JOIN COLLABORATION OF THE LOCAL GOVERNMENT REGENCY, CITY, AND PROVINCE) FOR THE SUCCESSFUL DEVELOPMENT IN EAST JAVA OF INDONESIA

A Mochammad Rozikin, B Ahmad Sofwani,

ABSTRACT

Objective: This study aims to analyze and describe the Joint collaboration between Local Governments (Regency, City, and Province) in the context of regional development in East Java Indonesia, and evaluate the extent to which the effectiveness of this collaboration is compared to the goals and objectives that have been set.

Theoretical framework: Development is defined as an effort or series of planned growth and change efforts carried out consciously by a nation, state, and government, towards modernity in the context of nation development (Siagian, 2005. Conceptual problems of regional development have been answered through a Collaborative Governance approach which involves the participation of stakeholder interests, which have recently been developed by experts who are members of the new paradigm of public government (Osborne, 2010). According to the view of Ansell & Gash (2008), Collaborative Governance is “a governance arrangement in which one or more public institutions collectively directly involve non-state stakeholders in formal collective decision-making processes. Phillips et al. (2000), suggest defining collaboration broadly to cover a wide range of activities and relationships. Following Bardach (1998) who builds on Braun et al. (1996), collaboration is defined as a joint activity, by two or more organizations, that is intended to create public value by working together rather than separately.

Method: This type of research is descriptive research with a qualitative approach. This approach was chosen to present data in a systematic, factual, and accurate manner regarding the facts in the field. The qualitative approach itself emphasizes the human element as a research instrument. By emphasizing the human element as a research instrument, it will make it easier to adapt research to the realities that occur in the field. Sugiyono in Pasolong (2020) says that qualitative methods are research methods used to examine natural object conditions, as opposed to experiments, where researchers are key instruments, data collection techniques are carried out in triangulation (combined), data analysis is inductive and the results of qualitative research emphasize meaning rather than generalization. The research location taken was in East Java Province and the research site was the Office of the Regional Planning and Development Agency in East Java Province.

Results and Conclusions: The results of the study show that the Regional Development of East Java Province is basically to improve people’s welfare based on social justice and is carried out sustainably. Development in an integrated and sustainable manner is oriented toward improving people’s welfare. But until now, disparity and poverty are still problems in regional
Joint Collaboration of the Local Government (Regency, City, and Province) for the Successful Development in East Java Of Indonesia

Implications of the research: This study presents policy implications that can be used by local, provincial, and national governments to encourage successful collaboration between regions. The consequences of this strategy could help develop stronger methods for enhancing regional cooperation.

Originality/value: This research presents an analysis of the paradigm shift from traditional bureaucracy to post-bureaucracy and how this change affects inter-regional cooperation. The study of bureaucratic paradigm changes in the context of inter-regional cooperation is a new contribution because it can provide a deeper understanding of the evolution of government governance in Indonesia.

Keywords: development, cooperation, collaboration, local government, regional autonomy.
generalização. O local de pesquisa foi na província de Java Oriental e o local de pesquisa foi o Escritório da Agência Regional de Planejamento e Desenvolvimento na província de Java Oriental.

Resultados e Conclusões: Os resultados do estudo mostram que o Desenvolvimento Regional da Província de Java Oriental é basicamente para melhorar o bem-estar das pessoas com base na justiça social e é realizado de forma sustentável. O desenvolvimento de forma integrada e sustentável é orientado para a melhoria do bem-estar das pessoas. Mas até agora, a disparidade e a pobreza ainda são problemas no desenvolvimento regional. As infraestruturas e a economia sustentáveis e inclusivas constituem uma prioridade para as políticas dos governos locais no sentido de reduzir as disparidades regionais e socioeconômicas através do aumento da conectividade inter-regional.

Implicações da pesquisa: Este estudo apresenta implicações políticas que podem ser usadas pelos governos locais, provinciais e nacionais para incentivar uma colaboração bem-sucedida entre regiões. As consequências desta estratégia poderiam ajudar a desenvolver métodos mais fortes para reforçar a cooperação regional.

Originalidade/valor: Esta pesquisa apresenta uma análise da mudança de paradigma da burocracia tradicional para a pós-burocracia e como essa mudança afeta a cooperação inter-regional. O estudo das mudanças de paradigma burocráticas no contexto da cooperação inter-regional é uma nova contribuição porque pode fornecer uma compreensão mais profunda da evolução da governança do governo na Indonésia.

Palavras-chave: desenvolvimento, cooperação, colaboração, governo local, autonomia regional.

1 INTRODUCTION

Regional autonomy in Law Number 22 of 1999 has provided an opportunity for Regional Governments to provide alternative innovative solutions in dealing with the challenges they face. Regional autonomy is the authority of a region to regulate and manage the government and the interests of its people independently according to regulations and in its own way without violating existing central laws and regulations.

