

# Silo Mentality In Regional Development Planning Through A Network Governance Approach: A Study Of The Regional Government Work Plan Formulation In Pasuruan Regency

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## Abstract

The effectiveness of regional development planning is often impeded by organizational fragmentation, manifesting as silo mentality. This dissertation investigates the impact of silo mentality on the formulation of the Regional Government Work Plan (RKPD) in Pasuruan Regency, Indonesia, through the lens of network governance. The study addresses three core research questions: the manifestations of silo mentality within regional planning processes, its implications for network governance frameworks, and the development of a strategic model to mitigate such challenges. Employing a constructivist paradigm and qualitative methodology, the research applies Miles and Huberman's interactive analysis model to data collected via in-depth interviews, participant observation, and document analysis. Findings reveal that silo mentality is deeply rooted in sectoral ego, weak inter-agency communication, and organizational cultures that discourage collaboration and information sharing. These factors significantly hinder cross-sector coordination, leading to fragmented program integration and the underrepresentation of community needs in planning documents. The implementation of network governance—which seeks to foster collaboration among governmental and non-governmental actors—remains constrained by limited stakeholder participation, suboptimal use of digital platforms (e.g., SIPD), and insufficient coordination capacity within planning institutions. This study proposes a strategic model grounded in the principles of network governance, emphasizing the establishment of collaborative forums, enhancement of data systems, and transformation of organizational culture to reduce sectoral silos. It recommends strong leadership from coordinating bodies such as Bappelitbangda, increased public engagement through education and outreach, and the development of integrated digital infrastructure. The dissertation contributes theoretically by elucidating the intersection of psychological, institutional, and technological barriers in public sector planning, and offers practical recommendations for fostering more inclusive and responsive regional governance.

**Keywords:** Silo mentality; regional planning; network governance; interagency coordination; collaborative public management; local governance; information sharing; policy integration; participatory governance; Indonesia.

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## INTRODUCTION

Regional development planning represents a strategic function of governance aimed at enhancing public welfare through the implementation of integrated, needs-based programs. However, in practice, this process is frequently hindered by institutional fragmentation, which impairs cross-sectoral synergy. This phenomenon—commonly referred to as silo mentality—emerges when organizations or administrative units operate in isolation, are reluctant to share information or resources, and prioritize internal goals over collective outcomes (Bogdanor, 2005; Foster & Jonker, 2005). The silo mentality exerts a considerable negative influence on the quality of public policymaking, particularly in the context of subnational development planning. From the perspective of public management theory, silos represent a form of organizational dysfunction that reduces the efficacy of inter-unit collaboration. Danziger and Andersen (2002) argue that the inability or unwillingness of government institutions to share data and information constitutes a primary barrier to policy integration. This condition is exacerbated by entrenched sectoral egos within bureaucratic structures, wherein institutional actors prioritize departmental objectives rather than overarching public interests. In response to these challenges, the concept of network governance has gained relevance as an alternative governance approach. Osborne (2006) posits that network governance emphasizes reciprocal relationships among actors in policy networks, encompassing public, private, and civil society stakeholders. Within regional planning, this framework advocates for inclusive and deliberative engagement across formal and informal platforms to

foster collaborative decision-making. Nevertheless, as evidenced in the case of the Regional Government Work Plan (Rencana Kerja Pemerintah Daerah or RKPD) in Pasuruan Regency, Indonesia, the practical implementation of network governance remains constrained by both structural and cultural barriers. This study identifies persistent sectoral working patterns, limited cross-organizational forums, and suboptimal utilization of digital planning tools such as the Sistem Informasi Pemerintahan Daerah (SIPD) as key impediments to integrated planning. Furthermore, public participation is often reduced to administrative formality rather than serving as a substantive avenue for articulating citizen needs and aspirations. Viewed through the lens of collaborative governance theory (Ansell & Gash, 2008), these dynamics reflect low levels of inter-actor trust and the absence of sufficient institutional incentives to promote authentic collaboration. Additionally, institutional isomorphism (DiMaggio & Powell, 1983) offers insight into the tendency of local institutions to maintain bureaucratic status quos and resist transformative change. Against this backdrop, the present study seeks to explore the formation and operationalization of silo mentality in regional development planning and to assess how network governance may serve as a strategic response. The empirical focus is placed on the formulation of the RKPD in Pasuruan Regency as a representative case of the challenges facing regional planning in Indonesia. Accordingly, the study contributes not only to the theoretical development of collaborative governance but also offers practical recommendations for reforming planning systems toward greater inclusivity, adaptability, and responsiveness to societal needs.

