

Determining Factors of Governmental Collaboration in Jabodetabekjur Regions, Indonesia

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Abstract: This research was determined to analyze the collaboration concept execution between the regional governments in the Jabodetabekjur regions, Indonesia. The research consists of four variables; (1). starting conditions; (2). facilitative leadership; (3). institutional design ; and (4). collaborative process. Structural Equation Model (SEM) with SmartPLS is being used to analyze the data. The 87 respondents' information were collected from various government institutions within the Jabodetabekjur regions. The results show that the collaboration amongst the government institutions in Jabodetabekjur regions were not effectively executed, due to the imbalance resources in the starting condition phase. It is shown that the DKI Jakarta (Special Capital Region of Jakarta) has more dominant financial resource that other regions.

Keywords: collaborative, government, Jabodetabekjur.

1. INTRODUCTION

Jakarta, Bogor, Depok, Tangerang, Bekasi and Cianjur regions (Jabodetabekjur) is the megapolitan regions that have functional relations and form a system in term of dynamic and highest issues and activities content in Indonesia. About 33,3 million people are the residents of this megapolitan region (BPS Jakarta, West Java, Banten, 2020), in 3 (three) provinces that are located side by side; the Special Capital Region of Jakarta, the West Java Province and the Banten Province. The regencies/cities consist of 9 (nine) regency/city government areas, namely Bogor Regency, Bogor City, Depok City, Tangerang Regency, Tangerang City, South Tangerang City, Bekasi Regency, Bekasi City and CianjurRegency.

This large amount of residents is not only contribute positively to the national economic – marked with the 20% Gross Domestic Product (GDP), but also the high dynamic of development and huge amount of economic cycle. However, it also has negative implication with the emerge of issues such as changing functions of the terrain from the catchment area into the residential/industrial location, the decrease of rice fields, the overly high mobility of the residents between Jakarta – Bodetabekjur with 4,06 million/day - which lead to traffic jam, flood, the decreaseof water sources" quality and quantity and other kinds of environmental damages.

Those issues in the Jabodetabekjur regions are collided one to the others. In order to fix it, it would require the more optimum coordination and collaborations, especially in this autonomous era, where regency/city has wider autonomy and responsibility to its residents.

Therefore, the collaboration in the Jabodetabekjur is a must, considering that the Special Capital Region of Jakartagovernment, nor the Jabodetabekjur governments could not manage their internal issues on their own, without any collaborations. The development and effects of development of DKI Jakarta and Bodetabekjur that influence each other require that the planning of the Jabodetabekjur region must be viewed as an integrated ecosystem (functional urban region) that cannot be separated.

The impact of the increasing of urbanization is the changing of the pattern of open space into buildings area. The changes in spatial structure will have an impact on the increasing demand for needs, including road infrastructure for smoother traffic, as well as urban drainage that is able to serve the needs of citizens and free from the impact of environmental changes such as floods, due to land use more rapidly than it should have been planned. Inside the development plan with a spatial or regional approach there are various ways to determine regional units, namely the concept of eco-region based onecosystems.

Therefore, one or several government policies in the regions that are part of the eco-region in an integrated manner are needed to address all the problems that occur. Interrelated problems between regions cannot be handled alone by autonomous regional city governments. Based on these conditions, the research problem will focus on an analysis of the concept of implementing cooperation between regional governments in the Greater Jakarta area with a collaborative governance approach (Ansell & Gash, 2008).

2. LITERATURE REVIEW

Collaborative governance is a process and structure inside of public policies management and formulation that would constructively be involving the actors from any kinds of levels, from inside the government or public institution, private institution, and the people (civilian society) to be able to achieve the public objective that would never be achieved only by a single party – without collaboration.

In a more comprehensive statement, (Ansell & Gash, 2008) defined collaborative governance as “A governing arrangement where one or more public agencies directly engage non-state stakeholders in a collective decision making process that is formal, consensus oriented, and deliberative and that aims to make or implement public policy or manage public programs or assets”.