In Law Number 32 of 2004 article 1 paragraph 5, the meaning of regional autonomy is the rights, powers, and obligations of an autonomous region to regulate and manage government affairs and the interests of the local community under statutory regulations. Following the explanation of Law No. 32 of 2004, the granting of district and city regional autonomy authority is based on decentralization in the form of broad, real, and responsible autonomy, namely: (a) Broad Autonomy Authority is the discretion of the region to organize governance covering all areas of government except the field of foreign policy, defense, and security, justice, monetary and fiscal religion as well as authorities in other fields are stipulated by statutory regulations. Besides that, the freedom of autonomy also includes complete and unanimous authority in the implementation starting from planning, implementing, supervising, controlling, and evaluation. (b) Real
Autonomy is the discretion of the regions to carry out government authority in certain fields that exist and are needed and that grow, live, and develop in the region. (c) Responsible Autonomy is in the form of realizing accountability as a consequence of granting rights and authorities to the regions in achieving the goal of granting autonomy in the form of improving and improving the welfare of society, developing democratic life, justice, and equity as well as maintaining healthy relations between the center and the regions and between regions to maintain the integrity of the Unitary State of the Republic of Indonesia.

Each region has its potential and limitations. Local government limitations in carrying out development and public services that reach the entire community have the potential to cause inequality in the distribution of development results and public services. It is not uncommon for people to be closer and have easier access to other areas than their capital city, so their basic needs are often met from neighboring areas. Community demands for public services and development are constantly increasing in line with developments in science and technology. Janet V. Denhardt and Robert B. Denhardt

The provincial government in inter-regional cooperation has an important role, this is reinforced by the issuance of PP no. 19 of 2010 concerning Procedures for the Implementation of Duties and Authorities and the Financial Position of the Governor as Representative of the Government in the Province, as amended by PP No. 23 of 2011 concerning Amendments to Government Regulation Number 19 of 2010 concerning Procedures for the Implementation of Duties and Authorities as well as the Financial Position of the Governor as Representative of the Government in the Provincial Area. Concerning the implementation of inter-regional cooperation, the governor plays an important role in coordinating cooperation between districts/cities in his province in the context of synchronizing development in the regions. These various regulations can serve as guidelines for regions in carrying out inter-regional cooperation to meet the needs of regional development and better public services.

The conceptual problem of regional development has been answered through a collaborative governance approach involving the participation of stakeholders, which was recently developed by experts belonging to the new paradigm of public governance (Osborne, 2010). Likewise, various research topics that use a collaborative perspective vary widely, including small industry topics (Dewi, 2012), community-based (Zaenuri et al., 2021), networking (Haryono, 2012), and planning (Sopari et al., 2014; Sulistiyaniet
Collaborative governance is a governance process that involves all stakeholders with different characteristics in a working relationship to achieve common goals.

Then (Ansell & Gash, 2008), defines collaborative governance as “a governance arrangement in which one or more public institutions directly engage non-state stakeholders in a collective decision-making process that is formal, consensus-oriented and deliberative and aimed at making or implementing public policy or managing public assets”. From these two definitions, it can be seen that Collaborative Governance involves various kinds of stakeholders who have common interests. Still, their characteristics are different, so there needs to be a transformation process (M.Zaenuri, 2008), to create conditions where cooperation runs synergistically and harmoniously.

In line with the enactment of Law no. 23 of 2014 concerning "Regional Autonomy" has given authority to administer regional government that is broader, real, and accountable. The balance of tasks, functions, and roles between the central government and regional governments means that each region must have sufficient income, and the regions must have adequate sources of financing to assume responsibility for administering regional government. It is hoped that each region will be more advanced, independent, prosperous, and competitive in the administration and development of their respective regions. Yuliati (2001), states that one of the main characteristics of a region capable of implementing regional autonomy lies in the financial capacity of the region to finance the administration of its regional government by reducing the level of dependence on the central government. According to Suparmoko, (2022), interpreting regional autonomy is the authority of an autonomous region to regulate and manage the interests of the local community according to its initiative based on the aspirations of the community.

The fact shows that after regional autonomy it has been perceived and responded to in various ways by several local governments in Indonesia. For example, they perceive autonomy as a momentum to fulfill the desires of their region without regard to the wider context, namely the interests of the state as a whole and the interests of other adjacent regions. As a result, some troubling negative symptoms emerged, including the development of primordial sentiments, conflicts between regions, developments in the KKN process, conflicts between residents, excessive exploitation of natural resources, and the emergence of an excessive attitude of "regional ego". Regencies or cities tend to
strictly protect their full potential for their interests and isolate themselves from other
districts or cities. Negative impacts of economic activity in one region on other regions,
such as externalities, are also ignored. Regional sentiments even began to emerge with
the general trend of appointing "sons of the region" to become regional civil servants.