## LITERATURE REVIEW

The phenomenon of silo mentality within public sector organizations has emerged as a critical issue in the study of contemporary governance, particularly in the context of regional development planning. Silo mentality refers to the organizational behavior that enforces sectoral boundaries, impeding cross-unit collaboration. Foster and Jonker (2005) define this condition as the tendency of organizational units to operate in isolation, with minimal communication and coordination with external actors—thus undermining the effectiveness of collective decision-making. In the public administration literature, silo mentality is strongly associated with rigid and hierarchical bureaucratic structures. Such configurations foster policy fragmentation and weaken inter-agency coordination. Halligan, Buick, and O'Flynn (2012) argue that organizational silos represent one of the principal barriers to achieving cross-sectoral policy integration. They further contend that these silos are not merely structural, but also driven by organizational culture, misaligned incentive systems, and insufficient coordination mechanisms—both formal and informal. Institutional theory, particularly DiMaggio and Powell's (1983) concept of institutional isomorphism, offers an explanatory framework for the persistence of silo practices. When public organizations adopt standardized administrative procedures and exhibit resistance to change, they tend to emulate structures deemed legitimate, regardless of their substantive effectiveness. This mimetic behavior hinders innovation and obstructs cross-sector collaboration. To address these limitations, network governance has been proposed as a viable alternative to traditional hierarchical control. Rhodes (1997) conceptualizes governance-as-network as a response to the inadequacies of both bureaucratic and market-based mechanisms in managing public policy complexity. In network governance, actors from governmental, private, and civil society sectors interact within flexible, horizontal structures—sharing information, resources, and accountability. Osborne (2006) highlights the paradigmatic shift from New Public Management (NPM) to New Public Governance (NPG), emphasizing the need for collaborative engagement among diverse stakeholders. Policy success, within this framework, depends largely on the government's ability to build and sustain effective inter-organizational networks. In the realm of regional development planning, this implies enhancing deliberative and participatory mechanisms at every stage of the policy process—from agenda-setting to implementation and evaluation. Building on this, Ansell and Gash (2008) articulate a model of collaborative governance, emphasizing active stakeholder participation in policy formulation and execution. This model rests on core principles such as trust-building, shared commitment, and facilitative leadership by coordinating institutions. In the context of local planning, these principles are operationalized through participatory forums, multi-stakeholder dialogues, and digital platforms such as e-planning systems and the Sistem Informasi Pemerintahan Daerah (SIPD).

Despite normative advances, empirical studies reveal that the implementation of collaborative governance remains constrained within local bureaucracies. Putra and Pramusinto (2022) observe that while regulatory frameworks encourage sectoral integration, actual practice often remains dominated by top-down approaches, with community participation reduced to procedural formalities. In Indonesia, regional development planning is institutionalized through the preparation of the Rencana Kerja Pemerintah Daerah (RKPD), which is expected to incorporate public input via Musrenbang (Development Planning Forums). However, in many instances, the process remains largely driven by sector-based organizational units (Organisasi Perangkat Daerah, or OPDs) that operate in isolation and rarely engage in cross-sectoral integration. This aligns with the findings of this dissertation, which identify sectoral ego, inadequate data-sharing, and weak coordination as primary impediments to integrated planning. To address these challenges, the literature offers several strategic interventions. First, strengthening the coordination capacity of planning agencies—such as Bappelitbangda—through the development of collaborative leadership. Second, reforming incentive systems to reward cross-sectoral achievements rather than narrow unit-based performance. Third, advancing digital integration in planning systems to facilitate real-time data exchange and enhance public transparency. In addition, the Whole-of-Government approach, as articulated by Christensen and Lægreid (2007), advocates for integrated governance models that transcend institutional silos to deliver coordinated and comprehensive policy responses. This model underscores the importance of policy coherence and synchronized cross-sectoral functioning. Collectively, these scholarly contributions establish the theoretical foundation for this study's inquiry into the formation of silo mentality, its impact on regional development planning processes, and the potential of network and collaborative governance as remedial strategies. The integration of theoretical frameworks and empirical findings—grounded in the case of Pasuruan Regency—is expected to contribute to the development of a governance model that is more adaptive, participatory, and structurally integrated within the realm of regional planning.

