

FROM SILOS TO INTEGRATED COLLABORATION: LOCAL POLICY DESIGN AS MEANS TO PROMOTE THE COLLABORATIVE METROPOLITAN GOVERNANCE

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Achieving integrated collaborative governance of multi-sector stakeholders goes beyond setting independently formulated policies across different domains. It entails taking into account a comprehensive approach among different areas of policy at the formulation and implementation stages. For collaborative metropolitan governance pursued at the city level, integrated collaboration means finding development paths that consider synergies and trade-off applicable for different stakeholders at different level. With the process of designing and administering collaboration varies according to the types of policies and institutions adopted in cities, the success of metropolitan-wide collaborative governance depends on the integrated outlook on local policies and institutional architecture.

This paper provides an overview of various local policy designs to administer collaboration, and seek to illustrate the policy framework to promote integrated collaborative governance. Four Indonesian metropolitan regions with a total of 23 member cities are observed as comparative case studies. Detailed examination of local institutional structure is conducted to sketch the local institutionalisation on collaborative activities. Despite the similar setup provided by the central government, the comparison of these cases demonstrates a different scale of operation, structure, and policy instruments. Drawing upon work on power dynamics and social relation, this paper illustrates the linkages between the selection of policy instruments and the institutional structure. Our findings point out that the comprehensive approach through coherence policies positively affects the intergovernmental collaboration, a step toward integrated metropolitan collaborative governance. The cross-sectoral collaboration, on the other hand, is affected in a lesser degree.

1. Introduction

At the city level, the way local governments dealing with urban service provision under the growing pressures and opportunities of urbanization have been front and central since the concern of urbanization is raised. Among other challenges, financing and providing urban public infrastructure have been advocated both as urban and regional issues due to its nature that often reach beyond the administrative boundaries. The proponent of regionalism has been upholding the idea of a regional approach as the potential panacea to provide a wider reach of urban service (Brookings Institution, 2002; Feiock, 2004). In the metropolitan area where most of urban issues take place, achieving integrated planning and provision of urban service calls for integrated collaborative governance of multi-sector stakeholders. This type of collaborative governance takes into account comprehensive approach among different areas of policy, particularly at the formulation and implementation stages. With the politicization of infrastructure provision often found in cities, collaborative approach has been a struggle with each success considered as a major feat.

The notion of collaborative governance at the city level in Indonesian planning process is not novel although not exactly well developed and well expanded either. Prior to the decentralization, collaboration for metropolitan planning was handled by the provincial and/or central government with

less involvement of city level government. Consequently, collaborative metropolitan governance in Indonesia has yet developed a real tradition in comprehensive administration and implementation. In recent years following the decentralization and the push from central government to promote collaboration at city level, research on collaborative governance see increasing values of building knowledge in this area. Looking at the precedent research, this paper found that research on gauging the causal effect of local policies to the working of collaboration in Indonesian cities is considered a new arena of research as the implication remains unknown. Thus, responding to this research gap, this paper will concentrate firstly to understand the implication of local policy design toward the working of collaborative metropolitan governance. Secondly, considering the various types of collaboration implemented, this paper aims to answer whether the process of designing and administering collaboration differs according to the types of policies and institutions adopted in cities and if the success of metropolitan-wide collaborative governance depends on the integrated outlook of local policies.

In order to sufficiently answer the research objectives, this paper undertook an analysis of the local policy design of collaborative governance in four Indonesian metropolitan regions. As cases studies, all cities in four metropolitan region were observed. The metropolitan regions are Jakarta (9 cities), Surabaya (7 cities), Yogyakarta (3 cities), and Denpasar (4 cities). In this paper, the local policy design represents the policy setting developed by local governments that is directly and indirectly affect the working of collaborative activities at the local and regional level. Accordingly, the analysis of the local policy design started with the assumption that the process of collaborative metropolitan governance can or should always be improved depending on local policy selection. This policy selection in turn affects and is influenced by the institutional structure of local governments – an interaction between local actors – exist in the institutional environment set through local and regional political, social, and cultural characteristics. Thus, our hypothesis was that together institutions and policies create a local platform for local governments to conduct and direct their activities. This paper considered that the linkage between specific collaboration-supportive policy approaches and the extent of collaboration that their adoption entails are crucial to the study. By attempting to address the implication of local policy design on the operation of collaborative governance, a more clarity can be developed on whether the adoption of certain policy approaches affects the collaborative policymaking process at the local level or not. This assumption was largely built upon understanding that policy designs – statutes, guidelines, programmes – have consequences for the allocation of values in society, and at the same time reflect the culture and values of society itself (Schneider and Ingram, 1990).

