Summary

This study provides institutional perspectives on peri-urbanisation and its planning. It is an attempt to respond to the emerging challenges of rapid and unforeseen physical change, spatial divides, social exclusion and conflicts, and institutional fragmentation in peri-urban areas. The main objective is to understand the institutional contexts for peri-urbanisation and planning policy around Indonesian cities and to further explore emerging planning approaches in order to improve planning’s institutional capacity in peri-urban areas. It first sketches out the institutional contexts for peri-urbanisation and planning in East Asia, with a special reference to Indonesia. In understanding how to deal with these institutional forces, it draws on network, discourse and opportunity approaches, especially from a sociological institutional viewpoint. It develops conceptual frameworks to understand how planning, in the face of irresponsible formal institutional arrangements, could respond to the peri-urban challenges and contribute to the improvement of its governance capacity. The conceptual frameworks are enhanced through the empirical cases of urban and environmental conflicts in North Bandung Area (NBA), a peri-urban area in Greater Bandung. The data collected for the analyses consist of past studies, formal documents, archives, interviews, and observations. The analytical methods employed are content analysis, institutional analysis and standard qualitative techniques (coding-interpretation-making conclusion).

The main part of this book is presented as a collection of papers delivered at international conferences or articles published in internationally recognised academic journals. Chapter 3 and Chapter 4 discuss the institutional contexts for peri-urbanisation and planning in Indonesia. Both chapters underline some key challenges for peri-urban planning: formal institutional dynamics, clientelist governance, and global neo-liberalisation. Chapter 3 presents the unique features of peri-urbanisation in Indonesia and three East Asian countries in relation to dependence on the metropolitan
centres, capital accumulation and dynamic coexistence of urban and rural livelihoods. It also identifies the institutional factors shaping peri-urbanisation in this growing economic region. Particularly, it is argued that undesirable consequences of peri-urbanisation in the forms of spatial segregation, regional disharmony and environmental degradation have mainly reflected the fragmented institutional arrangements at the regional level. To close the discussion, Chapter 3 explains the extent to which planning and governance practices have responded to the challenge of peri-urbanisation. Among others, the chapter underlines shifts in planning and governance adaptation from comprehensive land use planning approaches towards private and community participation and, furthermore, regional institutional capacity building.

Whilst Chapter 3 focuses on the impacts of global and domestic institutional forces on peri-urbanisation and planning practice, Chapter 4 concentrates on the impacts of these forces on the planning system. It first describes the development of the planning system in Indonesia in recent history. In the main part of its analysis, it discusses the current transition in the planning system marked by a massive production of laws and regulations, including the formulation of a new spatial planning law. The chapter explains the extent to which domestic institutional arrangements as well as global neo-liberalisation have influenced this transition process. It is argued that neo-liberal ideas have caused fragmentation in the system as they might clash with the existing domestic institutional forces. Such clashes have created a substantial gap between urban development and planning practice and the planning system affecting peri-urban areas, in which the transition in the planning system and other formal institutional arrangements was unable to effectively address the undesirable consequences of reinforced clientelist governance culture and unanticipated global neo-liberal ideas that have largely contributed to the uncontrolled transformation in peri-urban areas.

Taking the cases of peri-urban environmental conflicts in NBA, 0, 0 and 0 discuss three approaches/strategies to managing peri-urban environmental change: network, discourse and opportunity approaches. 0 explores the potential of policy networking as an important aspect of capacity building. In the case study, policy networking was used as a strategy to promote the function of NBA as the main water catchment area for Bandung Metropolitan Area (BMA), which faces increasing peri-urbanisation pressure from the main city of Bandung. The case of policy debate on the Dago-Lembang regional road development proposal is reconstructed to illustrate how a policy network is built and how it contributes to the improvement of
governance consciousness to be more responsive towards environmental quality and regional sustainability. The network type of relationships can be argued based on the aspects of its construction, including complementary strength, informal, horizontal and loose coupling communication, and reciprocal forms of exchange. The contribution of this strategy to the building of institutional capacity is reflected in the aspects of mobilisation of discursive knowledge, empowerment of weak actors, and social learning in decision-making process.

In relation to the discussion on policy network, 0 examines how discourses can contribute to the building of institutional capacity of planning in peri-urban areas. It uses a contested urban development planning project in the protected fringe area of Punchut as the case study, where discourses have concentrated around market-led housing and agro-tourism development in contrast with green environmental improvement as strategies to support and challenge the project respectively. The analysis reveals that the practice of discourse formation by the status quo tended to be coercively used merely to provide immediate justifications for the realisation of the predefined project, thus it lacked institutional capacity potential. Furthermore, it suggests that the discourses reproduced by the environmentally concerned urban communities could better contribute to the building of institutional capacity of planning on the edge by interlinking ideas into broader socio-cultural resources, building awareness about neglected issues, and cementing fragmented actors into a stronger network.

In supporting the discussion about the role of resources internal to actors in the forms of network and discourse, 0 combines political opportunity structure and Kingdon’s policy window in order to develop a sociological institutional approach to opportunity. This chapter seeks to extend the ideas about communicative planning and capacity building in collective action, by arguing that we need to see moments and structures of opportunity not simply as fixed, but as something that actors can ‘make’. Moments of opportunity refer to the dynamic, emerging factors of opportunity. Meanwhile, political opportunity structures consist of relatively consistent, stable factors of opportunity. This insight is then applied to two development plans/projects in the urban fringe in North Bandung, Indonesia discussed earlier: the Dago-Lembang road development proposal and integrated development planning of Punchut. The analysis illustrates three aspects of institutional capacity resulting from the practice of constructing opportunity: mobilisation of social resources, empowerment of weak actors, and focusing of politicians and policymakers’ attention.
Finally, Chapter 8 synthesises and concludes the results of all case studies. It focuses on understanding the building of peri-urban institutional capacity as a deliberative ethos of transforming undesirable governance styles and cultures in the peri-urban areas by interactively linking policy network, discourse and moment and structure of opportunity. It can be seen from the analyses that the process does not always start from the formal planning process set up by the government and professional planners, but can emerge from informal day-to-day practices involving wider participants beyond the formal planning community. In order to make institutional capacity building work, the social resources internal to actors in the forms of discourse and policy network need to be coupled with moment and structure of opportunity, which function as a resource external to the actors. The performance of this institutional capacity building can be assessed based on three broad criteria: strategic inclusion, facilitation of the weak and legitimised mobilisation. Turning this conceptual understanding into practice, this thesis suggests that planners and policy makers in Indonesia should accept the peri-urbanisation phenomenon as an inescapable reality and a potential for planning, seek a role as activists, social mobilisers and institution builders, and focus on incremental and gradual governance capacity building at the regional level.