To optimize regional potential, cooperation between districts/cities can be an
alternative innovation or concept based on considerations of efficiency and effectiveness,
synergy, and mutual benefit, especially in areas involving cross-regional interests.
Policies on decentralization and regional autonomy, through various regulatory umbrellas
(government regulations), encourage cooperation between districts/cities. Cooperation is
expected to be a bridge that can turn potential conflicts of interest between regions into a
mutually beneficial development potential.

Cooperation between districts/cities can only be formed and run if it is based on
the awareness that these regions need each other to achieve one goal. Therefore, the
initiation of inter-regional cooperation can only run effectively when common issues,
common needs, or common problems have been found. This similarity is used as the basis
for bringing together regions that will be partners. This will be more effective if the two
regional heads realize that potential conflicts will be used as a strategy to build good
cooperation. Therefore the local government must be able to improve people's education
in conflict areas so that a sense of brotherhood is fostered sincerely based on Pancasila to
become a shared role model (Simanjuntak et al., 2011:220).

Other mandatory affairs mandated by laws and regulations include the affairs of
the choice of the provincial government. Optional provincial government affairs include
government affairs that exist and have the potential to improve people's welfare under the
conditions, uniqueness, and superior potential of the region concerned. Based on the
authority of the Province to establish cooperation in carrying out its regional affairs, this
study aims to identify the role of cooperation institutions in contributing to regional
development in East Java. Therefore the problem that will be studied is the collaboration
of local governments in the success of regional development (collaboration studies of
provincial and city-district governments in East Java).
2 LITERATURE REVIEW

2.1 REGIONAL DEVELOPMENT

Development is defined as an effort or a series of planned growth and change efforts carried out consciously by a nation, state, and government, toward modernity in the context of nation-building (Siagian, 2005). Furthermore, it is said that development is "an effort for growth and change that is consciously planned and carried out by a nation, state, and government towards modernity in the framework of nation-building". Basically in developing countries that take off from a low-level state to a high level, namely modernization, where the variables in development can experience changes for the better. Therefore, it is necessary to take the initiative and be active and critical for every citizen to be able to act in the right direction and to be able to become a source of decision-making by the government in development.

Development according to Riant Nugroho Wrihatnolo, (2013) is simply defined as a measurable and natural change in the level of welfare. Changes in welfare levels are determined by the dimensions of economic, social, political, or legal definitions. Measurable change is defined by the dimensions of that change in economic, social, political, or legal definitions. Natural change is determined by who plays a role in the change. Natural change is an institutionalized change in the social structure of a group of people. Only natural change can guarantee constant measurable change. The development emphasizes natural change to distinguish it from unnatural changes brought about by forces outside the community of a group of people. If the forces from the outside community play a role in the function of change, then it can be said that development does not take place naturally, in other words, human groups within the community depend on the forces from the outside community. Changes that occur are not due to the running of internal functions, but because of encouragement from external functions. The
encouragement of an external function that is too large in a certain size can create a dependency.

The meaning of self-development according to Fitriandari & Winata, (2021) is an effort made at this time within the framework of improving current and past conditions which are still not by the ideals of human life. The building process is carried out in the context of improvement so that this development can be enjoyed by the next generation in the context of a bright future. Meanwhile, according to Efendi (2002), development is "an effort to increase the killing of resources that is carried out in a planned and sustainable manner with the principle of equal and fair use". In this case, it can be said that development is oriented towards community development, where education occupies a primary position to open people's insight and awareness of better directions and ideals.

According to Kato et al., (2021), development is a widely participatory process of social change in a society that is intended for social and material progress (including increasing the amount of justice, freedom, and other qualities that are valued) for the majority of the people through greater control than they get from their environment. The physical development facilities are defined as tools or facilities that can be directly benefited by the community as referred to in the form of transportation infrastructure namely: roads, bridges, and others, marketing infrastructure namely: buildings, and markets, social infrastructure namely: school buildings, houses worship, and health centers, infrastructure for the production of waterways.

Based on this, it is clear that development is a process of change in a better direction that is only realized by involving and moving the people in planning, implementing, utilizing, and evaluating the results. In addition, development is a process, which means that every development effort requires continuity of implementation, in the sense that it knows no final limit even though the planning can be arranged based on the principle of priority scale and a certain stage. Along with developments regarding the concept and implementation of development in various countries, Indonesia has also experienced a change in the development paradigm, both from the economic strategy, and the people-centered strategy, to the community empowerment strategy which is said to be an alternative to the community development model. This is following the strategy of regional development contained in Law No.32/2004 concerning
2.2. LOCAL GOVERNMENT

The direction and policy of regional development are to spur development equity and its results in the context of increasing people's welfare, promoting community initiatives and active participation and increasing the optimal and integrated utilization of regional potentials in fulfilling real, dynamic, harmonious, and responsible regional autonomy, and strengthen the unity and unity of the nation. Because of that, it is crucial to realize the achievement of harmony, harmony, and balance between external progress and inner satisfaction so that there is justice and even distribution of development results throughout the country. Regarding the issue of community welfare, according to Suharto (2012) in Marwanto & Pramono, (2023), other signs indicate an increase in overall individual welfare, such as (1) increased income, (2) better family health, and (3) family savings as an economic investment.