This paper is presented in five sections. The introduction covers the background and rationale of the study based on the literature review and observation of Indonesian situation. The second part, the methodology, elaborates the analytical framework used for the analysis, including the parameters suitable for the data availability in Indonesia. The third part presents an overview of Indonesian collaborative metropolitan governance, providing information on the system prior and after the decentralization. The decentralization plays an important role in Indonesian collaborative governance as it changes how collaboration is administered and structured due to the change of authority in local practice. The fourth part brings about the research analysis in three sub-sections; the analysis of the local policy design in observed cities and regions, the analysis of the local institutional structure of collaborative policymaking, and the analysis on the interlinkages between the structure of institutions and the policy initiatives adopted by local governments. The final analysis is aimed to enable further understanding of the internal work of collaborative policymaking, particularly in addressing the causal effect of local policy design on collaborative interaction between actors. The conclusion will close the discussion by providing the implication of local policy design toward the future of Indonesian collaborative metropolitan governance.

2. Methodology

2.1 Addressing the Local Policy Design

The primary data used to address the local policy design in this paper is policy instruments adopted in the observed cities. The mapping of policy instruments has largely directed to understand policymaking through the establishment of instrument choice. In order to map different types of policies, this study establishes a policy classification and catalogues policies issued by local governments in their websites, annual reports and development plans in the last 15 years following the decentralization accordingly. Interviews with policymakers were conducted to validate the availability and the status of the policy catalogued. As this research focuses on the local level, all of the policy instruments observed are sponsored solely by local governments to encourage collaborative arrangements in their jurisdictions. Policies issued by higher levels of government are referred in case a policy adoption is observed.

The classification of policy instruments used in this analysis is derived from the sample of the instruments of public policy by Linder and Peters (1989; 1990). Linder and Peters policy instruments were used as they provide a wide variation in instrument appraisal while allow user space to analyze the instruments from an institutional point of view which is a critical important of this paper. Linder and Peters sample of the instruments is divided into seven instruments to accommodate disparities of basic public policy and serves as sampling frames for drawing a stratified sample of instruments. The instruments are: direct provision, regulation, authority, contract, fiscal/tax, subsidy, and exhortation (Table 1). Previous studies that had utilized these instruments for analysis, among others, are McGuire (2000) for local economic development and Holmes (2010) for environmental management.

During the course of cataloguing local policies, this study found that exhortation, financial, and contract related instruments are generally based on the political situation and tend to be short-lived. Exhortation tends to be short lived since it is mostly directed through local program. Table 1 displays the policy mapping of Indonesian cities on collaboration, cataloguing into six major instruments adopted from Linder and Peters (1990). 20 policies currently active since the decentralization of 1999 have been identified.

Table 1. Instruments of collaboration-supportive policies in Indonesian cities.

Exhortation	Direct provision	Fiscal/Subsidy/Tax
1. Advocated in Master Plan	1. Shared local funding to state enterprise	1. Grants
2. Advocated in the midterm Development Plan	2. Shared local funding to third parties (private sector/ other local government)	2. Incentive
3. Advocated in the long-term Development Plan		3. In-kind transfer
4. Advocated in the Program	3. Local budgeting authority	
	4. Infrastructure transfer	
	5. Management of local asset	
Contract	Regulation (for Collaboration)	Authority
1. Consolidated contract issuance	1. Regulation covering all sectors	1. Procedural guideline in collaboration
2. Evaluation scheme	2. Regulating nongovernmental sector only	2. Sub-district and village collaboration guidelines
3. Conflict solving	3. Regulating local enterprise only	

Source: Author (2014).

2.2 Analysing the Institutional Structure for Collaborative Policymaking

The analysis on the institutional structure of collaborative policymaking is directed to explain the structural dimension of local institutions in conducting joint policymaking activities. The analysis, thus, was built upon a hypothetical idea that the state of Indonesian collaborative governance, particularly in building collaborative policymaking, is closely related to and can be explained partly through the extent of the institutional structure of local government interaction with other actors. This paper presumes that through the identification of the institutional structure, further analysis on the institutionalisation of collaborative policymaking can be structured.

