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Problematics of Inter-Regional Cooperation in Indonesia

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Article

Abstract

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This article aims to identify the problems of implementing inter-regional cooperation from the widest possible autonomy perspective. This becomes important because cooperation between regions seems to run well shortly after policies in the form of laws and government regulations are enacted. However, in regional cooperation, many problems lurk and can lead to the failure of cooperation between regions. This research is legal research using a statute approach, a conceptual approach, and a historical approach. This research method and approach are appropriate to explain the problematic phenomenon of cooperation between regions in Indonesia based on Law No. 23 of 2014 concerning Regional Government. Based on the results of preliminary research, several problems arise in the implementation of regional cooperation, especially cooperation between regions, including the following: First, cooperation between regions whose object is related to income sharing often experiences difficulties in its implementation, especially in determining the amount of income/profits for each region; Second, the emergence of regional egoism, especially in the cooperation between the Parent Region and the regions resulting from the expansion; Third, the lack of data and information about the object of cooperation that has the potential to be better if implemented through cooperation between regions that are geographically close together; Fourth, the lack of initiation to carry out cooperation between regions due to the mindset of each region to deal with internal affairs only; and Fifth, no institution/agency specifically handles inter-regional cooperation.

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INTRODUCTION

The dynamics of the administration of regional government in the constitutional system of the Republic of Indonesia experience ups and downs in line with the paradigm and legal politics adopted. This can be seen in the perspective of the 1945 Constitution before and after the amendment. Since the administration of regional government was known to be governed by just one (1) very simple article in the 1945 Constitution prior to its amendment, this was covered by Article 18 of the 1945 Constitution, which states that the structure of government is

determined by law by keeping in mind the rights of origin in a special area and the basis of discussion in the State Government session. Then, it is explained in the Elucidation of Article 18, which stipulates that There will not be any areas in Indonesia's surroundings that are also "Staat" because the State of Indonesia is a "een heidsstaat". Indonesian land will be split up into provinces, which will then be further subdivided into smaller areas. According to the regulations that will be outlined by law, these domains are either administrative or autonomous (streek and localised rechtsgemeenschappen). Regional representative bodies will convene in autonomous regions since, even there, government decision-making will be based on discussion. Approximately 250 "Zelfbesturende landschappen" and Volksgemeenschappen exist on the State of Indonesia territory. These include villages in Java and Bali, states in Minangkabau, hamlets and clans in Palembang, etc. These regions qualify as special areas because of their unique composition. The Republic of Indonesia acknowledges the status of certain special regions, and all state rules about these territories will consider the rights of these regions' indigenous people.

Meanwhile, the regulations regarding regional government in the 1945 Constitution, as a result of the amendments, are regulated much more comprehensively because they consist of Article 18, Article 18A, and Article 18B, which in total consist of 11 paragraphs when compared to the provisions in the 1945 Constitution before the amendment which only consisted of 1 (one) chapter. After the amendment, article 18 of the 1945 Constitution stipulates that every province of the Unitary State of the Republic of Indonesia is further subdivided into regencies and cities, each with a legally mandated regional government. The concepts of autonomy and co-administration govern the administrative systems of provinces, regencies, and cities. Members of Regional People's Representative Councils are chosen by general elections and are appointed by provincial, regency, and city administrations. As leaders of the province, regency, and city governments, the governors, regents, and mayors are chosen democratically. With the exception of matters that the law declares to be the purview of the Central Government, regional administrations exercise the greatest degree of autonomy. Regional governments possess the authority to establish regional policies and additional restrictions.

Based on these provisions, there has been a fundamental change in regional government administration, or there has been a paradigm shift. As a follow-up to these provisions, the implementation of regional government is further regulated by law, of which 2 (two) laws have been promulgated, namely Law No. 32 of 2014 concerning Regional Government, and lastly replaced by Law No. 23 of 2014, which has been amended several times and the last amendment based on Law no. 11 of 2020 concerning Job Creation, which changed several provisions in Law no. 23 of 2014, but both based on Law no. 32 of 2004, as well as based on Law no. 23 of 2014 the principle of autonomy adopted is fixed, namely broad, real and responsible autonomy.

The adoption of the principle of broad, real and responsible autonomy in many respects has given regional autonomy and independence in order to carry out government affairs, which are decentralised (read = handed over) by the Central Government as a government unit which is essentially the owner of all affairs which is a logical consequence of the choice of the concept. Unitary state as mandated in Article 1 paragraph (1) of the 1945 Constitution of the Republic of Indonesia. The flexibility and independence of the Regions to regulate and manage government

affairs is not only related to planning activities and implementation of government affairs activities but also in terms of financing the implementation of the planned activities¹.

The policy of broad, real and responsible autonomy in its implementation has resulted in the growth and development of regional creativity, including holding various kinds of regional cooperation with other parties, both between government units, with third parties (private) ², as well as with international parties ³. This is indeed possible in order to bring in regional income as a solution to increase the financial capacity of the region in financing the implementation of regional government.