Based on Law No. 22 of 1999 which was later replaced by Law No. 32 of 2004 concerning Regional Government, regional governments have broader authority to regulate and manage various government administration affairs for the interests and welfare of the local people concerned. Meanwhile, in terms of financing and regional finance, it is regulated in Law Number 25 of 1999 which was later replaced by Law No. 33 of 2004 concerning Financial Balance between the Center and the Regions, not only the readiness of government officials but also the community to support the implementation of Regional Autonomy by optimally utilizing resources. Regional development must be under the conditions, potential, and aspirations of the growing and developing community. If the implementation of regional development priorities is not by the potential possessed by each region, then the utilization of existing resources will be less than optimal. This situation can result in a slow process of economic growth in the area concerned (Juhanis, 2012).

Regional economic development is a process in which local governments and communities manage existing resources and form a pattern of partnership between local governments and the private sector to create new jobs and stimulate the development of economic activities in the region (Arsyad, 2010). In general, the goals of economic development are as follows: first, to develop employment opportunities for the current population. Second, achieving an increase in the regional economy. Third, develop a diverse economic base and employment opportunities. In the implementation of regional economic development, it is necessary to have a good and directed regional economic
development strategy to achieve the desired goals and objectives. Success in economic growth itself is closely related to economic development strategies. Regional development strategies can be grouped into four groups (Arsyad, 2010): (a) Physical or Locality Development Strategies are carried out with programs to improve the physical conditions or locality of the area for the benefit of industrial and trade development. The aim is to create a regional or city identity, improve the charm base or quality of life of the community and improve the regional business world. (b) Business World Development Strategy, business world development is an important component in planning for regional economic development due to the attractiveness, creation, or power of a healthy regional economy. (c) HR Development Strategy. Human resources are the most important aspect of the process of economic development. (d) Community Economic Development Strategy, this community development activity is an activity aimed at developing a community group in an area known as community empowerment activities. The purpose of this activity is to create social benefits. For example, through the creation of labor-intensive projects to meet the necessities of life or gain profits from their business. According to Stiglitz (2000) in Fayzullokh et al., (2023), stated that sustainable economic growth is an important solution to achieve the goals of alleviating poverty and increasing social welfare. However, to achieve this growth we are faced with limited resources, so it is necessary to have government debt which is directed towards investment based on sectors such as infrastructure, education, and health which have the potential to stimulate economic growth through increasing productivity and creating jobs. However, these investments need to generate sufficient profits to repay debt and ensure financial sustainability (Krugman, 1988).

2.3 REGIONAL COOPERATION

Historically, intergovernmental cooperation mechanisms have been an important issue starting from a very limited field, mutual aid cooperation agreements helping to deal with other disaster crises. Forms and methods of cooperation between Provincial Governments are: 1. Intergovernmental service contracts, cooperation is carried out if a region pays another region to carry out certain types of services such as prisons, garbage disposal, animals or livestock, and tax assessment. 2. Joint service agreement, cooperation is usually carried out to carry out the functions of planning, budgeting, and providing certain services to the local communities involved, for example in managing regional...
libraries, communication between police and firefighters, fires, and garbage disposal. 3. Intergovernmental service transfer of this cooperation is a permanent transfer of responsibility from one area to another such as the field of public works, infrastructure, and facilities, health and welfare, governance, and finance.

Meanwhile, intergovernmental cooperation arrangements consist of several forms (Rosen, 1993: 2018-222), namely: (a) Consortia, cooperative arrangements in sharing resources, because they are more expensive if borne individually. (b) Joint Purchasing is a cooperative arrangement in purchasing goods to reduce costs because the scale of purchases is larger. (c) Equipment Sharing, cooperative arrangements in sharing expensive equipment, or those that are not used every day. (d) Cooperative Construction, is cooperative arrangements in constructing buildings, such as recreation centers, library buildings, theater halls, and so on. (e) Joint Services, are cooperative arrangements in providing public services, such as a one-roof service center that is jointly owned, where each party sends its apparatus to work in the service center. (f) Contract Services: namely cooperation arrangements in which one party contracts with another party to provide certain services, such as drinking water services, waste disposal, and so on. This type of arrangement is easier to make and terminate or transfer to another party. (g) Other arrangements: other cooperative arrangements can be made as long as they can reduce costs, for example creating an education and training center, warehousing facilities, and so on.