## RESEARCH METHODOLOGY

This study adopts a qualitative research approach grounded in a constructivist paradigm, aiming to explore the dynamics and complexity of silo mentality in regional development planning. The constructivist paradigm views reality as a socially constructed phenomenon shaped through interaction and subjective interpretation among actors, emphasizing contextual and emic understandings of social processes (Creswell, 2013).

### Research Design

A single instrumental case study design was employed, with Pasuruan Regency, Indonesia, serving as the focal site of inquiry. The selection was made purposively based on several considerations: (1) the high level of cross-sector coordination complexity in the formulation of the Rencana Kerja Pemerintah Daerah (RKPD); (2) the presence of formal participatory forums such as Musrenbang (Development Planning Deliberations); and (3) the potential for inter-agency conflicts indicative of a pronounced silo mentality. This design allows for an in-depth examination of a specific case to gain broader theoretical insights into a complex governance phenomenon (Stake, 1995).

### Subjects and Data Collection Techniques

Participants were selected using purposive and snowball sampling techniques and included planning officials from Bappelitbangda (Regional Development Planning Agency), heads of relevant local government agencies (OPDs), Musrenbang facilitators, and civil society actors involved in the planning process. Data collection employed three primary methods: (1) in-depth semi-structured interviews, (2) participant observation, and (3) document analysis of planning documents, Musrenbang transcripts, and records from the SIPD (Local Government Information System).

Interviews followed a semi-structured format with open-ended questions to allow flexibility in exploring key issues. Observations were conducted during Musrenbang activities from the village to regency levels. Document analysis involved reviewing the RKPD, the RPJMD (Medium-Term Development Plan), SIPD entries, and reports from Musrenbang, capturing both the procedural and substantive aspects of the planning process.

### Data Analysis Techniques

Data were analyzed using Miles and Huberman's (2014) interactive model of qualitative analysis, which comprises three concurrent flows of activity: data reduction, data display, and conclusion drawing/verification.

- Data reduction involved selecting and categorizing relevant information related to the core focus—silo mentality and network governance practices.
- Data display included the use of thematic matrices and actor-interaction diagrams to visualize patterns of collaboration and institutional fragmentation.
- Conclusion drawing was conducted iteratively, supported by triangulation and credibility checks to validate interpretations.

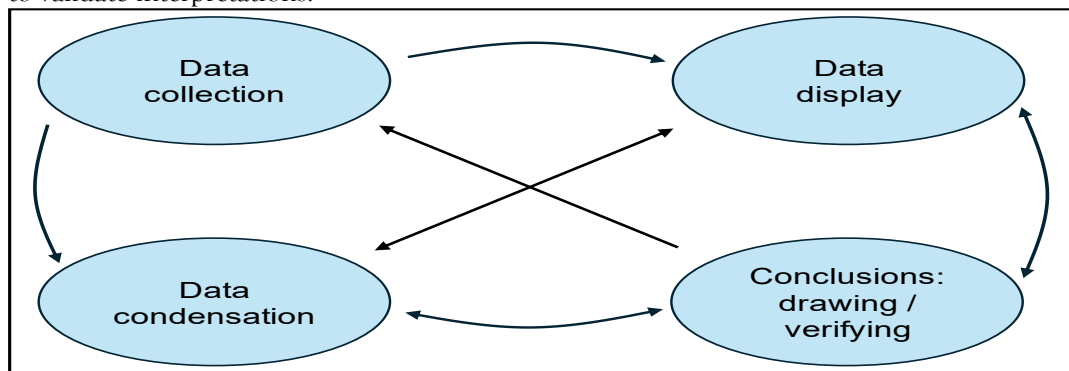


Figure 1. Miles and Huberman's Interactive Model of Qualitative Data Analysis

This analytical framework is cyclic and interactive, meaning that data analysis occurs continuously and reflectively throughout the research process. It allows for ongoing refinement and deepening of insight as the study evolves.