Regional cooperation is one of the possible alternatives that can be implemented as mandated in various laws concerning Regional Government that have ever been in effect (Article 87 of Law No. 22 of 1999, Article 195 of Law No. 32 of 2004 and Article 363 of Law No. 23 of 2014). Article 363 paragraph (1) of Law no. 23 of 2014 concerning Regional Government stipulates that "In order to improve the welfare of the people, regions can enter into cooperation with other regions based on considerations of efficiency and effectiveness of public services, synergy and mutual benefit". Empirically, the case of inter-regional cooperation at Barlingmascakeb shows that regulations governing general provisions could be more profitable. More specific regulations governing technical matters in the form of cooperation agreements to resolve detailed problems between regional government organisational units in each district are still needed ⁴.

The aforementioned article's requirements mandate that the concepts of efficiency, effectiveness, synergy, and mutual benefit guide regional cooperation. While implementing interregional cooperation, the scope and standards of efficiency, the efficacy of public services, and mutual gain are several issues that come up while implementing interregional cooperation. This is important to discuss because inter-regional cooperation, which leads to the efficiency

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Abdul Kholiq Azhari, "Kolaborasi Dan Kerja Sama Pengelolaan Obyek Wisata Alam: Kendala Dan Prospeknya Di Era Otonomi Daerah," *Journal of Tourism and Creativity* 1, no. 2 (2017): 121–40; Waluyo Zulfikar and Ipah Ema Jumiati, "Evaluasi Kerjasama Daerah Di Kabupaten Bekasi," *JIPAGS (Journal of Indonesian Public Administration and Governance Studies)* 4, no. 1 (2020), https://doi.org/10.31506/jipags.v4i1.7818.

Ardi Prasetyo, Kerjasama Antara Pemerintah Daerah Dengan Pihak Swasta Di Bidang Kesehatan Dalam Perspektif Otonomi Daerah (Jember: Fakultas Hukum Universitas Jember, 2019); Kausar Ali Saleh, "Mengelola Hubungan Pemerintahan Pusat Dengan Pemerintahan Daerah Yang Efektif Dan Efisien Dalam Politik Desentralisasi," Ilmu Dan Budaya 40, no. 55 (2017): 6289–6304; Irdayanti Irdayanti and Weni Desti Febrian, "Dampak Kerjasama Luar Negeri Pemerintah Kabupaten Kampar Dengan Malaysia Technology Development Corporation," Jurnal El-Riyasah 9, no. 6 (2018): 39–58.

A Baidawi and I Iswandi, "Analisis Kebijakan Pemerintah Kota Jambi Terhadap Kerjasama Internasional Daerah," Ganaya: Jurnal Ilmu Sosial Dan Humaniora 4, no. 1 http://jayapanguspress.penerbit.org/index.php/ganaya/article/view/1251; Albert Albert, Thomas Budi, and B Irma, "Faktor Kelembagaan Sebagai Faktor Penunjang Keberhasilan Kerjasama 'Sister City' Antara Kota Semarang Dengan Kota Brisbane Australia," Majalah Ilmiah Solusi 16, no. 1 (2018): 1-18; Cut Adelia Desta Sari, "Analisis Yuridis Perjanjian Internasional Kerja Sama Sister City Antara Pemerintah Kota Banda Aceh Dengan Pemerintah Kota Higashimatsushima" (Universitas Sumatera Utara, 2018); Geraldine Renayanthi and Endra Wijaya, "Kerja Sama Antara Pemerintah Daerah Dan Pihak Luar Negeri (Perspektif Hukum Administrasi Negara)," Selisik 6, no. 1 (2020): 2685-6816, https://doi.org/10.35814/selisik.v6i1.1707; Habib Alfarisi, "Analisis Kerjasama Pemerintahan Regional Diy Dan Kyoto: Sekarang Dan Masa Mendatang," Sosial Publicio: Jurnal Ilmiah Politik, Kebijakan Dan no. (2021): 18–30, 3, https://doi.org/10.51747/publicio.v3i1.623.

⁴ Bambang Tri Harsanto, Slamet Rosyadi, and Simin Simin, "Format Kelembagaan Kerjasama Antar Daerah Untuk," *Mimbar* 31, no. 1 (2015): 211–20.

and effectiveness of public services, will ensure that regional cooperation ensures that the public remains a priority in administering government. Apart from that, the efficiency and effectiveness of public services due to regional cooperation can be evidence that the government occasionally continues to carry out bureaucratic reform. Meanwhile, the mutual benefit criterion indicates that inter-regional cooperation that can be lasting is cooperation that benefits various parties. Inter-regional cooperation that is carried out without providing benefits to the parties will only increase and accelerate the end of the cooperation. Based on the above background, the following issues can be raised: How problematic is regional cooperation in implementing broad autonomy in the constitutional system of the Republic of Indonesia?

RESEARCH METHODS

This research is legal research, namely research that is intended to examine the rules and principles of law⁵. The research approach includes a statutory approach, namely to examine the applicable legal rules (positive law) governing regional government administration, including regional cooperation. Meanwhile, the conceptual approach is carried out to study and analyse various concepts and doctrines as well as theories related to local government. They also use a historical approach or historical approach, which is carried out to find out the origin and development of the implementation of regional autonomy in the Indonesian constitutional system.