In collaboration, there are three main elements, namely the existence of two or more parties that build cooperation, the interaction between the parties involved in cooperation, and common goals. These three elements must exist in a collaboration. The existence of two or more parties describes a set of interests that influence each other so that there is interaction to realize a common goal. Interactions that do not aim to meet shared needs are not the hallmark of collaboration. Thus the interaction of several parties must allow for the creation of a balance, meaning that interactions that only benefit one party are not included in the criteria of cooperation. Cooperation places the interacting parties in a balanced, harmonious, and harmonious position because the interaction aims to fulfill common interests without anyone being harmed (Pamudji, 1985). Intergovernmental coordination related to inter-regional cooperation, starting from the central level, provincial governments, and district/city governments, which so far has been seen
as weak, is a challenge for all parties. Intensive coordination efforts to equalize perceptions and synchronize programs and activities are necessary.

The category of Inter-Regional Cooperation based on Law no. 23/2014, article 363 paragraph (1); article 364 paragraph (1), article 365 namely: 1). Cooperation with other regions is categorized into mandatory cooperation and voluntary cooperation; 2). Compulsory cooperation is cooperation between regions that have borders; 3). implementation of government affairs that have cross-regional externalities; 4). more efficient provision of public services if managed together; 5). Voluntary cooperation is carried out by regions that have borders or are not bordered. for the implementation of government affairs which are the authority of the region but are seen as more effective and efficient if carried out in cooperation.

Compulsory Cooperation under Law no. 23/2014, article 364, paragraph (1): Compulsory cooperation is cooperation between regions that have borders for implementation; a). government affairs: which have cross-regional externalities; b). and more efficient provision of public services when managed together.

Figure 2. Flowchart of Compulsory Cooperation Law No. 23/2014, article 364

2.4 COLLABORATION

The concept of defined collaboration is also used to describe a cooperative relationship carried out by certain parties. Many definitions have been put forward from different perspectives but based on the same principles, namely togetherness,
cooperation, sharing of duties, equality, and responsibility. However, collaboration is difficult to define to describe what is the essence of this activity. Collaboration between local government agencies is often only a formal medium, not because of the desire to take the maximum benefit from the collaboration that is built.

Collaboration between local government agencies is often formed only because of pressure from a policy that is usually drawn up by a central agency or a higher level. Collaboration is often complicated by unscrupulous heads of government agencies, designers, or proponents of these policies. Collaboration is an action taken by the conflicting parties to produce actions that satisfy all parties as individual actions. Collaboration is essentially a collaboration between organizations to achieve common goals that are impossible or difficult to achieve if done individually or independently. In this context, there are two important things; first, every organization is initially autonomous (independent); second, because of the need to achieve each other’s goals, but focused on the same goal or object, the organization cooperates with other organizations.

Collaboration is a collective process of forming a group based on mutually beneficial relationships (mutualism) and the common goals of organizations or individuals who have autonomous characteristics. To find out the position of collaboration in the context of public administration is done by examining the concept from various scientific perspectives. Collaboration is a relationship between organizations (sociology), relations between governments (public administration), strategic alliances, and multi-organizational networks. They interact with each other through negotiations both formal and informal in a mutually agreed upon rule and mutual trust. Even though the results or goals of a collaboration process may be personal, they still have other results or benefits that are group in nature.

Collaboration means autonomous parties interact through negotiation either formally or informally. Together they develop the structure and rules for managing the relationship between them. They plan actions or decisions to address the issues that bring them together. The mechanism is an interaction involving the sharing of mutually beneficial norms and benefits. The definition above is a definition of collaboration developed by Thomson from Wood and Gray (1991).

Phillips et al. (2000), suggest defining collaboration broadly to capture a variety of activities and relationships. Following Bardach (1998), which is based on Braun et al. (1996), collaboration is defined as any joint activity, with two or more organizations,
intended to create public value by working together rather than separately. This interactive process involves autonomous groups of rational actors who use shared rules, norms, or organizational structures to act or make collective decisions (Wood & Gray, 1991). This definition is sufficiently inclusive to cover a wide range of network relationships between NGOs and the government. It also provides an important characteristic that distinguishes collaboration from other forms of inter-organizational activity relying on markets or hierarchical control mechanisms (Lawrence et al., 2002; McGowan & Powell, 1990). Instead, politics, bargaining, negotiation, and compromise become important to control mechanisms because organizations remain relatively autonomous and must be persuaded to cooperate because they cannot be forced to do so (Phillips et al. 2000). Thus, exchange mechanisms tend to be social; depending on communication, relationships (personal and organizational), shared interests, and reputation; and guided less by formal authority structures (McGowan & Powell, 1990).

