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A Model of Multi-Layered Collaborative Governance for the Management and Restoration of the Ciliwung Watershed Ecosystems

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ABSTRACT

The Ciliwung watershed is a national critical watershed which needs integrated management and restoration efforts. There are miscellaneous actors (government, private sector, and civil society), which create significant institutional complexity. To overcome this problem, a proper governance system to encourage an integrated approach to watershed ecosystems management and restoration (WEMR) is necessary. This research seeks to develop a proper multi-layered collaborative governance model for the Ciliwung WEMR using policy hierarchy theory and the life cycle of collaboration. This is a qualitative research and utilizes Soft Systems Methodology (SSM). Data were obtained through in-depth interviews, literature study, and focus group discussions. Research results illustrates how a multi-layered collaborative governance runs in the policy level, organizational level, and operational level. The result helps to reconstruct policy hierarchy theory, in which the authors developed interlinkages to connect all policy hierarchies. The model also needs quick wins and small wins as adjustments to a "good enough" governance approach. The research concludes that political work intervention in the Ciliwung WEMR is substantially important, in addition to the processes of technical-managerial works.

Keywords: Good governance, multi-layered collaborative governance, policy hierarchy, political work, watershed ecosystems management and restoration (WEMR)

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INTRODUCTION

Ciliwung is one of the most important watersheds in Indonesia. It streams from West Jawa Province (Bogor Regency, Bogor City, and Depok City) and crosses Indonesia's capital city, Jakarta, such that it plays a strategic role in affecting the center of administration of Indonesia. Nevertheless, the Ciliwung watershed has now become critical and categorized as a national priority watershed in the National Medium-Term Development Plan for 2015-2019 (Government of Republic of Indonesia, 2015). Research from the Center Facility of Environmental Impact Control (2011) showed that the Ciliwung watershed suffered from ecosystem degradation and water quality reduction as a result of land use changes, river sedimentation, and waste and garbage contamination.

The Ciliwung watershed has complex conditions because it is a cross-provincial watershed. Consequently, the watershed is managed by a variety of government agencies at national, provincial, and regency/city levels, but without coordination or collaboration of these government entities. Several studies assert that such institutional complexity has led to the failure of Ciliwung watershed management, because each agency works sectorally without coordination or synergy (Karyana, 2007; Saridewi et al., 2014; Suwarno, et al., 2011). The dynamics become even more complex with the addition of NGOs and private companies who have vested interests in the Ciliwung watershed areas.

A watershed is a very spread out and delicate ecosystem, so its management and restoration should be modeled as a complex and dynamic system that addresses physical, biological, and social systems (Maryono, 2007). Hence, management and restoration efforts should not be partial or sectoral (Heathcote, 1998; Maryono, 2007). Existing research shows that watershed management in Indonesia is still partial (Karyana, 2007; Suwarno et al., 2011; Wibowo, 2013). Therefore, Ciliwung watershed ecosystem management and restoration (WEMR) needs coordination and harmony between central and regional governments. Research from Saridewi et al., (2014) also indicated that the key to successful watershed management was to invite and include public participation, because a watershed is perceived as a common resource.

The key to success for the Ciliwung WEMR is to create a comprehensive and integrated management system that is authorized to enforce conformity and collective actions starting from upstream and reaching all the way to the downstream area. Therefore, there must be interaction mechanisms to minimize any negative impacts from collective actions by the actors. The problem of collective actions can be dealt with by implementing a governance mechanism to unite all interests by gaining common consensus, so that it can optimize the benefits that can come from collective actions (Young, 2009). The implementation of governance systems that are concerned with consensus would encourage stakeholders to involve in the decision-making process.

If applied correctly, it would generate positive solutions to dynamic and complex public problems, including WEMR. The reinforcement of governance can be done through collaborative governance. Collaborative governance is a new paradigm in governance study. The most-cited paper on collaborative governance is from Ansell and Gash (2007). According to them, the strategy of collaborative governance began to develop in the 1980s. This mode of governance brings multiple stakeholders together in common forums with public agencies to engage in consensus-oriented decision-making. Ansell and Gash (2007) added that collaborative governance was a governing arrangement where one or more public agencies directly engaged non-state stakeholders in formal collective decision-making processes that were consensus-oriented and deliberative with the goal to make or implement public policy or manage public programs or assets.

A broader definition was conveyed by Emerson et al. (2011), as governance of the processes and structures of public policy decision-making and management that engaged people constructively across the boundaries of public agencies, levels of government, and/or public, private, and civic spheres in order to carry out a public purpose that could not be accomplished otherwise. A similar definition was expressed by Morse and Stephens (2012). Morse and Stephens (2012) defined collaborative governance as an umbrella term that encompassed various interweaving strands of public administration scholarship including inter-governmental and inter-agency collaboration, regionalism, cross-sector partnerships, public service networks, consensus-building, and public engagement.

In implementing a succesful governance, it needs "glue" that binds the actors and integrate the processes. Governance glue is mentioned in some literatures, for instance in Allmendinger (2011), Ghani and Lockhart (2008), and Powell (1990). It is stated that the interpersonal facets such as trust, reciprocity, and mutual benefit are the "glue that bind" the governance (Powell, 1990). Ghani and Lockhart (2008) declared the rule of law as a "glue" that bound all aspects of the state, the economy, and society. Meanwhile, Allmendinger (2011) expressed that planning was a form of 'governance glue' that coordinated and integrated across and between scales and sectors. Specifically, Allmendinger (2011) mentioned spatial planning as governance glue.

In Ciliwung watershed management, both government and non-government organization still struggling with problems that hinder the progress of its implementation. Based on previous research from Sani et al. (2017), there are three problems linked to Ciliwung watershed at the organizational level that can be identified. Firstly, there is conflict of interest among actors. Then, collective commitment for integrated watershed ecosystem management and restoration is sufficient. Lastly, integrated institutional arrangement is not effective. These problems are considerably disturbing the implementation of governance.

Collaborative governance is a solution to ameliorate the degradation Ciliwung watershed faces. It will help to achieve government aims for the watershed. From several acts which regulate natural resources, there are three strategic aims of watershed management. First, restoring watershed functions, such as environmental function, water resource supply, or rehabilitating water destruction force. Second, restoring ecological and conservation functions, wherein watershed is a source of biodiversity, flood control, and water purification. Third, strengthening social, cultural and economic function of the communities.

In country like Indonesia, public also should be a major part of governance mechanism as stated by Young (2009), because the public has a big contribution to Ciliwung watershed degradation through their daily activities. The governance mechanism then should also focus on the cultural context. The availability of sufficient laws and guidelines also will strengthen the governance mechanism. Based on the problem of institutional complexity, then our research question is, "What is the proper model of a multi-layered collaborative governance (MCG) for the Ciliwung WEMR?" If the problem of institutional complexity is not resolved, the quality of the ecosystems in the Ciliwung watershed will continue to degrade and worsen in the future. This research endorses the theme of MCG because the Ciliwung WEMR is a public policy that lies in a variety of layers of policy hierarchy (Bromley, 1989) that includes a policy level, an organizational level and an operational level and involves a myriad of actors, as shown in Figure 1.

