

Forming Process, Pattern and The Need for Intergovernmental Management in Indonesia

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Abstract. Cooperation among neighbouring region is commonly termed regional cooperation. Inter-region cooperation in the study of public administration is categorized as public management especially intergovernmental management. Inter-region cooperation in Indonesia has been for a long time trying to find its form. However, in the middle of its process, the implementer is trapped in doubt. The paper aims to trace the institutional form and its problem in the neighbouring region cooperation. The research is done through literature study, observation on inter-region cooperation especially in the central Java and some facilitation done by the writer in the several regions in Indonesia. There are two forms of referred institution which is developed on the basis of this networking pattern; they are intergovernmental relation (IGR) and intergovernmental management (IGM). In the mean time, the governmental support on inter-region cooperation which is supposed to form collaboration is hampered by the inconsistency of regulation which is issued by several parties (ministries) in the central government.

Keywords: *intergovernmental relation, networking and collaboration*

Abstrak. *Kerjasama antar daerah yang berdekatan biasa disebut kerjasama regional. Kerjasama antar daerah dalam kajian administrasi publik masuk dalam kategori manajemen publik, khususnya intergovernmental management. Kerjasama antar daerah di Indonesia, telah lama mencari bentuk, namun dalam perjalanannya terjebak pada keraguan para pelaksananya. Tulisan ini bertujuan merunut bentuk kelembagaan dan permasalahannya dalam kerjasama antar daerah yang berdekatan. Tulisan ini dikembangkan dari kajian literatur, pengamatan pada praktek kerjasama antar daerah khususnya di Jawa tengah dan fasilitasi yang dilakukan oleh penulis di beberapa daerah di Indonesia. Terdapat dua bentuk kelembagaan rujukan yang dikembangkan atas dasar pola networking ini, adalah Intergovernmental relation (IGR) dan intergovernmental management (IGM). Sementara itu, dorongan pemerintah untuk kerjasama antar daerah yang mestinya membentuk kolaborasi terhambat sendiri oleh inkonsistensi kebijakan yang dikeluarkan oleh berbagai pihak (kementerian) di pemerintah pusat.*

Kata kunci : *kerjasama antar daerah, jaringan dan kolaborasi*

INTRODUCTION

Organization theory of Lumeric and Cunnington (Keban, 2004) refers to fourth blueprint as blueprint collaboration, while the first to third blueprint are called classic, neoclassic, and modern respectively. This fourth blueprint suggests that any organization unit and also any organization should have working partner and build networking. Interregional cooperation whether it is managed in permanent institution or not is a form of networking organization. There should not be hierarchy, let alone dominance, in an autonomic interregional cooperation institution membership since it is heterarchic and has equal rights and responsibility. In reality, there is a phenomenon that almost every cooperation institution involving two or more autonomic regions is managed with classic bureaucracy approach proposing hierarchy.

There are many known interregional cooperation institutions, among others are: BKSP Jabodetabek in and around Jakarta, BKAD Subosukawonosraten

in and around Solo, Barlingmascakeb in and around Banyumas, Sapta Mitra Pantura (Sampan) in and around Tegal, Germakertosusilo in and around Surabaya, Karimapawirogo in the border of Central and East Java, and many others. These institutions had many activities in the past, from regional marketing to public services. Publication of regional financial management regulation (Permendagri nomor 13 tahun 2007) made the condition of interregional cooperation confusing for many of its actors.

The objective of interregional cooperation is optimization of the fruit of development. Faced with global challenges, it would take an accurate strategy for an organization (governmental or non-governmental) including government of Regency/Town to survive and become competitive in global era. There is a need for expansion in a particular region related to the choice of strategy and the problem of imbalance demography, high cost of production, declining of society's standard of living, development lag, or a very urgent need (Pinchemel,

1985). Therefore, it would take interregional cooperation to attain optimum development. This diversity on one hand provides many alternatives for replication; on the other hand it brings confusion, particularly when it is not accompanied by understanding of cooperation philosophy and development in regulation. This paper is an introduction to understanding the background of numerous interregional cooperation phenomenons which in world literature classified as public management, specifically intergovernmental management. There are many kinds of interregional cooperation. This paper also tries to trace forming process and map the pattern of cooperation institution and shifting in developing cooperation needs.

RESEARCH METHODS

This paper is based on the result of a research. The research was conducted with case study approach, the first case being process of formation and cooperation pattern based on regionalization. Other cases were identification of the need of cooperation in several regions in Indonesia. Data were collected in several techniques, among others: Focus Group Discussion, web site tracing, and participation in cooperation consultation. Questions of the research referred to the case are: (i) how is regionalization process proceeded, (ii) what is the pattern of existed interregional cooperation, and (iii) what kind of cooperation is developed in the implementation of interregional cooperation in Indonesia.

RESULT AND DISCUSSION

Many obstacles entangled around realization of regional cooperation synergy which was the ideal of regional cooperation management implementation. Accomplishment of development goal closely related to developing paradigm in implementation of development activity itself. Interregional cooperation activities in Indonesia were also decorated by paradigm used in every era. The new order centralistic era was substituted by empowerment of democracy in autonomic era. What was the meaning of democracy strongly developed in reformation era which also developed interregional cooperation discourse?

Democracy is nation concept rooted in Greek words *demos* (people) and *kratein* (governing), thus it means "way of governing nation by people". Further meaning of democracy is government from people, by people and for people. Thus, what is coveted from this meaning is a democracy with participatory democratic nature with freedom as its great value.