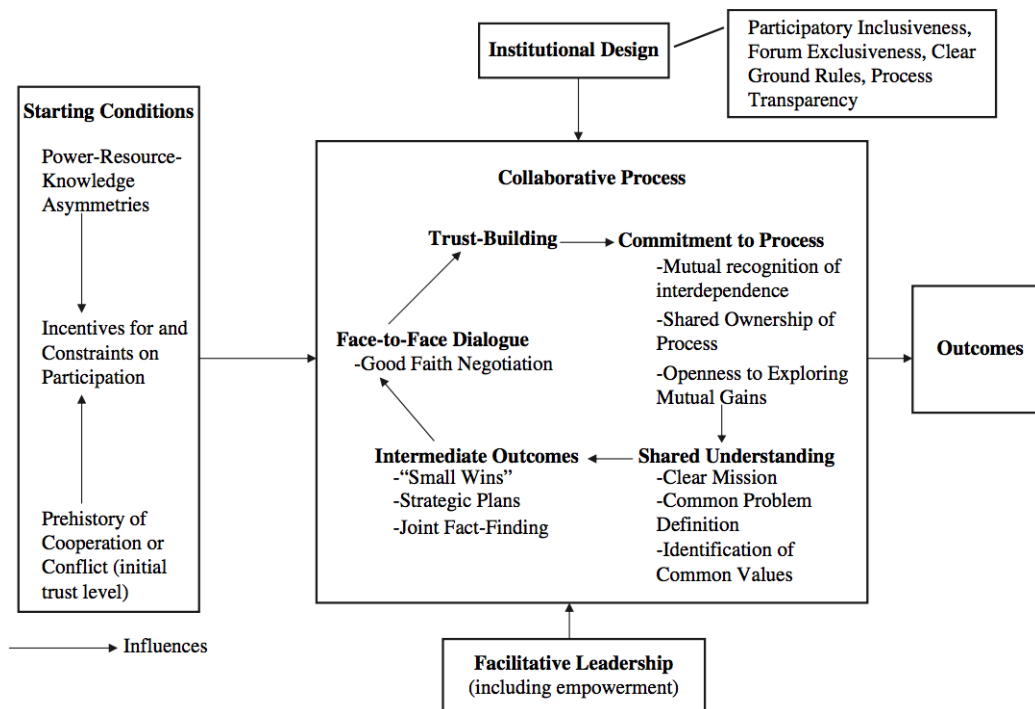
This definition is focused on six main criteria: (1) forum initiated by institution or public institution, (2) forum attendance including the non-governmental actor, (3) attendance that are directly involved into the decision making process and not only “consulted” by the public institutions, (4) the parties in the forum are being formally and collectively arranged into a meeting, (5) this forum is focused to develop the decision by consensus (even if consensus could be achieved in the practice), and (6) the collaboration focus is on the public policies our public management.

According to (Ansell & Gash, 2008) in the collaborative governance model (figure 2.1) there are several prerequisite or main variables as process and crucial point such as: (1) starting conditions; (2) facilitative leadership; (3). institutional design; and (4). collaborative process.

Starting conditions is the starting point of the collaboration process which is a process to analyze the possibility of power-resources-knowledge asymmetric in the power and strength or knowledge of all parties in this collaboration. It would include the history of the past, whether on the positive supporting context, or in contrary, the inhibiting context. It should be known because when the huge gap in the starting condition could lead to the not optimal condition of the collaboration process.

Several statements of (Ansell & Gash, 2008) related to Starting Condition variable are:

- (1) If there were gaps and/or imbalance sources and capacity of the stakeholders, in term of making sure that then collaboration management could be effectively done, it would require the join commitment on empowerment to the stakeholders that have lower capacity and lower resources.
- (2) In term of participation factors of the collaboration parties, if there were any other possible alternative that allow stakeholders to obtain their goals unilaterally, collaborative governance will be functioned if there was an co-understanding of the stakeholders, that they are mutually interdependent with one another.
- (3) In relation with the incentive for the stakeholders that are mutually interdependent with one another in the exclusive collaborative forum, a third party outside the forum –such as court, legislator, or higher government institution would be required to ensure that all stakeholders could understand, appreciate and obey the result of the collaboration process.
- (4) If there was any history or antagonism between the stakeholders before the collaborative management was applied, the collaborative process would not work, unless:
 - a) A high mutual interdependent emerged between the stakeholders, or
 - b) some certain actions to regain the trust and social bonds between the stakeholders were done.



Source2.1. A Model of Collaborative Governance

Soruce : *Collaborative Governance in Theory and Practices*, Chris Ansell and Alison Gash, University of California-Barkeley : 2008

The next variable of *Collaborative Governance* model(Ansell & Gash, 2018)is the existence of facilitative leadership, mediation and democratic would be required in the collaboration process, therefore the collaboration process would lead to the expected objectives. Facilitation is the effort to avoid the disturbance of the prerogative rights of the stakeholders’ management. The facilitator would confirming the integrity or the consensus formulation process itself. Mediation is beign done to improve the intervention process of the third party with the detail of the negotiation substancies, when the stakeholders were considerably ineffective in term of the possible win-win solutions for all. If the stakehodlers could not reach the consensus with the assistance of mediation or the third party, the third party could formulate a solution (non-binding arbitration).

(Vangen & Huxham, 2003) stated that in order to have a successful collaboraton, the leaders should often make interventions by having the more directed ways to form the agenda. Furthermore, the leadership is important to embrace, empower and involve all stakeholders than to mobilize them to develop the collaboration. Leadership is important to define and defend the clear ground rules, build the trust, facilitate the dialogs, and explore the mutual benefits. Leadership woud also be important to empower and to represent the weaker stakeholders. The facilitative leadership style would also assist the stakeholders to explore any possible things for the mutual benefits. Here are several statements of (Ansell & Gash, 2008)relatd to*Facilitative Leadership* variable. Those statements are:

- (5) In term of the existence of high conflict and low trust issues in the collaboration with the relatively equal pwer of the collaborators that has the desire to participate, the collaboration management could be successful by relying on the honest and trustworthy mediator (the facilitative leader) that has the trust of every stakeholder. The meditor should become a professional mediator.
- (6) In contrary of the number (5) condition, in term of the unequal power distribution and the low participation level of each stakeholder, the successful of the collaboration management would be defined by the “organic leader” or the leader that came out f the stakeholders community.

