

Coordination Network Mechanism in Preventing Criminal Acts of Corruption in Teluk Bintuni Regency

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ABSTRACT

This study examines the inter-agency coordination network mechanism in preventing corruption in Teluk Bintuni Regency within the framework of local governance. Using a qualitative case study approach, the research explores how coordination is structured, implemented, and experienced by key institutional actors, with particular attention to communication patterns among agencies. Data were collected through in-depth interviews with government officials, internal auditors (APIP), law enforcement agencies (Police and District Attorney's Office), limited participant observation, and analysis of official documents such as memoranda of understanding, standard operating procedures, audit reports, and corruption case data. The findings show that corruption prevention coordination operates through a network involving regional government agencies, oversight bodies, law enforcement institutions, and community actors, utilizing both formal and informal mechanisms. Analysis based on Thomas W. Malone's coordination theory reveals three interrelated dimensions: standardization, planning, and mutual adjustment. Standardization provides a normative foundation through regulations and sectoral SOPs but remains fragmented across agencies. Planning efforts have begun through integrated systems such as the KPK's Monitoring Center for Prevention (MCP) and e-Planning, yet joint action plans are not fully institutionalized. Mutual adjustment emerges as the most effective mechanism, relying on direct communication, flexibility, and leadership-driven initiatives to respond to dynamic situations. Overall, the study concludes that coordination in Teluk Bintuni Regency is in a transitional phase from rule-based to system-based and communication-centered coordination, highlighting the central role of collaborative communication in strengthening sustainable corruption prevention and accountable local governance.

Keywords: *Inter-agency Coordination, Corruption Prevention, Collaborative Communication, Local Governance, Public Administration*

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INTRODUCTION

The effectiveness of governance is measured not only by the success of physical and economic development, but also by the government's ability to maintain bureaucratic integrity, transparency, and accountability (Mejia, 2013; Agu et al., 2024). These aspects are the main foundation for building public trust in government administration, particularly at the regional level.

Corruption is one of the most serious threats to the basic principles of public administration. Corrupt practices not only cause state financial losses but also undermine the legitimacy of government institutions, weaken public trust, and hinder the effective and equitable delivery of public services (Rose-Ackerman & Truex, 2012).

In the context of regional government, preventing corruption cannot be carried out partially by a single institution. The complexity of government authority and functions requires the involvement of various interconnected institutions in a structured and sustainable coordination network (Hovik, S., & Hanssen, 2015; Volkery et al., 2006).

The inter-institutional coordination network plays a strategic role in unifying actions, aligning policies, and ensuring a clear division of roles and responsibilities in corruption prevention efforts (Onyango, 2020; Jeddawi et al., 2025). Through an effective coordination mechanism, the potential for overlapping authority and conflict between institutions can be minimized.

Heranz (2010); Qin & Fan (2016) and Roberts (2011) said that, the coordination network mechanism also serves as a means to expedite the exchange of information and data between authorized institutions. Access to timely and accurate information is key to detecting potential irregularities from the planning stage to the implementation of public policy.

However, in the practice of regional governance, inter-agency coordination mechanisms often do not function optimally. Various structural and procedural barriers can lead to weak synergy between institutions in preventing corruption.

Weak coordination has the potential to create a vacuum of responsibility between institutions, delays in decision-making, and ineffective oversight of the use of public

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resources (Uddin, 2025; Yilema & Gianoli, 2018). This ultimately opens the door to corrupt practices that are difficult to detect and act on early.

Within a decentralized framework, regional governments have broader authority to manage budgets, natural resources, and public services. This authority, if not balanced by strong coordination mechanisms, can increase the risk of abuse of authority and weaken internal controls.

Therefore, strengthening inter-agency coordination network mechanisms is a crucial part of efforts to improve the quality of regional governance. Effective coordination not only supports corruption prevention but also increases the efficiency and accountability of public administration overall.

Teluk Bintuni Regency, as a region with complex development dynamics and resource management, faces unique challenges in preventing corruption. Its geographical conditions, bureaucratic structure, and the involvement of various institutional actors demand a clear and integrated coordination mechanism.

The existence of various institutions at the regional level, whether for oversight, planning, or policy implementation, requires a coordination pattern capable of bridging differences in functions and interests (Tewdwr-Jones & McNeill, 2000; Benz & Eberlein, 1999). Without an adequate coordination network mechanism, corruption prevention efforts risk being sectoral and unsustainable.

Research on the coordination network mechanism in corruption prevention is crucial for understanding how relationships between these institutions are established and implemented in practice. This study focuses on identifying the forms of coordination, the roles of institutional actors, and the procedures governing interactions between related institutions.

Furthermore, this research also seeks to examine various obstacles that influence the effectiveness of the inter-institutional coordination network in preventing corruption at the regional level. Understanding these obstacles is necessary to formulate more targeted improvement measures.

By analyzing the existing coordination network mechanism, this study is expected to provide an empirical picture of the extent to which inter-institutional coordination has contributed to preventing corruption in Teluk Bintuni Regency.

Ultimately, the results of this study are expected to provide recommendations for local governments in strengthening the coordination network mechanism between institutions, so as to create more integrative, accountable governance that is oriented towards preventing criminal acts of corruption in a sustainable manner.

METHODS

This research uses a qualitative approach with a case study method. This approach was chosen because the research aims to deeply understand the network of inter-agency

coordination mechanisms in corruption prevention in Teluk Bintuni Regency, particularly the communication models implemented among the actors involved. According to Creswell & Poth (2016), qualitative research is used to explore complex social phenomena by relying on data obtained from direct experience, interviews, documents, and observations. The case study approach proposed by Richardson (2023) allows the research to conduct an in-depth exploration of the inter-agency coordination process within a specific context.

Data Collection Techniques

The data collection techniques in this study used three main methods: in-depth interviews, limited participant observation, and documentation study. In-depth interviews were conducted with key actors involved in corruption prevention, such as Inspectorate officials, investigators at the District Attorney's Office and the Teluk Bintuni Police, and relevant local government officials, with the aim of exploring their experiences, views, and coordination practices. Limited participant observation was used to directly record the interactions and dynamics of coordination between institutions, both in formal and informal forums, so that researchers could understand the ongoing communication and decision-making processes. Meanwhile, documentation study was conducted through analysis of various supporting documents, including memorandums of understanding (MoUs) on APIP-APH coordination, standard operating procedures (SOPs), Inspectorate audit reports, coordination minutes, and statistical data on corruption cases in Teluk Bintuni Regency, to strengthen the field findings and provide normative context for the coordination mechanisms studied.