More perceptively, Duverger emphasized that democracy is "the way of governing where the governing and governed groups are the same and undetached. It means one government where fundamentally everyone has the same right to govern or to be governed." (Guruh, 2000). From this understanding of democracy and decentralization, it can be concluded that decentralization is realization of government democratizing. Empowerment given by Bowman and Hamton stated that no government of a country with large area can determine policy effectively or perform policy and its programs efficiently through centralization system.

Cooperation between neighboring regions is very much decorated by understanding of freedom in democracy. In its development, the meaning of democracy is not reduced only to mechanisms of power implementation which can result in power of majority over the loss of minority, but wider and more comprehensive. Equality of every member involved in cooperation is the main principle for an institution to avoid being left by minority. Related to comprehensive meaning of democracy, Nurcholish Madjid suggested:

"Kekuatan demokrasi adalah sebuah sistem yang mampu melalui dinamikan internnya sendiri, untuk mengadakan kritik ke dalam dan perbaikan-perbaikannya, berdasarkan prinsip keterbukaan, serta kesempatan bereksperimen. Prinsip keterbukaan serta kesempatan bereksperimen itulah yang merupakan ruh demokrasi paling sentral (The power of democracy is a system capable of, through its own internal dynamics, performing self-critiques and their corrections, based on transparency principle and chances of experimenting. This transparency principle and chances of experimenting are the most central soul of democracy)" (Guruh, 2000).

In interregional cooperation, this understanding gives spaces for chances at trial and error and also check and balance, all of which gives space for transparency. Moreover, transparency itself contains the meaning of freedom, while the logic of freedom is responsibility. Someone can be called free if he or she can do as he or she wishes, on his or her choice and consideration, so he or she can logically be asked for responsibility over the deed. Someone doing something by force cannot be asked for responsibility over the deed. Analogous to this opinion, a region forced to do something is logically irresponsible for it. Therefore, the thing to avoid in regional cooperation is compulsion to join in cooperation to actualize optimization of development.

Decentralization in Indonesia gives regions freedom to cooperate with other region in their surroundings or not. Initially, regions feel free to choose. However, as a system, every organization including regency/town cannot be

Table 1. Comparison of Public Bureaucracy Paradigm

Type of Bureaucracy Elements	OPA (Old Public Administration)	NPM (New Public Management)	EG (Entrepreneurial Government)	NPS (New Public services)
Objective	Efficiency and Professionalism	Prime services	Service with Empowering	Service quality
Incentive	Structural Functional	Consequence System	Consequence System	Private Structural Functional
Responsibility	Hierarchically to Client and Constituent	To market type customer	To market type customer	To Citizens multidimensionally
Power	On Top Management	On work and service user	On worker and service user	On Citizens
Culture	Arrogant, routine Emphasizing on obedience in executing rules and efficiency	Heart touching winning minds Emphasizing on vision and mission alteration	Heart touching, winning minds	Friendly, innovative Emphasizing on service cultures alteration
Government role	Rowing	Steering	Steering	Serving
Concept of Public Interest	Reflected in Law politically designed by government	Aggregate of individual interest	Aggregate of individual interest	Product of dialog on values

Source: adopted from Osborne (1992), Ferlie (1996) and Denhard (2003)

free from its surroundings. Organization can only live to its optimum capacity through good management. A modern organization without good management is not an organization, but a gang.

Some literatures give reference to the fast changes in governmental management. Those are: Yate, 1982; Rouke, 1984; Savas, 1987; Hecksher and Donnellon, 1994; Al Gore, 1994; Ashkenas, Ulrich; Jick, and Kerr, 1995; Lucas, 1996; Moestopadidjaja, 1997; Miftah Thoha, 2007. There are some shifts in paradigm of governmental administrative found in those literatures. These shifts of value include the following. First, shift of governmental institution orientation, from big, strong, and authoritarian to egalitarian and democratic, small and less government. Second, shift of governmental system orientation from all nation to market system. Third, shift from power centralization to authority decentralization. Fourth, shift from governmental management emphasizing boundaries and rules applied only to one country into boundaryless organization due to globalization. Fifth, shift from Weberian bureaucracy order to post bureaucratic government bureaucracy order (Rouke, 1992), and post bureaucratic organization (Hecksher and Donnellon, 1994), or shift from governmental management following physical structure to more logical structure governmental management (Henry Lucas, 1996). Sixth, shift from a low trust society to a high trust society (Fukuyama, 1995).

Old paradigm reflected less democratic governmental institution far from governmental paradigm and civil society values. Meanwhile, a trail of bureaucratic paradigm shift also occurred, started from old public administration to New Public Services (NPS), briefly

summarized in the table 1.

There are always critiques to every paradigm. NPM and EG are not exception. First: Bureaucracy should not give service to customer but to citizen. The reason for this is the basic difference of concept between customer and citizen, particularly in implication. Bureaucracy should be more responsible in serving citizen than in serving customer. Citizen pays taxes, so they should be served better than customer. This is due to tax payer being biggest contributor of public service expense of bureaucracy. Thus, society is seen as citizens and stakeholders. Second, Spirit of public bureaucracy facing service user is not how to steer but how to serve. Third, public bureaucracy should think strategically and act democratically in creating good public service. Fourth, there should be an agreement between public bureaucracy as service provider and citizen (not customer) as service user. This is known as Citizen Charter, not customer charter. It gives assurance to service user (citizen, not customer) of accepting standard service with all its consequences if it is not given (Denhardt, 2003). Therefore, there is an urgent need for implementation of New Public Service Paradigm.