The study of institutional structure observes a governance architecture from the viewpoint of vertical and horizontal relations which are often referred to as intergovernmental relations (Rhodes, 1997; Wright, 2000). This paper considers the measurement of vertical and horizontal interaction in the analysis of the institutional structure of collaborative metropolitan governance is built on the basis of the operationalisation of regionalism whereas; vertically, higher interaction between local and provincial governments will result in a higher probability of local governments to adopt provincial perspectives in their local policy planning. Similar rationale can be applied to the central-local interaction. Horizontally, the more local governments get involved with other local actors, governmental and nongovernmental, the more they become proactive towards collaboration.

This paper limits itself to analyse the horizontal interaction only, focusing on how the interaction forged among all local actors. The horizontal interaction, thus, is an attempt to explain how local actors interact among interdependent linkages in developing collective platforms, bargaining, and determining joint policymaking activities within their allowed capacities. In this paper, the measuring instruments used for the analysis are retracted from the collaborative governance activities survey originally developed by Agranoff and McGuire (2003) to measure the institutional structure of the collaborative governance. Four parameters related to collaborative policymaking are observed as follows; consolidate policy effort, engage/agree in formal partnerships, engage in a joint policymaking, and engage in a joint policy implementation.

To collect the primary data, a structured survey was conducted during two periods (Table 2). The survey targeted chief officers from local governments (city level), working on the Local Development Planning Agency and City Planning, Public Works Agency and/or Collaboration Bureau and are responsible for planning and implementation of collaborative activities. The respondents were interviewed and asked to identify each collaborative policymaking activity their departments (or cities) currently engage with various organisations, including central and provincial government agencies, neighbouring city agencies, state owned enterprises as well as private and civic sector. Additional interviews were carried out with the central government (Ministry of National Development and Planning, Ministry of Public Works and Ministry of Interior) and 6 provincial governments (Jakarta, Banten, West Java, Yogyakarta Special Province, East Java, and Bali) where observed cities are located. Table 2 presents the data overview.

Table 2. Data collection from questionnaire survey.

Metropolitan region	No. of local governments	Total respondent/ collected sample	% response rate	Period of survey
Jakarta	9	17	88.89	*, **
Surabaya	7	10	85.72	*
Yogyakarta	3	6	100.00	*
Denpasar	4	5	67.50	**

Period of survey: *: October – November 2012, **: May – June 2013.

3. General Overview of Indonesian Collaborative Metropolitan Governance

Indonesian decentralization is often criticized to leave institutional arrangements at subnational levels further fragmented. After the regional autonomy was introduced, the local government, as expected, is reluctant to surrender some of its independence in managing urban development to the regional level government. This local and regional setting created strong push and pull among local and provincial government in most regions practicing regional collaborative governance. While establishing a single authority of metropolitan government is generally shunned by local governments due to strong political tensions among provincial and local governments, the growing need to establish a collaborative framework that can work in a fragmented system remains if not getting stronger. Therefore, owing to this fragmented political landscape, the rebuilding of regional governance becomes increasingly important policy and research agenda in Indonesia (Hudalah et al, 2013).

Figure 1. The transformation of institutional structure of collaborative metropolitan governance in the observed regions.