Data Analysis Techniques

The data analysis technique in this study employed a thematic analysis approach as proposed by Braun & Clarke (2006). The analysis was conducted through several stages, beginning with data reduction, which involved selecting and categorizing data obtained from interviews, observations, and documentation studies into key themes such as coordination, communication, and oversight in corruption prevention. The next stage was data coding, assigning thematic codes that reflected inter-agency communication patterns, coordination barriers, the effectiveness of coordination mechanisms, and recommendations for an ideal coordination model. The coded data were then presented in the form of narrative descriptions and an analysis matrix to demonstrate the interrelationships between research findings. The final stage, drawing conclusions and verifying them, ensured that conclusions were based on consistent patterns from various data sources and strengthened through data triangulation to increase the validity of the research findings, as recommended by Lincoln & Guba (1985) through the principles of credibility, transferability, dependability, and confirmability.

Data Validity Testing

To enhance the credibility of the research results, the technique used was data triangulation, which involves

comparing interview results with field observations and official documents. This technique was chosen because it allows researchers to assess the consistency of information from various sources while avoiding bias that might arise from a single data collection method. In the context of qualitative research examining inter-institutional relations and coordination processes, triangulation is crucial to determine how informants' statements truly reflect the actual conditions within institutional structures and bureaucratic practices on the ground. Triangulation was conducted through three primary sources. First, in-depth interview data from informants such as local government officials, auditors from the Teluk Bintuni Regency Inspectorate acting as the Public Apparatus Inspectorate (APIP), law enforcement officers, including Corruption Investigators from the Teluk Bintuni Police and members of the Special Crimes Unit of the Teluk Bintuni District Attorney's Office. Second, data from inter-institutional coordination forums and the intensity of institutional communication in the context of corruption prevention within the Teluk Bintuni Regency government. Third, official documents such as minutes of coordination meetings, supervisory audit results, Regent Regulations, inter-agency MoUs, and audit reports (LHP) from the Inspectorate and the Supreme Audit Agency (BPK). These three types of data were compared to identify patterns of consistency and striking differences, allowing researchers to draw more confident conclusions about the effectiveness of ongoing coordination.

RESULTS AND DISCUSSION

The research findings indicate that corruption prevention in Teluk Bintuni Regency operates through an inter-agency network involving local government officials (OPD/Secretary's Secretariat), internal oversight (APIP/Inspectorate), political oversight (DPRD), law enforcement (Polres/Kejari), community members/NGOs, and the press. This network operates through a combination of formal mechanisms (official meetings, correspondence, written reports) and informal mechanisms (direct telephone/WhatsApp communication between leaders) to respond to strategic issues, complaints, oversight findings, and potential budget irregularities. This pattern is illustrated by the finding that the flow of information between institutions generally occurs through hierarchical formal channels, but in practice, informal channels are also supported to expedite coordination in certain situations.

Despite the established coordination network, the research also identified structural barriers that prevent fully integrated coordination in corruption prevention. Recurrent barriers raised in interviews included the lack of integrated inter-agency standard operating procedures (SOPs), the lack of a formal joint planning forum, sectoral egos, and limited information transparency, particularly regarding sensitive data. This situation often results in reactive coordination coordination forums emerge more frequently when specific cases or issues arise and is not yet supported by an integrated joint reporting and monitoring system.

Based on these findings, the analysis of the coordination network mechanisms in this chapter is mapped using Thomas W. Malone's coordination theory, specifically the three most prominent mechanisms in corruption prevention practices in Teluk Bintuni Regency: standardization, planning, and mutual adjustment. These mechanisms were chosen because field findings consistently indicate that the primary problem is not the absence of actors, but rather the need to strengthen shared work standards and integrated cross-agency action plans to ensure that corruption prevention is not fragmented.

This coordination occurs in various forms and levels, both through official forums and through more flexible informal communication. In this context, coordination is not merely a matter of procedure, but also an effort to build relationships and trust between institutions so that corruption prevention measures can be implemented collaboratively and sustainably. Therefore, the discussion in the following section will explain in more detail the coordination network mechanisms in corruption prevention in Teluk Bintuni Regency, outlining the three main dimensions as proposed by Thomas W. Malone standardization, planning, and mutual adjustment that form the basis of the analysis in this study.

STANDARDIZATION

Urgency

Research results show that standardization is a fundamental need because corruption prevention involves multiple institutions with varying authorities. Without common standards, each regional government agency (OPD)/institution tends to follow its own internal rules, which can easily weaken coordination and open up opportunities for irregularities. The Acting Regional Secretary of Teluk Bintuni Regency emphasized:

"SOPs as a common reference between institutions in corruption prevention currently do not exist and still rely on national regulations and the APIP-APH MoU."

Standardization is crucial because without standardized rules and uniform procedures, each institution will interpret corruption prevention measures according to its own perspective. This has the potential to create a lack of synchronization and conflicts of authority between actors. The urgency of standardization is clearly evident in the need for uniform regulations as a "safety fence" to ensure coordination is consistent, transparent, and independent of personal interpretation.

As stated by the Regent:

"SOPs are crucial because they serve as a common reference so that each agency works in a focused, consistent, and accountable manner. Without SOPs, coordination will be reactive and inconsistent."

The Regional Secretary echoed this sentiment:

"SOPs help ensure that corruption prevention policies and measures are implemented consistently, regardless of the official. Without SOPs, coordination can be weak and create opportunities for irregularities."