### Validity and Trustworthiness

To ensure the rigor and trustworthiness of findings, the study applied Lincoln and Guba's (1985) four criteria for qualitative research validity:

1. Credibility was achieved through triangulation of data sources and methods.
2. Transferability was addressed by providing rich, thick descriptions of the research context.
3. Dependability was ensured through audit trails documenting the analytical process.
4. Confirmability was maintained through reflexive researcher memos and transparent field notes.

### Research Ethics

The study adhered to ethical standards for social research by securing informed consent from all participants, maintaining confidentiality, and ensuring that data were not manipulated or used exploitatively. All identifying information was anonymized using coded references to protect individual and institutional identities.

### Theoretical Framework and Integration

The methodological design was underpinned by an integrated theoretical framework combining concepts of silo mentality, network governance, and collaborative governance. Silo mentality is conceptualized as an inhibiting factor in participatory and integrated planning processes, whereas network governance is positioned as an alternative paradigm emphasizing interconnectivity and synergy among actors within the governance system.

The framework of collaborative governance (Ansell & Gash, 2008) provides a normative foundation, underscoring the importance of trust-building, shared commitment, and facilitative leadership in deliberative processes. These principles serve as evaluative indicators for assessing the degree of collaborative dynamics in Pasuruan's RKPDP formulation.

Additionally, the Whole-of-Government model (Christensen & Lægreid, 2007) was employed to examine the institutional capacity of local government in overcoming structural and cultural fragmentation. This framework guided the operational analysis of how cross-sectoral planning is carried out in a coordinated and comprehensive manner.

## 1. Research Findings

This study identifies that silo mentality in regional development planning in Pasuruan Regency manifests across structural, cultural, and technological dimensions. The key findings are organized into three overarching themes: (1) sectoral ego among local government agencies (OPDs); (2) limited implementation of network governance; and (3) symbolic forms of public participation.

### 1.1. Sectoral Ego and Planning Fragmentation

The most prominent finding relates to the dominance of sectoral ego within the Regional Government Work Plan (RKPD) formulation process. OPDs tend to develop programs based on their own institutional priorities, often disregarding opportunities for inter-sectoral synergy. This behavior is exacerbated by the absence of both incentive mechanisms and sanctions for agencies that fail to coordinate. Interviews with Bappelitbangda officials revealed that coordination among OPDs is largely superficial, typically occurring only as deadlines for proposal submissions approach.

This defensive and insular attitude reflects Foster and Jonker's (2005) characterization of silo mentality, where organizational units working in isolation diminish the effectiveness of the overall system. The resulting planning model is fragmented, producing unintegrated outputs, overlapping programs, and budgetary duplication.

### 1.2. Weak Implementation of Network Governance

Although the principles of network governance are embedded in formal planning regulations—such as Indonesia's Ministry of Home Affairs Regulation No. 86/2017—their implementation remains limited at the operational level. Coordination forums, including cross-OPD meetings and sectoral Musrenbang discussions, lack deliberative quality. Non-governmental actors such as civil society organizations and academics are either excluded or only formally included without meaningful engagement.

This condition underscores the weakness of facilitative capacity and trust-building among stakeholders, as articulated in Ansell and Gash's (2008) collaborative governance framework. Rather than serving as genuine spaces for policy negotiation, collaboration processes remain procedural, thereby impeding the development of inclusive and adaptive planning networks.

### 1.3. Symbolic Public Participation

The Musrenbang process, designed as a channel for citizen engagement, often operates in a symbolic fashion. Community proposals are frequently omitted from the final RKPD, typically dismissed as inconsistent with OPD priorities. Furthermore, the use of the SIPD (Local Government Information System) as a digital participation tool has yet to reach optimal functionality. SIPD data are not actively utilized in decision-making processes.