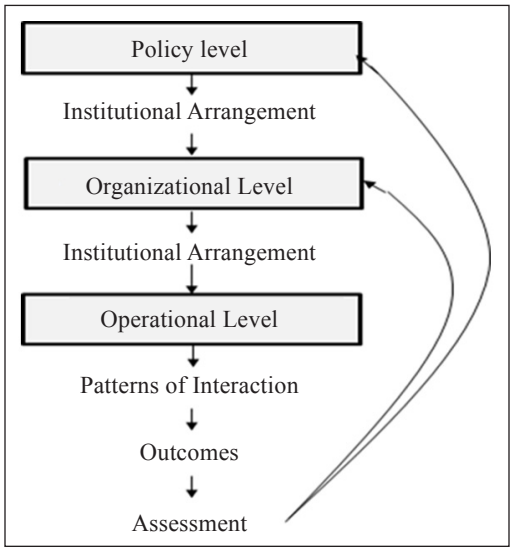

Figure 1. Policy hierarchy

In a policy process that relates to institutional change, there are three levels of policy hierarchy: 1) the policy level enacts a process to discuss a vision or future expectation which can then be formulated into a regulation; 2) the organizational level develops processes to create organizational capacity and rules to support the vision from the policy level; and 3) the operational level is where the interactions and physical actions are conducted to produce outcomes, some good and some bad, that directly affect the public. The actions and choices of the actors at the operational level are confined by institutional arrangements at the policy and organizational levels.

The policy level is represented by the Legislative and the Executive as arms of government. The organizational level is reflected by the Executive agency (Ministry/

Body for Central Government and Local Agency for the Local Governments). The operational level is comprised of a daily unit in a community that includes government, local government, industries, and communities. Theoretically, the connection among the three policy hierarchies can be seen clearly at the operational level, because the options at this level are regulated by institutional arrangements fixed at the policy and organizational levels. Actors from the operational level are allowed to give input and make corrections to strengthen the institutional arrangement.

This research also aims to identify work intervention to strengthen the model of MCG. The success of collaboration is determined by proper work intervention to establish and nurture collaboration. Senge et al. (2007) proposed three work interventions to strengthen the success of collaboration, which were built based on a systems-thinking framework (systemic collaboration). The first, conceptual work, is the activity of making sense of complex issues related to sustainability issues. The second, relational work, is important for building collaboration because its success depends on the quality of relationships, mutual trust, interdependency and common learning. The third is action-driven work. Conceptual work and relational work are effective for collaboration, but it is more important that these two work interventions carry the actions to a new level. Therefore, if action-driven work can be consolidated with conceptual and relational works, it could be effective at producing a new systematic and personal approach compared with the change planned by a traditional approach. The three work interventions proposed by Senge et al. (2007) are not sufficient to make collaboration effective. Silalahi (2011) argued that it needed to include institutional work, which was associated with the role of collegial leadership in an intra-organizational collaboration.

Besides proper work interventions, the other thing necessary to build MCG from the early stage is to correctly recognize political conditions related to crucial public policy processes, including how to notice what challenges may arise. The authors believe that the model of bureaucratic politics from Peters (2001) is suitable to be the reference. Table 1 summarizes the four arenas involved in the model. First, internal-formal administrative politics is a relationship between senior officials and political appointee (minister/ cabinet member). Second, external-formal administrative politics is related to the process of public budgeting, as well as the politics of public accountability. Third, internal-informal administrative politics is associated with the relationship between pressure group and public administration in shaping policy. Fourth, external-informal politics is an arena in which interest groups, public at large, and public bureaucrats obtain support for programs and budgetary process.

This theory explains the typologies of political works that can be conducted either by politician and bureaucrat, starting from formal to informal arena, and from internal to external milieu of the organizations. The scope of actors in this model is also wide, ranging from elite politicians to

street activists from the community. This model is very suitable with this research, which examines collaborative governance processes at policy, organizational, and operational levels.

Table 1
Types of bureaucratic politics

			External
Formality	**Formal**	Administrator/ Minister Relationship	Budgeting/ Accountability
	Informal	Administrative Lobbying	Clientele Support

METHODS AND MATERIALS

This research explores the social interactions of the actors to formulate a bigger picture and means for such interactions, and then reconstructs it into MCG model. Therefore, the paradigm of this research is interpretive social science (Neuman, 2006). This is qualitative research to understand the role and interaction of people involved in the Ciliwung WEMR. Based on the problem and research purpose, this research applies SSM, which is useful to develop an effective model of MCG.

According to Checkland (1999), there are seven stages in SSM. The first stage is to capture the problematic situations through interviews with the problem owners. At the second stage, the researcher develops a Rich Picture to capture the various perceptions and the complexity of the problems. At the third stage, the researcher creates root definitions using the mnemonic CATWOE (Customer, Actors, Transformation, *Weltanschauung*, Ownership, and Environment). At the fourth stage, a conceptual model is built upon the identified problems. The fifth stage then compares the conceptual model to real world conditions. At the sixth stage, the researcher introduces the conceptual model to the related parties to receive corrections. Finally, the seventh stage is implementing the model to resolve the research problem. The seven stages are summarized as in Figure 2.

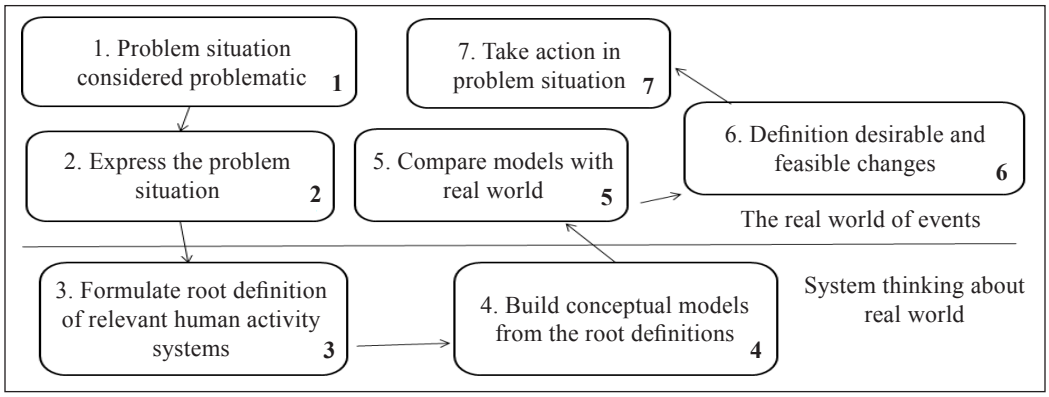

Figure 2. The stages of soft systems methodology

The data used in this research is primary and secondary data. The primary data were obtained through purposive in-depth interviews with twenty-seven participants: eleven government officers, three members of DPR RI, eight local government officers, four participants from non-governmental organizations (NGOs), and one academician from University of Gadjah Mada. The secondary data are documents related to the Ciliwung watershed which are The Report on the Ciliwung River Plan (Ministry of Environment, 2012), The Action Plan on Water Quality Enhancement of Ciliwung Watershed (Local Environmental Agency of DKI Jakarta Province, 2012), The Master Plan on Pollution Control and River Water Quality Restoration in DKI Jakarta (Local Environmental Agency of DKI Jakarta, 2012), and Integrated Ciliwung Watershed Management Plan (Ministry of Forestry, 2013).

