



Synergy of Legal Department and Regional Apparatus to Produce Quality Regent Regulations in Penajam Paser Utara Regency

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Abstract

This study examines the synergy between the Legal Division and regional apparatus in the process of formulating high-quality Regent Regulations in Penajam Paser Utara Regency. Using a descriptive qualitative approach through in-depth interviews, this research aims to explore the dynamics of interaction between these two key entities in policy-making, as well as the factors influencing the effectiveness of their synergy. The findings reveal that the synergy between the Legal Division and regional apparatus in Penajam Paser Utara Regency is generally well-established, although challenges still exist in terms of limited time for completion, complex bureaucratic processes, and limited human resources. Factors affecting this synergy include supportive leadership, understanding of procedures, and clear regulatory guidelines. This study recommends the enhancement of collaboration between the Legal Division and regional apparatus, structured task division, improvement of communication mechanisms, and the development of human resources to ensure the creation of higher-quality Regent Regulations.

Introduction

In the era of increasingly developing regional autonomy, local governments have an increasingly important role in determining the direction of policies and regulations that have a direct impact on people's lives. Law Number 22 of 1999 concerning Regional Government, which was later updated by Law Number 23 of 2014, provides broader authority to local governments to regulate and manage their own government affairs according to the principles of autonomy and assistance tasks. This includes the authority to create Regent Regulations (Perbup) that have a direct impact on the local community. However, along with the increase in authority, the responsibility of local governments in creating quality Perbup is also increasing. Quality Perbup not only ensures compliance with applicable laws and regulations, but must also be relevant, applicable, and able to answer the needs and problems faced by the community. Therefore, synergy between the legal department and regional apparatus is very important in the process of creating this Perbup. Quality Perbup is the foundation for creating good governance. Good governance is characterized by transparency, accountability, community participation, and legal certainty (Lockwood, 2010; Vlašković et al., 2024; Rahmani & Koochshahi, 2013; Madzonga, 2023; Esty, 2005). A good Perbup will provide a strong legal basis for the implementation of regional government programs and policies, as well as provide legal protection for the community. A quality Perbup also plays an important role in creating a conducive environment for regional development. For example, a regional regulation that regulates clear and transparent business licensing will encourage investment and economic growth. Conversely, an unclear and inconsistent Perbup can hinder regional development and create legal uncertainty. However, to produce a quality Perbup, good synergy is needed between the legal department and the regional apparatus (Yamani & Yunita, 2024;

Lutfi, 2024). The legal department has the main task of ensuring that every Perbup made is in accordance with the provisions of applicable laws and regulations and has a strong legal basis. Meanwhile, the regional apparatus has an important role in providing input related to the needs and field conditions that must be accommodated in the Perbup. The preparation of Perbup is one of the important instruments in the implementation of good governance and effective governance (Suhayati, 2023). To ensure the process of forming structured regulations and meeting regional needs, the Regional Government through the legal section prepares the Regent Regulation Formation Program (Propemperbup) which is stipulated by the Regent's Decree. This document functions to plan, prioritize and identify the needs of the Regent's regulations to be formed in the next 1 (one) year period. With the existence of Propemperbup, it is expected that the formation of regent regulations can be carried out systematically and in a planned manner, and avoid overlapping policies.

However, in practice, the phenomena that emerge are often not in line with the planning that has been prepared in the Propemperbup. Many proposals for Regent Regulations are submitted outside of the Propemperbup that has been set, either due to unexpected urgent needs, Central Government policies, Regent instructions or socio-economic dynamics that require the formation of Regent Regulations quickly.

For example, due to the existence of a National fiscal policy in accordance with the National Program for the Development of the National Capital City (IKN) together with the issuance of Presidential Regulation of the Republic of Indonesia Number 35 of 2023 concerning General Provisions for Regional Taxes and Regional Retributions, that in supporting the fiscal policy of facilitating investment, the Regent can provide Fiscal Incentives to Business actors in their regions. The provision of Fiscal Incentives is stipulated in the Regent Regulation, namely in the form of reductions, relief, and exemptions, or elimination of the principal Tax, Principal Retribution and/or its sanctions. In such a situation, a Draft Regent Regulation on Exemption from Land and Building Acquisition Fees for Land and Building Acquisition of National Priority Programs and/or National Strategic Projects was proposed, although the draft Regent Regulation has not been included in the Propemperbup.