3 METHODOLOGY

This type of research is descriptive research with a qualitative approach. This approach was chosen to present data in a systematic, factual, and accurate manner regarding the facts in the field. The qualitative approach itself emphasizes the human element as a research instrument. By emphasizing the human element as a research instrument, it will make it easier to adapt research to the realities that occur in the field. Sugiyono in Pasolong (2020) says that qualitative methods are research methods used to examine natural object conditions, as opposed to experiments, where researchers are key instruments, data collection techniques are carried out in triangulation (combined), data analysis is inductive and the results of qualitative research emphasize meaning rather than generalization. The research location taken was in East Java Province and the research site was the Office of the Regional Planning and Development Agency in East Java Province.

The type of data used in this study is qualitative. According to Lofland and Lofland (Moleong, 2008:157), the main data sources in qualitative research are words and actions, the rest are additional data such as documents and others. The data collection technique that the researcher will use is (1) Interview. The researcher conducts interviews with informants based on the interview guidelines that have been prepared previously. Asking questions to informants was carried out openly and flexibly by the developments.
that occurred during the interview process to absorb information about the perceptions, patterns, and opinions of the informants. (2) Documentation Study, Researchers collect the data needed in this study by collecting and studying documents related to this research such as books, journals, newspapers, etc.

Data analysis is a process where the data is simplified into a form that is easier to read and interpret (Singarimbun & Effendi, 1989). Millies et al. (1992), suggest that activities in qualitative data analysis are carried out interactively and take place continuously until complete.

4 RESULTS AND DISCUSSION

Inter-regional cooperation is * Governed by a Network* that examines more inter-governmental relations which are considered later to be able to go deeper in solving problems between regions and to be able to meet needs locally and by the level of ability of each region. Intergovernmental cooperation is also needed in an increase in inter-regional services, especially in services that involve adjacent regions. The first cooperation forged is interregional or intergovernmental. This is intended between regions to coordinate with each other and know each other's needs and problems in their respective regions so that other regions that are in cooperation can be assisted. A stronger provincial role and function are needed in creating networking and driving inter-regional cooperation.

The phenomenon of cooperation between regions and even between regions between countries indicates that there has been a change in the traditional bureaucratic paradigm which emphasizes control pyramids and maximization of work specialization towards post-bureaucracy which encourages the formation of new transaction models based on market needs and replaces external supervision (Agranoff & McGuire, 2003).

It is in the implementation of regional development—especially cooperation between adjacent regions that various conditions, both practical and theoretical, occur. In the practical domain, the strengthening of decentralization policies was noted, while in the theoretical domain, there was a paradigm shift in governance. In the literature on inter-regional cooperation (intergovernmental management), there has also been a shift in the spirit from mere cooperation to a spirit of collaboration.

In general, these shifts occurred from a centralized to a decentralized approach. Several sequences of studies discussing the process of regionalization and inter-regional
cooperation were recorded, among others, Goggin, Weichhart. Meanwhile, several public management study experts recently provided studies that strengthen intergovernmental management concepts. Goggin et al., (1992) explain in The Communications Model of Intergovernmental Policy Implementation, that some factors support (inducement factors) and hinder (constraint factors) in regional cooperation at various levels of government, while Weichhart (2002), is more assertive in suggesting several factors that play a role in the process of regionalization and inter-regional cooperation between others: global pressure, limited ability, and potential and local ego.

The concept of defined collaboration is also used to describe a cooperative relationship carried out by certain parties. Many definitions have been put forward from different perspectives but based on the same principles, namely togetherness, cooperation, sharing of duties, equality, and responsibility. However, collaboration is difficult to define to describe what is the essence of this activity. Collaboration