ANALYSIS AND DISCUSSION

Regional Government

The Republic of Indonesia's 1945 Constitution states in Article 18, paragraph 5 that regional governments have the greatest degree of autonomy, except matters about government that are legally designated as the Central Government's purview ⁶. Likewise, General Elucidation Number 1 of Law No. 23 of 2014 concerning the Regional Government stipulates that As an entity in the administration of government, the Regional Government is given the authority to regulate and manage government affairs that the Central Government has submitted to the region by the mechanism of legislation. This is understandable because as a unitary state that has a high level of heterogeneity and an area that is divided into time zones, namely Western Indonesia (WIB), Central Indonesia Region (WITA) and Eastern Indonesia Region (WIT), the Central Government cannot carry out all government affairs. In a unitary state, all *eigenaar* government affairs or their owner is the Central Government. This reminds the importance of oversight from the higher government to the lower government ⁷.

⁵ Bagir Manan, "Penelitian Di Bidang Hukum," *Jurnal Hukum Puslitbangkum* 1 (1999); Rony Hanintijo Soemitro, *Metode Penelitian Hukum* (Jakarta: Ghalia Indonesia, 1983).

Budiyono Budiyono, Muhtadi Muhtadi, and Ade Arif Firmansyah, "Dekonstruksi Urusan Pemerintahan Konkuren Dalam Undang-Undang Pemerintahan Daerah," *Kanun Jurnal Ilmu Hukum* XVII, no. 67 (2015): 419–32, https://doi.org/10.24815/kanun.v17i3.6077; Sherlock Halmes Lekipiouw, "Konstruksi Penataan Daerah Dan Model Pembagian Urusan Pemerintahan," *Sasi* 26, no. 4 (2020): 557, https://doi.org/10.47268/sasi.v26i4.414.

⁷ Arie Elcaputera, "Kewenangan Pengawasan Pemerintah Provinsi Terhadap Penyelenggaraan Pemerintahan Kabupaten / Kota Berdasarkan Undang-Undang Nomor 23 Tahun 2014 Tentang Pemerintahan Daerah," *AL-IMARAH: Jurnal Pemerintahan Dan Politik Islam* 6, no. 1 (2021): 22–38.

The transfer of some government affairs has implications for the transfer of authority over government affairs that are handed over from the Central Government to the Regional Government, especially those related to planning, implementation and, of course, financing. Therefore, local governments are required to have the ability so that the purpose of handing over government affairs from the Central Government to the Regions through a decentralisation mechanism can be realised, namely increasing the welfare of regional communities, increasing regional community services and regions increasingly having independence in the administration of government affairs as a whole, including aspects of financing or financial capability ⁸.

It is highlighted in General Explanation No. I number (1) Law No. 23 of 2014, which gives regions as much authority as feasible, aims to speed up the attainment of community welfare through empowerment, community engagement, and service improvement. Additionally, by exercising broad autonomy in the context of globalisation, regions are expected to be able to improve their competitiveness by considering the potential and diversity of each region within the Unitary State of the Republic of Indonesia, as well as the values of democracy, equity, justice, privileges, and specificities. Nevertheless, the Regions are reminded that the principle of a unitary state serves as the foundation for the granting of the broadest possible autonomy to the Regions, having learned from the broadest possible implementation of regional autonomy during the enactment of Law no. 22 of 1999 and Law no. 32 of 2004. There is no sovereignty over the regions in a unitary state; sovereignty is limited to the state or federal governments. Thus, the central government will always have the last say when running the regional government, no matter how much autonomy is given to the individual areas. ⁹.

The implementation of regional government with the principle of autonomy as wide as possible at a certain level has indeed become a driving force for the growth of creativity of the Regional Government to innovate. Innovation must be carried out as a manifestation of the implementation of the trust of the Central Government to regulate and manage the affairs of its government based on the interests and aspirations of the local community. However, on the other hand, the widest possible autonomy policy, if not managed properly, can potentially lead to disharmony in relations between government units, both between the Central Government and Regional Governments, as well as between Regional Governments ¹⁰.

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Saeful Kholik, "Perencanaan Pembangunan Daerah Dalam Era Otonomi Daerah," *Jurnal Hukum Mimbar Justitia* 6, no. 1 (2020): 56, https://doi.org/10.35194/jhmj.v6i1.1023; R. Didi Djadjuli, "Peran Pemerintah Dalam Pembangunan Ekonomi Daerah," *Jurnal Dinamika, Jurnal Ilmiah Ilmu Administrasi Negara* 5, no. 2 (2018): hal. 10; Erwin Hidayah Hasibuan, "Kebijakan Pengelolaan Lingkungan Hidup Di Era Otonomi Daerah," *Delegalata: Jurnal Ilmu Hukum* 3, no. 1 (2018): 1–16; Kristina Setyowati and Tya Astriyani, "Inter-Governmental Relation in City Bus Public Transportation Service in Surakarta in Indonesia," *GATR Journal of Management and Marketing Review* 2, no. 3 (2017): 142–47, https://doi.org/10.35609/jmmr.2017.2.3(21).