When several Regent Regulations are immediately enacted due to urgent policy changes or emergency situations, strong synergy between the Legal Section and Regional Apparatus becomes very important to ensure that the Regent Regulation remains of high quality and can be implemented properly. Therefore, this study focuses on how the Synergy between the Legal Section and Regional Apparatus can be improved to produce quality Regent Regulations even when faced with dynamics that do not always comply with the initial plan that has been prepared in the Propemperbup.

The quality of the Regent Regulation is highly dependent on the Synergy between the various parties involved in the process of forming the Regent Regulation. One of the key elements in this process is the Legal Section, which is responsible for ensuring that the regulations produced are in accordance with higher statutory provisions and meet good legal principles (Díaz-Rodríguez et al., 2023; Saputra et al., 2023; Leheza et al., 2023). On the other hand, Regional Apparatus that has technical authority in certain fields also plays an important role in providing input based on needs and field conditions.

The process of making Regent Regulations at the regional level often faces various complex challenges (Ribot et al., 2006; Busroh et al., 2024). One of the main challenges is the lack of coordination and communication between the Legal Section and Regional Apparatus. This is often caused by differences in priorities, lack of understanding of each other's functions and responsibilities. The lack of coordination and communication between the Legal Section and

Regional Apparatus coupled with the limited number of Human Resources (HR) in the Legal Section, as well as the lack of understanding of HR in Regional Apparatus regarding the legal aspects in the preparation of Regulations are also challenges in the formation of Regent Regulations (Engkus et al., 2019; Darmi & Suwitri, 2017; Noerdin, 2022; Bell, 2001).

The limited number of HR in the Legal Section can affect the Capacity of the Legal Section in providing technical support and legal drafting in the preparation of Regent Regulations (Sihombing & Hadita, 2022; Rosenbloom, 2022; Ribka & Wijaya, 2013). The Legal Section as a Technical Agency responsible for ensuring the legal aspects of each regulation produced, requires adequate Jf. Drafter of Legislation to conduct legal analysis, consultation and drafting of Regent Regulations in accordance with the provisions of Legislation. However, in reality, the Penajam Paser Utara Regency Government only has 2 (two) Jf. The drafters of Legislation are 1 (one) person in the Secretariat of the Regional People's Representative Council and 1 (one) person in the Legal Section. This number is truly not in accordance with the workload that is being carried out considering the large number of Regional Regulations and Regent Regulations that must be made by the Legal Section.

In addition, there is a lack of human resources in the Regional Apparatus who understand the legal aspects, and do not have the skills to adjust policies to the applicable legal provisions in the preparation of the Regent's Regulation, while the Regional Apparatus itself understands better the Technical Needs that will be stated in the Regent's Regulation. This causes the Regional Apparatus to not be optimal in cooperating with the Legal Section and can lead to proposals for Regent's Regulations that are not mature or do not comply with the provisions of applicable laws and regulations, and can also potentially reduce the quality of the resulting Regent's Regulation. Regent's Regulations that do not comply with the provisions of laws and regulations can cause legal confusion, unclear implementation, or even have the potential to conflict with higher regulations, which ultimately harms the community and creates legal uncertainty.

Methods

In this study, the research method used is descriptive qualitative. This study emphasizes more on the interpretation of researchers based on existing theories. Qualitative research is a descriptive research procedure that emphasizes the naturalness of data sources and ultimately synthesizes them. In understanding and interpreting phenomena, qualitative research uses various data collection methods (interviews, observations, and document reviews), highlighting the process and meaning (subject perspective). The theoretical basis in this study is useful for providing a general explanation related to the research background, used as a guide so that the facts collected and found in the field are in accordance with the focus of the research, in addition the theoretical basis is also useful as a discussion material for research results. The role of the researcher in this qualitative research is as a planner, data collector, analyst, and finally as the initiator of the research. However, as support for collecting data in the field, the author used a notebook and ballpoint pen as data recording tools and a voice recorder to record the results of interviews with informants.

