closed networking" between the board members and their chosen companion. In this picture, the relationship between the board members and accompanying staff is based on an institutional bond, not an emotional bond.

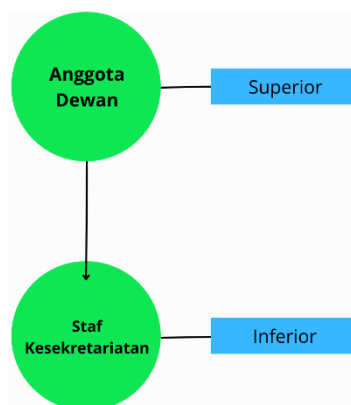
**Uneven-balanced communication actors**

In the DIY province, there's sometimes a clash of timetables between a wealthy schedule and a feast schedule. It is not uncommon for members of the council to give priority to participating in religious activities rather than the DIY program of the DPRD when the two schedules collide. However, when he wants to join both, he asks the secretariat staff to change the schedule. Because the secretariat considers the board members to be their superiors, they followed the request by changing the schedule. It seems that the patterns of communication between the two are not

equal. So easily, in other cases, the council members asked the secretariat staff to buy cigarettes, make drinks, take asparagus, and the like; that was not the work of the secretarial staff. Generally speaking, the members of the council feel superior, while the staff of the secretariat are subordinate (Efendi & Dewi, 2019).

In boundary management theory, this problem is called the lack of collaboration between the two parties, i.e., between the owner (DPRD DIY) and the co-owner (Political parties that send their cadres to DPRD). The lack of collaboration between the two leads to boundary turbulence. This limit turbulence results in three points: fuzzy boundaries, intentional breaches, and mistakes. In addition, limited turbulence occurs due to the loss of alignment in communication. Figure 17 indicates that board members often feel superior, while secretariat staff are inferior. This feeling is the source of authority on one side against the other (Griffin, et al., 2003).

Figure 17. Unequal and Imbalanced Communication Actors



Source: Author's Documentation (2024)





Definitely, the pattern of communication between the board members and the secretariat staff is a balanced collaborative pattern, as shown in Figure 18. This pattern will not occur as long as the hierarchical pattern between board members and secretariat members is maintained. Hierarchical patterns will only create an image communication model, that is, a communication pattern of keeping a facial mimic so that a board member feels worthy of being superior, just as a secretariat staff member keeps an image so that he feels deserving of being inferior (Sari, 2020).

Figure 18. Collaboration of Communication Actors



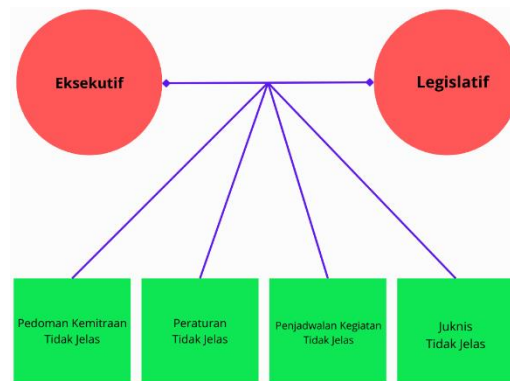
Source: Author's Documentation (2024)

### Anti-Collaborative Governance Communication between Council Members and Local Government

An anti-collaborative governance communication model was found in a partnership between the DPRD DIY (example of case: Commission D) and the Pemda DIY (example of case: Health Service), mainly related to the Charter of Task Orders (SPT) of Germas activities (Gerakan Masyarakat Hidup Sehat). According to the Health Service, the members of Commission D must make the SPT source for this activity. Meanwhile, according to the faction staff, the board members do not need SPT

because Commission D is a partner of the Health Services. The SPT only needs to be removed when the member of Commission D cannot attend the activities of Germas and is replaced by someone else. Thus, the SPT is for the blocked Commission D's replacement, not for the Commission D members who are ready to be the source. It is also unclear who should issue and request the SPT, whether the D Commission or the Health Service, so that miscooperation occurred.