P A Putra, M A Hermana, and ..., "Implementasi Kebijakan Otonomi Daerah Dalam Pasal 18 Undang-Undang Dasar 1945 Dalam Perspektif Politik Hukum Di Indonesia," BATARADARMA Journal (Law Studies) 1, no. 1 (2020): 13–23, http://journal.pdmbengkulu.org/index.php/bataradarma/article/view/165; Victor Juzuf Sedubun et al., "Pembatalan Peraturan Daerah Dan Akibat Hukumnya Menurut Undang-Undang Nomor 23 Tahun 2014 Tentang Pemerintahan Daerah," Sasi 25, no. 2 (2019): 107–20; Hanif Nurcholis, "Hubungan Tata Pemerintahan Antara Pemerintah Pusat Dan Pemerintah Daerah," Jurnal Studi Pemerintahan 2, no. 2 (2011).

Dominikus Dhima, "Resolusi Konflik Tapal Batas Era Otonomi Daerah (Studi Kasus Konflik Tapal Batas Kabupaten Ngada Dan Kabupaten Manggarai Timur Provinsi Nusa Tenggara Timur Pasca Reformasi)," *Jurnal Komunikasi Dan New Media (JKNM)* 1, no. 1 (2021): 1–11; Mashuril Anwar, Maya Shafira, and Sunarto Sunarto, "Harmonisasi Kewenangan Pengelolaan Sumber Daya Perikanan Di Era Otonomi Daerah Berbasis Pancasila," *Pancasila and Law Review* 1, no. 1 (2020): 54–65, https://doi.org/10.25041/plr.; Murti Ayu

To anticipate negative impacts, such as the occurrence of a tug-of-war between local governments and authorities, one of the mechanisms provided for in Law No. 23 of 2014 concerning Regional Government is cooperation between regions. Article 363 paragraph (1) of Law no. 23 of 2014 stipulates that regions can collaborate to increase the welfare of the populace by taking into account the efficacy and efficiency of public services in addition to their shared interests. Specifies that, in compliance with applicable laws and regulations, collaboration may be conducted with foreign institutions, local governments, other regions, and/or third parties.

Inter-Regional Cooperation and the Problems

The benefits of cooperation between local governments are that the parties who work together can form a greater strength, can achieve higher progress, can be more empowered, can minimise or prevent conflict, each party feels more justice, each party who cooperates will maintain the sustainability of the handling of the fields that are collaborated, can eliminate regional egos, and in the future, because cooperation between local governments must be seen as an important necessity that cannot be avoided, there must be a systematic and continuous effort from the government to introduce, encourage and institutionalise cooperation between regions so that local governments get used to doing it and can take the benefits ¹¹.

Inter-regional cooperation, in addition to reducing the occurrence of conflicts or disputes between regions, can also reduce regional disparities in the provision of public services, especially those in the regions resulting from expansion and remote areas. The following are the goals and objectives of the need for interregional cooperation: Assisting in realising a sustainable development process in the region, meeting local governments' responsibilities for constructing and managing public service buildings, and resolving issues that affect community welfare that brought about either directly or indirectly during the implementation of regional development. Maximising and enabling each party's potential and the potential of technology, natural resources, and human resources to be employed mutually. In order to provide more comprehension, understanding, and convenience in implementing inter-regional cooperation, it is hoped that guidelines that can be used as a thorough foundation and reference by the etiquette and procedures that have been regulated in the applicable laws and regulations will be essential. This is also done to ensure that each party satisfies the conditions of legal validity in addition to generating financial gains and benefits ¹².

Cooperation between regions is a framework of working relations carried out by two or more regions in an equal and balanced position as legal subjects to achieve a common goal of improving people's welfare. Article 363 of Law no. 23 of 2014 concerning Regional Government confirms that in order to improve people's welfare, regions can enter into cooperation based on considerations of efficiency and effectiveness of public services as well as mutual benefit ¹³. The Government Regulation Number 28 of 2018 concerning Regional

Hapsari, Suswoto, and Nita Ariyani, "Politik Hukum Hubungan Pusat Dan Daerah Dalam Penanggulangan Bencana," *Journal of Law and Policy Transformation* 6, no. 1 (2021): 142.

¹¹ Yeremis T. Keban, "Kerjasama Antar Pemerintah Daerah Dalam Era Otonomi: Isu Strategis, Bentuk, Dan Prinsip," *Jurnal Ilmu Pemerintahan Indonesia*, 2007, 2.

¹² Muhammad Fauzan, "Model Kerjasama Antar Daerah Dalam Penyelesaian Sengketa Kewenangan Pada Daerah Kabupaten/Kota Hasil Pemekaran" (Purwokerto, 2014).

Silfiana, "Optimalisasi Fungsi Badan Kerjasama Pembangunan (BKSP) Dalam Rangka Pembangunan Daerah Kawasan JABODETABEKJUR," *JEQu* 8, no. 2 (2018): 11–28; Anna Christiana Ikasari, "Tinjauan Model Kerjasama Daerah Di Kabupaten Bekasi," *Jurnal Ilmiah Magister Ilmu Administrasi (JIMIA)* XII, no. 1

Cooperation then elaborates on these provisions, confirming that Regional Cooperation is a cooperative effort amongst regions, between regions and third parties, and/or between regions and foreign institutions or regional governments, with a focus on mutual benefit and the efficiency and effectiveness of public services.