The next main variable of *Collaborative Governancemodel* (Ansell & Gash, 2008) is the institutional design of the collaborative mangement. The institutional design refers to the ground rule of collaboration, that it would be extremely important to get connected with the procedural legitimation of the collaborative process. The access to the collaborative process itself is considerably as the most

fundamental design problem. There are several literatures on the collaborative management that stressing on the statement that the process itself should be open and inclusive. (Chrislip & Larson, 1994) stated that the first condition of collaboration successfulness is that the collaboration institution should be able to cover all influenced stakeholders or have concerns with this matter, including the stakeholders that have potentials to be troublemakers. The main point of the collaborative institution legitimation process is based on (1), the opportunities of the stakeholders to discuss with others on the results of the policies, (2) claim that the policies have represented the concensus, collaboratively and for the larger needs. (Ansell & Gash, 2008) stated that the successful of the collaborative institution design are affected by:

- (7) The existence of inclusively participations of the stakeholders;
- (8) No exclusive forum out of the formed collaborative institution, as the impact of the distrust or the existence of alternative options in term to achive the objective by each stakeholder, or as the form of scepticism of the stakeholders;
- (9) Clear ground rules;
- (10) The existence of transparent collaborative proecess, not a form of cover-up of certain interest of one of several stakeholders, and;
- (11) Deadline of the collaborative execution, which made the dialog and discussion of the stakeholders possible to be held to reach the concensus, but not to long to avoid boredom.

The next variable and the core of the collaborative management is related to the collaborative process itself. (Ansell & Gash, 2008) saw tht the collaborative process as a cycle and not liniar steps. Furthermre, the strategy of collaborative process would be changed when the contexts were changed. However, the model of Ansell and Gash showed that even if the collaborative process was a cycle and non liniar, still it would be initiated by the existence of communication.

Therefore, it would be important for the collaboration process to have face to face dialog to build rapport and common understanding within the whole stakeholders. When the rapport has been built, what should be concerned would be the commitment in the collaboration process and the impacts on how they could understand one another in term of defining the “common vision”, that would would produce a shared product as an intermediate outcome, before the final result (outcomes) is obtained as a common goal (common purpose). In relation with the dialog process and rapport building, Ansell and Gash stated:

- (12) If there was a conflict and antagonist/sketical act in the past of the stakeholders, the policy makers or the stakeholders should allocato certain times to build rapport effectively.

Related to the commitment to the collaboration proecess, Ansell and Gash stated:

- (13) The management buy-in aprooces or the interest barganinig/lobbying/affecting process of each stakeholder, is the aspect that should be conderned in the collaboration process.
- (14) Considering that there always possibilities of other negative sides of collaboration process, such as manipulative and cooptation acts, the collaborative management strategy would be fitter in the form of continuous cooperations;

The establishment of a joint commitment of the stakeholders in the collaboration process, would came out as what is called 'joint mission/common/common goals/ shared vision/shared ideology/clear goals/clear and strategic direction/aligning core values', as a shared understanding.

Of all of the non linier stages and cycles, according to Ansell and Gash, the intermediate outcomes as a 'small success' that is a momentum and feedback on the success of implementing Collaborative Governance – is something that is also important (Ansell & Gash, 2018; Rogers & Weber, 2010; Vangen, Hayes, & Cornforth, 2015; Vangen & Huxham, 2003). This intermediate or 'small' success will encourage the building of each stakeholder's trust and commitment. Therefore Ansell and Gash states:

- (15) If there was a high sceptical and antagonist attitude in the past, and the long term commitment would be required, therefore, the intermediate success or the “small: success would be very important. If the stakeholders or the policy makers did not anticipate, or even tend to ignore the cruciality of abjective statement between the collaboration, the collaboration proces would not be able to be done.

3. METODOLOGY

This is a quantitative research. This research tend to explain the variables that involve in the collaborative governance in Jabodetabekjur, Indonesia, Referring to (Ansell & Gash, 2008), the variable that involve in this research are: *starting condition*, *facilitative leadership*, *institutional design* and *collaborative process*. Those variable are reduced into variables and indicators to form the research instrument as it is shown in the Table 1:

Table1. Research Instrument

No	Variable	Parameter Indicator	Questions
1	<i>Starting Condition</i>	1. Balance/equality (power, resources)	1. According to you, related to cooperation between regions in Jabodetabekjur through BKSP, the process of implementing development cooperation depends only on initiatives and funding from Jakarta Province.
			2. According to you, related to cooperation between regions in Jabodetabekjur through BKSP, each of regions member of BKSP has equal capacity (power and resources capability) .
		2. Collaboration experience or conflict	3. According to you, related to cooperation between regions in Jabodetabekjur through BKSP, in every joint plan discussion, also discuss the problems of each members, although not connected with Jakarta's problems.
			4. According to you, related to cooperation between regions in Jabodetabekjur through BKSP, every discussion and implementation of the joint plan and, all went smoothly and there were no differences of opinion / perception between members
		3. Incentive for member's participation	5. According to you, related to cooperation between regions in Jabodetabekjur through BKSP : a certain incentives need to be given to increase active member participation (like a funding / budget participation).
			6. According to you, related to cooperation between regions in Jabodetabekjur through BKSP, the provision of certain incentives to increase member participation, facilitated by the central government and / or non-government funders.
2	<i>Facilitative Leadership</i>	1. Participatory involvement from each member	7. According to you, related to the role of the Chairman of the BKSP Jabodetabekjur, it has been active and able to facilitate and encourage each region's member to actively participate
			8. According to you, related to the role of the Chairman of the BKSP Jabodetabekjur, the existence of the chairman has been trusted and is believed to be able to manage the BKSP also provide benefits to all members.
		2. Members' trust in the Chair of BKSP	9. According to you, related to the role of the Chairman of the BKSP Jabodetabekjur, that's position should be handed over to other people who are not members of the BKSP (such as: Non-Government or Ministry / Central Government).
3	<i>Institutional Design</i>	1. Inclusive participation of all members	10. According to you, related to the role of the institution of BKSP forum, the involvement of each member is only ceremonial / formality, or without had freedom of speech.
			11. According to you, related to the role of the institution of BKSP forum, every member can provide criticism / ideas / input relating to anything about cooperation process.
		2. Institution/ Single Cooperation Forum	12. According to you, related to the existence of the BKSP institution, other cooperation is still needed

No	Variable	Parameter Indicator	Questions
			among the member regions, outside trough the BKSP Forum.
		3. Clear regulation of cooperation	13. According to you, related to the role of the BKSP Forum, the process of cooperation between regions within the BKSP has been arranged clearly and accompanied by detailed regulations.
		4. The work program of implementing inter-regional cooperation that is clear and directed	14. According to you, related to the role of the BKSP Forum, there are already available documents of cooperation plans, and it make their implementation is clearer and directed
4	<i>Collaborative Process</i>	1.Face-to-face dialogue between stakeholders	15. According to you, regarding the implementation of cooperation through BKSP, every preparation of cooperation/joint plan always starts with a dialogue between members (Pemerintah Daerah).
			16. According to you, regarding the implementation of cooperation through the BKSP, the implementation of dialogue between members (Pemda) has been carried out routinely and on a scheduled basis.
		2. The emergence of trust between members	17. According to you, regarding the implementation of cooperation through the BKSP, the dialogues were satisfactory and believed to guarantee the achievement of cooperative agendas.
		3.Common understanding of cooperation	18. According to you, regarding the implementation of cooperation through the BKSP, the dialogues have caused each member to have the same understanding of the cooperation agenda.
		4. Commitment of Involvement during the process	19. According to you, regarding the implementation of cooperation through the BKSP, the dialogues that have been carried out were raised the desire to commit and be actively participated in the implementation of cooperation agenda between members.
		5. Intermediary Result	20. According to you, regarding the implementation of cooperation through the BKSP, the results from cooperation between regions has given satisfactory for your area.

Source: Researchers (2020)

Questionnaires were sent to government institutions in the Jabodetabekjur area. The governmental institutions that were being involved in inter-regional cooperation and public services were included as respondents, namely the regional secretary, the Public Works and Spatial Planning Office (DPUPR), the Regional Planning and Development Agency (Bappeda), the government bureau, the Environmental Service (DLH), the Education Office, Cooperation Section, and Transportation Department. Referring to (Chuan, 2006), 84 respondents were taken as samples. The sample was taken from the representative of the agency.

The analysis that is being used in this research is the confirmatory analysis using structural equation modeling (Structural Equation Modeling - SEM) with smartPLS. Partial Least Squares (PLS) can be used to test data obtained by 87 respondents (Chin, 1998). Data were analyzed with SmartPLS 2.0 developed by (Ringle & Wende, S. Will, 2005). SmartPLS 2.0 is used with the consideration that SmartPLS 2.0 was developed based on modeling and bootstrap paths, and recommended by (Tenenhaus & Esposito, 2005) and (Wetzels, Odekerken-Schroder, & van Oppen, 2009). This research model developed model is a reflective model. The aim of the reflective model is data analysis, where the researcher can further confirm the results of the analysis based on the theory that has been built and the questionnaire data that has been obtained (Ringle & Wende, S. Will, 2005).

4. RESULT AND DISCUSSION

4.1. RESULT

This research used the *Structural Equation Model (SEM) with Partial Least Square (PLS) analysis technique*. SEM Analysis with PLS was being done in three steps: outer model analysis, inner model analysis, and hypothesis testing.

1. Outer Model Analysis

These are the analysis table on out model of the research:

Table2. Cronbach Alpha, Composite Reliability Dan Average Variance Extracted

Variabel	Cronbach's Alpha	Rho_A	Reabilitas Composite	AVE	Hasil
<i>Starting Condition</i>	0,646	0,732	0,776	0,591	As aspects of outer collaborative governancemeet the standard
<i>Facilitative Leadership</i>	0,623	0,788	0,745	0,556	
<i>Institutional Design</i>	0,696	0,791	0,704	0,523	
<i>Collaborative Process</i>	0,923	0,935	0,942	0,731	

Source: *Output SmartPLS 3.0 (2020)*.