The research location was conducted at the Regional Secretariat of Penajam Paser Utara Regency. The interview was conducted through a semi-structured interview which was carried out more freely compared to a structured interview. The researcher conducted an interview with the informant. The informants in this study were divided into two, namely key informants consisting of Legal Section Elements and Supporting Informants consisting of Regional Apparatus Elements. The author conducted observations of the work process and interactions between the Legal Section and Regional Apparatus. Note how communication occurs, how

decisions are made, and how the legal product development process is carried out. The data analysis method used is descriptive analytical, which is done by explaining and analyzing primary and secondary data that aims to describe the phenomena that occur in the object being studied. The presentation of these data can be done using easy-to-read tables, photos, or images so that they can describe the actual conditions of the process of forming quality Regent Regulations in Penajam Paser Utara Regency in order to know and analyze the Synergy between the Legal Section and Regional Apparatus in Penajam Paser Utara Regency.

Result and Discussion

Data and information obtained from the results of interviews and direct observation during the interview process, the data and information is then reduced, the researcher then provides direct coding to the data units that have been reduced.

The results of the interview with the coding of research informants related to the formation of the Regent's Regulation at the Regional Secretariat of Penajam Paser Utara Regency are as follows:

"In general, our synergy is good, we work quite closely with other regional apparatuses. Of course, each regional apparatus has different expertise and focus, so we in the legal department usually take care of the legal aspects more. However, when it comes to synergy, we often discuss together to ensure that the regulations we make can be implemented in the field and there are no legal problems in the future. We often have meetings together, so communication between parties can be maintained. Of course, sometimes there are slight differences of opinion, but that's normal, right, it's called a work team".

Interview results the first informan, also said that:

"Sometimes the obstacle is time. Because, the legal department is usually very detailed, so sometimes it takes longer to ensure everything is in accordance with existing regulations. Meanwhile, other regional apparatuses, they also have targets that must be met, so they may sometimes be in a hurry. Well, sometimes if there are differences of opinion about urgency or technicalities, it can cause a slight delay. But we always try to find solutions, especially in our coordination meetings we also use the E-Perda Application, miss, to speed up our time, we usually send the draft Perbup for Facilitation to the Provincial Legal Bureau using the E-Perda Application so we don't need to come there directly because the distance is also far, miss."

Results of the interview the first informant, also said that:

"many factors, first we are very short of personnel at this time in the legal section only have one drafter of laws and regulations, while our workload is making regulations for one district starting from regional regulations, regent regulations and Regent's Decrees, all of which we make, second, in the regional apparatus there are also not many human resources who understand legal regulations, that is also a factor that makes our communication a bit disconnected with the Regional Apparatus. so, the draft of the regent regulation that they submit to the legal department is usually just as is, that's what makes our workload increase and the time we need is also longer and the Regional Apparatus is also sometimes impatient, but we try our best, with a small number of designers we often attend Technical Guidance and Coordination Meetings for the formation of Legal Products to increase insight and knowledge, miss."

Results of the Informant interview, also said that:

"Our role, of course, is to ensure that the regulation is not only valid in the eyes of the law, but also practical. So, in addition to formulating articles that are legally correct, we also ensure that the regulations we make can be easily implemented in the field. We don't want there to be any legal loopholes that can be exploited by others or even cause problems. We help other regional apparatuses to see the impact of the regulation in real life."

Second Informant

The second informant, said that:

"In my opinion, the synergy is okay, it's good. We in this regional government really prioritize collaboration between departments. But there are indeed some areas that need to be continuously improved, for example, in the coordination section at the beginning. Sometimes, we in the regional secretariat feel that all regional apparatuses must be more proactive in conveying issues that need to be regulated. If possible, there should be communication sooner before the regulation is discussed, so that there is no overlap and everyone knows what needs to be done. To support this synergy, we have also drafted the Regent's Decree (SK Bupati) Number 100.4.2/32/2024 concerning the Drafting Team for the PPU Regency Regent's Regulation in 2024, in the Decree, in addition to the Legal Section, it also includes the Elements of the Regional Apparatus initiating the Perbup, the Drafter of Legislation, the Regional Office of Law and Human Rights and the Provincial Legal Bureau as members of the TEAM and myself as the Director, so the tasks are clear, it's just a matter of how the individuals carry them out."