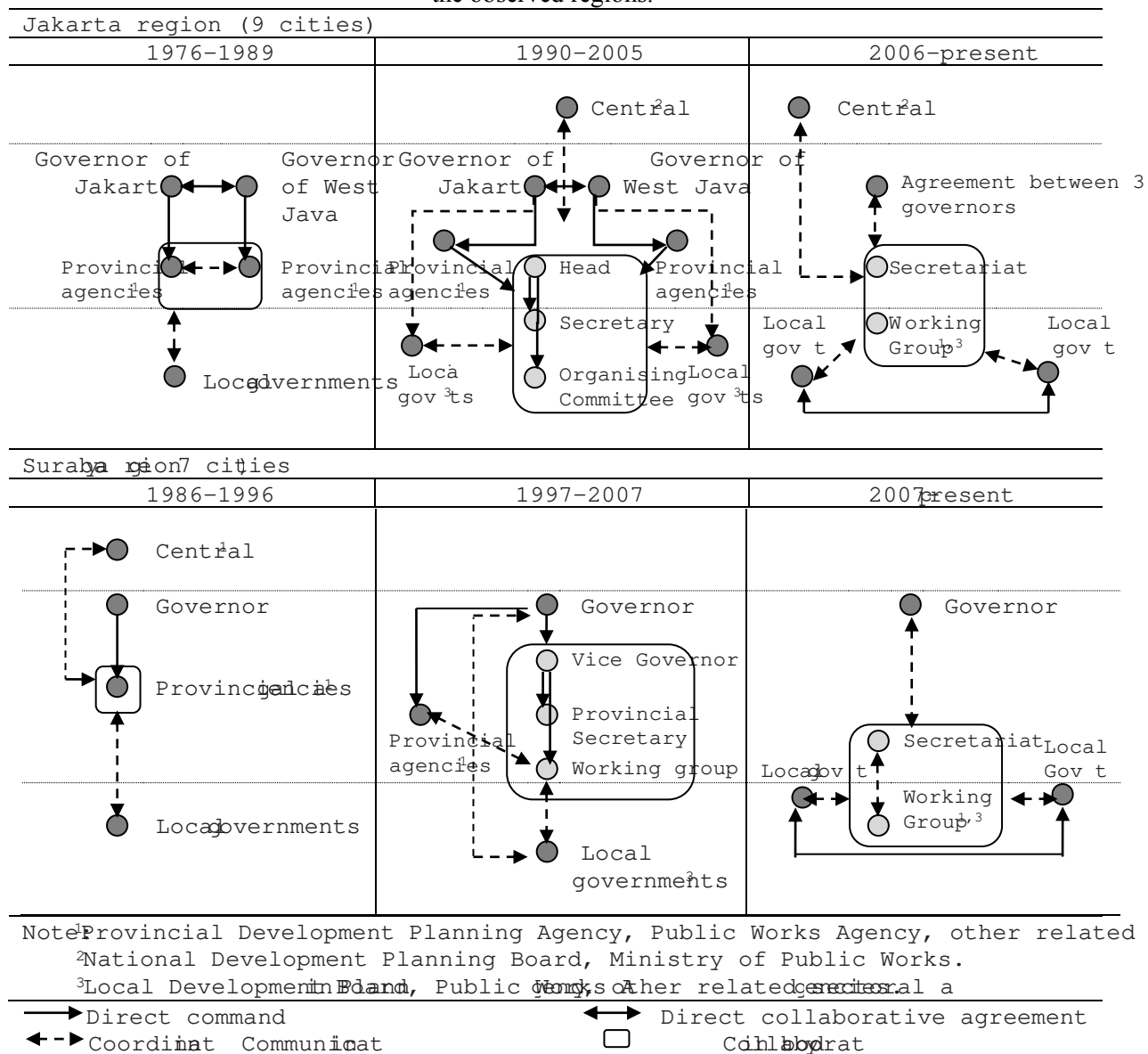
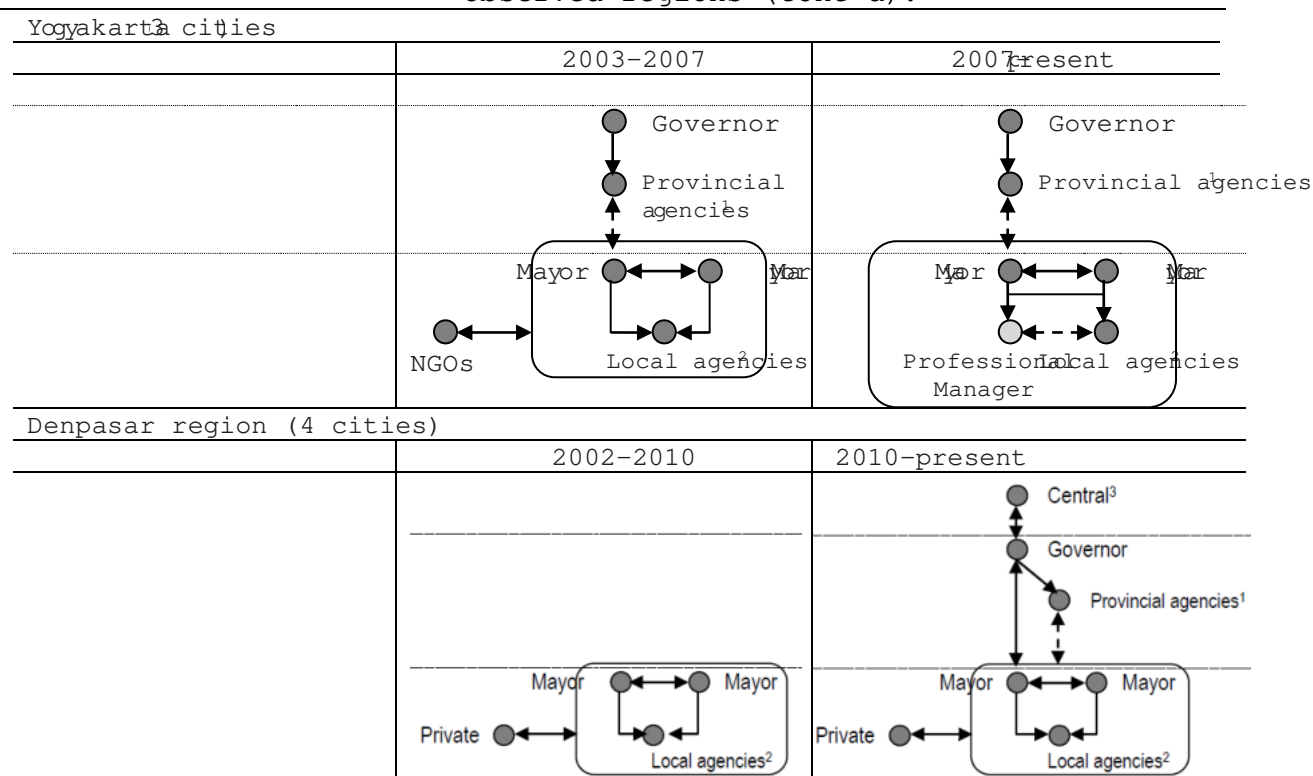