According to (Ghozali, 2014)construct reliability test were measured with *composite reliability* and *cronbach's alpha*. Construct is considerably reliable if it has *composite reliability* higher than 0,70 and *cronbach's alpha* higher than 0,60. The average variance extracted (AVE) value that could be used to measure the validity would be 0,5.

Based on the criteria in table 2, the output data shows that the results of all outer model criteria are fulfilled so that it can be concluded that the research data has good validity and reliability, therefore it can proceed to the inner model analysis.

2. Inner Model Analysis

Inner model\structural model analysis is being done to confirm that the built structural model is robust and accurate. The robust regression is a regression method that is being applied when the data has the abnormally distributed error and there were some outliers that have impacts to the model (Ghozali, 2014). This methode is a very important tool to analyse the data that were impacted by the outliers so there would be an outlier resistant model. A resistant estimation is an estimation that would not be impacted by the huge changes of the small part of the data, or the small changes of most of the data.

The inner model evaluation could be seen from several indicators such as: determinant coefficient (R²); Predictive Relevance (Q²); Goodness of Fit Index (GoF). Here are the result of each indicator:

1. determinant coefficient(R²)

Here are the value of R² output *software smartPLS 3*

Tabel3. Nilai R²

	R Square	R Square Adjusted
<i>Collaborative Process</i>	0,716	0,693

Source: *Output smartPLS 3 (2020)*

According to (Chin, 1998), R *square*value more than 0.67 is strong, between 0.67 to 0.18 is moderate, and under 0.19 is weak. Therefore, the relation between variables in this research is considerably strong.

2. Predictive Relevance (Q²)

To calculate the Q2 we used:

$$Q^2 = 1 - (1 - R_1^2) (1 - R_2^2) \dots (1 - R_n^2)$$

$$Q^2 = 1 - (1 - 0,716)$$

$$Q^2 = 0,716$$

This test is being done to know the prediction capability using the *blinfoling* procedure. According to (Chin, 1998), if the value obtained is between 0.02 and 0.15, the model has little predictive ability. If the value obtained is between 0.15 to 0.35, the model has a moderate predictive ability. Finally, if the value obtained is above 0.35, the model has a high predictive ability. The calculation of the Q2 value is 0.99, the model has a large predictive capability

3. Goodness of Fit Index (GoF)

(Tenenhaus & Esposito, 2005) formulated that if the GoF value is small when it was 0,1; moderate when it was 0,25; and high when it was 0,38. This research has calculated the GoF value and found that this model has the high value of GoF. This means, this model could represent the real phenomena. The value of GoF in SEM with PLS were manually calculated (Tenenhaus (2004) with this formula:

$$GoF = \sqrt{AVE^2 \times R^2}$$

$$GoF = 0.51$$

This research concludes that the calculation of GoF value was 0,51. Therefore, it was concluded that this research model could catch the real phenomena on the government collaboraton in the Jabodetabekjur regions.

3. Hypotheses Test

Structural model in the SEM-PLS was done by bootstrapping process that would lead to t-statistic value. If the t-statistic value was bigger than the t-table with the confidence level on 95% (> 1,96), it would have the significant impact. To know how significant the impacts of the variables, the loading factor alue of the original sample (O) output should be known first. This could be seen in the coefficient table line on output SmartPLS. Here on figure 1, the research model test result.