Standardization Components

Based on empirical data, the components/subdimensions of standardization in Teluk Bintuni Regency consist of: (1) Regulations and SOPs: The existence of written regulations (e.g., Minister of Home Affairs Regulation 77/2020, Presidential Regulation 16/2018) as guidelines for coordination; (2) Standard Instruments: Reporting systems, audit formats, or MCP/IKPD standards from the Corruption Eradication Commission (KPK); (3) Process Uniformity: The extent to which different units implement uniform procedures in corruption prevention; (4) Formal regulations and anti-corruption work guidelines, such as Regent Regulation No. 8/2019 (Gratification), Regent Regulation No. 22/2018 (Public Complaints), and Regent Regulation No. 20/2022 (Risk Management); (5) The 2023 APIP-APH MoU, as a work standard for coordination of supervision and law enforcement; (6) Digital governance systems (SIPD, LPSE, e-Planning) as instruments for standardizing reporting and accountability; (6) Internal SOPs for the Inspectorate, BPKAD, and PBJ, which regulate audit, procurement, and reporting mechanisms. As shown in the following table:

Table 1. Dimensions, Sub-Dimensions, and Operational Indicators of Standardization in Inter-Agency Coordination for Corruption Prevention

Dimension	Sub-Dimension	Operational Indicators
Standardization	Regulations and SOPs	Existence of standardized regulations (Minister of Home Affairs Regulation No. 77/2020, Presidential Regulation No. 16/2018, KPK Monitoring Center for Prevention/MCP); inter-agency agreements.
	Standardized Instruments	Standardized reporting formats, audit standards, and monitoring systems such as MCP and the Regional Government Performance Index (IKPD).
	Process Uniformity	Implementation of uniform procedures across regional government agencies (OPD) and related institutions in corruption

		prevention.
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In an interview, the Regional Secretary of Teluk Bintuni Regency cited references such as the 2023 APIP-APH MoU, the Regent's Regulation on Gratuity Control, the Regent's Regulation on Public Complaints, the Regent's Regulation on Risk Management, and the Corruption Eradication Commission's (KPK) MCP/IPKD guidelines as the basis for the standards currently in use.

RESEARCH RESULTS

The main findings indicate two things: (i) there is no integrated cross-agency SOP, but (ii) there are sectoral standards in place. From the APH perspective, Christian Wahyu stated that only the APIP APH MoU exists as a basis for coordinating report/complaint handling, while a specific SOP for prevention is missing, resulting in institutions working according to their respective internal regulations.

From the BPKAD perspective, Laras Suryani emphasized that clear SOPs make coordination more measurable and oversight easier to evaluate. However, obstacles to implementing standards remain a long bureaucracy, sectoral egos, differing perceptions of regulations, and the lack of an integrated reporting system. Based on the interviews, all informants stated that standards and guidelines for corruption prevention in Teluk Bintuni Regency exist, but they are not yet integrated between and across agencies.

The Head of Inspectorate I emphasized:

"The Inspectorate already uses SPIP (Standard Operating Procedures) and SOPs for supervision and follow-up of audit results, but not all Regional Apparatus Organizations (OPDs) have implemented them. A joint SOP is needed across agencies to ensure more targeted corruption prevention."

Regarding implementation, the Regional Secretary of Teluk Bintuni Regency stated that the SOP's implementation remains sectoral:

"The implementation of SOPs is largely reactive. Coordination meetings are held when specific cases arise, and there is no integrated reporting system between agencies."

The Head of the Regional Financial and Asset Management Agency (BPKAD) also added:

"We implement financial management standards based on SIPD (Standar Financial Management System), but the integration is not yet optimal because some OPDs are still not disciplined in updating their data."

Meanwhile, the Head of the Corruption Crime Unit of the Teluk Bintuni Police Criminal Investigation Unit and the Head of the Special Crimes Section of the Teluk Bintuni District Attorney's Office consider the APIP-APH MoU to be the primary guideline for legal coordination:

"The MoU is important to prevent overlap between administrative and criminal matters. We coordinate with the Inspectorate before any investigation."

However, from a civil society perspective, the Chairperson of the JPK NGO emphasized that work standards must also be made public:

"SOPs are important, but they shouldn't just be for internal use. There must be transparency so the public can also participate in oversight."

Implementation

In practice, corruption prevention standards are implemented primarily through regulatory and system-based governance standards. Frans Awak mentioned the implementation of regional financial management SOPs that refer to the Regent's Regulation and the use of systems (SIPD and e-planning/e-budgeting) integrated with the BPKAD and the Inspectorate, as well as procurement SOPs that comply with Presidential Regulation 16/2018 through LPSE and SIRUP for transparency and accountability.

On the normative side, standards such as the Regent's Regulation on Gratuity Control and the MCP/IPKD/MCSP indicators are seen as instruments to encourage Regional Apparatus Organizations (OPDs) to report measurable corruption prevention achievements across sectors. In practice, standardization remains administrative and symbolic. Standard implementation has not been consistent and still requires clarification between institutions.

Malone's Theory Analysis

In Malone's framework, standardization serves to reduce reliance on ad-hoc coordination because behavior and procedures are guided by the same standards. Research findings indicate that in Teluk Bintuni, standardization still predominantly takes the form of sectoral standards (finance and procurement), while cross-agency standardization for corruption prevention has not been institutionalized in a unified SOP. The absence of a shared SOP makes coordination more reactive, case-specific, and vulnerable to sectoral egos and delays in follow-up—as Frans Awak acknowledged, noting that coordination is often carried out when a specific case arises and there is no integrated reporting system between agencies.

Within Malone's theoretical framework, standardization is the most stable form of coordination, but it requires a strong commitment from all actors. In Teluk Bintuni Regency, standardization has a strong normative foundation (Regent's Regulation, APIP-APH MoU, MCP), but implementation is still partial and not fully operational. Conceptually, this condition illustrates a transition from "rule-based coordination" supported by regulations and SOPs. However, the direction of regional policy indicates a transition towards "system-based coordination," namely building more integrated, data-based, and adaptive coordination through digitalization of reporting and a shared communication platform between institutions so that To strengthen its effectiveness, it is necessary:

Integration of cross-institutional SOPs into an integrated digital system, Increasing human resource capacity in utilizing anti-corruption information systems, and Monitoring and evaluating SOP compliance periodically through the APIP-APH-OPD forum. With these steps, standardization can function as the foundation of a coordination network mechanism that minimizes overlapping authority and increases public accountability.

PLANNING

Urgency

Joint planning is crucial because corruption prevention cannot simply rely on responses after findings emerge. Without an integrated, cross-agency action plan, the potential for program overlap and weak coordination remains. The Chief Prosecutor (Agung Satriadi Putra) stated that because there is no integrated plan, the potential for overlap and weak coordination remains. In Thomas W. Malone's theory, planning is a form of coordination that emphasizes joint planning between organizational units so that each agency's actions are aligned in achieving the same goal.