To build the MCG model using SSM, the data was collected and also tested through focus group discussions (FGD) with eleven participants: four officials from the government, one participant from local government, three academicians, and three participants from NGOs. In the FGD, participants gave input to improve the validity of the conceptual model.

RESULTS AND DISCUSSION

The mapping of the actors shows the diversity involved in the Ciliwung WEMR. Generally, they can be categorized into three categories as listed in Table 2.

There are miscellaneous agencies in Ciliwung WEMR and each agency has its own authority and resources. In organizational level, the distribution of tasks and authority should be identified clearly before executing the management and restoration effort. This tasks and authority can be regulated in a master plan. In fact, there is no master plan which detailing the tasks and authority of each agency.

The authority for arranging and coordinating national development plan is owned by National Development Planning Agency. But, according to article no. 16 of *Presidential Regulation 2015* on MoEF,

Table 2
Categories of actors in the ciliwung WEMR

Organizations		Actors
Non-Executive Government		The Legislative (DPR RI), the Audit Board of the Republic of Indonesia, and local Parliament (DPRD)
Executive Government	National	Ministry of Environment and Forestry (MoEF), Ministry of Public Works and Public Housing (MPWPH), National Development Planning Agency, Ministry of Finance, and Ministry of Agrarian Affairs and the Spatial/National Land Agency
	Provincial	DKI Jakarta and West Jawa
	Regency/City	Bogor Regency, Bogor City, and Depok City
Non-Government	Interest Groups	Industry, NGOs, universities and research center, grassroots movements, and international actor

in watershed issue, MoEF has a mandate to coordinate and synchronize the other ministries/bodies. MoEF is authorized to arrange master plan of Ciliwung watershed and lead the processes, with coordination with National Development Planning Agency, MPWPH, Ministry of Finance, Ministry of Agrarian Affairs and the Spatial/National Land Agency, and Local Governments (DKI Jakarta Province, West Jawa Province, Bogor Regency, Bogor City, and Depok City).

Research results show that the actors in the Ciliwung WEMR have not implemented their roles optimally at the organizational level or the operational level. The relational work is relatively weak. They do not have a collectively agreed upon master plan. None of them, especially the government, view the watershed comprehensively, as concluded below:

> "There are too many activities conducted in Ciliwung watershed. However, all actors launched their programs individually based on their sectors and authorities. We need a comprehensive planning policy which triggers collaboration at national and local levels."
>
> (Personal communication, November 16, 2015)

Some Government Agencies such as MoEF, MPWPH and DKI Jakarta Provincial Government have released Planning Documents regarding Ciliwung watershed. From those Planning Documents, general pictures that can be drawn are: 1) each Planning Document was arranged by each Agency without involving the other stakeholders comprehensively; 2) each Planning Document is created merely for internal guidance for each agency; and 3) the Planning Documents have not specified clearly the task for each agency. As a result, none of the Planning Documents become a common reference for the Government Agencies. This reflects that collective work has not been built properly.

The diversity of actors and complexity of problems should be managed by a proper MCG model. Referring to the formulation of systems activities in SSM and the three levels of policy hierarchy, the authors chose three system/subsystems and one activity system that they considered useful and relevant to develop a MCG model for the Ciliwung WEMR: a) System/Subsystem Number 1, to reconstruct the concept of MCG model at the policy level; b) System/Subsystem Number 2, to reconstruct the concept of MCG model at an organizational level; c) System/Subsystem Number 3, to reconstruct the concept of MCG model at an operational level; and d) the whole system (System Number A), to reconstruct the concept of MCG model at all policy hierarchies. Frankly, Systems Number 1, 2, and 3 are individuals and independent systems, but at the same time they could also be subsystems of System Number A (the whole system). So, the authors are calling them System/Subsystem.

In developing the MCG model, the authors used a life cycle paradigm from Sullivan and Skelcher (2002) as depicted in Figure 3. In this model, collaboration

is built sequentially: 1) pre conception, a process when all parties realize the benefits or the necessity of cooperation; 2) initiation, a process of discussion and negotiation to build commitment to cooperation; 3) formalization, a process when a structure of governance is agreed upon and collaboration is declared as a form of identity; 4) operation, a process of implementing all activities in the collaboration; and 5) termination, a process to stop, transfer or transform the collaboration.

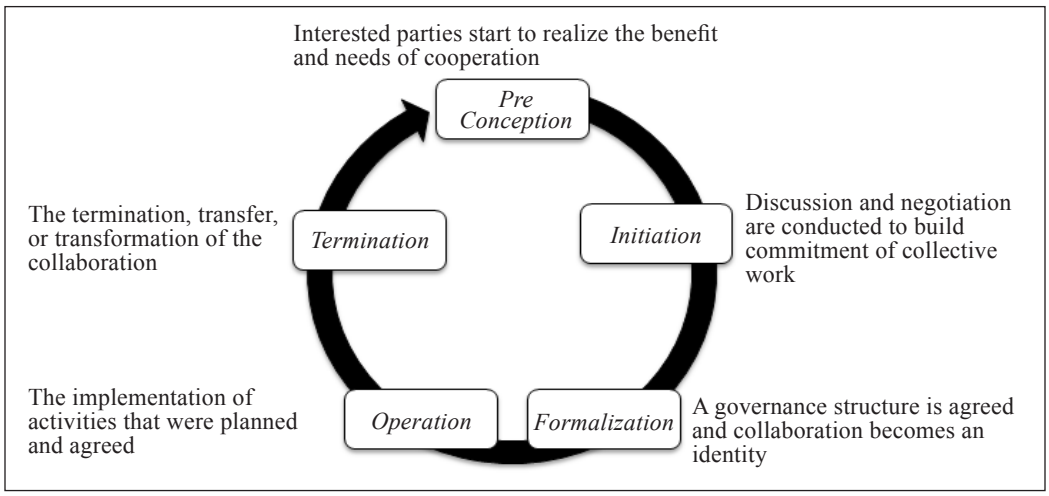

Figure 3. Life cycle paradigm

MCG Model at the Policy Level

By focusing on System/Subsystem Number 1, this section builds a model to reconstruct the concept of the MCG model at the policy level. This model is recovered from stages 3 and 4 of SSM. Success at the policy level will also determine the level of success at the organizational and operational levels. Institutional arrangements at the policy level will shelter all framework in the Ciliwung WEMR. This process produces political decisions, because it is decided through the highest political process which involves the Legislative and the Executive representatives. Output at the policy level will define the institutional arrangements for the organizational level and actions at operational level.

At the policy level, conditions, authority, mandates, and resource allocation, including funding, are determined politically to strengthen efforts at the organizational and operational levels. Some important activities at the policy level are: 1) formulating integrated policies for the Ciliwung WEMR; 2) allocating resources and budgeting; and 3) monitoring and evaluating policy and program implementations. Human activities in the MCG model at the policy level, at every stage based on Sullivan and Skelcher (2002) are summarized in Figure 4.

Based on those human activities, the MCG model at the policy level is summarized in Figure 5.