Results of the interview with the Second Informant, also said that:

"As the Regional Secretary, I am more concerned with ensuring that everything goes according to plan and on time without neglecting the legal aspects, so that nothing is violated. So, I am the one who monitors and assesses whether all the regulations submitted are in accordance with the Propemperbup or not. If there are any that are not in accordance, I will make sure that they are followed up and adjusted immediately. In essence, we want all regulations to be useful and can be implemented immediately without any obstacles."

Third informant

The third informant, said that:

"This is how it is, miss, our form of synergy here is by coordinating with each other. As the drafters, our duties are more towards the technical aspects of the design, compilation and legal drafting, so we must often collaborate with the regional apparatus initiating the regent regulation. We both see whether the regulations we make are in accordance with existing provisions, both in terms of law and operations. Usually, we hold meetings to discuss the drafts that we have prepared, sometimes we also coordinate by telephone, to make sure everything is clear, and there is no miss or misunderstanding."

The results of the interview with the third informant, also said that:

"There must be a difference. If the regulation has been included in the Propemperbup, usually there is a clear order and schedule, so the process is more planned and structured. Well, if it is submitted outside of that, it is usually more urgent and not on the schedule, so it feels more rushed. Sometimes, because it is not in the initial plan,

there is a little difficulty in compiling the draft or even in coordination. But, yes, we try to keep it running smoothly even though the process is rather fast and tight, the problem is that the process of making the Perbup is not only in our hands, but also in the province because the preparation of the Perbup must go through the Harmonization process at the Regional Office of Law and Human Rights and Facilitation at the Provincial Legal Bureau, our communication is a bit difficult for that because we do not have the capacity to change the schedule they have prepared, we can only ask them to accelerate it with the hope that the Perbup submitted outside the Propemperbup can be Prioritized for Discussion."

Interview results the third informant, also said that:

"The most important thing is communication between the parties involved. So, all parties, especially the legal department and other regional apparatuses, must be able to convey their opinions and roles clearly. In addition, of course, the regulation must be in accordance with conditions in the field. Don't let the regulations that are drafted be good on paper only, but cannot be implemented or even confuse the people who have to implement them. For example, Regent Regulation Number 22 of 2019 concerning Supervision and Control of Land Sale/Purchase Transactions/Transfer of Land Rights, because the regulation is not in accordance with the Civil Rights of the community, now we are drafting a Regent Regulation to revoke it, the process is currently waiting for the signing permit by the Governor at the Provincial Legal Bureau. So, the quality also depends on the extent to which all parties can collaborate including the Leadership's policies in making decisions."

Fourth informant

The fourth informant, said that:

"We at the Regional Revenue Agency must certainly coordinate with the legal department so that the regulations we will make are in accordance with existing laws, and also with other regional apparatuses, especially those related to tax and Retribution policies. For example, we have submitted a draft of a regent regulation on the Exemption of Land and Building Acquisition Fees for Land and Building Acquisition Rights for National Priority Programs and/or National Strategic Projects, the regent regulation is a National fiscal policy in accordance with the National Program for the Development of the National Capital City (IKN) so, we have no choice but to submit it even though the regent regulation is outside the Propemperbup. We work together with the Legal Department within very limited and short time, we share tasks to make it faster, we help bring the regent regulation to the hierarchical initial process, even though in fact that task is the task of the legal department. We have some challenges related to data and reality in the field, but good communication with the legal department is very helpful so that the rules we make can be accepted and implemented well."

Results of the interview the fourth informant, also said that:

"There are many factors, ma'am, from the supporting factors first. It could be with Good and Open Communication, Supportive Leadership, understanding of Procedures, clear regulatory rules that are very helpful for us, ma'am. As for inhibiting factors, it is usually Complex Bureaucracy, this regent regulation goes through the regional office of law and HAM and the Provincial Legal Bureau so it is indeed a bit complicated, ma'am if the making is outside of the planning, not to mention the Competence and

Expertise of HR, to be honest, ma'am, regarding HR, we have a lot, but those who understand the rules and the process of making this regent regulation are only very few, we are aware of that, ma'am, the same as the legal department, we also experience the same thing if there is a new regulation from the center that must determine the regent regulation, while we are also in an unprepared position, yes, we have no choice but to leave other work to speed up the process of making this regional regulation."