In the context of corruption prevention in Teluk Bintuni Regency, inter- and cross-agency planning is crucial for unifying the vision, strategy, and program priorities among local governments, law enforcement officials, and supervisory agencies. Without coordinated planning, corruption prevention activities have the potential to overlap, become discontinuous, and their impact difficult to evaluate. Joint planning is urgent because it serves as the foundation for achieving alignment in anti-corruption policies and programs. Without integrated planning, corruption prevention efforts in Teluk Bintuni Regency risk becoming fragmented, operating independently, and losing collective drive. The urgency lies in how the forum and MoU can ensure that each institution has a shared roadmap, thereby increasing coordination effectiveness and minimizing the potential for overlapping roles. As stated by the Regent:

"Corruption prevention must be planned together. If each agency goes its own way, the results will be disjointed. I want a joint action plan so that all institutions have the same direction."

This was reinforced by the Regional Secretary, who stated:

"Planning is key to ensuring that all Regional Apparatus Organizations (OPD) and legal institutions operate in the same direction. If planning is weak, coordination will only be reactive."

Meanwhile, the Head of Inspectorate I:

"Without a jointly developed action plan, corruption prevention efforts will be sporadic and the results cannot be measured."

Planning Components

The planning components of the corruption prevention network include: (1) an official planning/coordination forum, (2) planning leadership/coordinator, (3) cross-

agency action plans, (4) establishing prevention priorities (e.g., vulnerable areas such as village funds, strategic projects, procurement procurement), and (5) strengthening the integration of prevention programs through indicators/guidelines (MCP/IPKD/MCSP). In this context, the Inspectorate is often cited as the most relevant node to lead prevention planning due to its internal oversight function.

Based on empirical data, planning within the coordination mechanism in Teluk Bintuni Regency includes several key components, namely: (1) the Regional Action Plan (RAD) for Corruption Prevention, which contains priority programs across regional government agencies (OPD) and legal institutions; (2) Coordination Forums and Planning

Deliberations, such as the Regional Coordination and Integrity Development Planning Forum (Rakorwasda) and the Regional Integrity Development Planning Forum (Musrenbang), which bring together APIP (Authorities), law enforcement officers (APH), and OPDs; (3) Synchronization of Programs and Performance Indicators, which seeks to align the KPK's MCP indicators with the regional apparatus work plans (Renja OPD). (4) Planning Documentation and Evaluation, through annual MCP reporting, supervisory reports, and monitoring of the Regional Action Plan; (5) Leadership and Commitment of the Regional Head, which are the driving factors for the consistent implementation of the collaborative plan. As shown in the following table:

Table 2. Table: Dimensions, Sub-Dimensions, and Operational Indicators of Joint Planning in Inter-Agency Coordination for Corruption Prevention

Dimension	Sub-Dimension	Operational Indicators
Planning (Joint Planning)	Formal Forums	Sustainability of coordination meetings, APIP-APH forums, focus group discussions (FGDs), and integrated task forces.
	Joint Planning Documents	Memorandum of Understanding (MoU) 2018, APIP-APH MoU 2023, and regional anti-corruption action plans.
	Strategic Policies	The roles of the Regent, Regional Secretary, and Regional House of Representatives (DPRD) in determining the direction of corruption prevention policies.

RESEARCH FINDINGS

Research findings indicate that a joint inter-agency plan for corruption prevention has not been formalized. Laras Suryani emphasized that a specific joint plan has not been formalized, but corruption prevention outreach/campaign activities are often carried out collaboratively between the Inspectorate, the Law Enforcement Agency (APH), and relevant Regional Apparatus Organizations (OPDs) (for example, during World Anti-Corruption Day).

Similarly, Agung Satriadi Putra stated that there is no inter- or cross-agency action plan, although certain collaborative activities exist, such as the "Jaga Desa" program for mentoring and monitoring the use of village funds, involving the Prosecutor's Office, the Inspectorate, and the DPMK.

Interviews revealed that coordination in corruption prevention planning in Teluk Bintuni Regency has begun, but it has not been fully coordinated systematically and participatory across agencies. The Regent explained:

"Corruption prevention must be planned together. If each agency creates its own plan, the results will not be consistent. There must be a shared commitment and action plan."

The Regional Secretary reinforced this view by highlighting the weakness of cross-regional coordination forums:

"We have held coordination meetings, but they are not routine. Sometimes each regional government agency (OPD) operates independently. Prevention plans should be developed jointly so that the results can be evaluated together."

Meanwhile, the Head of Inspectorate I emphasized that oversight planning remains administrative in nature:

"Oversight plans exist every year, but they are not yet integrated with cross-agency corruption prevention action plans. We need a joint plan so that follow-up is focused."

Regarding financial governance, the Head of the Regional Financial and Asset Management Agency (BPKAD) stated that integrity aspects are beginning to be incorporated into financial planning:

"In preparing activity plans, we have included accountability and compliance aspects. But not all regional government agencies consistently implement them."

The Goods and Services Procurement (PBJ) Officer also explained that prevention efforts are implemented from the procurement planning stage:

"We encourage each OPD to create a General Procurement Plan so that it can be monitored from the start. But coordination with other institutions is still lacking."

From a law enforcement perspective, the Head of the Corruption Crimes Unit of the Teluk Bintuni Police Criminal Investigation Unit stated:

"We only get involved when there's a case or during the discussion of the Action Plan (RAD). We should have been involved from the start in the planning process so that it aligns with legal preventative measures."

The Head of the Special Crimes Section of the Teluk Bintuni District Attorney's Office echoed this sentiment:

"Coordination in planning is not yet systematic. Sometimes we're only involved in evaluation meetings, not during the planning. There should be joint planning from the start so that the steps are aligned."

Regarding community empowerment, the Head of the Community Empowerment and Community Empowerment Agency (DPMK) added:

"We plan to provide training for village officials every year. But there's no unified plan between the DPMK, the Inspectorate, and law enforcement."

Meanwhile, the Head of the JPK NGO believes that the anti-corruption action plan should also open up space for public participation:

"So far, the public has been unaware of the contents of the corruption prevention action plan. It should be transparent and open so that the public can participate."