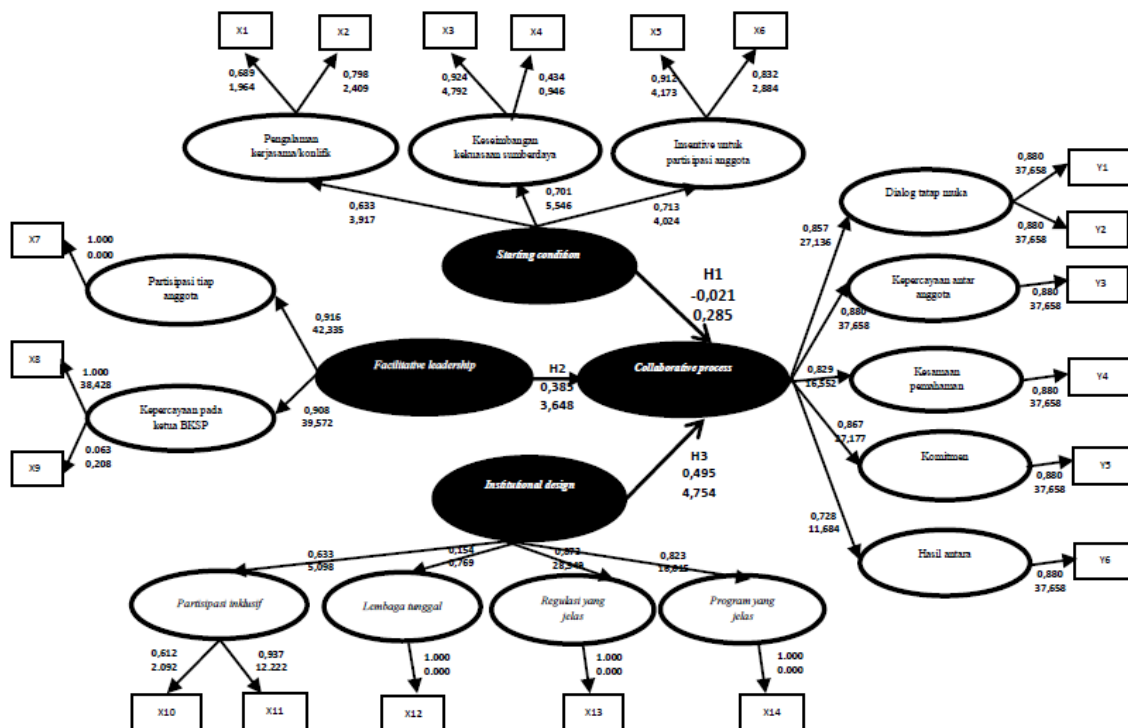


Figure1. Bootstrapping SmartPLS

Based on figure 1. output Bootstrapping PLS, it could be seen that two of three hypotheses have t-value over 1,96. This means, two hypotheses were proven, and the other was not. The proven hypotheses are the *design institutional* that has significant impacts on *collaborative process*, the *facilitative leadership* that has significant impact to the *collaborative process*.

Meanwhile, 1 (one) hypothesis was not proven. The variable itself is the starting condition did not have the significant impact to collaborative process. Based on the running result, here is the Table 4, the Summary of Confirmation dimensions of research.

Table 5. Summary of Confirmation of the Dimension of the Research

No	Hypotesis	Bootstrapping	Algoritme PLS	Result
H ₁	<i>Starting condition</i> has impact on <i>collaborative governance</i>	0,285	-0,021	Rejected
H ₂	<i>Facilitative leadership</i> has impact on <i>collaborative governance</i>	3,648	0,385	Accepted
H ₃	<i>Institutional design</i> has impact on <i>collaborative governance</i>	4,754	0,495	Accepted

Source: Researcher (2020)

4.2. Discussion

The discussion of this research generally tried to analyse deeply on how the problems on the relations of the variable emerged, based on the *collaborative governance* theory (Ansell & Gash, 2008, 2018; Forrer, Kee, & Boyer, 2014; Luna-Reyes, Derrick, Langhals, & Nunamaker, 2013; Pardo, Gil-Garcia, & Luna-Reyes, 2010). The result of the test – using the SEM with smarPLS shows that 2 (two) hypotheses were accepted and one hypothesis were rejected. The *Starting condition* variable in this research did not have any impacts to the *collaborative process*. The *facilitative leadership* and *institutional design* variables have significant and positive impacts to the *collaborative process* variable. It means, the *facilitative leadership* and *institutional design* variables were required to develop the *collaborative process* variable. It is also indicating that there was a problem in the starting condition variable so it was significantly formed the *collaborative process* variable. It is different the prior researches that generally found the direct connection between starting condition and the *collaborative process*. The discussion would explain deeply and systematically on the situations that were shown by those three variables.

The discussion would be focusing on the starting condition variable, as the prima cause of the ineffective of the government collaboration. The experts stated that if the starting condition showed the unsuccessful condition, it would become the source of the failure of the afterward processes (Empower. Open Collab. Gov., 2012; Forrer et al., 2014; Kapucu, Yuldashev, & Bakiev, 2009).

(Ansell & Gash, 2008) focused on the four aspect that should be considered in the starting condition; the imbalance of the resources and the strength of the actors, the trust level amongst the actors, the history experience on the prior collaboration or the conflicts between the actors in the previous collaboration, and the encouragement or incentive to be participated and collaborated. The imbalance of the resources could happen when the collaborator did not have the organizational capacity or source to participate, or there were gaps of strength/sources between the collaborators. The second aspect, the quality amongst the collaborator would impact the internal trust level and the trust level between one collaborator to the others externally. The imbalance of the strength between the collaborators would impact the exclusiveness of the collaborators that would impact the commitments and their encouragement to participate. However, even though there were imbalance conditions, as long as there were trust amongst the collaborators, there would be a participation guarantee, assuming that the policy objective achievement, at one side, was determined by the role of the other actors. This concept is the interdependency analogy. The third aspect of the starting condition is the prior history in term of collaboration type or the conflict experiences. When every stakeholder/collaborator has the capacity or experience in term of relationship in the past, the intensity of the conflicts in term of collaboration has the chance to re-emerge, or vice-versa. The last aspect of the starting condition is the incentive that should be considered long before the formation of collaboration forum. Incentive would be required to push the participations in the form of direct incentive (money or goods), or indirect form such as prestige, pride, and other kinds of psychological aspects as suggested by (Olson, Mancur 2012).