Fifth informant

The fifth informant, also said that:

"In my opinion, the collaboration must be good in order to ensure that the resulting Perbup is not only legal but also implementable. For example, a Perbup related to regional taxes or regional levies, the Bapenda financial analysis team can provide an overview of the potential income and its impact on the regional economy. Meanwhile, the legal team can ensure that the provisions do not conflict with higher regulations or cause legal problems in the future. This collaboration can also avoid conflicts between legal and financial interests. For example, there is a policy that may be good for increasing regional income, but if it is not considered from a legal perspective, it could potentially cause problems in the future. If there is good communication between teams, we can resolve problems like this faster, before the regulation is enforced."

The results of the interview with the fifth informant, also said that:

"So, in the preparation of the Regent's Regulation, the division of tasks between the legal department and other regional apparatuses is clear. The legal department is responsible for ensuring that every provision in the Regent's Regulation is in accordance with higher regulations and does not violate applicable legal principles, they do the legal drafting, prepare the draft regulations and facilitate the process of forming the Regent's Regulation in the Province, up to the signature by the Regent and numbering. Although sometimes we also help with the hierarchical initialing process of the Regent's Regulation until the Regent's signature, yes, so that it is fast, ma'am, even though it is another task for us, hehehe... Meanwhile, we focus more on the technical aspects, we prepare technical data that may be needed and the budget, including financial analysis and the impact of policies on regional income. This synergy between us is very important, ma'am, so that the Regent's Regulation that will be determined is not only legally valid, but can also be implemented effectively."

The results of interviews conducted with key informants and supporting informants related to the process of forming Regent Regulations in Penajam Paser Utara Regency. This interview aims to explore in depth the synergy between the Legal Section and Regional Apparatus in compiling quality Regent Regulations, as well as to identify various factors that influence the smoothness and effectiveness of the process. The findings obtained from the interviews provide an overview of how collaboration between government agencies can run, the challenges faced, and the efforts that have been made to overcome existing obstacles. In this discussion, among others:

From the results of interviews with the Head of the Legal Section and the Regional Secretary of Penajam Paser Utara Regency, it provides a clear overview of how the synergy between the Legal Section and Regional Apparatus in the formation of Regent Regulations. In general, both sources emphasized that the synergy established between the legal section and other regional apparatuses is quite good. Collaboration between the legal section and regional apparatuses in Penajam Paser Utara Regency is carried out with an approach based on intense communication

and structured coordination, although sometimes differences of opinion arise that are reasonable in the dynamics of teamwork. According to the Head of the Legal Section, communication between parties is well maintained through regular discussions and joint meetings. This reflects one of the main principles of (Agranoff & McGuire, 2001) which states that "effective communication is the key to collaboration between institutions".

In this case, the Legal Section does not only focus on the legal aspect, but also often interacts with other regional apparatuses to ensure that the regulations that are drafted are not only legally valid but also relevant and applicable in the field. With open communication and joint discussions, differences of opinion between institutions can be managed well to achieve common goals in creating quality Regent Regulations. The Regional Secretary also emphasized the importance of better coordination at the beginning of the regulation drafting process. Although the synergy is good, he said that coordination at the beginning could be improved, especially in terms of the proactivity of regional apparatuses in conveying issues that need to be regulated. This is related to the need to start communication early, before the regulations are discussed, to avoid overlap and ensure that all parties know what to do. This statement highlights the importance of good coordination in inter-agency collaboration, as explained by (Agranoff & McGuire, 2001), who emphasized that "good coordination involves not only setting up work mechanisms, but also creating harmonious relationships between parties involved in the policy process".

As a concrete step to support this synergy, Penajam Paser Utara Regency has drafted a Regent's Decree (SK Bupati) Number 100.4.2/32/2024, which regulates the formation of the Regent's Regulation Drafting Team. In this SK, in addition to the Legal Section, there are also elements of the regional apparatus that are directly involved as initiators, designers of laws and regulations, and the Provincial Legal Bureau as team members. The clarity of the duties and roles of each team member, as stated in this SK, is expected to clarify coordination and increase trust between institutions in carrying out their duties according to their respective roles. This also reflects an effort to implement the theory of inter-agency collaboration in practice, where each party has clear responsibilities and works together to achieve greater goals.