From these various perspectives, it can be concluded that coordinated planning in Teluk Bintuni Regency is still partial and has not yet become a fully shared plan. Each institution has its own plans, but they are not yet connected through a single, integrated and open coordination system for all actors.

IMPLEMENTATION

In Bintuni Bay, planning appears more in the form of thematic and collaborative activities than medium-term integrated action plans. Laras Suryani explained that collaborative prevention activities—such as outreach and the development of prevention guidelines—are generally led by the Inspectorate (APIP) in coordination with the Regent or Regional Secretary as regional leaders.

Meanwhile, existing planning and coordination mechanisms are considered informal/thematic, involving coordination meetings, MCP forums, and direct communication between institutions to discuss follow-up actions on specific findings or issues. Planning implementation tends to be reactive and undertaken when cases arise, rather than as a systematic prevention effort.

MALONE'S THEORY ANALYSIS

From Malone's perspective, planning functions to align objectives, action sequences, role allocations, and work priorities among actors before problems arise. Research findings indicate that elements of joint planning in Bintuni Bay have not been systematically developed due to the lack of a formal coordination forum and the absence of a cross-institutional action plan. This situation makes corruption prevention tend to rely on thematic activities and leadership commitment. Agung Satriadi Putra emphasized that the primary supporting factor is leadership commitment, while the main obstacles include the lack of a formal coordination forum, the absence of integrated SOPs, and sectoral egos when determining priorities between institutions.

According to Thomas W. Malone (1994), coordination through planning requires the development of shared plans to determine who will do what, when, and how. The

effectiveness of coordination is determined by the extent to which these plans are agreed upon, communicated, and integrated across parties.

In the context of Teluk Bintuni Regency, coordination in the planning dimension indicates that: Shared planning has begun to develop, marked by the Regional Action Plan for Corruption Prevention, the MCP, and the Musrenbang Integrity; however, coordination remains administrative in nature, not yet transformed into participatory and digital cross-institutional collaborative planning; and the direction of regional policy has moved toward the integration of digital planning systems (e-Planning and SIPD), which opens the opportunity to move towards system-based coordination. Thus, the coordination mechanism in the planning dimension in Teluk Bintuni Regency is in a transitional stage from rule-based to system-based coordination, where planning documents are beginning to be integrated with performance data and cross-institutional communication.

Going forward, strengthening planning coordination requires: Regular and interactive cross-agency forums, not just administrative ones; Integration of corruption prevention indicators into the KPK's e-Planning and MCP systems; and Public and non-governmental participation in the development of joint action plans.

MUTUAL ADJUSTMENT

Urgency

In Thomas W. Malone's theory, mutual adjustment is a form of coordination that occurs when individuals or organizational units adjust their actions directly through reciprocal communication, particularly in situations that cannot be regulated in detail by formal rules or plans. This coordination requires flexibility, rapid response, and shared understanding among organizational actors, so that actions remain aligned with collective goals despite dynamically changing conditions on the ground.

In the context of corruption prevention in Teluk Bintuni Regency, this dimension is particularly urgent because the dynamics of regional governance often present unexpected situations not covered by planning documents or standard operating procedures (SOPs). Of the eleven informants interviewed, only two key informants—the Teluk Bintuni Regent and the Regional Secretary—explicitly emphasized the importance of flexible and adaptive coordination between institutions in dealing with such situations. This fact indicates that the practice of mutual adjustment in Teluk Bintuni Regency remains top-down, centered on the initiative of regional leaders, and has not yet been fully institutionalized within the cross-institutional coordination system at the technical level. As explained by the Regent,

"Sometimes problems arise suddenly and don't have time to be discussed in routine meetings. In such situations, I immediately coordinate with the Regional Secretary, Inspectorate, District Attorney, and Police Chief to take swift action. The important thing is that everything remains within the law."

This statement demonstrates the Regent's role as the primary driver of rapid adjustment mechanisms when governmental situations demand immediate decisions. Meanwhile, the Regional Secretary emphasized the importance of informal cross-agency communication as an effective means of adjustment. He stated,

"If we just wait for formal meetings or correspondence, cases will already be underway. We usually communicate directly via phone or WhatsApp groups between leaders to ensure everyone is aware of the steps being taken."

This statement demonstrates that mutual adjustment in Teluk Bintuni Regency is implemented through rapid, non-bureaucratic communication channels, where decisions can be made based on trust and understanding of the situation between institutional leaders, not solely on the basis of formal regulations. The Head of the Inspectorate reinforced this practice of flexible coordination, even from a functional, technical perspective. He explained that,

"If there are reports of indications of irregularities, we immediately follow up with an internal audit, while simultaneously coordinating with the Prosecutor's Office and the Police for preventive measures."

Components

In Thomas W. Malone's (1987) theoretical framework, mutual adjustment is one of three coordination

mechanisms that enable organizational units to adjust their actions through direct communication and reciprocal interaction, especially in situations that cannot be fully regulated by formal standards or plans. Based on research in Teluk Bintuni Regency, it was found that the implementation of this dimension is reflected in several key components, namely: (1) rapid decision-making across institutional leadership; (2) informal coordination and direct communication; (3) flexibility of action based on the context of the problem; (4) adaptive responses to indications of irregularities, and a forum for policy adjustment through formal mechanisms.

Each of these components is explained below based on empirical interviews with key informants. Mutual adjustment is vital because the dynamic socio-political context in Teluk Bintuni Regency cannot always be anticipated by standard rules or formal forums. Instead, the flexibility of informal communication and the willingness of actors to adjust their roles enable coordination to remain vibrant and adaptive. Without mutual adjustment, coordination will be rigid, slow, and prone to failure in emergency situations. Therefore, it is urgent to ensure that coordination remains responsive and based on trust between institutions. As outlined in the following table:

Table 3: Dimensions, Sub-Dimensions, and Operational Indicators of Mutual Adjustment in Inter-Agency Coordination for Corruption Prevention

Dimension	Sub-Dimension	Operational Indicators
Mutual Adjustment	Informal Interactions	Spontaneous communication among inter-agency officials (e.g., WhatsApp groups, field coordination).
	Role Flexibility	Adjustment of institutional roles according to situational needs (Inspectorate, Prosecutor's Office, Police, BPKP).
	Joint Problem Solving	Rapid or ad-hoc resolution of corruption-related issues even in the absence of formally established SOPs.