Figure 19. Anti-Collaborative Governance Communication Management



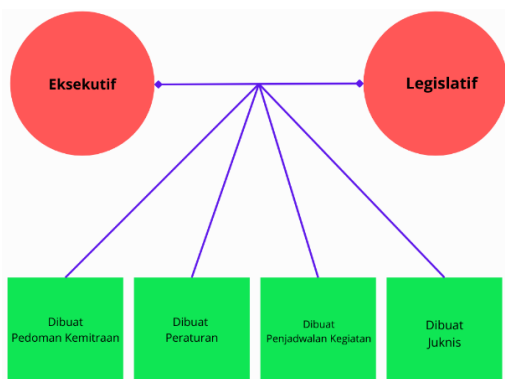
Source: Author's Documentation (2024)

Figure 19. shows that in the partnership agreement between the executive and the legislature, there is no executive and legislative, lack of clarity in partnership guidelines, regulations, schedule of activities, and technical guidance. As a result, the partnership activities are messed up. The solution, the partnership between executive and legislative, is built through governance communication. Communication controls must be networked structures. (The relationship between one element and another element in a network). The network



must be organic; there must be no domination and monopoly of each other, and there should be a trusting relationship (Isnaini, et al., 2020). Government governance is called governance if there is clarity regarding the partnership guidelines, regulations, and technical guidance (determining) of the jointly agreed partnership activities, as shown in Figure 20.

Figure 20. Collaborative Partnership between the Executive and Legislative



Source: Author's Documentation (2024)

### Communication Relationship Between Faction Staff and Secretariat Staff

#### Inter-State Communication Disparity of the Secretariat

In the Secretariat of DPRD DIY, there is a pattern of communication disparity between the faction staff and the elements of the secretariat. That disparity can be classified in several ways. First, the staff of the underparts can accept the factional staff as collaborative partners. Secondly, the faction staff is not a pure part of the secretariat but rather a "party order." Thirdly, almost all faction personnel regard the component staff (ASN background and contractual force) as lower than their "position."

Such an attitude is one form of self-image. Self-image is usually shown by a person when faced with different cultures of his or her native culture. There are certain values that a faction staff can expect to emerge in his presence in the presence of other secretariat staff. Cultural variables, as Ting-Toomey said, can interfere and even become a significant barrier in communication (Griffin, et al., 2003).

Diagram of Ven in Figure 21. mutual separation, in the sense that there is a disparity in collaborative communication is between non-party secretariat staff and party-based faction staff.

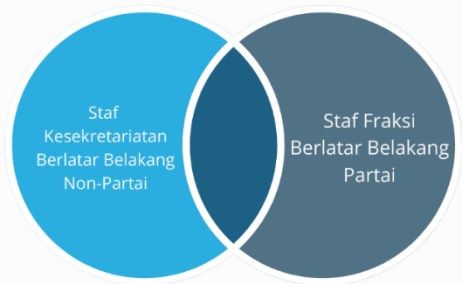
Figure 21. Disparity in Secretariat Staff Communication



Source: Author's Documentation (2024)

The Ven's diagram model is supposed to be in line, as shown in Figure 22. In other words, there is a responsibility that is only for the faction staff and does not have to involve the secretariat staff—and vice versa. However, there are also responsibilities for which both are equally responsible.

Figure 22. Balance and Equality of Secretariat Staff



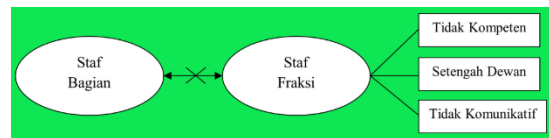
Source: Author's Documentation (2024)

### Inter-State Communications Facility of the Secretariat

The researchers also found in the DPRD DIY environment a breakdown in collaborative communication between the staff, in particular between the faction staff and component department staff. The faction staff was never involved in the formulation of the insolvency policy, so they could not submit proposals for staff replacement. The "exclusion" of the factional staff from policy on their own existence is a response to the loss of distributive accountability (Goldsmith & Kettl, 2009).

The reason the faction staff were not involved in the secretariat meeting, according to the departmental staff, was because of three factors (See Figure 4.3.22). First, many faction staff are incompetent at work; they are less accountable to their jobs and less disciplined in doing their jobs. Secondly, a lot of faction personnel are "half-chambered" simply because they are party-oriented. Thirdly, they tend to be non-communicative. It's probably because of keeping an image that feels worthy of being positioned above the component staff t.