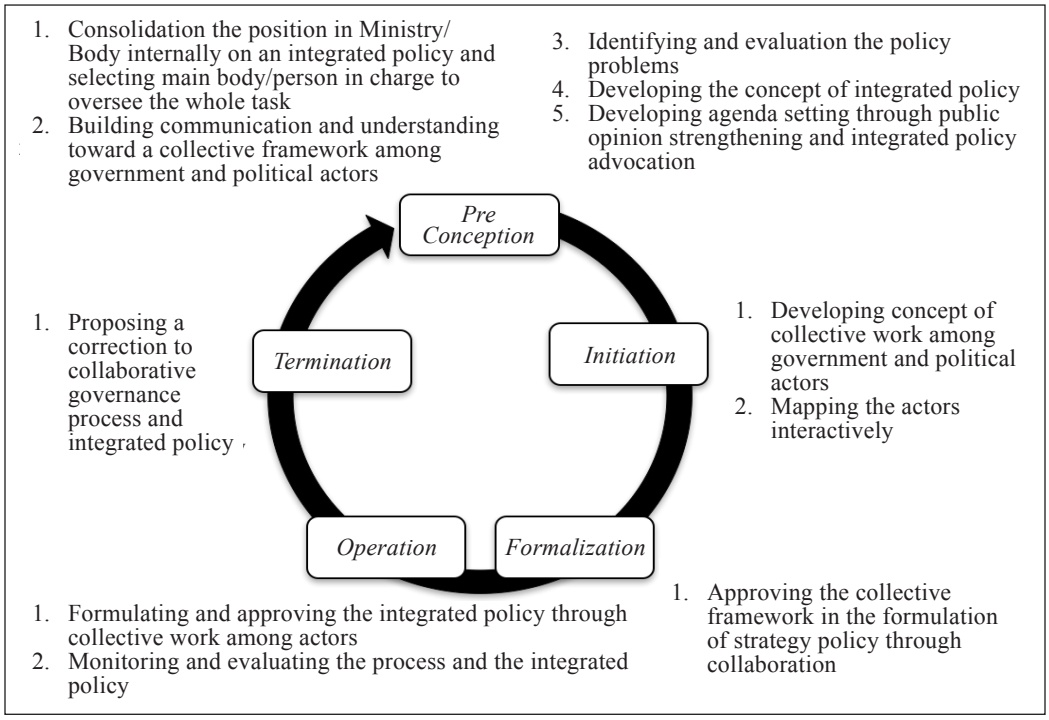

Figure 4. Human activities of the MCG cycle at the policy level

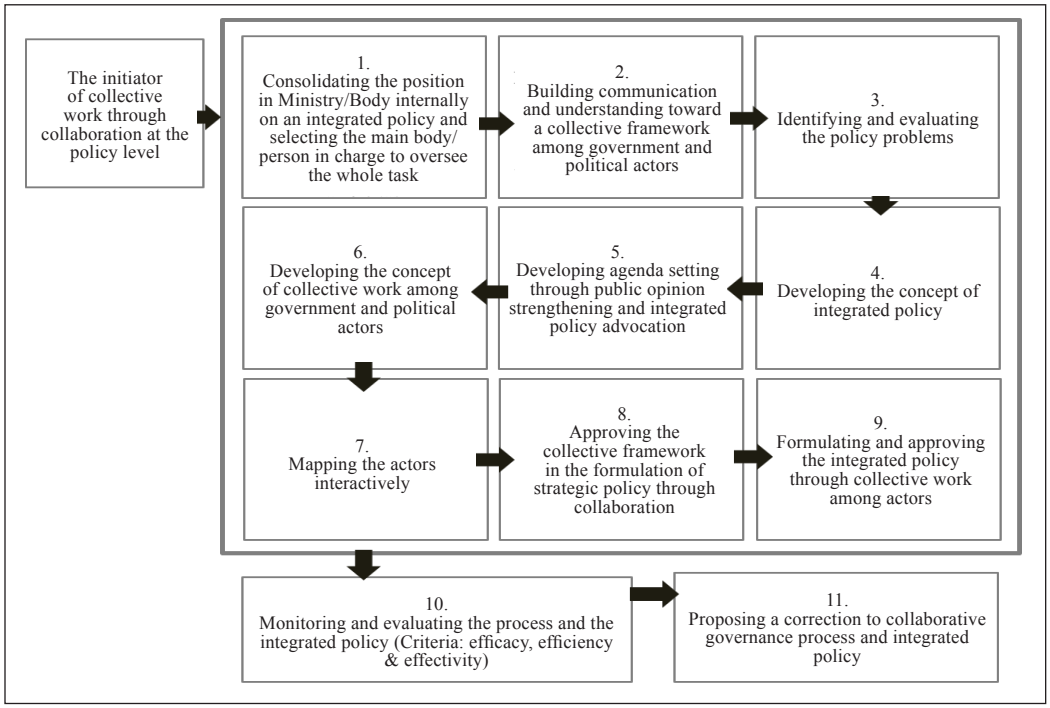

Figure 5. MCG model at the policy level (System/Subsystem Number 1)

MCG Model at the Organizational Level

At the organizational level, the activities for the Ciliwung WEMR are conducted to implement policies made at the policy level. Some actions that have to be conducted are: preparing the steps to implement policies related to the strategic plan; organizing role distribution, responsibilities, and resource allocation; and work mechanism and the evaluation of target achievement. Generally, the steps at the organizational level are: 1) formulating the strategic plan, 2) making institutional arrangements and organization, and 3) monitoring and evaluating the achievement of the goals of the strategic plan. The human activities at the organizational level based on Sullivan and Skelcher (2002) are summarized in Figure 6.

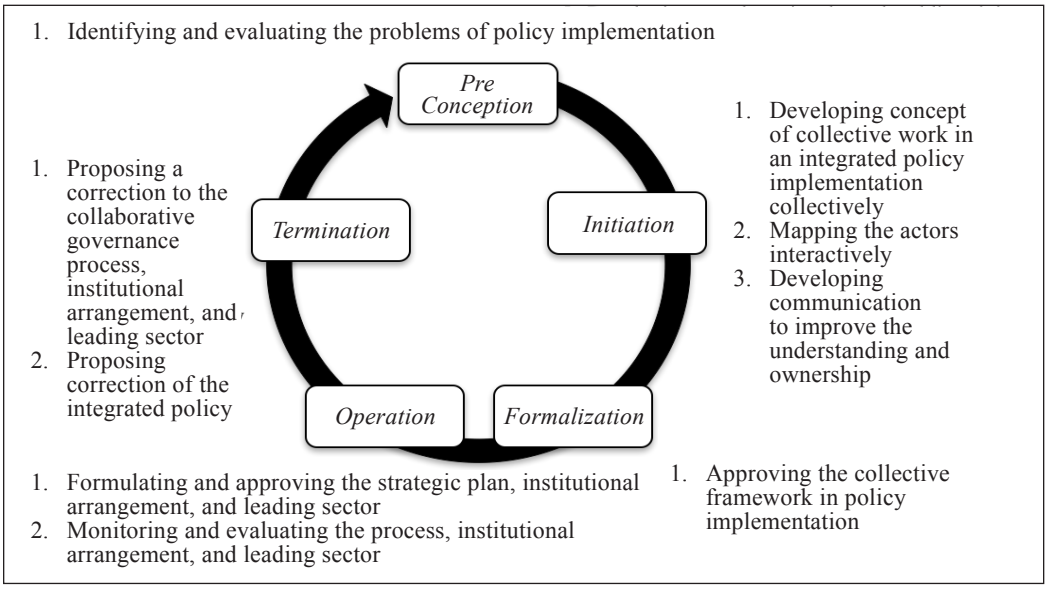

Figure 6. Human activities of the MCG cycle at the organizational level

Based on those human activities, the MCG model at the organizational level is summarized in Figure 7.