<table>
<thead>
<tr>
<th>No</th>
<th>Field of Cooperation</th>
<th>Purpose / Inter-Regional Cooperation</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Maritime and fisheries</td>
<td>Increasing competitiveness related to problems in the field of maritime affairs and fisheries through a blue economy with strong capital for the development of the marine fisheries sector that is adaptive to global conditions</td>
</tr>
<tr>
<td>2</td>
<td>Mineral Resource Energy</td>
<td>Improving the quality of Mineral Resources with domestic partners to conduct research and development</td>
</tr>
<tr>
<td>3</td>
<td>Tourist</td>
<td>Development and preservation of the Gunung Sewu geopark, the Paracimantoro Wonogiri Karst Museum, the Paracimantoro Karst Museum Wonogiri, Wonogiri to Pacitan, involving 3 Provinces</td>
</tr>
<tr>
<td>4</td>
<td>Forestry</td>
<td>Forest management capacity building, restoration and rehabilitation, carbon inventory in mangroves, research in the forestry sector, forest fire control, and formulation of the One Map Policy.</td>
</tr>
<tr>
<td>5</td>
<td>Industry and Commerce</td>
<td>Opening access to and developing international markets, opening access to industrial resources, utilizing the global supply chain network as a source of increasing industrial productivity, and increasing investment to increase competitiveness are some of the keys to national industrial resilience.</td>
</tr>
<tr>
<td>6</td>
<td>Animal Husbandry and Health</td>
<td>Livestock management, product development, infrastructure, animal health, and veterinary public health processing and marketing of livestock products</td>
</tr>
<tr>
<td>7</td>
<td>Handling of victims of violence against women and children and the crime of trafficking in persons</td>
<td>The handling of Victims of Violence Against Women and Children as well as the Crime of Trafficking in Persons across Kalimantan is to facilitate cross-border services and protection.</td>
</tr>
<tr>
<td>8</td>
<td>Transportation</td>
<td>Inter-regional transportation sector cooperation projects in land, sea, and air transportation as well as the application of e-log books for bus drivers.</td>
</tr>
<tr>
<td>9</td>
<td>Education</td>
<td>Increasing human resources from educators, Curriculum formation</td>
</tr>
</tbody>
</table>
Inter-regional cooperation carried out by the Regional Government of East Java Province and Regency and City Regional Governments as mentioned in Table 1 above is part of the realization of cooperation between Regional Governments and is a collective action that occurs in a unique process. The uniqueness of this inter-regional cooperation can be seen from, among other things, the pattern of relationships that are established based on horizontal relations, not hierarchical ones. The consequences of this relationship pattern will have implications for approaches that should be understood by the actors involved. Misunderstanding and applying the conventional organizational model has fatal consequences for the management of inter-regional cooperation, namely the trap of bureaucratism in inter-regional cooperation. The conventional approach views organizations with a Weberian bureaucratic approach (intra-organization), while inter-regional cooperation with inter-governmental networking is more appropriate to approach the concept of inter-organization.

The topic of Intergovernmental Management surfaced in the literature and writings of public management experts starting in the mid-20th century (McGuire, 2006). In particular, there are 2 theoretical phenomena, namely, the importance of shifting the approach to inter-regional cooperation organizations from intra-organizational concepts to inter-organizational ones. Second, the approach to inter-regional cooperation is due to the structure of the relationship which is a "horizontal relationship" from being voluntary towards a spirit of collaboration that has more strength in collective action. Studies on
regionalization and inter-regional cooperation, especially cooperation between adjacent regions in Indonesia, have not received much attention, so it is hoped that this study will fill in the gaps in Management and Intergovernmental studies in Indonesia.

A general basis for the formation of a regional government in a country with a large area is due to the impossibility of efficient and effective government management if it is only carried out from the center. This reason later became the basis for consideration for forming a regional government with a decentralization policy. The development of the organizational shape of the local government can be observed through the maps of its affairs. In addition, the form of organization can also be influenced by developments in the demands and needs of the community for services provided by the local government. These matters directly or indirectly have an impact on the diversity of regional apparatus organizations, the number of regional work units and work units under them as well as the nomenclature developed. The existence of regional government institutions today is none other than to be able to support the implementation of regional autonomy to the fullest.

Decentralization in administering government is not only administrative decentralization *a sich*, but also decentralization in the economic, social, and cultural fields. Therefore, by granting autonomy to the regions, the orientation is not only organizational or administrative to government institutions in the regions but also society and the business world. This was also stated by Mohammad Hatta that autonomy does not only mean implementing democracy but also encourages the development of own initiatives, which means self-making decisions and self-implementation of the interests of the local community (general public and the business world).

The realization of harmony and harmony between government activities in the regions, especially in the implementation of regional autonomy affairs with the needs of the community and the business world, is the foundation for governance and development that is oriented towards improving people's welfare. By granting autonomy to the regions, it is hoped that services will be realized more quickly, and decision-making for each policy in the regions will be carried out more quickly. In addition, regional autonomy will encourage the emergence of initiatives and active participation of the community and the business world in administering government and implementing development.
5 CONCLUSION

The realization of harmony and harmony between government activities in the regions, especially in the implementation of regional autonomy affairs, with the needs of the community and the business world is the foundation for governance and development that is oriented towards improving people's welfare. By granting autonomy to the regions, it is hoped that services will be realized more quickly, and decision-making for each policy in the regions will be carried out more quickly. In addition, regional autonomy will encourage the emergence of initiatives and active participation of the community and the business world in administering government and implementing development.

Inter-regional cooperation is a joint action (collective action) that occurs in a unique process and is an interesting Joined-up in Governing by Network to study. The uniqueness of this inter-regional cooperation can be seen from, among other things, the pattern of relationships that are established based on horizontal relations, not hierarchical ones. The consequences of this relationship pattern will have implications for approaches that should be understood by the actors involved. Misunderstanding and applying the conventional organizational model has fatal consequences for the management of inter-regional cooperation, namely the trap of bureaucratism in inter-regional cooperation.

The findings show that the cooperation model between District/City Regional Governments, in East Java Province, offers bright prospects. The change in the paradigm of state administration from traditional bureaucracy to post-bureaucracy has had an impact on patterns of cooperation that are increasingly broad and involve external actors. However, there is still a need for consistency and firm policy support starting from the national, and provincial to the regional cooperation implementation level, with a firm scenario.