Interregional cooperation executed in Indonesia such as public service implementation, at least decorated by three paradigms (Sinambela, 2006), namely classic administrative paradigm, new public management, and new public service. Classic administrative paradigm is based on strong nation concept, while new public management paradigm brings up private management values to public management and new public service paradigm prioritizes prime service to public.

The first paradigm, strong nation paradigm or also known as traditional paradigm (classic administrative model) puts government (country) in a very dominant position in government concept. Government acts as central ruler possessing legitimate coercive power and representing public need from its point of view. Ruling and regulating becomes effective tool in directing and arranging every base of society life. Further, it resulted in bias in interpreting people's need, and undemocratic process. This paradigm is initially inspired by the contemplations of Thomas Hobbes (1588-1679), F. W. Hegel (1770-1831), and Sinambela (2006). Hobbes stated that in a society without nation, the law of nature (*ius naturalis*) will occur. The strong one will win. Everyone will struggle to survive, even by striking other if needs be. In this condition, every individual will feel unsafe, terrified, and suspicious of others around him since basically everyone is beast to each other (Budiman, 1996). It will take *lex naturalis* or law and appointment of a king with absolute power to protect individual rights. Sinambela (2006) called this king with absolute power "nation", and Hobbes called nation with this great power "leviathan". Strong nation theory is passed on to modern society as organic nation theory. This theory figures nation as an institution with its own independent will, namely enhancing people's welfare. Nation is not a struggle between social powers as pluralists believe. Nation interprets its own missions into action as it believes. Nation is not passive, but actively defines social economic issues, composes schemes to settle problems including its budget, determining sectors that need immediate proceeding, and mobilize its social economic power for these missions (M A. S. Hikam, 1996: 16). Nation's missions are holy missions dedicated to public interests. In this paradigm, public interest is defined politically and included in rules. To actualize this holy mission, nation actively eliminates people or group regarded dangerous to the plan. The new order, for example, utilized civil and military bureaucracy to actively make plans, execute development, and control civic society, so this new order concept is also called bureaucratic authoritarian nation (Sinambela, 2006).

The second paradigm is the half-hearted deregulation paradigm. There is an attempt to fix the flaws of classic public administrative model with new public management model. This model focuses more on how to transform private sector management mode into public management and develop system arrangement initiative such as deregulation, privatization, management contract, and others (Kooiman, 1993; Ferlie, et al, 1996). This paradigm bringing transformation of private management concept into public management is often suspected as

"half-hearted deregulation". Only selected sectors are privatized. Therefore, this paradigm interprets public interest concept in connection with representativeness of individual interest aggregation. Deregulation is actually meant to delete many rules hindering people's participation in the production of goods and services. There is a change in role of government from interventionist to market mechanism. Government thoroughly release previously handled areas to private sector, with the consideration of the small size of business, too small rendering it inefficient, too simple that private companies can handle it, including production of less strategic valued goods and services. This paradigm is signified by selection of particular sectors by the government to be regulated with main consideration is not efficiency, but securing business between officials and big businessmen (Sinambela, 2006). Experience showed that deregulation by government of Indonesia in mid 80s was stimulated by scarceness of resources.

The third paradigm is new public services. Position of Central Government in this new paradigm today puts its function and role as, (1) Coordination, having more knowledge in policy performance at all level of regional government in conducting coordination of development nationally; (2) Allocation, legitimate role to allocate existing resources and fund for interregional balance and equality; (3) Distribution, resources reach regions and insure that balance and equality of regional economic run well; (4) Stabilization, insure that economically the development of regional economic, welfare and continuity are secured; and (5) Evaluation, part of control mechanism with main question is whether all policies on region have been implemented well.

Government performing is implementation of public service function by allocating existing resources and fund. The concept of transforming entrepreneurship spirit to public sector in management of public service function was introduced first by David Osborne and Ted Gaebler. Public sector is no longer government monopoly, but also involving private sector and society/non commercial. Government is still involved but in capacity as facilitator and responsible for producing law products insuring development of non governmental institutions in performing service functions.

Discussions about intergovernmental management and intergovernmental relations have been brought up in literatures and writings of public management experts since the middle of 20th century (McGuire, 2006; O'Toole, 2004). Michael McGuire, an associate professor in public and environmental affairs in University of Indiana Bloomington, also a lecturer on Public Management and Intergovernmental Management revealed that