However, in its implementation, several problems arise in the implementation of regional cooperation, especially cooperation between regions, including the following:

First is the need for initiation. The development of regional autonomy has provided opportunities for local governments to manage the potential in the region and be used for the greatest prosperity of the people. The conditions of local governments in managing their regions also vary. Some areas have natural resource potential, supported by reliable human resources, that will have a tendency to be successful in managing the area. Some areas have limited natural resource potential, but with qualified human resources, they can also exist. There are also areas with minimal resources and minimal human resources. One thing that regions with minimal potential for both natural and human resources can do is develop cooperation with other regions to survive and develop themselves. Regional cooperation can exist well if the collaborating regions have a feeling of sharing the same fate. They feel the need to work together to develop each other's potential to work together to get better conditions than before.

One of the obstacles to developing inter-regional cooperation is the need for local government initiation to develop the region by cooperating. This is a symptom in many countries, namely, local governments are waiting for the initiative of neighbouring governments to cooperate. ¹⁴ This shows the local government's low motivation to cooperate and only imitates to cooperate. Local governments feel they can manage the area only by relying on the potential that exists at the local level. They feel that to be declared successful, regional management must be done with their own hands, and there is no need for other parties. The government's egocentrism in managing the region is still high. Whereas in an increasingly globalised era, the effort to defend oneself, develop, and win the competition is to collaborate. Cooperation by local governments is important when regions face disasters ¹⁵, climate change ¹⁶, inequality ¹⁷, and urbanisation ¹⁸.

^{(2018): 102–22;} Anwar Sadat, "Intergovernmental Dalam Penanganan Bencana Alam Di Pemerintahan Daerah," *Kybernan: Jurnal Studi Kepemerintahan* 4, no. 1 (2019): 66–81, https://doi.org/10.35326/kybernan.v4i1.312.

Edoardo Di Porto et al., "Local Government Cooperation at Work: A Control Function Approach," *Journal of Economic Geography* 17, no. 2 (2017): 435–63, https://doi.org/10.1093/jeg/lbw008.

Takeshi Iimoto et al., "Cooperation Process between a Local Government and Experts in Official Voluntary Decontamination of Environmental Radioactivity," *Journal of Radiation Research* 59, no. April (2018): ii48–53, https://doi.org/10.1093/jrr/rry016.

Dik Roth et al., "Climates of Urbanisation: Local Experiences of Water Security, Conflict and Cooperation in Peri-Urban South-Asia," *Climate Policy* 19, no. sup1 (2019): S78–93, https://doi.org/10.1080/14693062.2018.1530967.

¹⁷ Irena Baclija-Brajnik, "Inter-Municipal Cooperation in Europe," *Inter-Municipal Cooperation in Europe*, 2018, 245–57, https://doi.org/10.1007/978-3-319-62819-6.

Jaroslaw Kostrubiec, "The Role of Inter-Municipal Cooperation in the Process of Urbanisation in The Role of Inter-Municipal Cooperation in the Process of Urbanisation in Poland," *Urbanisation and Local Government*, no. September (2021): 14–28, https://doi.org/10.4335/2021.7.2; Tao Zhou, Rui Zhao, and Yulin Zhou, "Factors Influencing Land Development and Redevelopment during China's Rapid Urbanization: Evidence from Haikou City, 2003-2016," *Sustainability (Switzerland)* 9, no. 11 (2017): 2003–16, https://doi.org/10.3390/su9112011; Wei Xiong et al., "Public–Private Partnerships as a Governance Response

In addition, an attitude that only cares about the internal affairs of the local government will lead to a situation where the local government does not feel the need to develop a caring attitude, an attitude of concern for neighbouring areas. All of that is because the local government feels it can solve problems independently or by itself. One of the benefits of cooperation is that heavy work feels light, and problems can be resolved quickly. Regional cooperation also wants to encourage solutions based on the synergy of many parties so that problems faced in an area that could also be problems of neighbouring districts can be better resolved.

Second is a lack of data and information about comparable objects. The existence of subsidies from the government strongly supports cooperation between cities 19. One of the obstacles in efforts to establish cooperation between regions is the lack of data and information related to the object of cooperation that can be carried out by local governments. Each local government can identify the potential that exists in their respective regions and explore collaborations that can be carried out on the existing potential. This is more likely if the area that wants to collaborate has a geographical location close to each other. Areas that are geographically and culturally close have great opportunities for collaboration. The Masbarlingcakeb Forum, which was initiated, is an example of how geographical and cultural proximity can facilitate and strengthen the fabric of collaboration. Cooperation between local governments can be carried out to develop the same and different potentials. The essence of the cooperation developed is the synergy 20.

The development of cooperation on a similar potential, for example, the Masbarlingcakeb Forum, designed a collaboration to fulfil orders to fulfil coconut sugar. Several districts in Barlingmascakeb are producers of coconut sugar. In order to fulfil large orders, inter-regional cooperation is required. The benefit of this collaboration is that coconut sugar craftsmen and traders in the area do not compete with each other and can maintain the stability of brown sugar prices.