Figure 23. Communication Breakdown among Secretariat Staff



Source: Author's Documentation (2024)

The communication is as described below.

Figure 24. Equality and Professionalism of Secretariat Staff



Source: Author's Documentation (2024)

In Figure 24, it appears that there are three conditions that must be observed for further practice by the faction staff. First, they have to be competent in their duties and have a high degree of integrity in carrying out their job. Second, they must feel equal to the component staff. Third, they should be communicative.

### Communication Relations Among Council Members

#### Prejudices in Communication Among Council Members

In the DIY DPRD environment, the non-professional way of working has become a cultural symptom. The work of council members has always been a tardy of the old system. This interdisciplinary culture has made the leadership of the DPRD DIY accuse him of "unfairness" when socializing the Pokir system, as the official closed time of Pokir on March 31, 2023, but the leader stated that the Pokir system was scheduled from January 19, 2024, to February 3, 2024. With this "unfair" method, Pokir's slow work then isn't too far from the system.



In this context, trust among the participants in the theory of collaborative governance cannot be applied in the DPRD DIY environment. This is because, in trust among the participants, stakeholders mutually build trust in the network in order to realize their goal. Collaborative governance is only possible when each stakeholder gives each other a sense of trust as a form of professional relationship between them (Goldsmith & Kettl, 2009). Meanwhile, the way the members of the DIY DPRD work shows the opposite, making the DIY leaders lose confidence in the commitment and integrity between them.

Figure 25. Prejudice of Council Members in Communication"



Source: Author's Documentation (2024)

In Figure 25, the leadership of the council displays a closed communication pattern towards the council members for two reasons. First, the council members are known for being inconsistent in carrying out their duties. Second, they often fail to complete their tasks on time. As a result, the council leadership "attacks" this non-professional work pattern by establishing a stricter schedule than what was initially formulated by the Bamus (Council's Honorary Board). This model of

communication prejudice is certainly not institutionally beneficial, even though it is done for the "greater good."

Figure 26. Open Communication among Council Members



Source: Author's Documentation (2024)

In Figure 25, it appears that council leaders show a pattern of closed communication with council members because of two factors. First, they have been known as persons who are inconsistent in carrying out their duties. Second, they often finish their jobs in time. Finally, the chief of the council, who is "shrinking" this non-professional pattern of work, is laying down a system that is earlier than what Bamus has formulated. This model of communication prejudice is not institutionally good, even if it is done for "the good."

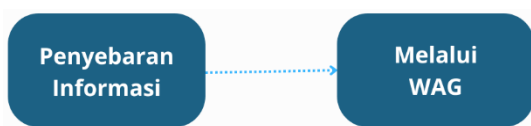
Meanwhile, in Figure 4.3.25, the long square box explains that in the Bamus meeting, members of the DPRD DIY should be involved. Because the glasses of Pokir's old system are all indicated by not being caused by the members of the DPRD DIY in the formulation and establishment of the old system. Communication between the leader and the members of the DPRD DIY must be open, without being inflamed by suspicion. Instead, the members of the DPRD DIY must be consistent and timely in the realization of Pokir.



**Unsuccessful communication between council members**

In Pokir's formulation, there was a "disconnected communication" between several parties. At the planning stage of Pokir's input, the terms of submission of Bappedda's activity proposals were not well communicated to the board members and faction staff. As a result, the actual board member, who is ready with the Pokir menu, has to shut it down because of its unfulfilled conditions. Finally, Pokir's settlement hit the system. The staff members or field coordinators of board members are confused because the menus that are inserted into the system are different from those menus proposed by them. They also asked the faction staff about the change, not directly to the board members, because they usually don't understand. This becomes a weird problem; the board members who are supposed to be in possession of Pokir just don't have enough understanding.

Figure 27. Ineffective Information Dissemination

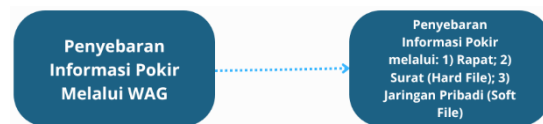


Source: Author's Documentation (2024)

This inefficient communication model always ends in misconception as information about Pokir is transmitted through the WhatsApp Group (WAG) (Figure 27.). According to the theory of collaborative governance, this

phenomenon is an embodiment of the problem of managing social networks (Booher & Innes, 2002). The inflexibility of communication is not on the side of substance but on the medium of communication. The model of dissemination of Pokir-related information should be through three media, namely a meeting medium, a letter in the form of a hard file, or delivering the message in a soft file via a private network (WhatsApp) (Figure 28).