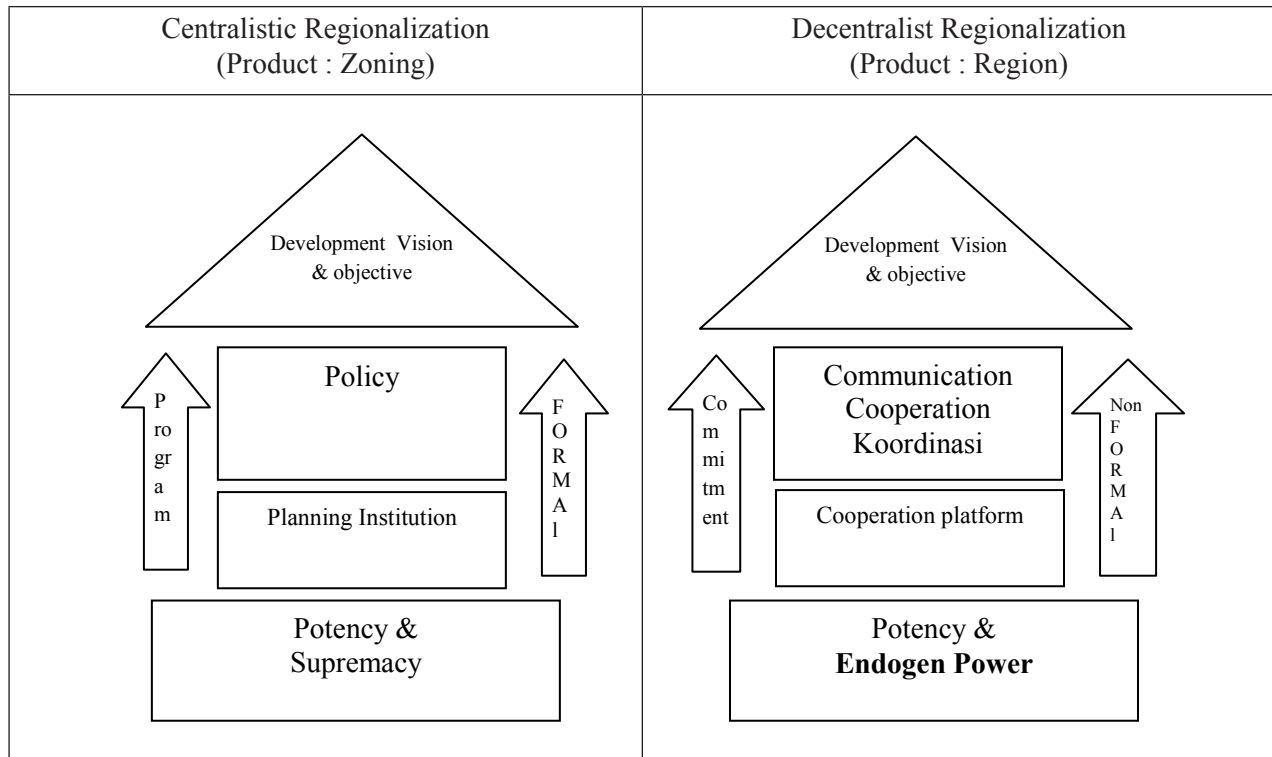


Figure 1. Centralistic and Decentralist Regionalization Building

Source: Abdurahman (2005)

“intergovernmental management is more than just intergovernmental relationships”. A more explicit opinion stated that interregional management is the core of interregional relations. This was conveyed by O’Toole (2004) stating as follow:

“The crucial role of public management in such programs has been recognized by specialist in intergovernmental relations, who have emphasized the rise of “intergovernmental management” as the core of intergovernmental relations more generally.”

The main question O’Toole concerned of emphasized more on conducting attempt to harmonize structural and managerial cooperation. This thesis was developed with the assumption that cooperation was a need not a strategy. As a need, process of cooperation must generate changes in performance. Therefore the cooperation developed must consider two main aspects namely structural and managerial cooperation. This review by O’Toole can be considered as theoretical pioneer in intergovernmental management since almost all public management experts emphasize more on managerial aspects without more detailed view on structural cooperation.

The ongoing cooperation process, according to O’Toole, is only rotating around placement of personnel/ actor as a strategy in intergovernmental network process. However, actor placement really is insignificant in decision making process. This problem becomes bigger when cooperation process involves organizations structurally

different. Examples for this are cooperation between cooperation between government and profit institution, cooperation between governmental organization with non-profit institution, and cooperation between regional governments with different political support.

Basically the process of region forming (regionalization) has two patterns, namely centralistic and decentralist. In the frame of decentralization, interregional cooperation implementation is largely decorated by spirit of centralistic and decentralist. Interregional cooperation pattern in Indonesia has gone through ups and downs along with the ups and downs of decentralization performing.

The building of centralistic regionalization and decentralist regionalization are different. The main difference lies in foundation, pillars and support, and activity director. Following figure 1 explains the difference:

Centralistic regionalization is driven by direction from above, while decentralist by interregional communication, cooperation and coordination. Movement director in centralistic regionalization is planning institution, while in decentralist regionalization it is platform. The platform of decentralist regionalization is non-formal commitment, while in centralistic regionalization it is program with formal nature. The one thing really separates the concept of centralistic and decentralist regionalization is the foundation of cooperation, which is potency and superiority in centralistic regionalization, and potency

and endogen power in decentralist regionalization.

In centralistic regionalization, the “directive-coordinative” authority factor is a strong component possessed by development planning and executing authoritative institution. Through directive process (structural-hierarchical), planning and developing is carried out on regional institution today. Process of forming former residency now known as Bakorlin (Badan Koordinasi Lintas Kabupaten/Kota) comprised of several administrative regions can be carried out through formal structural mechanism of governmental system at the time. Regions resulted from structural-administrative regionalization was formed on the basis of order (ex mandato) based on the interest of upper level government (Provinces).

In heterarchic context regions as product of decentralist regionalization, forming process should be based on own will (ex mera motu) or local initiative from regional stakeholders. Inspected from their history, priority regions in Central Java that should be based on ex mera motu were actually initiated by Provincial mandate through Perda Provinsi Jawa Tengah nomor 21/tahun 2003 on Layout Plans for Central Java. This can be seen as confusion of decentralist spirit from centralistic at the start. As regions resulted from decentralist regionalization, regional cooperation area of Central Java contained in priority area need to show their main characteristics including; (1) Dynamic spatial limit that do not figure static and closed borders. In context of regional management, this line is determined through administrative region boundaries (space base); (2) Superiority and endogen power potency become background and basic capital of activity performance (foundation); (3) Regional actors become the motor for forming and operating interregional cooperation forum (platform); (4) Aspects of communication, cooperation, and coordination always dominate execution of mutual agreement/commitment (activity pillar); (5) Mutual goals of actualizing development (vision and target).