Figure 1. Transformation of institutional structure of collaborative metropolitan governance in the observed regions (cont d).



Source: Author (2014).

Prior to the decentralization, collaborative metropolitan governance was observed only in Jakarta and Surabaya, very limited to consider the number of urbanized regions. New collaborative metropolitan governance started to emerge again following the enactment of the decentralization law. Various types of collaborative arrangement, range from intergovernmental to contract agreement with the private sector, are experimented in major metropolitan regions. Some of collaborative arrangements were considered thrives, e.g. intergovernmental collaboration in Yogyakarta (see Firman, 2010; Zul Fahmi, 2010) and Denpasar, but others like Jakarta and Surabaya are struggling to set up an arrangement that can successfully plan, coordinate and monitor the implementation of development programs across jurisdictional boundaries.

Generally, collaborative governance between cities in metropolitan regions prior to the decentralization was a provincial issue. Both cases Jakarta and Surabaya were initiated by the provincial government and supported by the central government while local governments mostly acted as the implementing agency. Local governments communicated and coordinated their planning and implementation on a platform established by the provincial government. In this sense, local governments, public and private sectors played a passive role in this system where policies were produced by the higher level of governments and their involvement was limited to the implementation. On the other hand, with the decentralized and de-concentration of power applied to the lower level of government, collaborative governance between local governments in the metropolitan region moved from the provincial to local level. While previously the provincial government has a direct command to the collaborating body as it was established on the provincial level, the new system encourages that the collaborative platform to be developed at the local level (Figure 1). As a result, the local government now yields the autonomous power to decide, whether to collaborate or not.

4. Analysis on Indonesian Local Policy Design and Collaborative Governance

4.1 The Local Policy Design of Indonesian Collaborative Metropolitan Governance

Table 3 reveals the percentage of adopted local collaboration-supportive policy instruments in the four observed metropolitan regions. Although the variation is wide among regions, the majority of cities in one region has a similar policy design, with Surabaya as an exception. In four metropolitan regions, three policy instruments are observed in more than 67 percent of cities or two third of a region while the rest of 17 policy instruments range from 16 to 70 percent. This number indicates that common initiatives established by local governments are only a fraction of the observed instruments. The most common policy instrument reported by local government is in-kind transfer, a regulation allowing local government to fund intergovernmental projects through intergovernmental transfer. On average, Jakarta and Yogyakarta have a better inter-city policy coherence than Surabaya in almost all policy instruments observed. In Denpasar case, although the average of policy adopted by local governments is the least among observed regions, the level of policy coherence is higher than Surabaya.

Table 3. Percentage of adopted local collaboration-supportive policy instruments in observed regions.