Development of cooperation has different potentials; for example, one district has the potential for coastal tourism, and another district has the potential for mountain tourism. These regencies can collaborate to build tour package offers that can collaborate on coastal and mountain tourism. This will certainly provide a different experience for tourists, being able to travel with two types of tours easily and reliably. Figure 2 shows the website for the cooperation of five districts in Barlingmascakeb in the tourism sector. Website visitors can easily find tourist attractions in the five districts and plan visits.

Cooperation in the five districts in the Barlingmascakeb case did not run sustainably, one of which was that the existing potentials needed to be integrated. Each district still needs help identifying objects of cooperation that can be collaborated sustainably. The

to Sustainable Urbanization: Lessons from China," *Habitat International* 95, no. July 2019 (2020): 102095, https://doi.org/10.1016/j.habitatint.2019.102095.

¹⁹ Ivo Bischoff and Eva Wolfschütz, "Inter-Municipal Cooperation in Administrative Tasks—the Role of Population Dynamics and Elections," *Local Government Studies* 47, no. 4 (2021): 568–92, https://doi.org/10.1080/03003930.2020.1771307.

Ramadhani Berthi, "Government Cooperation (Study of the Cooperation between the Central and Regional Governments in the Development of Tourism Priority Destinations in Tanjung Kelayang, Bangka Belitung)," *Journal of Local Government Issues* 1, no. 2 (2018): 202, https://doi.org/10.22219/logos.vol1.no2.202-225; Chunyan Liu et al., "Analysing Government Role in Rural Tourism Development: An Empirical Investigation from China," *Journal of Rural Studies* 79, no. October 2019 (2020): 177–88, https://doi.org/10.1016/j.jrurstud.2020.08.046.

Barlingmascakeb.com website, which is a form of cooperation between five districts, for example, only displays tourism objects in five districts without further guidance on tour packages that can be integrated between districts.

Third is difficulty in determining the amount of profit and low business capacity of local government. Implementing inter-regional cooperation initiated by local governments often requires help in determining income/profits or is difficult to be profit-oriented. Inter-regional cooperation usually occurs in sharing resources to benefit from cooperative activities but is usually hampered because each local government needs a projected profit from such cooperative activities. Regional cooperation is still considered normal or routine, so its activities are considered to flow. When these collaborative activities were criticised, many local governments needed help to determine how much profit was obtained. This causes not infrequently cooperation can cause losses²¹, or regional cooperation has also not been proven to reduce local government spending ²². Other studies have shown that regional cooperation can improve the local economy ²³, and efficiency of public services ²⁴. This could be because the local government's DNA has yet to develop its institutions as business organisations. In fact, calculating profits is necessary when discussing inter-regional cooperation directed at the goal of making a profit. Many local governments find it difficult to calculate the benefits of cooperation, perhaps because they are afraid of being seen as "only pursuing profits" in cooperation. Calculations that are clear by one party to the cooperation are considered as "currency" by the other party. Moreover, to take care of each other, sometimes local governments ignore the calculation of profits in business cooperation. Cooperation is only considered to maintain friendly relations, so serious business-related calculations in cooperation are sometimes ignored. The business process in cooperation like this was finally predictable. Many cooperation activities between regions could have gone better.

Fourth is that no institution/agency specifically handles inter-regional cooperation is available. The existing inter-regional cooperation still needs a special institution or agency that handles inter-regional cooperation. Institutions for inter-regional cooperation, if any, do not last long, perhaps because the institution's form is unclear. One of the difficulties in building inter-regional cooperation agencies or organisations is the organisational structure. Previously, inter-regional cooperation could be facilitated by the Regional Coordinating Board (Bakorwil). However, since it was dissolved in 2016, the institutional form of inter-regional cooperation that has geographical proximity still needs to be determined. The Barlingmascakeb Cooperation Forum, which was initiated in the former Banyumas Residency, has yet to find its ideal form. The Barlingmascakeb case shows that if there are only inter-regional cooperation institutions, inter-regional cooperation is easier to carry out, especially if regional cooperation institutions

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Agung Prasetya, Siti Musyarofah, and Bambang Haryadi, "Analisis Kerjasama Pemanfaatan Aset Daerah," InFestasi 16, no. 1 (2020): 58–68, https://doi.org/10.21107/infestasi.v16i1.6897.

Maarten A. Allers and J. A. de Greef, "Intermunicipal Cooperation, Public Spending and Service Levels," *Local Government Studies* 44, no. 1 (2018): 127–50, https://doi.org/10.1080/03003930.2017.1380630.

Leszek Wanat et al., "Intersectoral and Intermunicipal Cooperation as a Tool for Supporting Local Economic Development: Prospects for the Forest and Wood-Based Sector in Poland," *Forests* 9, no. 9 (2018): 1–12, https://doi.org/10.3390/f9090531.