Thus, the synergy built between the Legal Section and regional apparatus in the process of forming the Regent Regulation in Penajam Paser Utara Regency reflects the application of the principles in the Inter-Organizational Collaboration Theory proposed by (Agranoff & McGuire, 2001). The success of this collaboration depends on effective communication, mutual trust, and good coordination between institutions, as well as clarity of roles and responsibilities of each party involved. Although there were challenges in initial coordination and the need for more proactive communication, the steps that have been taken, such as the formation of the Regent Regulation Drafting Team, show a strong commitment to strengthening synergy and improving the quality of the regulations produced.

According to Agranoff & McGuire (2001), effective inter-agency collaboration in public policy management depends on three key factors, namely effective communication, mutual trust, and good coordination between institutions. These three elements are very important in forming synergy between the legal department and regional apparatus in the process of forming regent regulations in Penajam Paser Utara Regency. In the context of forming Regent Regulations, effective communication between the legal department and regional apparatus ensures that each party understands their respective roles and responsibilities. The legal department, which has the task of ensuring the validity of regulations in accordance with applicable laws, must communicate clearly and openly with regional apparatus to align the policies and programs

that will be outlined in the regulations. If communication goes well, the regulation drafting process will be more coordinated and reduce the potential for errors or overlaps in regulations.

According Agranoff & McGuire (2001) also emphasize the importance of mutual trust between collaborating institutions. In this case, trust between the legal department and regional apparatus is very important to facilitate the process of forming regent regulations. The legal department must trust that the regional apparatus has sufficient understanding of the local needs and context that will be outlined in the regulation. Conversely, the regional apparatus must trust that the legal department will provide the necessary legal considerations to ensure that the regulations made do not conflict with higher laws. Without mutual trust, collaboration will be hampered and the resulting regulations may not be optimal.

Good coordination between the legal department and the regional apparatus is also an equally important factor in creating synergy. The process of forming the Regent Regulation involves many parties with different tasks and functions, and therefore, good coordination is essential to ensure that the entire process runs according to plan. (Agranoff & McGuire, 2001) suggest that coordination between institutions is not only about setting work mechanisms, but also involves managing harmonious relationships between the actors involved. In this context, good coordination will ensure that every input from the regional apparatus and legal aspects can be combined to produce quality regulations, in accordance with the needs of the community and higher regulations.

In the formation of the Regent Regulation in Penajam Paser Utara Regency, the synergy between the legal department and the regional apparatus greatly determines the quality of the regulations produced. Collaboration between the two parties does not only involve technical and administrative aspects, but also a mutually supportive and harmonious relationship to achieve common goals. Referring to the theory (Agranoff & McGuire, 2001), effective communication, mutual trust, and good coordination will greatly influence the success in producing regulations that are not only legally valid, but also relevant to local needs and can be implemented effectively by the community and local government. For example, if coordination between the legal department and the regional apparatus runs smoothly, then errors in the preparation of regulations that can occur due to a lack of understanding of legal provisions or local needs can be minimized. Good communication will prevent different interpretations of the intent and purpose of the regulations. In addition, mutual trust between the two parties will speed up the process of making regulations, because each party feels appreciated and has an important role in solving problems. Thus, the success of the formation of quality Regent Regulations in Penajam Paser Utara Regency is very dependent on how both parties, namely the legal department and the regional apparatus, build synergy based on the principles of effective communication, trust and coordination, as explained by (Agranoff & McGuire, 2001).

As mentioned in the interview, one of the biggest obstacles in the process of forming the Regent Regulation is the lack of human resources in the Legal and Regional Apparatus Section. In the Legal Section, there is only one person who drafts the regulation, while in other regional apparatuses, not many understand the legal rules, which hinders smooth communication and coordination. In line with (Ulrich & Dulebohn, 2015) in the Human Resource Management Theory "the lack of human resources who have technical skills in the field of law and regulations can create a gap in the ability to produce quality legal products". Therefore, it is very important to improve human resource competency through more selective training and recruitment so that synergy between institutions can run more effectively. 2) Complex Bureaucratic Flow

The complex bureaucratic flow is a major obstacle in the process of drafting the Regent Regulation, because it involves many parties such as the Regional Office of Law and Human Rights and the Provincial Legal Bureau, which must review and verify the proposed regulations. This long and complicated process takes longer and can hinder the speed of completion. In line with Max Weber's Bureaucratic Theory. According to Weber (1974), bureaucracy is a highly structured and organized organizational system with clear rules, but often becomes very rigid and flexible to change. Although bureaucracy aims to create clarity and stability, in this context, complex bureaucracy can actually hinder efficiency and slow down the collaboration process between the various parties involved.