This dynamic is illustrated by a visual mapping of participation fragmentation:

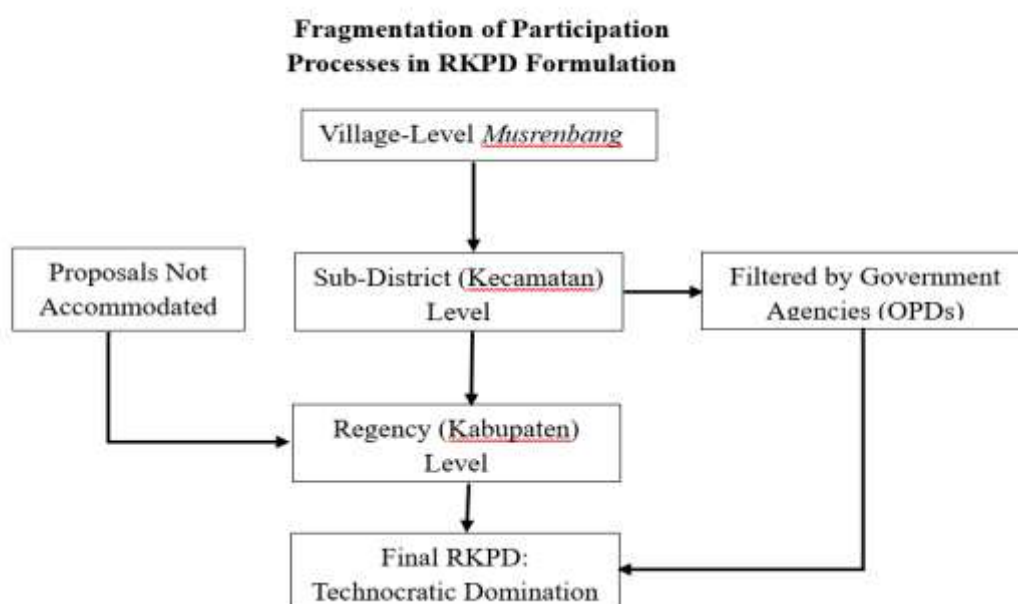


Figure 2. Fragmentation of Participation Processes in RKPD Formulation  
 Source: Fieldwork Analysis of Participation Fragmentation in Pasuruan Regency

The figure illustrates a vertically narrowing participation flow, where community voices are progressively filtered, distorted, or eliminated at each level of the planning hierarchy.

#### 1.4. Synthesis of Findings

The cumulative findings suggest that silo mentality not only impairs the efficiency and effectiveness of regional planning but also undermines the quality of collaborative governance. Despite the presence of regulatory frameworks and digital infrastructure intended to support network governance, bureaucratic work patterns and entrenched sectoral cultures remain significant barriers to transformation.

Drawing on the Whole-of-Government framework (Christensen & Lægreid, 2007), the situation in Pasuruan highlights the urgent need for systemic reforms across institutional design, digital integration, and organizational culture. These findings will be elaborated further in the subsequent discussion section, which presents strategic recommendations informed by an integrative model of collaborative governance.