Power and Resource Imbalance. The imbalance of power and resources is the first finding in the initial conditions before collaboration in the Jabodetabekjur BKSP. This condition is very vulnerable intermofmanipulationandinterventionfromstrongeractors.(Ansell2007)underlinestheneedfor

(1) a representative organization or forum in the collaboration process, (2) the ability to negotiate, and (3) the time and effort to participate in collaboration. The policy for the establishment of the BKSP was carried out by the Joint Regulations of the Governor of DKI Jakarta Province, the Governor of West Java, the Governor of Banten, the Regent of Bogor, the Mayor of Bogor, the Mayor of Depok, the Regent of Tangerang, the Mayor of Tangerang, the Regent of Bekasi, the Mayor of Bekasi and the Regent of Cianjur Number 3 of 2006, 40 Years 2006, 32 of 2006, 1 of 2006, 16 of 2006, 12 of 2006, 35 of 2006, 6 of 2006, 11 of 2006, 12 of 2006, 16 of 2006 concerning Development Cooperation Agency of DKI Jakarta Province, West Java Province, Province Banten, Bogor Regency, Bogor City, Depok City, Tangerang Regency, Tangerang City, Bekasi Regency, Bekasi City and Cianjur Regency. The city of South Tangerang was following to jump-in in 2010.

The imbalance in strength and resources is very evident from local government programs around DKI that are always "funded" so that DKI is "assisted" by other stakeholders.

DKI Jakarta Provincial Government is the most powerful with the most resources so that all activities carried out in Jabodetabekjur are controlled by the DKI Provincial Government. As for other regional governments, it is the party that receives resources to run the DKI program. Since the BKSP was formed in 2010, the DKI Jakarta Provincial Government has provided grants to deal with floods, rubbish, congestion and other problems that are identical to the problems of Jakarta. In 2010, the DKI Jakarta Provincial Government provided a grant of Rp. 25 billion to the nine regional governments which are the supporting areas of DKI Jakarta. These grants are for development in the fields of health, education, cleanliness, synchronization of the Jabodetabekjur spatial plan, flood control, and waste management. The nine recipient areas are Bekasi Regency, Bekasi City, Depok City, Tangerang Regency, Tangerang City, Bogor Regency, Bogor City, and Cianjur Regency with Rp 3 billion each. While the City of South Tangerang received a grant of Rp 1 billion.

In 2011, to develop the Greater Jakarta area, the DKI Jakarta Provincial Government poured a grant of Rp. 45 billion to the regional government (Pemda) who was a partner of the DKI Jakarta Provincial Government. Grants are provided for the development of partner regions with a composition of 70 percent in transportation, water resources, spatial planning and the environment and 30 percent in agriculture, education, health, and the warehousing industry.

In 2012 and 2013, the amount of grants to local governments in the Bodetabek area was the same as the amount allocated in 2011, which was Rp 45 billion. Likewise in 2014, it was still budgeted at Rp 45 billion. Provision of these funds is provided to support the development of the city of Jakarta and the resolution of the problem of the City of Jakarta as the National Capital.

Since 2014, the DKI Jakarta Provincial Government has applied the rules for each partner city and regency government to submit proposals for partnership funding. In order to be accountable for its use. During this time, the use of partnership funds has no financial accountability report. Thus, the district government and the regional government partners will submit proposals for the use of partnership funds to the DKI Jakarta Provincial Government, including the Bekasi City Government.

In 2015, the Bekasi City Government received a partnership fund of Rp 98 billion in 2015. The funds were used for the construction of the southern side of Kalimalang Road amounting to Rp 60 billion, the construction of the Bojong Menteng and Jatiasih road and bridge in the amount of Rp 8.1 billion, and the completion of the bridge construction and widening of the road around the East Bekasi Toll gate to Rp 30 billion.

The demand for partnership funds submitted by the Bekasi City Government in 2016 increased quite sharply, reaching more than 100 percent compared to 2015. The DKI Provincial Government disbursed partnership funds of Rp 151 billion. The funds are used for, among others, rehabilitation of Jalan Pangkalan 2 towards Jalan Pangkalan 5, rehabilitation of Jalan Pangkalan 5 towards TPST Bantargebang, and procurement of 4 units of spider excavators. The funds are also for the procurement of 1 unit of amphibious excavator equipment, improvement of Cikunir Road, construction of artesian wells, and land acquisition and widening of the Pasar Rebo Komsen-Jati Asih Road. Bekasi City Government in 2017 received partnership funds amounting to Rp 248 billion, an increase from the previous year. The budget is used for the construction and widening of the

Jatiwaringin Raya road and bridge in the amount of Rp 43 billion, the construction of the Rawapanjang flyover in the amount of Rp 105 billion, and the Cipendawa flyover in the amount of Rp 100 billion.

In 2018, the DKI Jakarta Provincial Government did not provide partnership funds or grants to the City of Bekasi, because, the DKI Provincial Government did not receive proposals for partnership funds from the Bekasi City Government. Nevertheless, the DKI Jakarta Provincial Government continues to disburse partnership funds to other regional governments, namely Depok, Bogor Regency and Bogor City. The partnership fund was given because the three regional governments had submitted proposals. So that their budget can go into the 2018 DKI APBD. On the official website of the DKI Provincial Government, the DKI Provincial Government has disbursed partnership funds to the Bogor Regency Government in the amount of Rp 13.2 billion. Then, Bogor City Government amounted to Rp 10 billion, and Depok City Government amounted to Rp 25 billion. Beyond what was stated by Premi, DKI Provincial Government has budgeted financial assistance for other regions. The website says that there is a budget of Rp 10 billion for the Tangerang City Government and Rp 8 billion for the Cianjur Regency Government.