Instruments	Jakarta (n=9)	Surabaya (n=7)	Yogyakarta (n=3)	Denpasar (n=4)
Exhortation				
Advocated in Master Plan	100.0	71.4	100.0	25.0
Advocated in the midterm Development Plan	77.8	71.4	66.7	50.0
Advocated in the long-term Development Plan	77.8	28.6	100.0	50.0
Advocated in the Program	88.9	42.8	100.0	100.0
Direct provision				
Shared local budget to state enterprise	88.9	100.0	66.7	75.0
Shared local budget to third parties (private sector/other local government)	88.9	57.2	66.7	50.0
The budget allocation for managing regional collab.	77.8	57.2	100.0	100.0
Infrastructure transfer	77.8	42.8	0.0	0.0
Management of local assets	100.0	85.7	66.7	75.0
Fiscal/Subsidy/Tax				
Grants	77.8	71.4	66.7	50.0
Incentives	44.4	42.8	100.0	0.0
In-kind transfer	100.0	85.7	66.7	100.0
Contract				
Consolidated contract issuance	77.8	42.8	100.0	100.0
Evaluation scheme	55.6	42.8	100.0	100.0
Conflict solving	77.8	28.6	33.3	0.0
Regulation (for collaboration)				
Regulation covering all sectors	55.6	14.3	66.7	0.0
Regulating nongovernmental sector only	55.6	14.3	33.3	0.0
Adopted from higher level (no local regulation)	1.1	71.4	33.3	100.0
Authority				
Procedural guideline in collaboration	88.9	0.0	100.0	0.0
Sub-district and village collaboration	33.3	57.2	33.3	0.0
Mean	78.96	51.42	70.01	48.75

Source: Author (2014).

Further looking at the array of the local policy design across metropolitan regions (Table 4), a wide variation is observed between regions. Generally, metropolitan regions can be divided into two groups; one that has large similarity in their policy instruments and another that has less similarity.

The variation on how regions perceive the importance of collaboration-supportive policies also differs across instruments. In this case, some regions see the importance of advocating and jawboning collaborative activities through their plans while other regions placed their collaborative concern through government provision and public investment related policies or providing comprehensive scheme on fiscal instruments.

The way cities projected their policy instruments from the perspective of fiscal strategies falls into three groups; regions with intergovernmental orientation, regions with cross-sectoral (public private) orientation, and regions which try to accommodate both intergovernmental and cross-sectoral collaboration. Cities with fiscal orientation leaning toward intergovernmental orientation provide fiscal transfer and/or intergovernmental resource sharing scheme through grants and in-kind transfer. The cross-sectoral oriented cities, however, have policy instruments covering private initiatives, incentive for private sector in joint partnership, providing an infrastructure transfer scheme, regulation outlining transfer management of local assets, and other private-sector friendly policies. Surabaya and Denpasar, in particular the core city and large suburbs, issues expansive policies accommodating public private partnership. Cities in Jakarta providing cross-sectoral friendly policies, however, are not limited to the large suburbs only but almost all cities in the region. Whereas cities in Surabaya other than the core city and large suburbs are not familiar with cross-jurisdictional fiscal policies, cities in Yogyakarta are the opposite. Fiscal policy preferences, can be concluded, reflect cities capacity in conducting a certain type of collaboration.

Table 4. Regional comparative policy characteristics based on the local policy design.

Variable	Jakarta	Surabaya	Yogyakarta	Denpasar
Policy coherence	Limited (not in fiscal, contract)	Lack of coherence in all	Coherent in all	Coherent on collaborated sector
Advocacy on collaboration	Active	Passive	Active	Active
Collaborative policy orientation	Localised	Localised	Region-wide	Region-wide
Type of collaborative policy	All cities. Long and short term	Few cities. Limited to mid term	All cities. Long and short term	All cities. Long and short term
Fiscal policy orientation	Intergovernmental cross-sectoral	Cross-sectoral	Intergovernmental	Intergovernmental cross-sectoral
Regulation	Mostly enacted	Mostly adopted	All enacted	All adopted

Source: Author (2014).

4.2 The Institutional Structure of Indonesian Collaborative Policymaking

The analysis of institutional structure examined the relative importance of collaborative policymaking activity between cities and among participating actors at the local level. It was projected to explain the prominence of local actors at the collaborative platform. Local governments have many ties with different actors and in those ties they create relation with a particular actor through one or many types of activities. There are possibilities that local governments do not create ties with any actors on a certain joint policymaking activity as much as there are chances that they develop ties with a counterpart on all activities. Through the analysis, this study tried to capture the percentage of activity that involves each horizontal actors to represent how the collaborative policymaking is structured from the perspective of local actors. In order to do so, the aggregate of relative involvement of preferred actors chosen by local governments in a particular activity was measured by converting the total number of linkages between local governments and other players within a specific activity into a percentage. Table 5 summarised the findings.

Table 5. The horizontal interaction on the collaborative joint policymaking activities (percentage).