In the interview, it was also mentioned that limited working time was an inhibiting factor in the process of drafting the Regent's Regulation. This often forces the team to leave other work in order to speed up the creation of urgent regulations. (Stephen Covey, 1989) in the 7 Habits of Highly Effective People emphasizes the importance of effective time management to achieve optimal results, especially when resources are limited. In the context of the formation of the Regent's Regulation, time constraints make the process more rushed, and this can affect the quality of the final results of the Regent's Regulation.

Good and open communication is a major supporting factor in ensuring that all parties involved in the process of drafting the Regent's Regulation have the same understanding and clear goals. In the interview, both the Legal Section and the Regional Apparatus emphasized the importance of open communication between the Legal Section and the Regional Apparatus. They often hold regular discussions, coordination meetings, and share information related to the development of the drafting of regulations. In relation to this (David K. Berlo, 1960) through the SMCR (Source, Message, Channel, Receiver) model also said "effective communication involves delivering a clear message (Message), using the right communication channel (Channel), from a competent source (Source), to a recipient who is ready to receive the message (Receiver)". In this case, open communication between the Legal Section and the Regional Apparatus ensures that information regarding the drafting of the Regent Regulation can be delivered clearly and well understood by all parties involved.

Supportive leadership is also a very important factor in creating effective synergy. In the interview, it was stated that visionary and supportive leadership from parties in strategic positions plays a very important role in accelerating and facilitating the process of drafting regulations. Supportive leaders often provide clear direction, motivation, and the resources needed, so that the team in the field can work with more focus. The Theory of Project Administration and Management put forward by Henry Fayol emphasizes the importance of planning, organizing, and controlling in a project. In this context, a clear understanding of the procedure is part of the planning and organizing that ensures that the process of drafting the Regent's Regulation can be carried out systematically and efficiently. Clear procedures help all parties involved to know the stages that must be passed, who is responsible, and what to do at each stage. 3) Clear Regulations Clear regulations related to the drafting of regulations are a very important supporting factor.

In the interview, it was revealed that having clear rules and standard operating procedures (SOPs) that govern the process of drafting Regent's Regulations greatly helps reduce confusion and improve coordination. Clear regulations provide definite guidance on what to do at each stage of the regulation drafting, as well as who has the authority and responsibility in each process. In line with clear structures and rules in an organization can reduce uncertainty, improve coordination, and ensure that the entire process runs according to expectations. In the

context of drafting the Regent Regulation, clear regulations help create a definite framework for all parties to follow, which in turn speeds up the process and reduces the potential for errors.

Linking Supporting Factors to Synergy, good and open communication, supportive leadership, clear understanding of procedures, and clear regulations play an important role in creating effective synergy between the Legal Section and Regional Apparatus in drafting the Regent Regulation. Good synergy depends not only on efficient coordination, but also on support from leaders, open communication, and clarity in procedures and regulations. These factors create a solid foundation for both parties to work together effectively and produce quality regulations. By strengthening these factors, the process of drafting the Regent Regulation in Penajam Paser Utara Regency can run more smoothly and efficiently, and improve the quality of the regulations produced. Based on interviews with informants, there are several strategic steps taken to improve the quality of the Formation of Regent Regulations in Penajam Paser Utara Regency. These efforts focus on efficiency, better collaboration, and the use of technology to facilitate the process of drafting quality regulations. Some of the main efforts made are as follows:

One of the main steps to improve the quality of the formation of Regent Regulations is to form a team to draft regent regulations involving various related elements, including the Legal Section, Regional Apparatus initiating the Regent Regulation, the Regional Office of the Ministry of Law and Human Rights and the Provincial Legal Bureau. The formation of this team aims to ensure that each party involved has a clear role and can contribute with their expertise. Related to the discussion in the previous chapter in collaboration (Hackman & Oldham, 1980) emphasized that "a clear and fair division of tasks helps ensure that each team member understands their role and responsibilities. This contributes to the efficiency and effectiveness of collaboration" By forming this team, the process of drafting Regent Regulations becomes more structured, with each team member responsible for a specific part of the Regent Regulation being drafted. This clear division of tasks helps avoid overlapping work, speeds up the process, and minimizes errors in drafting regulations.