In strong nation paradigm, process of forming interregional cooperation in Indonesia was signified by “taken for granted” centralistic phenomenon which is that regions only executed “order” from central government. Cooperation planning was undertaken by central. Like it or not, regions were obliged to execute it. This kind of cooperation was shown clearly in “placement” of transmigrate. Source region and target region executed everything stipulated by central. It is different from new pattern of transmigration requiring agreement between source region and target region. Another example can be seen in cooperation pattern in lower level, namely cooperation between neighboring regencies or towns.

Forming of cooperation packed in regionalization in centralistic paradigm was signified with complete “distribution” of Province’s area into several cooperation areas under consideration of Provincial government. Concerned Regencies/Towns were not “free” to choose partner. Regency/Town included in cooperation was decided by Provincial government. As the result, much cooperation were struggled to find interconnection, failed to do it, and ended up in stagnancy. Definition of “Stagnancy”, according to Kamus Besar Bahasa Indonesia, Balai Pustaka, 2001, is: (i) state of being stop (not moving, inactive, not going); jamming: road restoration often causes---of traffic; (ii) state of not going forward or going forward at very slow pace; and (iii) state of not flowing (streaming).

Cooperation between neighboring regions is closely related to regionalization process occurred in that area. Cooperation occurred in centralistic regionalization container or decentralist regionalization will have different target or selected ways to actualize the goals of the cooperation. This process of regionalization can only be understood from the concept of regional management.

Cooperation, according to kamus besar bahasa Indonesia terbitan Departemen Pendidikan Nasional, is defined as activity or effort executed by some people or institutions to attain mutual goals (KBBI, 2001). Meanwhile, regional is defined as area formed from more than 1 administrative realm, whether it is nation, province, or regency/town. Standing on the arrangement of the word management that can be synonymized with organizing or managing and regional that can be understood as area formed from two or more administrative realms, regional cooperation management in this paper can be defined as “the process of managing cooperation between two or more governments of neighboring regencies/towns in one provincial administrative realm including the activities of program planning, directing, and controlling to reach the goals of cooperation.”

A very close concept that can be used in comparison to regionalization understanding is clustering strategy. These two concepts need to be understood to avoid being mixed up with each other. Dissimilar to regionalization concept with its wider scope, clustering strategy seems to focus more on grouping of industries in particular area comprised of some companies in similar sectors. In other words, cluster is a group of concerned companies and institutions which geographically close to each other, possessing similarities that push competition and have complementary characteristics.

Opportunities and challenges in an area or region can be managed more optimally through synergetic interregional cooperation. Practices of interregional cooperation did

not happen only in Indonesia, but also symptomized in several corners of the world. These practices of interregional cooperation are presented to provide inspiration in regional cooperation development which is one of the focuses of this paper. These include: SALGA in South Africa, Sound Transit in Washington, LAA in South Korea, LCP in Phillipine and Cor in European Union. These practices of cooperation are extracted from the writings of Wawan Mas'udi dkk (Praktikno, 2007) and information gathered from some official websites of the institutions. These selected interregional cooperation are chosen for each own specialty as explained in following table. Since each has its own specialty, practices between them need to be looked upon separately.

Salga is located in South Africa. This institution functions as interest group from regional interest to central. This institution was officially authorized by South African constitution in 1997 to accelerate process of democracy transformation in local government domain on service delivery. Here is its produced program and product.

What should be noted in interregional cooperation practice by SALGA is: although formed by central initiative through constitution authorization, its function is as interest group from regional government to central. Being authorized by constitution, SALGA possesses strong pressing power over its members. This is seen from the clearness and explicitness of rules for each member. Local government membership in SALGA can be withdrawn and congealed by approval from National Executive Committee, or fails to pay contribution or other fine. Therefore, SALGA becomes powerful in interregional cooperation institutionalization pattern, particularly as coordinating, monitoring, and evaluating institution.

Generally, there are 2 concepts of association pattern between regional governments in America, which are: (i) Intergovernmental Relations (IGR); (ii) Intergovernmental Management (IGM). In Intergovernmental Relations (IGR), the pattern of relations among the members is just coordinative relation in order to conduct cooperation to enlarge their bargaining power when faced with federal government. The association pattern is more public interest group in nature since this institution only functions as lobbyist to federal government and as input giver to federal government in connection to the use of federal fund in states. Institutional legitimate status is only as a forum without authorization in certain government.

Intergovernmental Management (IGM) concept is association pattern between regional governments to execute management of certain governmental field that they mutually need (Praktikno, 2007). This association

was formed because of mutual need in certain field and belief that when that field is done together to create efficiency and effectivity.

One IGM existed in Washington State is Sound Transit, a body working on cooperation in public transport field. Its area of cooperation includes East King County, Snohomish County, South King County, North King County and Pierce County in Seattle area. Specifically, it manages High Capacity Transportation (HCT) working on trains and buses, terminals, parking lots and special trails.

Its field of cooperation is legitimately framed by Washington State Constitution giving chances of forming a body managing fields with cross regions working area with approval from legislative. Since it is an agency of Department of Transportation, Sound Transit possesses qualification as quasi executive, legislative, and also judicative body. Therefore this body has strong authority in its field, which is making rules, enforcing released regulations, and settling internal feud in first degree.