MCG Model at the Operational Level

The Ciliwung WEMR at the operational level implements the steps that have been approved at the organizational level to enforce policies formulated at the policy level. Those steps are formulating the strategic plan in the grassroot, implementing collaborative work in the grassroot, and monitoring and evaluating the implementation of collaborative work in the grassroot. The human activities at the operational level based on Sullivan and Skelcher (2002) are summarized in Figure 8.

Based on those human activities, the model of the MCG for the Ciliwung WEMR at the operational level is summarized in Figure 9.

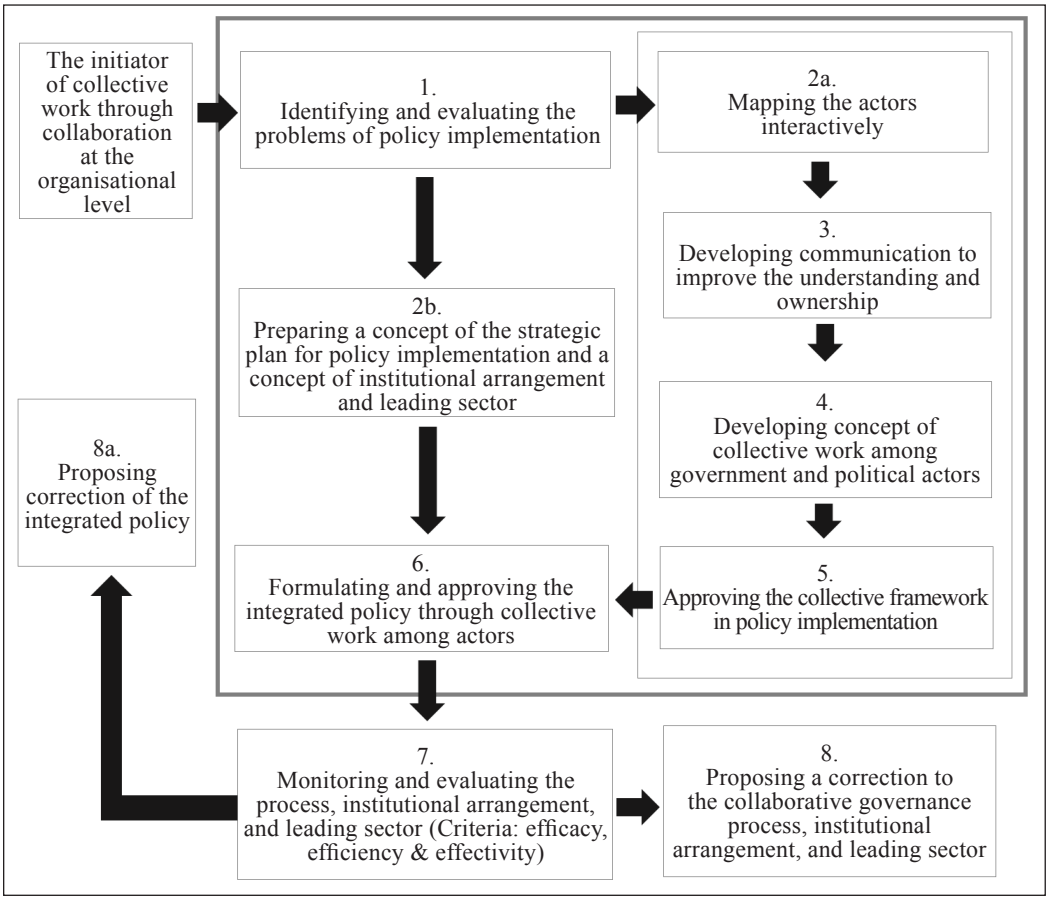

Figure 7. MCG model at the organizational level (system/subsystem number 2)