RESEARCH RESULTS

Based on interviews with informants, most acknowledged that inter-agency coordination in corruption prevention often requires rapid adjustments outside of formal mechanisms. Regent Yohanes Manibuy and Regional Secretary Frans Nicolas Awak emphasized the importance of cross-agency flexibility through direct communication between leaders, while the Teluk Bntuni Regency Inspector and the Head of the Corruption Crimes Unit of the Teluk Bntuni Police described adaptive technical coordination patterns in following up on reports of irregularities. The Regional People's Representative Council (DPRD) viewed public hearings (RDP) as a form of formal adjustment when policies need to be changed due to new circumstances. Meanwhile, informants from the Regional Financial and Asset Management Agency (BPKAD), the Public Procurement Agency (PBJ), and the Regional Government Investment and Investment Agency (DPMK) stated that although formal mechanisms have been established, implementation on the ground still requires room for improvisation to prevent bureaucratic stagnation.

In Thomas W. Malone's coordination theory, mutual adjustment is a form of coordination that occurs when units or individuals within an organization adjust their actions directly through intensive communication without relying entirely on formal rules or plans. This model emerges when the complexity of the situation makes planning and standardization mechanisms inadequate to regulate inter-agency working relationships. In the context of corruption prevention, this dimension is crucial because many field situations demand rapid response, policy flexibility, and cross-agency adaptation beyond rigid bureaucratic procedures. Based on interviews with informants, it was found that the implementation of the mutual adjustment dimension in Teluk Bintuni Regency has been ongoing, although it remains limited and not yet fully institutionalized. Two informants, Regent Yohanes Manibuy and Regional Secretary Frans Nicolas Awak, explicitly emphasized the importance of flexibility, direct communication, and rapid cross-agency coordination. These findings indicate that adjustment-based coordination in Teluk Bintuni Regency still relies on top-down initiatives from regional leaders and has not yet become a systemic mechanism across all technical institutions.

Adjustments in Urgent and Unexpected Situations

Urgent situations not outlined in plans or standard operating procedures (SOPs) often require rapid, cross-agency decisions. In such situations, regional leaders or the Regent take a leading role in directly adjusting policies through limited forums or intensive communication between key actors.

The Regent explained:

"Sometimes problems arise suddenly and don't have time to discuss them in routine meetings. In such situations, I immediately coordinate with the Regional Secretary, Inspectorate, District Attorney, and Police Chief to take swift action. The important thing is that everything remains within the legal framework."

This statement demonstrates the rapid coordination reflexes implemented when formal planning mechanisms cannot immediately address issues on the ground. This adjustment underscores the leadership's awareness that effective coordination is not only a matter of adherence to procedures, but also the ability to adapt to situational dynamics while maintaining legal accountability.

Informal Communication and Fast-Track Coordination

Adjustments are also evident through informal coordination between institutions, a characteristic of mutual adjustment. In the context of Bintuni Bay, informal communication serves as a fast track for information exchange and policy consultation between agency leaders, especially in situations requiring an immediate response.

Regional Secretary Frans Nicolas Awak emphasized this by stating:

"If we just wait for formal meetings or correspondence, the case will already be behind schedule. We usually communicate directly via phone or WhatsApp groups between leaders to ensure everyone knows the steps being taken."

This statement illustrates that informal communication mechanisms have been recognized as an effective means of coordination in accelerating decision-making and reducing bureaucratic hurdles. This communication pattern aligns with the concept of lateral coordination in Malone's theory, where direct interaction between actors replaces formal hierarchy when speed of action is more important than proceduralism.

Flexibility of Action and Situational Context

In addition to the leadership level, several informants from technical institutions also demonstrated flexibility in adapting policies to the context of the problem. Adjustments are made to ensure corruption prevention policies remain relevant to field conditions, even if they are not yet incorporated into planning documents.

A cross-agency informant stated:

"The parties involved are quite flexible in adapting their actions to specific situations. Coordination is carried out by adapting to the context of the problem, but still

adhering to applicable regulations to avoid violating legal provisions."

This confirms that flexibility in Teluk Bintuni Regency is rule-constrained discretion, where institutions adapt contextually while remaining within the applicable legal framework.

Adaptive Response to Indications of Deviations

The dimension of mutual adjustment is also evident in the ability of the Inspectorate and law enforcement agencies (the Prosecutor's Office and the Police) to respond quickly and in a coordinated manner to indications of deviations without waiting for formal decisions.

The Head of Inspectorate I explained:

"If there is a report of indications of deviation, we immediately follow up with an internal audit, while simultaneously coordinating with the Prosecutor's Office and the Police for preventive measures."

This coordination across supervisory and law enforcement agencies demonstrates a form of functional mutual adjustment at the technical level, where each agency adjusts its role and actions based on the urgency of the problem on the ground. This shows that the APIP-APH working relationship in Bintuni Bay has begun to move towards adaptive collaboration rather than merely formal MoU-based coordination.

Adjustment Forum Through Official Mechanisms (RDP DPRD)

In addition to informal adjustments, mutual adjustments are also conducted through official DPRD forums, particularly when addressing issues not covered in the work plan.

A member of the Teluk Bintuni DPRD explained:

"Under certain circumstances, the DPRD summons and reprimands the relevant Regional Apparatus Organization (OPD) to request an explanation. Furthermore, the RDP is held as an adjustment measure to issues that arise outside the initial planning."

This demonstrates that mutual adjustment mechanisms are not always informal but can also be formalized in the form of deliberative forums that allow for policy adjustments through legislative oversight. These forums serve as a bridge between flexibility of action and the legitimacy of public decisions. From the overall interview results, it can be concluded that mutual adjustment in Teluk Bintuni Regency is implemented primarily through direct communication between regional leaders and key institutions (the Regent, Regional Secretary, Inspectorate, Prosecutor's Office, and Police). This mechanism has proven effective in accelerating responses to urgent issues and maintaining cross-agency coordination in complex situations. However, this adaptive coordination remains personnel-based and has not been systematically institutionalized at the OPD level.