As its source of funding, Sound Transit has the right of a portion of taxes taken from citizen living in cooperating counties. Sound Transit also has specialty of being form of cooperation that ultimately forms separate body that is operated by separate management of state, county, regency, and district governments.

The Local Autonomy Act (LAA) is located in South Korea. In South Korea, associations of regional government are associations managed by Central Government. In cooperation context, LAA is decorated by local government inability against intervention from central government. This inability position weakening local government autonomy is further weakened by inability of local council against local executive. This association is temporary institution, so its authority cannot maximally actualize optimum interregional cooperation. However, this association can give region chances to execute particular project.

In order to protect mutual interest, association gets insurance to make its own decision and manage conflict occurred between regional governments, so there is a commitment that association can intervene with local autonomy. Some executable activities are, for example, joint formulation of long term planning in urban planning, consultation on measurement of oil pollution in Nakdong River and other environmental pollution, cooperation in transportation, and cooperation in controlling commodities and production resources.

For its very centralistic characteristics and dependant on Minister of Home Affairs, feeble role of local government and feeble position of local council, the effectiveness of this association is still in doubt. Therefore, this association

Table 2. Specialty of Each Interregional Cooperation

SALGA (South Africa)	SOUND TRANSIT (Washington)	LAA (South Korea)	LCP (Philippine)	CoR (European Union)
Quite comprehensive scope of cooperation	Specifically on particular fields in Urban matters in 5 Cities. There are 2 patterns of general association: 1. Intergovernmental Relations (IGR), and 2. Intergovernmental Management (IGM).	Unique model, since central government interest is very dominant, and association tends for central interest	Capable of evolution from local politician organization to institution based on membership of municipal government institution with various faunctions.	Transnational

Source: Wawan Mas'udi *et. all.* (Pratikno, 2007)

of regional governments has not represented actual local interest.

The League of Cities of the Philippines (LCP) having 117 city members was formed in Philippine by authorization from Local Government Code of 1991. This organization was initially called League City Mayors having local politicians as members then turned into organization based on city government institution. This evolution then implicates in its function, from initially giving administrative service into institution giving technical assistance and involved in process of policy formulation. Legally, the authority possessed by city association is quite significant. This association has the rights to involve in process of formulating and implementing policy in connection with city level autonomy.

It can be concluded from interregional cooperation practice in Philippine that: first, there is a significant shift of character and function, from political at start to functional. It is also shown in membership, from politician at start to city government institution. Second, association's functional characteristic is shown by possessing authority and responsibility to formulate policy related to city autonomy and people's welfare. Third, with its authority and responsibility, the association can be called as manifestation of city government's collective action, simultaneously as consolidation of aspiration and interest in order to bargain with central government.

The existence of European Union with its 25 country members institutionally developed rapidly and has opened spaces for regional government in various country members to build networking so that CoR was formed and opened regional office.

Committee of the Regions (CoR) was not only formed as institution facilitated intergovernmental cooperation, but also to facilitate transnational interregional cooperation as a consequence of globalization. This committee formed in 1994 played vital function in

formulating policies at European Union level related to regional matters. Despite formally possessing only consultative rights, in practice it plays vital role as interest group. All union policies, for instance social-economic cohesion, European transportation network, energy and telecommunication, public health, education, cultures, labors, environment, and social policy obligates taking consultation phases with CoR. Two third of European Union policies implicates in implementation at regional level. Therefore, local governments were involved in decision making process at union level. In regional office, regions having similar characteristics will be put in one block, for example, shoreline regions will be put in a block forming shoreline regionalization. In that block, fellow members can fight for mutual issues in connection to the union, and simultaneously do the sharing of managing regions with similar character.

From the practice of interregional cooperation in various countries, several conclusions can be drawn, among others: paradigm of national government performance is very much affected by interregional cooperation characteristics. Only in countries with good democracy practice that local interest can be fought for in regional association of interregional cooperation, and then it can also be noted that interregional cooperation needs strong authorization from national to regional level. Clarity of institutional regulations is quite needed in continuity of cooperation activity. Comparison of condition and practice of regional cooperation in each region above can be extracted in table 2 of specialties of regional cooperation in several countries as follow.

From the table above, it can be seen that there is specific scope of regional cooperation on certain sectors like SOUND TRANSIT (Washington State), and there is cooperation with comprehensive scope (SALGA). From managerial aspects, there are fully controlled such as Intergovernmental Management (IGM) model, only coordinative institution or Intergovernmental Relations