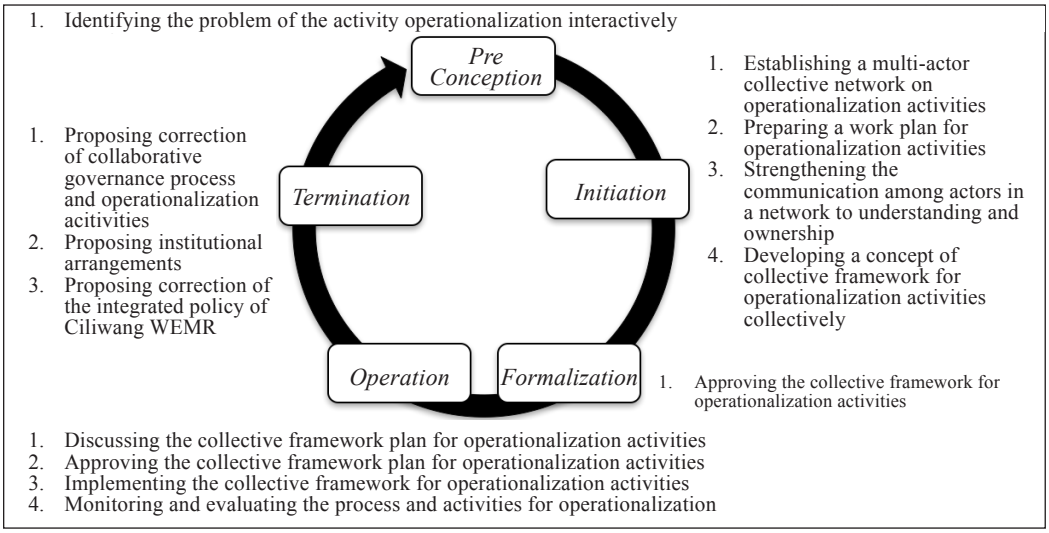

Figure 8. Human activities of the MCG cycle at the operational level

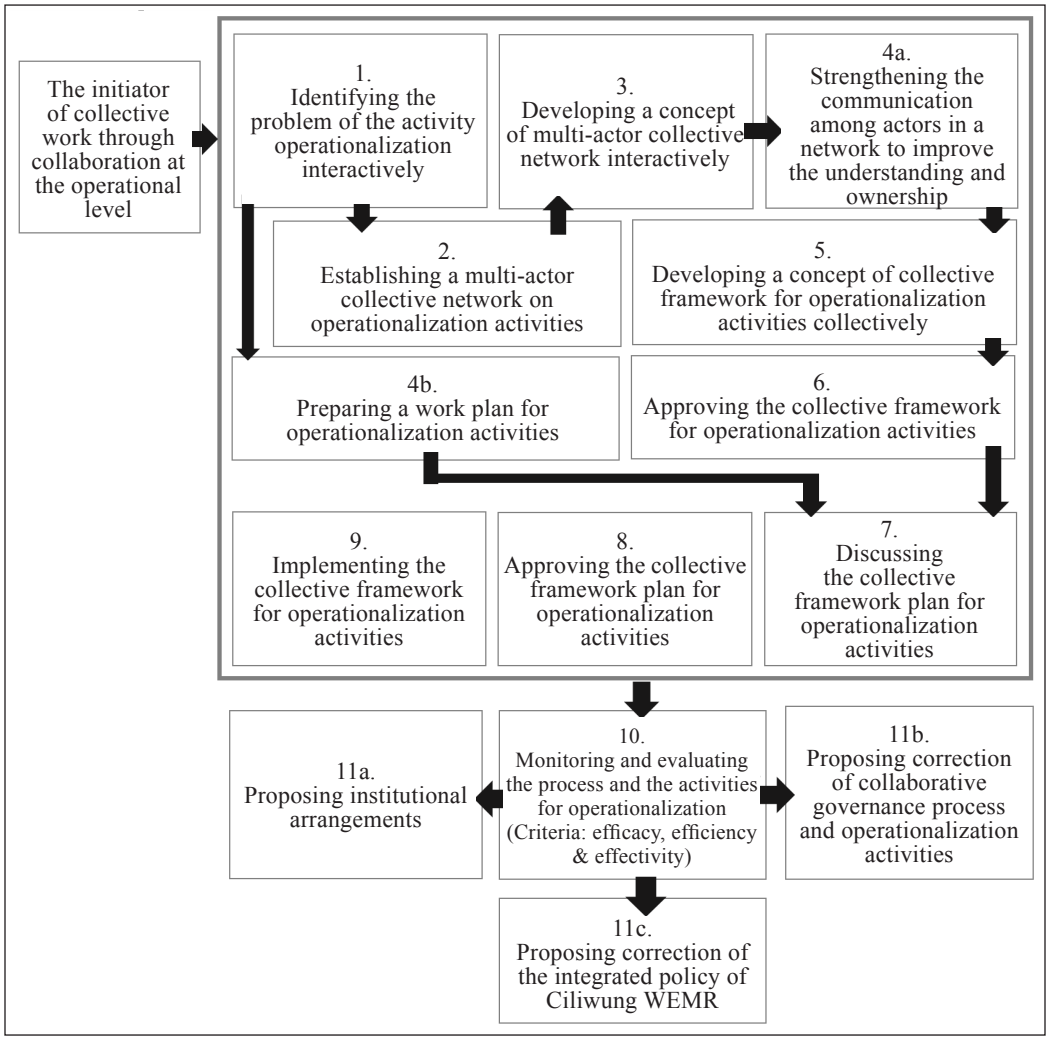

Figure 9. MCG model at the operational level (system/subsystem number 3)

The Whole Model of the MCG

Based on all of the human activities in the MCG, the authors have created a whole system of the MCG model. The whole model is created using four stages that are understanding the Ciliwung WEMR at its policy level, understanding the Ciliwung WEMR at its organizational level, understanding the Ciliwung WEMR at its operational level, and reconstructing the concept of MCG. Systematically, the overall steps that must be performed are summarized as in Figure 10.

Based on those steps, the whole model of the MCG can be seen in Appendix 1. That model shows the relationships among System/Subsystem Number 1, System/Subsystem Number 2, and System/Subsystem Number 3 as they affect the formulation process and policy

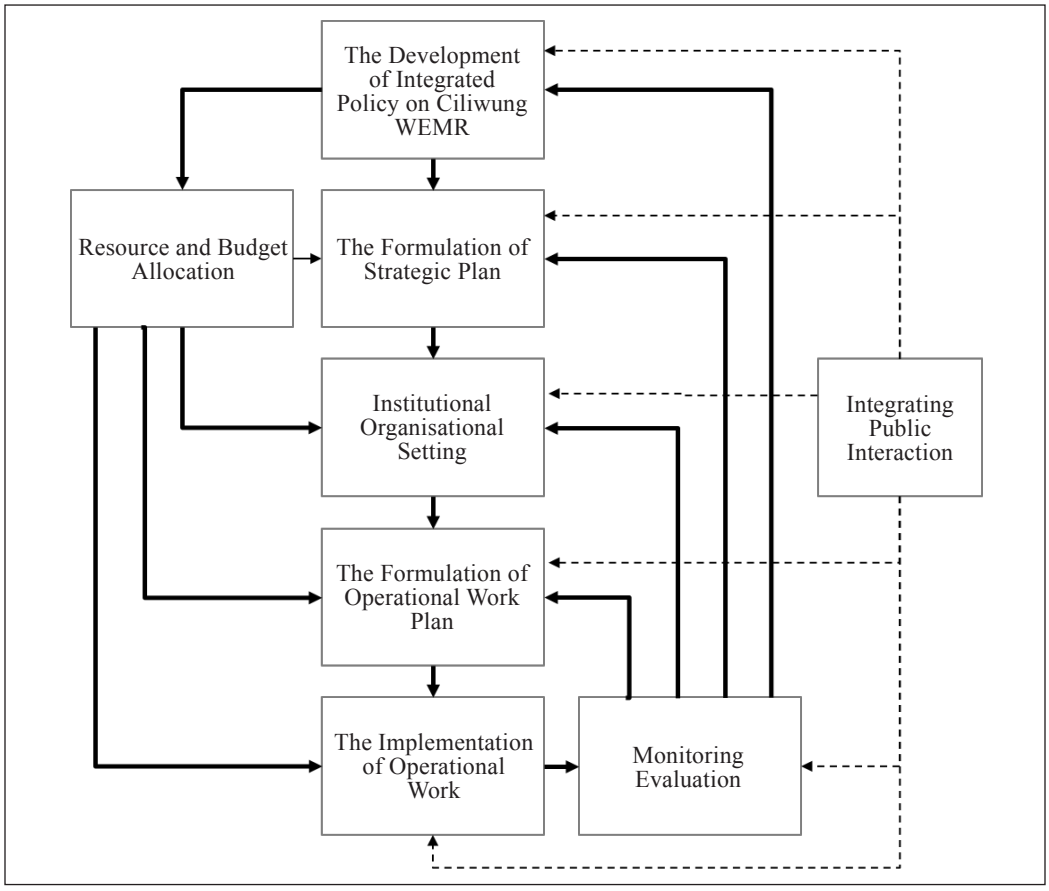

Figure 10. All of the steps in the Ciliwung WEMR

implementation through the whole MCG system. The success of MCG at each level will determine the success of the entire Ciliwung WEMR. From that model, the authors believe that the success of implementing a collaborative governance process in System/Subsystem Number 1 and 2 could determine the continuity of the whole collaborative governance process, because it relates to norms, values, and work relations in arrangements among actors and the availability of budgetary resources**.** Monitoring and evaluation in System/Subsystem Number 2 will give input (feedback loop) as a correction of strategic policy in System/Subsystem Number 1. The same dynamics and feedback mechanism are also present in System/ Subsystem Number 3. The monitoring and evaluation results in this System/ Subsystem give input to correct institutional arrangements in System/Subsystem Number 2 and give input to correct policies in System/Subsystem Number 1. The success of the processes in System/Subsystem Number 3 also strengthens the whole MCG process, because it gives accountability and legitimacy to System/Subsystem Number 1 and 2.