## DISCUSSION

The findings of this study reveal that silo mentality in the formulation of the Regional Government Work Plan (Rencana Kerja Pemerintah Daerah, RKPD) in Pasuruan Regency is not merely a cultural phenomenon but also a structural and institutional issue. The results confirm that sectoral egos among local government agencies (Organisasi Perangkat Daerah, OPDs) are the primary obstacles to policy integration and cross-sectoral coordination. This is consistent with the argument by Foster and Jonker (2005), who conceptualize silo mentality as a form of organizational isolation that hinders information exchange and inter-unit collaboration. The study found that OPDs often design programs unilaterally, with minimal regard for inter-agency alignment, illustrating the absence of effective coordination mechanisms. This aligns with critiques in the public administration literature, which emphasize integration as a fundamental principle for responsive and adaptive policymaking (Halligan et al., 2012). The lack of substantive deliberative forums renders regional planning vulnerable to fragmentation, redundancy, and programmatic duplication. In this context, network governance is positioned as a promising alternative to hierarchical bureaucratic models in managing public policy complexity. Rhodes (1997) defines network governance as a mode of coordination that relies on collaboration among actors from the public, private, and civil society sectors. Nevertheless, this study finds that the practical implementation of such principles remains limited. Coordination forums such as sectoral Musrenbang and cross-OPD meetings continue to function in a procedural manner, rather than as spaces for equitable and deliberative policy interaction. Furthermore, collaborative governance theory, as articulated by Ansell and Gash (2008), provides a useful framework for understanding the shortcomings of collaborative processes in regional planning. The theory highlights the importance of preconditions such as trust-building, shared understanding, and interdependence among actors. In the case of Pasuruan Regency, these conditions have yet to be fulfilled systematically. Inter-OPD coordination continues to be driven by institutional self-interest rather than a shared developmental vision. The findings also point to the underutilization of digital platforms such as SIPD (Local Government Information System) as tools for cross-sectoral data integration. Although SIPD is formally integrated into the planning process, its current use is largely limited to data entry, falling short of its potential as a collaborative, data-driven platform. Within the Whole-of-Government framework (Christensen & Lægreid, 2007), digital information systems are expected to function as strategic instruments for fostering institutional connectivity and coherent public service delivery. Moreover, the symbolic nature of public participation in Musrenbang highlights the insufficient realization of inclusive governance. Community proposals are frequently excluded from final RKPD documents on the grounds of misalignment with OPD priorities. This technocratic filtering reflects the dominance of state actors in the planning process and runs counter to the deliberative ideals central to democratic governance. Synthesizing theoretical insights and empirical evidence, this study concludes that silo mentality in regional development planning stems from a combination of weak structural coordination, limited facilitative capacity within planning agencies, and the absence of meaningful collaborative spaces. Addressing these challenges requires reform across three core dimensions:

1. Institutional structures that enable cross-sectoral coordination,
2. Organizational culture that fosters collaboration and mutual accountability, and
3. Information technology systems that support data-driven, collaborative decision-making.

By fostering governance practices that emphasize collaboration, trust, and inter-organizational integration, local governments can reduce fragmentation and enhance their responsiveness to societal needs. In this regard, the role of coordinating institutions such as Bappelitbangda is critical. Acting as meta-governors, these bodies must facilitate negotiation among diverse interests and ensure the development of more inclusive, adaptive, and integrated planning processes.

## CONCLUSION

This study affirms that silo mentality constitutes a fundamental challenge to regional development planning governance in Indonesia, particularly in Pasuruan Regency. Characterized by entrenched sectoral egos, weak inter-agency synergy, and limited information integration during the formulation of the Rencana Kerja Pemerintah Daerah (RKPD), silo mentality directly contributes to policy fragmentation and inefficiencies in program implementation. From an organizational theory perspective, these findings reinforce the argument that hierarchical and insular bureaucratic structures serve as major impediments to fostering collaborative and adaptive governance systems. The study also reveals that the implementation of network governance at the local level remains far from optimal. The absence of cross-sectoral deliberative forums, the limited facilitative capacity of planning institutions such as Bappelitbangda, and the suboptimal utilization of digital platforms like the Sistem Informasi Pemerintahan Daerah (SIPD) are identified as key barriers to developing a genuinely networked mode of governance. This stands in contrast to the principles of collaborative governance, which posit that effective governance hinges on trust among actors, equitable decision-making, and transparent information exchange. Moreover, community participation—particularly through Musrenbang forums—continues to be largely symbolic and procedural rather than substantive. Instead of enabling participatory governance, the process is dominated by technocratic agendas set by local government agencies, reflecting a failure to uphold the principles of inclusivity and responsiveness in public planning. Theoretically, these findings contribute to the growing body of literature examining the interplay between bureaucratic structure, organizational culture, and collaborative governance dynamics within the public sector. The study also underscores the relevance of the Whole-of-Government approach as a strategic framework for overcoming cross-sectoral fragmentation through institutional integration, enhanced coordination, and the use of interoperable digital information systems. From a practical standpoint, this research proposes a governance model centered on actor synergy, meaningful civic participation, and the strengthened facilitative role of planning institutions. Thus, the pursuit of a more inclusive, adaptive, and collaborative regional development governance framework requires simultaneous and sustained interventions across structural, cultural, and digital dimensions.

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