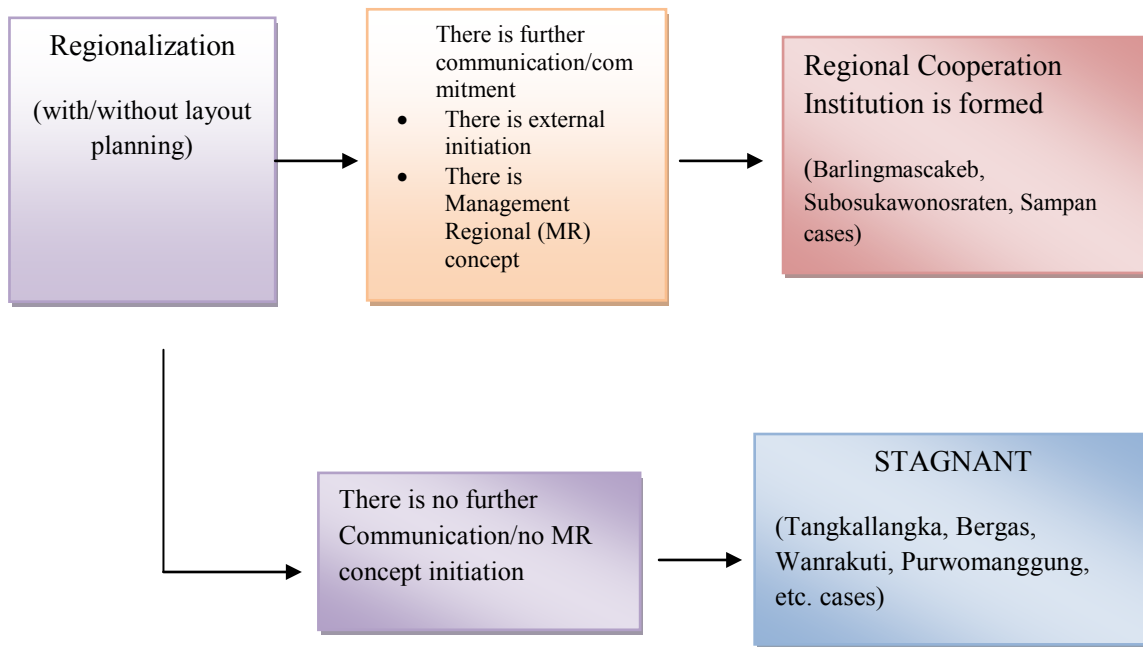


Figure 2. Process of Forming Regional Cooperation Institution in Central Java Cases

(IGR), playing the role of interest group from regional interest to central like Philippine, or as lengthened hand of central government as controller of central interest at regional level like in South Korea.

Lesson learned from practices of interregional cooperation in those countries is that there are some formats of cooperation institution that can be references for development of regional cooperation in Central Java, among others. First, format of institution with IGR concept that offers chances at fully controlled management execution with clear sector of cooperation (for example: management of public transportation in Washington State). Second, Format of coordinative institution with IGR concept offers coordination in public aspects in the whole area of cooperation (not specifically mentioned in America and South Africa). Third, development direction of cooperation institution role is polarized in two, namely as interest group of regional interest to central government (like in Philippine) or as lengthened hand of central government and as controller of central interest at regional level (like in South Korea)

In general, regional cooperation institutions in Indonesia are concentrated in major cities which are capitals of provinces. Informan from Bappenas then informs the condition of regionalization in some regions in Indonesia, namely; (1) Medan: Mebidang (Medan, Binjai and Deliserdang), focuses on basic service (drainage); (2) Jakarta: BKSP, focuses on waste management; (3) Yogyakarta: Kartomantul (Yogyakarta, Sleman, Bantul); (4) Gerbangkertosusilo (Gersik, Bangkalan, Kertosono, Surabaya, Sidoarjo, and Lamongan) then changed into Germakertosusilo, focuses on economic and public

service; (5) Sulawesi: Sekber; (6) Northern West Java; (7) Bandung: focuses on waste management and; (8) other provinces generally located in big cities. In general, process of forming cooperation between neighboring regions follows in figure 2.

The new order era saw forming of regions known as daerah tingkat II (name at the time) with centralistic characteristics by mandate from government at upper level. These regions can be traced from Perda Tata Ruang thoroughly dividing area of daerah tingkat I (province) into several regions. Central Java area was divided into 8 (eight) regions, namely; (1) Barlingmascakeb region covering Banjarnegara, Purbalingga, Banyumas, Cilacap, and Kebumen; (2) Purwomanggung region covering Purworejo, Wonosobo, Magelang and Temanggung; (3) Subosukawonosraten region covering Surakarta, Boyolali, Sukoharjo, Karanganyar, Wonogiri, Sragen and Klaten; (4) Banglor region covering Rembang and Blora; (5) Wanarakuti region covering Juwana, Jepara, Kudus, and Pati; (6) Kedungsapur region covering Kendal, Demak, Ungaran, Salatiga, Semarang and Purwodadi; (6) Tangkallangka region covering Batang, Pekalongan, Pemalang and kajan and; (7) Bergas region covering Brebes, Tegal and Slawi.

From number point of view, Central Java has many embryos of regional cooperation. Some regionalization at least has been formed, among others: 8 priority districts, some of which became cooperation institutions. They are supplemented by some new cooperation institutions in northern shoreline (Saptamitra Pantura/sampan), Banjarkebuka (Banjarnegara, Kebumen, dan Pekalongan) and some new pioneer institutions such as “Bolodemang”

and others. Thus, there have been 12 regionalization pioneered in Central Java. This number according to informant from Bappenas is the highest number of regionalization in Indonesia.

In the post new order era, some new cooperation institutions emerge and there is a change of spirit from existing cooperation institutions into more decentralist. From initially being formed by mandate of upper level government, developed as mutual commitment from members, while in the new formed institution provincial government only acts as facilitator.

There are some perspectives in the arrangement of interregional cooperation pattern, namely: (i) management perspective, such as Intergovernmental Management (IGM) and Intergovernmental Relation (IGR), while other pattern connected to (ii) space approach, (iii) economic approach (Regional Marketing), and (iv) public services approach.