The coordination pattern formed in Teluk Bintuni Regency demonstrates the following patterns: (1) Top-down and

responsive, initiated by regional leaders when the situation demands rapid adjustment; (2) Informal but effective, using personal communication or digital media between institutions; (3) Flexible but limited by rules, maintaining a balance between adaptation and legal compliance. Theoretically, these findings reinforce Thomas W. Malone's framework that mutual adjustment is the most dynamic coordination mechanism among the three main forms (standardization, planning, and mutual adjustment). In the context of Teluk Bintuni Regency, this mechanism serves as a bridge between formal (rule-based) and system-based coordination, allowing key actors to adapt to change without losing sight of the agreed-upon policy direction. Thus, mutual adjustment in Teluk Bintuni Regency not only illustrates the adaptive capacity to manage uncertainty but also serves as the forerunner to the emergence of collaborative communication patterns between institutions, which have the potential to develop into a new coordination model for preventing corruption in the region, particularly in Teluk Bintuni Regency.

Implementation of the Mutual Adjustment Dimension

The implementation of the mutual adjustment dimension within the corruption prevention coordination mechanism in Teluk Bintuni Regency is essentially carried out through direct communication, situational cross-agency coordination, and adjustments to actions based on field conditions. This coordination does not rely solely on formal documents such as Memorandums of Understanding (MoUs), Standard Operating Procedures (SOPs), or action plans, but rather occurs spontaneously and adaptively when issues requiring a rapid response arise between government agencies and law enforcement officials.

Based on interviews, the implementation of mutual adjustment in Teluk Bintuni Regency involves three main patterns: (1) direct communication between agency leaders, (2) informal coordination based on personal trust, and (3) formal adjustment forums in emergency policy situations. First, direct coordination between leaders occurs when issues arise that are not covered by plans or standard procedures. The Regent emphasized,

"Sometimes problems arise suddenly and are not discussed in routine meetings. In such situations, I immediately coordinate with the Regional Secretary, Inspectorate, District Attorney, and Police Chief to take swift action. The important thing is that everything remains within the law."

This demonstrates that decision-making is carried out quickly, involving key actors across institutions. The process is hierarchical yet flexible, as the Regent, as the regional head, leads cross-sector coordination without waiting for lengthy administrative procedures. Second, informal coordination based on personal trust is also common practice. The Regional Secretary explained that informal communication is often key to effective policy adjustments:

"If we just wait for formal meetings or correspondence, the case will already be underway. We usually

communicate directly via phone or WhatsApp groups between leaders to ensure everyone is aware of the steps being taken."

This demonstrates that informal coordination has become a rapid communication tool, facilitating the exchange of information, data clarification, and agreement on action across institutions without bureaucratic hurdles. Several informants from the Inspectorate and the Police stated that this type of informal communication often helps detect potential irregularities early before they become legal issues.

Third, formal adjustments are made through corrective forums such as Regional People's Representative Council (DPRD) Hearings (RDP), when the situation on the ground demands a change in policy direction. A member of the Regional People's Representative Council (DPRD) explained,

"Under certain circumstances, the DPRD summons and reprimands the relevant Regional Apparatus Organization (OPD) to request an explanation. A Hearing (RDP) is then held as an adjustment measure to issues that arise outside the initial planning."

Forums like this demonstrate that flexibility is also accommodated within formal mechanisms. While not as spontaneous as informal communication, RDPs provide an institutional space for policy adjustments to maintain public legitimacy and political control.

In addition to the three main patterns mentioned above, the implementation of mutual adjustment is also evident in the Inspectorate's adaptive response to reports of irregularities. The Head of Inspectorate I stated,

"If there are reports of indications of irregularities, we immediately follow up with an internal audit, while simultaneously coordinating with the Prosecutor's Office and the Police for preventive measures."

This demonstrates functional collaboration between supervisory and law enforcement agencies, which simultaneously adjusts actions without waiting for formal direction from the Regent. Several technical informants from the Regional Development Planning Agency (DPMK) and the Regional Financial and Asset Management Agency (BPKAD) also confirmed that such adjustments frequently occur in the supervision of village funds or other highly urgent activities, especially when data or financial reports are not yet synchronized across regional agencies.

In general, the implementation of mutual adjustment in Teluk Bintuni Regency demonstrates an adaptive coordination pattern, but it is not yet institutionally structured. Cross-agency coordination is effective at the regional leadership level, but remains weak at the operational level due to the lack of standard procedures documenting or regulating rapid cross-sector communication mechanisms. This situation indicates that the corruption prevention coordination system in Teluk Bintuni Regency remains highly personal and situational,

dependent on the active participation of leaders and interpersonal relationships between institutions.

Analysis

The results of this study indicate that the implementation of the mutual adjustment dimension in Teluk Bintuni Regency empirically confirms Thomas W. Malone's coordination theory. Malone explains that when standardization and planning are no longer sufficient to address complex situations, organizations will rely on mutual adjustment, a form of coordination that occurs through direct communication between actors and dynamic adjustments to actions. In the context of Teluk Bintuni Regency, this type of coordination is evident in the practice of local government, which faces limited resources, bureaucratic dynamics, and coordination challenges across law enforcement agencies. Regional leaders play the primary role of controllers, ensuring that cross-agency adjustments remain within the law.

However, this phenomenon also demonstrates the unique characteristics of the region, where the coordination system is not yet fully procedure-based, but still relies on personal initiative and communication of trust between key individuals. From Malone's theoretical perspective, the practice of mutual adjustment in Teluk Bintuni Regency can be categorized as "adaptive coordination in transitional governance," a form of coordination that is shifting from rule-based to system-based coordination. This means that although adjustments are underway, they remain pragmatic and have not yet been institutionalized in formal policies or cross-agency standard operating procedures.

These findings also have theoretical implications: in the context of regional government, mutual adjustment serves not only as an adaptive mechanism but also as an indicator of the maturity of the inter-agency coordination system. The more frequent informal communication is conducted while maintaining accountability, the higher the level of trust and the greater the effectiveness of collective coordination in preventing corruption. From a practical perspective, the results of this study indicate that the success of mutual adjustment in Teluk Bintuni Regency depends heavily on the collaborative leadership of the Regent and the Regional Secretary as central coordination figures.

Without their direct involvement, the pattern of cross-agency adjustment tends to weaken due to the lack of a formal umbrella that enforces collaboration. Therefore, the main challenge going forward is how to standardize this adaptive coordination mechanism into a sustainable institutional system, for example through regent regulations, rapid coordination guidelines, or the integration of cross-agency communication mechanisms into the regional e-government system.