Figure 28. Information Dissemination Does Not Rely on a Single Medium



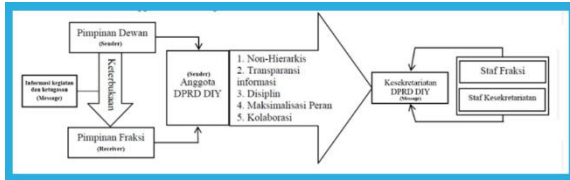
Source: Author's Documentation (2024)

Further, the researchers will outline the possibilities that could be drawn as a solution to the problems of collaborative communication that occurred between the board members, faction staff, and secretariat staff in the DPRD DIY environment

Figure 29. Model of Collaborative Communication Governance between the Secretariat and DIY Regional Council Members







Source: Author's Documentation (2024)

In Figure 29, it can be seen that in order to have relationship communication, the council leader must apply an open communication pattern (openness) to council members. Then, in the context of the DPRD DIY, this pattern of openness can only be realized if the board members can guarantee that they are consistent and disciplined in carrying out their duties. Such patterns by themselves will keep the networking between the two sides in a positive pattern of attitude (positivity). Similarly for the faction staff and component staff, it is required to apply positive, collaborative, equal, and consequential patterns of relationship to their respective satisfaction. The faction staff and the component staff must be intelligent in positioning themselves as communicators and communicators. (receiver). There are no more boundary patterns to begin for party or non-party reasons. Thus, in the DPRD DIY environment, there are only two parties, namely members of DPRD and staff of the Secretariat of DPRD, not four parties (leaders of councils, board members, faction staff, and secretariat staff) as has been the case.

Furthermore, the board members must implement a non-hierarchical pattern of relationships and communication. No more stratification of senior-juniors or employers-assistants. Their relationship development is

supposed to be partnership and equality. According to Anita Taylor, in order not to fail in establishing communication, an equal interpersonal relationship must be the basis and the most important factor (Mukarom, 2020). The members of the DPRD DIY and members of the DPRD Secretariat should collaborate harmoniously and communicate collectively and egalitarianly. This is because collaborative governance requires a partnership that simply has to have the principle of reciprocal commitment (Ratner, 2012).

## CONCLUSION

The study found 13 models of communication governance between members of the DPRD and members of the DPRD DIY Secretariat, classified in five categories. First, in a category of communication relationships between the board members, faction staff, and departmental staff, there are four models, namely the interrupted communication dialect model, the seniority communication model between board members and secretariat staff, the limited communication model among board members with secretariat personnels, and the program formulation model with chain communication. The second is the communication relationship category between the board members and the faction staff; in this category, we have two models, i.e., the "demon circle" communication chain model in program management and the communication anomaly model in the DPRD DIY environment. In this category, there are three models: a closed pattern of networking between board members and secretariat staff, an imbalanced model of communication actors, and an anti-collaborative governance communication model between the board members and secretariat staff. The fourth is

the category of communication relationships between the faction staff and secretariat staff; in this category, there are two models, namely a model of communication disparity among the secretariat staff and a secretariat inter-staff communication rupture model. The last is the category of communication relationships among council members; in this category there are two models, namely the prejudice model of communication among councillors and the model of inefficient communication among council members. From the 13 models of communication governance, a common solution was obtained: a model of collaborative communication between members of DPRD DIY, secretariat staff, and faction staff.

#### CREDIT AUTHORSHIP CONTRIBUTION STATEMENT

**Luthfi Afif Azzaenuri:** Writing-Conceptual Draft, Methodology, Data curation, **Christina Rochayanti:** Writing, Data curation, Draft Compilation, Investigation, Methodology, **Basuki Agus Suparna:** Data curation, Supervisions, Reviewing and Editing.

#### DECLARATION OF COMPETING INTEREST

This manuscript was originally a S-2 thesis by researchers at Universitas Pembangunan Nasional(UPN) Veteran Yogyakarta in 2024. We state that this manuscript has never been published in any journal.

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