In Central Java, the three institutions (Barlingmascakeb, Subosukawonosraten, and Sampan) come more close to Intergovernmental Management (IGM). In this three patterns of cooperation institution there is working program executed by an institution (regional management) and prearranged together by joined member of interregional cooperation, while Kedungsepur is still only coordinative institution resembling Intergovernmental Relation (IGR). Both patterns are interregional association considerably developed in America.

Initially regionalization in Central Java was based on geographic area division or spatial (Perda Pemerintah Provinsi Jawa Tengah nomor 21/2003 tentang RTRW Jateng). Since it only planning product or document, Regencies/Towns (Pemda Tingkat II – at the time) joined in every regionalization were tend to be passive. Initiatives and grouping were based on the will of provincial government. Only three of eight regionalizations formed weaved further communication in neighboring regions cooperation institution or regional cooperation. Those three regions were: Barlingmascakeb, Subosukawanasraten, and Kedungsepur.

In further development, regional management (MR) idea was initiated by the emergence of guide book from Bappeda Provinsi Central Java with series of socialization driven by Bappeda along with GTZ RED. This stretch became symptomized in 2004-2005. This new concept was introduced as REDSP (Regional Economics Development Strategic Plan). REDSP was also called PROSPEK (Program Strategis Pembangunan Ekonomi Kewilayahan). This program was an instrument of area development in supporting the creation of strategic strategies in attempts to develop economic resources based on area superiorities and characteristics, supported by synergy of program and partnership with cross regions and cross agents characteristics (Source: REDSP Guide book). Meanwhile, focus/pillar of economic development

in Central Java mentioned included: agriculture, export oriented UKM/IKM and tourism. Appropriate to given limitations, the basic concept of REDSP program was development of economic resources, not including areal synergy in public services which were fulfilments of basic rights such as education, health, or demographic administration.

The benefit expected from REDSP was economic increase through empowerment of continual regional economic competitiveness, by utilizing local resources synergetically, increase of inter agency cooperation (public private partnership) in more just, effective, and efficient (participative and transparent) management of regional economic resources. Further benefit was decrease in imbalance between areas and also pushed fair growing of economic and increase in regional job opportunities.

There is a need of regional government desired to conduct cooperation (particularly those having not been joined in regional cooperation institution) to execute cooperation in public service. The two formats of cooperation (economic and non-economic) have not been contained in one package.

This approach was pioneered in 2007, still in form of attempts at identifying cooperation and not in cooperation institution. However, regionalization had been identified. In Central Java, GTZ has often do adjoining in regional management (RM). GTZ started the adjoining around 2003 with economic approach in regional management through cooperation between neighboring Regencies/Towns. RM concept had been practiced and became reference for some regional cooperation institutions as follows: Subosukawonosraten, Barlingmascakeb, Sampan, and Kedungsepur. The German government forming institution employed the name GTZ RED. Since 2007, GTZ started pioneering regional management adjoining activity with Non-Economic approach in Central Java, in particular Public Services. German government institution pioneering this field was GTZ GLG. GTZ GLG (Good Local Government) felt challenged since there were many potencies of interregional cooperation in Central Java that had not been realized. "Despite the existence of many cooperation institutions, all of them are based only on economy. There has not been public service based interregional cooperation institution, although the need for it is detected among them." This need for new cooperation is called Non Economic/Public Service Cooperation in Regionalization Approach.

CONCLUSION

Demand for interregional development cooperation becomes natural and is internal need to synergize potencies, and limits problems of each region. Interregional cooperation should be realized based on local initiative to push process of "sectoral integration"

into "regional integration" (regional networking). Process of regionalization of interregional cooperation in Indonesia initially conducted in centralistic approach with full mandate from upper level government. In line with implementation of decentralization policy, process of forming cooperation between neighboring regions underwent transformation into decentralist regionalization. Pattern of institutional interregional cooperation in Indonesia in managerial approach, moved from IGR to IGM concept. Besides managerial perspective, there were two (2) patterns developing in regionalization and regional cooperation in Central Java, namely: (i) spatial approach regionalization, (ii) regionalization of regional cooperation with economic approach (Regional Marketing). Because of regional financial management, managerial direction returned to IGR concept. From spatial perspective, it usually started from Layout Planning then developed into homogeneity. From other perspective, institutional pattern with Economic and Non Economic perspective emerged. In centralistic era of new order, many regionalizations stopped only as spatial regionalization. Cooperation between neighboring regions (regional cooperation) in Central Java started to bloom again at the beginning of decentralization implementation (around 2003). Initial condition of decentralization was figured with imbalance between idea of changes and governmental practice. Concept and paradigm of government have shifted, from power to services, beside the shift in concept from regional development to areal development. In reality, coordination and communication between neighboring regions are still low. The need for cooperation initially focused on economic development into public service is identified.

This research have many suggestions. First, Complete scope of regional cooperation, since today regional cooperation institution only focuses on regional marketing, in the future format of regional cooperation institution should include two focuses, namely regional marketing and public services. The scope of cooperation should cover cooperation in economic and public services field. Second, determine with mutual agreement the form of cooperation forum to be implemented. It should be put into consideration to make cooperation institution not just as coordination in development. For the continuity of cooperation, the form of institution is suggested to emphasize on intergovernmental management (IGM) concept than intergovernmental relation (IGR). Third, arrange planning for staging clear and feasible cooperation. Development of regional cooperation institution should be executed in stages. Although comprehensive cooperation gives more

security since benefit of one sector covers loss of other sector cooperation mechanism, if it done synchronously from the start of forming, it will give implication of losing focus, so as to render many activities ineffective, and lessens spirit for cooperation.

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