To overcome the problem of long distances and limited time, the E-Perda Application was introduced as an efficient solution in the facilitation process at the Provincial Legal Bureau. Previously, the facilitation process required face-to-face meetings that were time-consuming and costly. With this application, the facilitation process can be done online, so that document submissions and revisions can be processed more quickly and efficiently. In addition, this application allows related parties to access and provide input on draft regulations directly, without having to travel far, which of course saves time and money.

Regular discussion meetings are also an important effort in improving the quality of regulations. Through these meetings, all parties involved in the Perbup drafting process can discuss directly the contents of the regulations, explore emerging issues, and find the best solutions to resolve existing problems. Discussion meetings allow for more intensive coordination between various parties, both in the Legal Section and in the Regional Apparatus. In addition, this meeting is also a forum to ensure that the draft of the Regent Regulation that is being prepared has met the requirements in terms of legal substance and relevance to regional needs.

Good communication between the Legal Section and the initiating Regional Apparatus is one of the determining factors in the smooth process of preparing the Regent Regulation. This communication is not only limited to meetings or face-to-face discussions, but also through other communication channels such as telephone, email, and instant messages. Clear and open information regarding the regulations being prepared, changes that are needed, and issues that

need to be resolved can be exchanged effectively even though distance and time are obstacles. This is reinforced by "Poor communication can hinder synergy. Communication barriers include unclear information delivery, conflict between departments, and lack of effective communication channels" (Robinson, 2006). This good communication ensures that all parties understand their roles and what they need to do, and can overcome problems that may arise in the process of preparing the Regent Regulation.

Factors, and Efforts to Improve the Quality of the Formation of Regent Regulations, will analyze the relationship between the synergy established between the Legal Section and Regional Apparatus, and how factors that influence synergy can interact with efforts made to improve the quality of the formation of Regent Regulations in Penajam Paser Utara Regency. This study bases the discussion on the theory of inter-organizational collaboration, as well as the principles of organizational communication, which can explain how various internal and external factors influence the quality of cooperation between government agencies in the preparation of regulations.

According to the organizational communication theory of Robinson and Judge (2017), "open and effective communication is the key to ensuring that all parties involved in an organization can function well". In the context of the formation of the Regent's Regulation, good communication between the Legal Section and the Regional Apparatus can reduce misunderstandings, accelerate the handling of legal problems that arise, and ensure that each stage in the regulation formation process can be carried out smoothly. This was acknowledged in interviews with informants, where regular discussion meetings and the use of direct and indirect communication media allowed for smooth coordination. In addition, the implementation of a clear team structure, such as the formation of the Regent's Regulation Drafting Team, helps regulate the roles and responsibilities of each party involved, so that there is no overlap and each can work according to their expertise and focus. Supportive leadership is also very important in maintaining team motivation and enthusiasm to work more optimally, given the limitations of time and human resources.

Conclusion

The synergy between the Legal Section and related regional apparatus plays a crucial role in the quality of the regulations produced, particularly in Penajam Paser Utara Regency. Communication, routine coordination, and the use of technology, such as the E-Perda application, contribute significantly to facilitating the preparation of Regent Regulations. However, challenges such as limited human resources, complex bureaucratic flows, and tight time constraints hinder the efficiency and effectiveness of this synergy. Despite these obstacles, supportive leadership and a clear understanding of the regulatory procedures help improve the process. Efforts to enhance the quality of Regent Regulations include forming a dedicated preparation team, utilizing online platforms like E-Perda for faster document processing, and holding regular discussion meetings to ensure alignment with regulations and local needs. Additionally, maintaining open communication channels, both direct and indirect, strengthens collaboration and addresses challenges related to time and distance. The quality of the regulations, influenced by effective synergy, is essential for their successful implementation. Poorly drafted regulations can impede policy execution, lead to administrative confusion, and ultimately harm regional development, legal certainty, and public trust.

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