From the research analysis, the authors have reconstructed the theory of policy hierarchy from Bromley (1989) and added interlinkages which connect all policy hierarchies. Interlinkages among the various levels can be viewed from two perspectives: 1) input and output (business process) and 2) top-down and bottom-up viewpoints (hierarchy). In the business process, the output produced at one level becomes the input for the next level or vice versa. Meanwhile, top-down and bottom-up refer to process initiation as it occurs in the chain of the hierarchy.

Figure 11 illustrates the input-output perspective at the policy level where the policies that were produced reflect the common vision. The authors recognize three instruments to ensure the integrity of the interlinkages between the policy level and the organizational level: monitoring, budget, and mandates. Monitoring, budgeting, and mandates (policies) are three functions owned by the Legislative as parts of their daily tasks. Policies produced at the policy level, in the form of mandates and budget allocations, bind all processes and activities at the organizational level. Mandates and budgets produced at the policy level give authority and resources to implement the processes of MCG at the organizational level. Hereafter, to make sure that the organizational level processes conform to expectations from the policy level, then monitoring is required to control the processes.

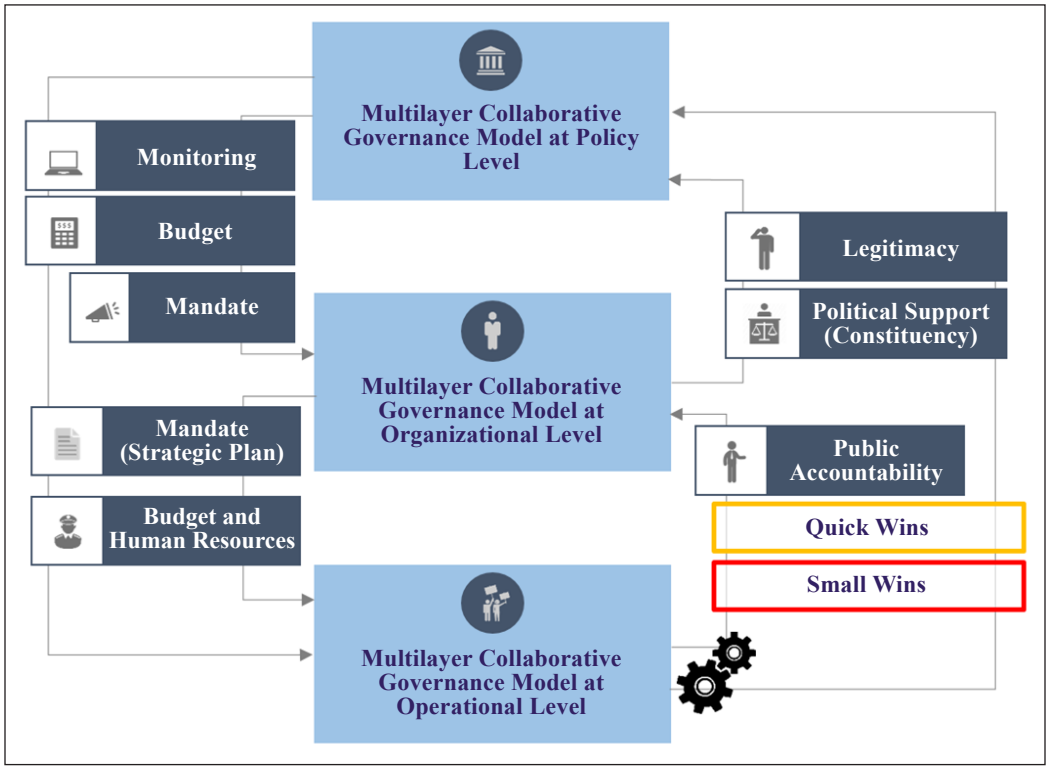

Figure 11. The whole model of MCG in Ciliwung WEMR

There are two viewpoints in hierarchy perspective: top-down and bottom-up. In these perspectives, the MCG processes occurring between the policy level and the organizational level come from the top down in the hierarchy. The flow of process and hierarchy, as seen in Figure 11, streams from the policy level to the organizational level. To strengthen the interlinkage between the organizational level and the operational level in terms of input-output, output in the form of strategic plans and institutional arrangements produced at the organizational level must be the reference and/or input for operational processes. To assure this, the interlinkage and control instruments to connect the organizational level and the operational level are: 1) mandates summarized in the strategic plan and 2) resource (budget and human resource) allocation and distribution that has been agreed upon to support the implementation of the Ciliwung WEMR at the operational level.

The MCG in Figure 11 is a systemic process in a continuous cycle. Therefore, the process flow is not only top-down, but also bottom-up. This backflow process (bottom-up) could strengthen interlinkages in all policy hierarchies. The outputs and outcomes produced at the operational level can increase public accountability at the organizational level. These outputs and/or outcomes could also increase public support (constituency) and legitimacy at the policy level. The same condition also occurs with the outputs and/or outcomes produced at the organizational level, and it could increase public support and legitimacy of actors at the policy level.

In Figure 11, the model needs energy to activate all potential actions in all Systems/ Subsystems, in order to propel the system as a continuous cycle. This activation energy is only realized by quick wins and small wins at the operational level. Quick wins and small wins are short-term field successes. The success of quick wins and small wins can decisively increase public trust and political support toward current and/or future processes. In the real world, operational successes have massive effects on the public. Different implications occur at policy and organizational levels, where successes at the policy and organizational levels are not felt by the public broadly.

The success of quick wins and small wins at the operational level is needed to increase public and political support as it relates to resource allocation to perform MCG in all policy hierarchies. As an example, such success can be seen in the setup of the Kampung Pulo area, East Jakarta. It successfully enhanced public trust toward the Governnment. Despite facing resistance from some groups in the beginning, this resistance eventually receded because the community received positive impacts from this setup. Here is a statement from a resident of Kampung Pulo:

> "Compared with the previous years, [the] flood lasted for a month. Nowadays, flood[ing] vanishes just in a day because of the Ciliwung Setup"
>
> (Personal communication, January 2, 2016).

Besides this Government program, there are also community-based programs that secure quick wins and small wins. The activities of environmental conservation from MatPeci have established public trust because of their positive impact. The success of MatPeci's programs (e.g. garbage management and agricultural empowerment on the riverbank) has finally attracted some parties to join their activities, as reflected by MatPeci Leader's statement:

> "I never expected that my programs would receive support from other people. Previously, I had difficulties recruiting members, but now it becomes easier. Currently I have fifty members here"
>
> (Personal communication, April 4, 2014).

The quick wins and small wins are needed to make adjustments to the MCG model in respect to good enough governance. Good enough governance is the most appropriate approach for developing countries like Indonesia. There is a possibility that the MCG model that has been created is still idealistic, hence it may not be easily implemented. One element of good enough governance according to Grindle (2004, 2007) is pragmatism (what is feasible and what is not) (Kim, 2014). Pragmatism at an operational level, shown by quick wins and small wins, is an adjustment to the model. This is just a short-term success, but the reality is that it could be effectively implemented in the context of the Ciliwung watershed.

Based on the research results, the authors argue that the MCG needs political work intervention. Political support for the Ciliwung WEMR is relatively weak, so it has yet to become a priority agenda as discussed by two politicians from Commission VII of the DPR RI namely I. Firdaus and S. W. Yudha:

> "Other Members of DPR RI do not have strong concerns for that matter, unless there is pressure from the constituency. We need agenda setting. DPR should endorse river restoration as a national agenda"
>
> (Personal communication, July 25, 2016).