The model of cooperation between District/City Regional Governments, in East Java Province, has demonstrated the principle of broad regional autonomy in its implementation accompanied by the principle of real and responsible autonomy. The principle of real autonomy is the principle that implies that handling government affairs is carried out based on duties, authorities, and obligations that already exist and have the potential to grow, live, and develop by the potential and uniqueness of the region. Meanwhile, the principle of responsible autonomy implies that its implementation must be truly in line with the purpose and intent of granting autonomy, namely to empower the region including improving people's welfare.
One of the important things in the implementation of regional autonomy in the cooperation model between Regency/City Regional Governments, East Java Province is that its implementation must be optimized and can guarantee harmonious relations between regions and be able to build inter-regional cooperation to improve shared welfare. Theoretically and practically, a well-managed collaboration will produce beneficial results for the parties involved.

This fact can be said to be reasonable considering that cooperation between regional governments has not been able to run optimally. Faozan (2007), identified several administrative factors causing the suboptimal cooperation between local governments, namely: 1). Collaboration between local government agencies is often only a formality medium, not because of the desire to get the maximum benefit from the collaboration that is built; 2). Collaboration between local government agencies is often formed only because of pressure from a policy that is usually prepared by a central agency or a higher level, whose validity and reliability are generally questionable; 3). Collaboration is often complicated by unscrupulous heads of government agencies designing or proposing these policies as land for an added salary without

6 RECOMMENDATION

It is known that the arrangement of regional government institutions must be guided by several parameters, one of which is the parameter of authority. The use of authority parameters means that the formation of local government institutions must be under the authority they have based on laws and regulations. Referring to Law no. 32 of 2004 Article 195 and Article 196, it is very clear that the establishment of an "Inter-Regional Cooperation Agency" has very strong legal basis provisions. Even though there is no Government Regulation on Procedures for the implementation of the provisions for the formation of an "Inter-Regional Cooperation Agency" yet, the Regional Government needs to take creative and innovative initiatives.

The terms cooperation and collaboration are still used interchangeably, and there has been no attempt to show the difference and depth of meaning of the terms. In general, the term cooperation is better known than collaboration, and there is no deeper understanding of what paradigm should be adhered to. Cooperation between local governments (intergovernmental cooperation), is defined as "an arrangement between two or more governments for accomplishing common goals, providing a service, or
solving a mutual problem". This definition implies that there is a common interest that encourages two or more local governments to provide joint services or solve problems together. In other words, these arrangements are joint arrangements, which of course have different characteristics compared to self-regulation (internal regions).

Her understanding of collaboration can be traced from Thomson & Perry (2006), in her writing entitled "Collaboration Processes: Inside the Black Box". It was explained that there is a concept that is similar to cooperation but has a deeper meaning, namely collaboration. Cooperation, coordination, and collaboration differ in terms of depth of interaction, integration, commitment, and complexity. A collaboration that combines 2 characteristics, namely mutual giving or exchanging resources and mutual benefit will lead to a collaborative process.

The collaboration explores the differences between them constructively. They look for possible solutions and implement them together. Collaboration means autonomous parties interact through negotiations both formally and informally. Together they develop the structure and rules for managing the relationship between them. They plan actions or decisions to address the issues that bring them together.

4 (four) Forms of networking from Robert Agranoff can be chosen when two or more districts/cities will collaborate. The four forms of networking are (a) information networks: several regions can create a forum but only function as an exchange of policies, programs, technology, and solutions to common problems. (b) developmental networks: regencies/cities have stronger links because apart from exchanging information it is also accompanied by education and services which can directly increase the information capacity of the regions in overcoming problems in their respective regions. (c) outreach networks: districts/cities that are members of the networking develop programs and strategies for each region that are adopted and implemented by other regions (usually through the facilitation of partner organizations), and (d) action networks: regions that are members collectively jointly formulate a joint action program, carried out jointly or by implementing cooperation institutions.

In addition to the 4 (four) forms of networking that can be chosen by regions that initiate inter-regional cooperation in general, adjacent regions may also consider 2 (two) more serious institutional forms of cooperation (taken from practical experience in several countries), namely: intergovernmental relations (IGR) or intergovernmental management (IGM) coupled with the development of a spirit of collaboration.
7 LIMITATIONS RESEARCH

The design, methodology, and research approach inclusively have limitations in exploring collaborative cooperation models between local governments in the successful development of district and city local governments in East Java province, as well as evaluating the extent to which the effectiveness of this collaboration is compared to the goals and targets that have been set. Further research is needed to constructively determine the model of cooperation between Regional Governments so that it can inform the development of an inquiry into a cooperation system between Regional Governments that is more reflective of dynamic and competitive development demands.

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