	OC	D	SOC	CC	REC	PCD	U	NGO
Jakarta	32.97 (1)	0.00	20.33 (2)	6.04	9.89 (4)	13.74 (3)	8.79	8.24
Surabaya	27.85 (1)	1.27	24.05 (2)	3.80	13.92 (3)	11.39	12.66 (4)	5.06
Yogyakarta	56.10 (1)	14.63 (2)	12.20 (3)	0.00	2.44	0.00	7.32 (4)	7.32 (4)
Denpasar	43.48 (1)	4.35	8.70 (4)	0.00	4.35	15.22 (3)	17.39 (2)	6.52
OC: Other Cities	SOC: State Owned Company			PCD: Private Sector and Developers				
D: District	REC: Real Estate Consortia/ Private Sector Association			NGO: Nongovernmental Organization				
CC: Chamber of Commerce				U: University				

Number in brackets are ranks.

Source: Author (2014).

Three different governance structures are observed from the results; intergovernmental, cross-sectoral, and mixed. Cities in Yogyakarta submitted the most intergovernmental results, implying that local governments in the region rely mostly toward their neighbouring cities by devoting their collaborative policymaking activities twice as active compared to the nongovernmental actors. Moreover, whereas the cities in the Yogyakarta regions are the most frequent users of the intergovernmental interaction, they are the least frequent users of the cross-sectoral interaction. The absence of private sector involvement leads to assumption that the Yogyakarta region employs a limited cross-sectoral collaboration and are more focused to develop their intergovernmental structural institutions. As opposite to Yogyakarta, instead of interacting with their neighbouring municipalities, local governments in Surabaya tend to put more focus to form a collaboration with the non-governmental organizations. Not as polarised as Yogyakarta or Surabaya, cities in Jakarta and Denpasar regions are found to be more balanced as they pursued the intergovernmental interaction to some extent and showcase a high cross-sectoral interaction in their policymaking activities.

4.3 The Influence of Local Policy Design to the Institutional Structure of Collaborative Policymaking

In the rational choice institutionalism, the action situation influences participant in which way information is accessible (Ostrom, 1990). Consequently, the action situation varies according to the autonomous degree of participants in controlling their decision. During a decision making process, participants assigned to a situation must choose from possible actions that can affect the desired outcome (Ostrom, 2005). In this paper, the action situation is referred as the local policy design and follow similar characteristics from the rational choice perspective, i.e. it varies according to the set of policy instruments applied by the local entities. A city with a certain local policy design choose to conduct a selective collaborative activity with a specific actor in which affect the overall institutional collaborative structure of the city.

Given the importance of institutions in affecting the structure of a situation and the types of actors who are most likely to come to prominence in a particular type of situation, this paper tried to structure the collaborative governance which local governments engage in repeatedly to establish their local policy platform. Following the characterization of actors interaction analyzed in the previous section, this section addressed the linkage between this actors interaction with the local policy design by gauging the general tendency occurred on a certain condition.

Table 6 summarised the findings through the importance of the status of policy instruments toward the occurrence of collaborative activities. The summary is based on the examination between the characteristics of local policy design with the local institutional structure towards the regional characterization of collaborative governance. The analysis is conducted based on comparative regional observation of multiple occurrence among regions and cities. From the analysis, we found that the collaborative policymaking activities between cities sharing jurisdictional borders and between cities and nongovernmental actors do not require a strong policy coherence among cities in a region. This finding was gathered based on multiple occurrences of joint policymaking as the major collaborative activities among neighbouring cities regardless the status of their policy coherence (e.g. Yogyakarta and Surabaya both see the importance of conducting joint policymaking with neighbouring cities, although the first region has strong policy coherence and the latter has a weaker condition). The corollary is that as the activity focusing on establishing collaborative policymaking, which is considered more planning than implementing, it does not require a strong policy coherence on all instruments as much as implementing or adopting policies. It needs, instead, an active advocacy on collaboration from local governments.

The findings point out the inherent bias toward short-term issues and quick results of the Indonesian planning system as both intergovernmental and cross-sectoral collaborative policymaking prefer a short-term targeting model. This issue roots on the effects of decentralization in which a more decentralized administration and financing make it harder to agree on issues involving trade-off between local goals. Indonesian planning system, and subsequently its policymaking system, interlinks heavily with economics and politics which determine the policy substance and legal and bureaucratic processes which determine the policy implementation. As there is no guarantee that a policy will be implemented fully according to its original intention, the workable policies in Indonesia are often short term to reduce the distortions and noises often observed in the long-term policymaking. Short term targeting model of collaborative intergovernmental policymaking observed in this study stems from local governments demanding less time and energy to expend. Cross-sectoral collaboration is found to be less fussy than the intergovernmental as it is subjected to less political, legal and bureaucratic transaction costs and rather determined largely by the economic variables.

Table 6. Linkage between local policy design and actors interaction in the collaborative policymaking.