Hiroki Baba and Yasushi Asami, "Municipal Population Size and the Benefits of Inter-Municipal Cooperation: Panel Data Evidence from Japan," *Local Government Studies* 46, no. 3 (2020): 371–93, https://doi.org/10.1080/03003930.2019.1624257; Hugo Consciência Silvestre et al., "Is Cooperation Cost Reducing? An Analysis of Public–Public Partnerships and Inter-Municipal Cooperation in Brazilian Local Government," *Local Government Studies* 46, no. 1 (2020): 68–90, https://doi.org/10.1080/03003930.2019.1615462.

are carried out with an institution. Suppose we refer to the concept of administration. In that case, administration is a group of people working together to achieve certain (shared) goals, while an organisation is a forum for cooperative activities to achieve that common goal. Likely, the goals of cooperation between the parties can only be achieved if there is a forum in the form of an organisation.

The organisational structure as a forum for cooperation between local governments is indeed a polemic. At least two problems surround it, namely the problem of structure and financing. On the structural side, it is a question of whether each regional head should be included in the management structure or be placed on the Board of Trustees. If regional heads are included as administrators, who have the right to lead among them? What is the relationship between their leadership in leading their respective regions and leadership relations in cooperative institutions? What are the limits of authority if one regional head leads a cooperative institution and its relationship with other regional leaders? If the regional head is appointed to the Advisory Board, who should be the General Chairperson in the management of the Cooperation Institution? Then, where are the administrators from if the regional head becomes a coach and there is an administrator? Are they bureaucratic officials from the government involved in cooperation, or are they appointed from the recruitment results carried out on a merit system?

On the other hand, financing cooperative institutions is one of the difficulties in developing them. Cooperation institutions that require operational funds certainly need income, and the most reasonable income is from each region's Regional Revenue and Expenditure Budgets (APBD). If the APBD funds the institution, what is the disbursement mechanism and financial accountability? Amid these difficulties, the regional and central governments must encourage the birth of inter-regional cooperation. This is simultaneously looking for solutions for financing and facilitating the financial accountability of the cooperation institutions. The presence of the organisation as a cooperative institution is needed to carry out activities and achieve common goals ²⁵. The form of cooperation institutions and their activities can be arranged flexibly ²⁶, and varies according to the needs of the collaborating regions ²⁷.

Fifth is the emergence of regional egoism, especially in cooperation between the Parent Region and the region resulting from the expansion. Cooperation between regions is also hampered because of the ego of the regional government ²⁸. This is more evident in the cooperation between the parent and region resulting from the expansion. Problems that often

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Pedro J. Camões, António Tavares, and Filipe Teles, "Assessing the Intensity of Cooperation: A Study of Joint Delegation of Municipal Functions to Inter-Municipal Associations," *Local Government Studies* 47, no. 4 (2021): 593–615, https://doi.org/10.1080/03003930.2020.1857245.

Lucie Sedmihradska, "Inter-Municipal Cooperation in the Czech Republic: A Public Finance Perspective," NISPAcee Journal of Public Administration and Policy 11, no. 2 (2018): 153–70, https://doi.org/10.2478/nispa-2018-0017.

²⁷ Grétar Thór Eythórsson and Pekka Kettunen, "Inter-Municipal Cooperation in Europe," *Inter-Municipal Cooperation in Europe*, 2018, 105–29, https://doi.org/10.1007/978-3-319-62819-6.

Irawanto Irawanto, "Kerjasama Antar Daerah Dalam Pengelolaan Tempat Pemerosesan Akhir Sampah Regional Di Kawasan Banjar Bakula Provinsi Kalimantan Selatan," *Jurnal Public Policy* 2, no. 2 (2019): 143–51, https://doi.org/10.35308/jpp.v2i2.762; Oennitya Fita Dewi Aryanti and Kristina Setyowati, "Kerjasama Antar Daerah Dalam Pengembangan Pariwisata Sangiran," *Jurnal Litbang Sukowati* 2, no. 1 (2018): 106–17; Fakhri R. Muriawan and Dyah Lituhayu, "Analisis Pelaksanaan Kebijakan Kerjasama Antar Daerah Wilayah Kedungsepur Bidang Pariwisata," *Indonesian Journal of Public Policy and Management Review* 6, no. 0 (2017): 7; Ardhana Januar Mahardhani et al., "Regional Cooperation of Development in Local Government (Case in the Province of East Java, Indonesia)," *Sted Journal* 3, no. 1 (2021): 30–38, https://doi.org/10.7251/sted2101030j.

occur in cooperative activities between the parent region and the expansion area are mainly due to the emergence of regional egocentrism, both in the parent region and the expansion area. The parent region feels that its obligations have been completed with the birth of the expansion area, and the expansion area feels that it has been able to manage its area independently. At the same time, those who have historical, social and cultural relations should have a greater opportunity to establish cooperation to produce something mutually beneficial.