Based on this, even though there are programs for the border area, the actual impact that is expected is to meet the needs of the people of DKI Jakarta, both the needs of the people living in Jakarta and working in Jakarta. Herein lies the power of DKI Jakarta in determining the program to be held and the budget to be submitted.

With regard to incentives for participation, it can be said that participant participation will largely depend on their expectations whether the collaboration process will continue to produce something beneficial, especially for the balance between the time and effort they have given compared to the results they have received. Therefore, the problem that needs to be considered is that the incentives that stakeholders obtain from collaboration must always be available. However, ideally, collaborator participation must come from voluntary actions based on the awareness that public issues must be of mutual concern. Therefore, whether there are incentives or not, ideally, they should not influence participation to achieve successful collaboration. Therefore, in general it can be said that participatory participation still depends on incentives.

Along with (Olson, 2013) that suggested the various incentive could be given to push the collective actions. Incentive were being used to push the individual and mobilize the group to follow an action. The types of the incentives could be formed as prestige, respect, friendship, or other kinds of psychological objectives. Not limited to that, selective incentive in the form of penalties and rewards. Incentive to push the participation in the collaboration, in the planning and implementation phase of the Jabodetabekjur collaboration seems get along with the suggested type of incentives (Olson, 2013).

A question emerged, what about the individual that could not get the incentive, but still are willing to participate in the long term? (Olson, 2013) suggested the motive/desire indication as the lead. In several cases, the clear or hidden interest could overcome the amount of the accepted incentive of being participating. Considering that participation would not only to achieve the interest and to gain benefit, but also to prevent loss. Therefore, participation, in several cases, is the way to secure the stakeholders' interests or to avoid loss.

In the context of trust among fellow stakeholders, it can be said that trust is dominated by the relationship between the two parties namely the DKI Provincial Government and the regional government, while the trust between the regional government and other regional governments is not as strong as the trust towards the DKI provincial government. This is because the DKI Jakarta Provincial Government is very dominant in controlling power and resources towards the sustainability of the collaboration process and policy regulation. Whereas other regional governments can propose proposals for the results of DKI's decision.

The trust between collaborators would be very crucial in the collaboration process, referring to the statement of (Vangen & Huxham, 2003) that stated that trust was considered as the expectation on the behaviour of other parties in the future, in relation to an objective. Trust between the collaborators was influenced by the comprehension of the approved consensus, so there would not be any opportunistic behaviours from the collaborators (Forrer et al., 2014). The opportunistic behaviours, at the end would aim the collaboration, by as if having a cooperation, but basically, each party was only

concern on their specific agenda (Forrer et al., 2014). Trust could be formed based on the future expectation and on the historical perspective. Trust could also be seen as the mechanism to reduce the opportunistic behavior of other parties.

Trust between the collaborators has become the absolute factor in the collaboration. Distrust of one actor to the others could form the similar distrust from others. Forming trust could be done by – to name one, carefully judge the historical collaboration experience in the past. This would be important because (Ansell & Gash, 2008) confirmed that in the history of the past and the good experience in the form of antagonism (conflict history) and collaboration could decrease or facilitate the on going collaboration. (Morton, Gunton, & Day, 2012) stated that conflict could happen because the interest perceptions between the distrust group. The statement of (Morton et al., 2012) showed that conflicts in collaboration will always occur due to distrust between actors, and this causes the collaborator's inability to achieve goals optimally.

The results showed that the historical basis or experience of the parties in collaboration was not considered too much, because the direction of cooperation had been built for a long time according to the president's instructions in 1976. Regarding trust between collaborators there was no apparent conflict. In general, even if there is a conflict, it cannot be understood as a situation of latent mistrust, but only the arguments and expressions of interests are different from each collaborator in an effort to defend their interests because each party has a different perspective and interest in the collaboration forum.

The results showed that some examples of conflicts caused by various perspectives among collaborators can be resolved through dialogue in the forum by maximizing the coordination function. For example, related to Transjakarta and MRT stops, it is difficult to get stops in several places outside DKI.

5. CONCLUSION

Several conclusions could be taken based on the results of this research:

1. The analysis results showed that generally, the collaboration of the Jabodetabekjur regions did not go effectively.
2. The ineffectiveness of the inter-regional government collaborative process in Jabodetabekjur is caused by Starting Condition variable that are not optimal or condition which imbalanced power and resources inequality between the parties/members. The fact that there is the dependence of other region member of BKSP Jabodetabekjur on one region, namely Jakarta, and the role of actor who have ability of the budget provide, it made the region of Jabodetabekjur cooperation were established.
3. Hypothetically the facilitative leadership and institutional design have impacts on the collaborative process. It means, to form the collaborative process in BKSP Jabodetabekjur facilitative leadership and institutional design would be needed. Both of these variables are important to sharpen the strategic plan of the meetings that have been held so that they do not become ceremonial meetings. So that actions in each region can be more integrated and not partial/incremental.

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