Status of policy instruments	Governmental (neighbouring cities)	Nongovernmental (private and civic sectors)
Need of strong policy coherence on all instruments	Not related	Not related
Need of active advocacy on collaboration	Related	Not related
Need of region-wide collaborative policy orientation	Not related	Not related
Targeting model of collaborative policy	Short term	Long and/or short term
Fiscal policy orientation (Intergovernmental-cross sectoral)	Intergovernmental fiscal policy orientation	Cross-sectoral fiscal policy orientation
Status of regulation collaborative partnership (Enacted adopted)	Enactment of independent regulation is not crucial, except in case of Jakarta and Yogyakarta	Enactment of independent regulation is not crucial in Denpasar, yet in other regions cities with private regulation have higher cross-sectoral interaction

Source: Author (2014).

In general, this paper found that the local policy design influences the state of intergovernmental collaborative policymaking more than it structures the cross-sectoral one. The condition of the local policy design directs the local government's behaviour in a way that loose or weak term of advocacy and fiscal orientation will lead local actors to choose nongovernmental actors as a counterpart in conducting collaborative policymaking than pursuing intergovernmental interaction. On the other hand, cross-sectoral collaborative policymaking between a city and nongovernmental actors in its jurisdiction are found not particularly dependable on the type of targeting model of local collaborative policies. Cities in the Surabaya regions which in general remodeling their collaborative programmes through the short term plan (working plan or medium-term development plans) pursue collaboration with nongovernmental actors as actively as cities in the Jakarta region which largely structured their collaborative programmes through both long and short term planning.

The status of regulations is found to create a variation of effects towards horizontal structures, which is predominantly structured according to each region. Enactment of individual regulation specifying code of conduct in collaboration, for example, is not necessary in Denpasar as the region has strong intergovernmental and cross-sectoral collaboration. On the other hand, cities in the Jakarta region, which perform more intergovernmental collaboration are observed to enact separate regulation specifying collaboration rather than adopting from the provincial or central governments. Taking into account power relations among actors, regions with a regional oriented collaborative strategy are generated from strong inter-jurisdiction interaction and, by some extent, closer relations with the higher levels of government. Closer relations with the provincial or central government, either through fiscal or sectoral programmes, can result on higher probability of the higher levels of government projecting their national or provincial plan to the local level. A region like Yogyakarta, for example, enjoys a tight relation with the provincial government in a way that the province can ensure the smooth adoption of the provincial spatial plan to local master plan. On the other hand, policy instrument and power relation also work on reverse, i.e. policy instruments affect the power relations, projecting region-wide collaborative strategy may lead to closer local-provincial or local-central interaction.

5. Conclusions

In general, according to the analysis on the institutionalisation of policy instruments, the local policy design through the effects of instruments selection and policy choice affects the state of the intergovernmental collaboration in a city. On the other hand, the correlation between the local policy design and the cross-sectoral collaboration is observed less significant. The variation between sampling cities in the cross-sectoral collaboration is wider than the intergovernmental collaboration. Policy instruments in Indonesian collaborative governance, thus, offer a means of structuring a space of selective cooperation and a space for exchange negotiations and agreements, setting aside an expansive platform with multiple actors, and thereby allow for a sectoral and case by case cooperation rather than ambiguous and metropolitan-wide consensus. Policy instrumentation for cross-sectoral collaboration is built upon a short-term exchanges and the state of power relation between government and nongovernmental actors through the use of authority and regulative instruments. The extent of intergovernmental collaboration, however, is influenced greatly through advocacy and subsidy instruments.

The artisanship of working with rules through instruments is important so as to improve how local policy design operates over time. The institutions where actors operate differently reward or prevent them over time, so that intrinsic and extrinsic motivations are learned and developed. Instruments, from the analysis, we found as a tool to try and change situations to achieve better outcomes. To improve collaborative policymaking with neighbouring cities, as a start, a city needs to actively

advocate collaboration in its local plans and to set their collaborative programme through short term plans. While aligning local collaborative policies toward a region-wide perspective is observed not crucial, but for the long term success of the collaborative governance it is considered necessary. These three rules that structure the local policy design largely require and expect reciprocity and trustworthiness from the regional perspective which is partial to conduct intergovernmental collaboration. Cross-sectoral collaboration, on the other hand, needs different type of rules in which localised perspective on collaboration is acceptable. In conclusion, referring to variation on how local policy design shapes local governments behaviour in conducting collaborative governance to craft rules that attract and encourage actors who share norms as a fundamental requirement needed in the collaborative society.

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