In addition to the things mentioned above, several obstacles or problems have resulted in the implementation of regional cooperation not being optimal ²⁹ are:

- 1. The region's potential has yet to be explored, so the region still needs to learn the extent of the region's ability to utilise its potential.
- 2. Local governments still need to understand the matters under their authority that can be used as objects of cooperation, subjects who will be invited to cooperate and the benefits obtained from cooperation.
- 3. Regional egoism always wants to dominate and feel like a superior region so that they think there is no need for cooperation with other regions; in the end, their regions can solve problems internally.
- 4. Fear of inter-regional conflicts or disputes and losses if the results of cooperation turn out to be deviated from expectations.
- 5. Political will and legal products made by regional heads and DPRD (Regional House of Representatives) are not in line with the spirit of regional cooperation.

To avoid the occurrence of ineffective and efficient cooperation between regions, prior to the promulgation of Government Regulation (PP) Number 28 of 2018 concerning Regional Cooperation, normative efforts that have been carried out include the issuance of PP No. 50 of 2007 concerning Procedures for the Implementation of Regional Cooperation which was promulgated on August 22, 2007.

Based on PP No. 50 of 2007, several things must be considered by regions that will cooperate with other regions or third parties. First, regions that will conduct interregional cooperation must pay attention to the principles of cooperation between regions, namely efficiency, effectiveness, synergy, mutual benefit, mutual agreement, good faith, prioritising the national interest and territorial integrity of the Republic of Indonesia, equality of position, transparency, and legal certainty. Second, the object of cooperation that can be implemented is a government affair under the region's authority. Third, it must be stated in the form of cooperation between regions. Fourth, cooperation between regions must be carried out by considering the procedures and mechanisms stipulated in the legislation (See the provisions of Articles 2, 3, 4 and 6 PP No. 50 of 2007). Fifth, regional cooperation that burdens the State Revenue and Expenditure Budget and the community must obtain approval from the Regional House of Representatives (See General Explanation number (I) of PP No. 50 of 2007).In line with the changing of Law No. 32 of 2004 concerning Regional Government with Law No. 23 of 2014, thus PP No. 50 of 2007 was declared revoked by the promulgation of PP No. 28 of 2018 concerning Regional Cooperation, where in the explanation, it is determined that: In the framework of the Unitary State of the Republic of Indonesia, the implementation of regional

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Jose Rizal, "Kerjasama Daerah; Sebuah Peluang Peningkatan Kesejahteraan Masyarakat," 2013, https://www.kompasiana.com/jose_rizal/552a3621f17e61c96cd623e3/kerjasama-daerah-sebuah-peluang-peningkatan-kesejahteraan-masyarakat.

cooperation is also meant to enhance the bonds and attachments between regions, harmonise regional development, maximise the potential of regions, as well as regions with foreign governments or institutions, third parties, and regions. It also aims to increase the flow of information, technology, and fiscal capacity among regions. International cooperation and regional cooperation with regional governments or institutions overseas are executed with permission from the central government and are governed by the rules and regulations already in place. Furthermore, it is envisaged that regional cooperation would help close the gap in public service delivery between regions ³⁰, particularly for those in rural, adjacent, ³¹ and developing areas ³².

Based on the description above, normative efforts have been made by the government to resolve problems in the implementation of inter-regional cooperation activities. Whereas in its implementation, there are still problems that cannot be resolved; then, in the future, an ideal formula or model must be found that can guarantee that inter-regional cooperation can run effectively and benefit each region so that harmonisation of relations between regions including with the Central Government can be realised.

CONCLUSION

Based on the discussion above, it can be concluded that several problems that arise in the implementation of regional cooperation, especially cooperation between regions, are as follows: First, cooperation between regions whose object is related to income sharing often experiences difficulties in its implementation, especially in determining the amount of income/benefits of each region; Second, the emergence of regional egoism, especially in the cooperation between the Parent Region and the regions resulting from the expansion; Third, the lack of data and information about the object of cooperation that has the potential to be better if implemented through cooperation between regions that are geographically close together; Fourth, the lack of initiation to carry out cooperation between regions due to the mindset of each region to deal with internal affairs only; and Fifth, the absence of institutions/agencies that specifically handle inter-regional cooperation. Conceptually, cooperation between parties to achieve common goals must be accommodated by an organisation so that an organisation managing inter-regional cooperation becomes necessary in achieving the common goals of inter-regional cooperation.

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³⁰ Sri Issundari and Yanyan Mochamad Yani, "Implementasi Pembangunan Berkelanjutan Dalam Mengatasi Kemiskinan Melalui Kerja Sama Internasional Daerah," *Jurnal Studi Diplomasi Dan Keamanan* 13, no. 1 (2021): 103–22, https://doi.org/10.31315/jsdk.v13i1.4366.

³¹ F R Hernovianty, "Model Pengembangan Kerjasama Sub Regional Sosial Ekonomi Malaysia Indonesia Dalam Mendukung Pembangunan Wilayah ...," *Jurnal Teknik Sipil* 16, no. 1 (2016), https://jurnal.untan.ac.id/index.php/jtsuntan/article/view/18325.

³² Regi Refian Garis, "Analisis Implementasi Empat Program Prioritas Kementerian Desa Pembangunan Daerah Tertinggal Dan Transmigrasi Di Kabupaten Ciamis: (Studi Kasus Pada Lima Desa Di Kabupaten Ciamis)," *MODERAT* (*Modern Dan Demokratis*) 3, no. 2 (2017): 108–30.

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