Conceptually, these results reinforce the notion that mutual adjustment cannot be separated from the other two dimensions: standardization and planning, as the three form a complementary spectrum of coordination. In normal situations, standardization governs procedures; in

planned situations, planning guides strategy; and in urgent situations, mutual adjustment allows for flexibility of action. Teluk Bintuni Regency is currently in a transition phase where mutual adjustment is starting to play a role as a connecting mechanism between institutions in an adaptive, participatory, and contextual corruption prevention system.

Synthesis of Inter-Dimensional Coordination According to Thomas W. Malone

The results of this study indicate that the inter-agency coordination mechanism for corruption prevention in Teluk Bintuni Regency does not operate in a single form, but rather is distributed across three main dimensions, as formulated by Thomas W. Malone: standardization, planning, and mutual adjustment. These three dimensions form a complementary spectrum of coordination and reflect the level of maturity of the local government system in managing inter-agency collaboration.

From Standardization to Planning: The Shift from Formal Compliance to Planning Synergy

The standardization dimension describes the initial phase of coordination in Teluk Bintuni Regency, which was still oriented toward compliance with formal regulations and procedures. Coordination mechanisms were established through the APIP-APH MoU, regent regulations, supervisory SOPs, and policies based on the KPK's Monitoring Center for Prevention (MCP). At this stage, coordination proceeded well at the administrative level, but did not yet fully align inter-agency actions due to its bureaucratic and hierarchical nature. Over time, coordination began to shift to the planning dimension, where various institutions, such as the Regent, Regional Secretary, Inspectorate, BPKAD, and DPMK, recognized the importance of integrated planning and the formulation of joint action plans in corruption prevention. As interviews show, the local government has made efforts to integrate corruption prevention indicators into the development planning system (e-Planning) and cross-sectoral work plan documents. This marks a shift in coordination from simply following regulations to policy synchronization, where each institution adapts its planning to align with regional priorities and KPK programs. Thus, the shift from standardization to planning shows the emergence of cross-institutional synergy, although its implementation is still faced with the challenges of sectoral egos and limited integration of information systems between institutions.

From Planning to Mutual Adjustment: The Transition from Integrated Planning to Adaptive Flexibility

The next stage demonstrates a shift toward mutual adjustment, which occurs when plans and standards are no longer able to manage field dynamics. In the context of Teluk Bintuni Regency, many corruption prevention issues require a swift and adaptive response, such as sudden reports of irregularities, data discrepancies between agencies, or policy conflicts at the regional government agency (OPD) level. At this stage, the role of regional leaders becomes central. Regent Yohanes Manibuy and

Regional Secretary Frans Nicolas Awak act as integrating actors, connecting various agencies through direct communication, emergency meetings, and informal coordination. This type of coordination does not always follow procedural procedures but instead relies on trust, flexibility, and situational understanding between actors. The implementation of mutual adjustment in Teluk Bintuni Regency has proven effective in reducing tensions between agencies, accelerating decision-making, and ensuring that preventive measures against potential corruption can be implemented promptly. However, research also shows that this mutual adjustment has not been institutionalized systematically. The flexibility that occurs still stems from the personal initiative of regional leaders, rather than from standard institutional

mechanisms. In other words, the coordination system in Teluk Bintuni Regency is currently still in a transition phase from planning coordination to system-based coordination, where adaptive adjustments are starting to be recognized as an integral part of anti-corruption governance.

Three-Dimensional Synergy: From Compliance to Systemic Collaboration

When these three dimensions are analyzed as a whole, it can be concluded that the coordination mechanism for corruption prevention in Teluk Bintuni Regency is the result of a gradual integration of all three. Each dimension does not stand alone but forms a continuous functional chain:

Table 4: Stages of Inter-Agency Coordination, Dominant Characteristics, Key Actors, and Observed Outcomes in Corruption Prevention

Stage	Coordination Characteristics	Dominant Actors	Observed Outcomes
Standardization	Compliance with rules and standard operating procedures (rule-based)	Inspectorate, Regional Financial and Asset Management Agency (BPKAD), Government Procurement Unit (PBJ)	Institutional arrangements are well established; however, coordination remains largely sectoral.
Planning	Synergized planning and joint action plans (plan-based)	Regent, Regional Secretary, Regional Development Planning Agency (Bappeda)	Integration of the MCP and e-Planning systems and increased program alignment.
Mutual Adjustment	Adaptive adjustments through direct communication (interaction-based)	Regent, Regional Secretary, Inspectorate, District Prosecutor’s Office, and Police	Rapid responses to corruption-related issues and effective informal coordination mechanisms.

The interconnectedness of these three dimensions illustrates the evolution of the inter-institutional coordination system from a rigid and bureaucratic one to a more open, dynamic, and communication-based collaborative model.

The flexibility that emerges from mutual adjustment enriches the formal coordination structure previously established through standardization and planning, creating a multi-layered yet mutually supportive coordination pattern. The synthesis of findings indicates that communication is the connecting element in Malone’s three dimensions of coordination. Communication serves as the foundation that integrates mutual adjustment,

standardization, and planning within the network mechanism of corruption prevention coordination.

CONCLUSION

This study concludes that the network mechanism for coordination of corruption prevention in Teluk Bintuni Regency operates through the integration of three dimensions of coordination as proposed by Thomas W. Malone: standardization, planning, and mutual adjustment, which form a spectrum of gradual and complementary coordination. At the standardization stage, coordination has a fairly strong normative foundation through regulations, sectoral SOPs, and digital governance instruments, but has not yet been integrated into a single

cross-agency SOP, resulting in coordination practices that are still sectoral and reactive. In the planning dimension, efforts to synchronize policies and joint planning have emerged through MCP, e-Planning, and various coordination forums, but have not yet developed into a systematic, participatory, and sustainable cross-agency action plan. Meanwhile, mutual adjustment is the most effective coordination mechanism in responding to field dynamics, especially through direct communication and flexible roles between key actors, although it still relies heavily on the initiative and personal leadership of regional leaders and has not been formally institutionalized. Overall, the research findings indicate that the coordination of corruption prevention in Teluk Bintuni Regency is in a transition phase from rule-based coordination to system-based coordination and collaborative communication, where communication plays a key connecting element that enables the integration of standards, planning, and adaptive adjustments in building more accountable and integrated local governance.

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