> "This issue has not become significant yet. Only a few people perceive it as important"
>
> (Personal communication, June 10, 2016).

Political work in the Ciliwung WEMR is important because: 1) the success of public policy is determined by political support, either internally and/or externally, to establish policy legitimacy, public resource support, and public accountability toward the human activities in the MCG; 2) the involvement of the intensive public-political-government actors strengthens the dynamics of collaborative political processes, in addition to the process of technical-managerial work (conceptual work, relational work, institutional work, and action-driven work); and 3) the changes and dynamics of power among these actors happen as consequences of multi-actor involvement in the process of governance.

Table 3
Work interventions of the MCG in the Ciliwung WEMR

Policy Hierarchy	**Work Interventions**				
	Conceptual Work	***Relational Work***	***Political Work***	***Institutional Work***	***Action-driven Work***
Policy Level	• Identifying and evaluating the policy problems • Developing the concept of integrated policy • Developing the concept of collective work among government and political actors • Mapping the actors interactively	• Consolidating the position in Ministry/Body internally on an integrated policy • Building communication and understanding toward a collective framework among government and political actors	• Developing agenda setting through public opinion strengthening and integrated policy advocating • Proposing a correction to collaborative governance process and integrated policy • Formulating and approving the integrated policy through collective work among actors	• Approving the collective framework in the formulation of strategic policy through collaboration • Selecting the main body/person in charge to oversee the whole task	• Monitoring and evaluating the process and the integrated policy
Organizational Level	• Identifying and evaluating the problems of policy implementation • Preparing a concept of the strategic plan for policy implementation and a concept of institutional arrangement and leading sector • Mapping the actors interactively • Developing a concept of collective work in an integrated policy implementation collectively	• Developing communication to improve the understanding and ownership	• Proposing correction of the integrated policy	• Approving the collective framework in policy implementation	• Formulating and approving the strategic plan, institutional arrangement, and leading sector • Monitoring and evaluating the process, institutional arrangement, and leading sector

Table 3 *(continue)*

Policy Hierarchy	**Work Interventions**				
	Conceptual Work	***Relational Work***	***Political Work***	***Institutional Work***	***Action-driven Work***
Organizational Level					• Proposing a correction to the collaborative governance process, institutional arrangement, and leading sector
Operational Level	• Identifying the problem of the activity interactive operationalization • Developing a concept of multi-actor collective network interactively • Preparing a work plan for operationalization activities • Developing a concept of collective framework for operationalization activities collectively	• Establishing a multi-actor collective network on operationalization activities • Strengthening the communication among actors in a network to improve the understanding and ownership • Discussing the collective framework plan for operationalization activities • Proposing institutional arrangements	• Proposing correction of the integrated policy of Ciliwung WEMR	• Approving the collective framework for operationalization activities • Approving the collective framework plan for operationalization activities	• Implementing the collective framework for operationalization activities • Monitoring and evaluating the process and activities for operationalization • Proposing correction of collaborative governance process and operationalization activities

With political influence for MCG, the work interventions that should be conducted are not merely technical-managerial, but also supported by political work. Political work produces political decisions, especially budget allocations (political budget) and organizes agenda setting. Basically, political work is an integral part of relational work. Those two-work interventions are utilized to strenghten support for the actors. The authors separate political work from relational work because political work implies power relationships among certain actors. At the same time, in the relational work built by Senge et al. (2007) and Silalahi (2011), the characteristics of these relationships are equal, assuming that there is no power relationships based on their mandates or authority. Relational work then emphasizes dialog and inquiry. Therefore, the authors reconstructed the theory of work intervention in collaboration from Senge et al. (2007) and Silalahi (2011) and added political work intervention.

Referring to the model of bureaucratic politics from Peters (2001) and the data analysis, four political arenas are evidenced in the MCG in the Ciliwung WEMR (Table 4).

The success of political work interventions can be realized with the support of political leaders who can unite various political interests. The important role of political leadership in developing MCG can be seen through the mandate/ authority and capacity of a political leader to mobilize public resources**.** Based on the data analysis, the public expresses a clear wish for involvement of political leaders at the presidential level because: 1) the President is able to resolve authority conflicts among the ministries/bodies, provincial, and regency/city governments and the problem of funding; 2) as a cross-province river, final authority lies with the Government; and 3) Ciliwung watershed is an ecological corridor which determines the landscape of Jakarta, the center of the administration.

Below the presidential level, the appropriate political leader to lead the collaboration is the Minister of Environment and Forestry. This Minister has the authority, both formal and informal, to lead the process of developing the Ciliwung WEMR. The mandate and status form a hybrid Ministry (as coordinator and operator) so that the Minister of Environment and Forestry can perform more effectively, because: 1) the Minister of Environment

Table 4.
The model of bureaucratic politics in building MCG

		Internal	External
Formality	**Formal**	**Consultation** of senior bureaucrats with Minister to strengthen internal relations within the Ministry/Body and to acquire the delegation of power	**Negotiation** with Ministry/Body and other instances to strengthen funding support and accountability (monitoring and evaluation)
	Informal	**Lobbying** to strengthen support from interest groups in Policy Communities	**Networking** and **Advocacy** to strengthen public support and legitimacy broadly

and Forestry can exercise its authority to coordinate various government agencies associated with watershed management; 2) the MoEF can arrange cross-cutting issues through some environmental instruments such as the Strategic Environmental Assessment, Environmental Impact Assessment, Environmental License and law enforcement; and 3) as a portfolio ministry, MoEF possesses a technical implementation unit which can operate directly in the field.

CONCLUSION

This research has developed a model of MCG to manage and restore the Ciliwung watershed ecosystem. The model consists of three policy hierarchies. At the policy level, there are eleven human activities. At the organizational level, there are ten human activities. And at the operational level, there are fourteen human activities. The MCG for the Ciliwung WEMR should be conducted wholly at the policy, organizational, and operational levels to reflect a systemic approach. To be effective, the model should be strengthened by interlinkages. Interlinkage is a connecting instrument that links the three policy hierarchies, so that the model could work continuously and effectively. Additionally, to propel all systems/subsystems as a sustainable cycle in a policy hierarchy, the model needs activation energy in the form of short-term successes (quick wins and small wins) at the operational level. The addition of an interlinkage instrument and activation energy enriches the theory of policy hierarchy (Bromley, 1989).

This research also reconstructed the theory of work intervention in collaboration from Senge et al. (2007) and Silalahi (2011), in which the authors added political work. Work intervention in the MCG for the Ciliwung WEMR needs not only technical-managerial works, but also political work, because of power relationships among actors. Furthermore**,** there are four political arenas in political work intervention: consultation (formal-internal), negotiation (formal-external), lobbying (informal-internal), and networking and advocation (informal-external). These arenas of political work intervention are developed based on the concept of bureaucratic politics (Peters, 2001). Based on the complexity of this project, the Ciliwung WEMR effort should be led by the President of the Republic of Indonesia. At the ministerial level, the effort could then be led by the Minister of Environment and Forestry. Further research is needed to test the model in the real world in order to solve problems arising from institutional complexity among those involved in the Ciliwung WEMR.

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