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Jurnal Ilmu Pemerintahan

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Navigating the complexities: assessing governance mechanisms for inter-regional cooperation

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Abstract

This article will explain further the inter-regional governance cooperation required by regions that touch each other, as well as by regions that have similar areas and natural products. Cooperation is needed to meet the needs of a region that cannot be met alone and therefore requires assistance from other regions. This article uses examples of successful collaboration carried out by the East Java Provincial Government where there are several good collaborations that will be and are currently being carried out. The method used in this writing is literature study by analyzing previous research that has been carried out and then analyzing it with appropriate theory to arrive at conclusions that are in line with what was expected. The results in this paper are that in the process of cooperation, commitment from each region is very much needed, there must be an official written agreement to enter into a collaboration. In developments in the field it is also known that in implementing cooperation there is a need for other actors who are interconnected. The conclusion in this paper is that in managing cooperation, each region must have principles that must be upheld, for example in implementing cooperation in East Java Province which uses Mintzberg principles, then in implementing cooperation it will use Mintzberg principles. It also involves other elements which in this case are known as the pentahelix concept.

Keywords: governance, interregional cooperation, effective collaboration

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Introduction

In his writings about the provision of public goods and the values contained in them (Sager, 2007), Sager conveys that in planning for development in regional areas, it is essential to pay attention to location aspects. It is imperative to maximize the use of space so that the space in question can be used optimally for development and regional development activities based on regional locality. Existing developments state that development in the regions cannot be carried out independently and independently. Regions have small and limited budgets, incomplete infrastructure, and incomplete community services. This incompleteness opens up opportunities for the region to cooperate with adjacent regions. Kourliouros, in a discussion in his research about the theoretical analytical framework of collaborative planning and local development (Mahardhani et al., 2021), describing the urgency of collaboration and cooperation between adjacent regions, he considered that centralized development planning would provide the best solution in long-term development activities. Collaborative development will make the area grow and develop optimally (Bradley et al., 2022; Florini & Pauli, 2018).

Inter-regional cooperation has been carried out by two different regions in the district or provincial realm. This collaboration will support the regional development that was previously expected in the context of regional progress. Two regions mainly do this with similar characteristics: geographical conditions, community economy, community buying and selling conditions, and social and cultural conditions, which are almost the same so that cooperation between these regions will occur quickly. In its implementation, inter-regional cooperation is also used to strengthen relations and linkages of neighboring regions to harmonize regional development, synergize potential between regions and third parties, and increase the exchange of knowledge, technology, and fiscal capacity (Silfiana, 2018).

Inter-regional cooperation is an issue that must be considered because many community activities have crossed administrative boundaries in order to meet their needs. As with problems related to the handling of water resources carried out in the Ciliwung River (Alfian & Vitaloka, 2018) or about the development of tourism objects in the Sangiran historical area, Sragen (Aryanti & Setyowati, 2018). For this problem, several parts must be carried out, namely the urgency of the interest in establishing cooperation on a local basis. Identification of strategic problems, selection of the proper form or model of cooperation, and implementation of government principles are crucial for the success of such cooperation. In this cooperation activity, the strategic role of the province is highly relied upon. Therefore, increasing the province's role in providing a legal umbrella, budget stimulus, adjustment of functions, and institutional structure of cooperation is an important thing that must be on the agenda for implementing cooperation.

Relations between regional governments are interactions between two regions or units of government at all existing levels and types and are mutually binding (Anderson, 2003). Anderson said that implementing all activities in the collaboration would involve all existing government units at all levels and forms. Intergovernmental relations must be used to form and develop all activities jointly between local governments. The implementation of all cooperative activities together is called intergovernmental cooperation. Intergovernmental cooperation must eliminate the existing managerial fragmentation in regional government; this is intended to fulfill all the community's interests to be more efficient and effective (Lee, 2016).

There are three approaches to inter-local government relations (Cawley, 2016), namely, the legal and administrative dimension; in this dimension, the focus is on the distinction between the relationship of influence and form of central government and regional government, which is described in the form of central supervision through the existence of legislative, judicial, and executive institutions. Second, is the community political dimension, namely the existence of an alternative approach, described as forming cooperation between the government close to other regions. Third, the inter-organizational political dimension is based on the analysis of the contents of institutions and existing units in government institutions with complex and interdependent systems.

There have been many discussions about inter-institutional cooperation activities in the government as executors of cooperation. However, the results of this strengthened cooperation are how the cooperation process is built, forms of negotiation are developed, and the strength of the value and importance of each regional organization related to the implementation of regional development. Awareness between regions working together causes cooperation to increasingly develop, accompanied by the sharing of experience, namely the existence of space for

various good practices in each region to manage affairs in their respective regions. Of course, this will bring significant benefits to the existing cooperation. Cooperation also allows regions to share burdens (Sadat, 2019). Awareness of each region to work together in order to achieve goals makes cooperation must be carried out. Therefore, the initiation of inter-regional cooperation will be able to run effectively if there are similarities in issues, problems, and needs.

Between regions that are side by side, consciously or uncertainly, are interrelated and have many relationships. These reasons led to initiatives to seize opportunities by collaborating. The implementation of cooperation between the two regions must also consider the benefits that will be taken in implementing the cooperation. It will not be possible if, in the implementation of the cooperation, one party wants and is willing to lose money in the cooperation that has been carried out. Regions that carry out cooperation must ensure that all regional interests are fulfilled during the implementation of cooperation. In this case, the province's role is also vital as a facilitator if, in its implementation, there are selfish regions. In addition, the provincial government can also act as an innovator and motivator in building inter-regional cooperation in its territory; there is no need to wait for initiatives from these regions to start.

Studies that have explained inter-regional cooperation started with finding a model in institutional cooperation, whether cooperation carried out in adjacent regions leads to intergovernmental relational or intergovernmental governance. Agranoff explained that the governance formed between governments that work together must be prepared in an integrated manner and jointly controlled. In managing intergovernmental cooperation, the emphasis is on achieving the goals determined from the beginning of implementing the cooperation. This is done to ensure the implementation of cooperation by the initial plans and objectives (Fowler, 2018).

Several instruments affecting intergovernmental cooperation include intergovernmental regulation, governmental structure, political forces, bureaucratic actions, and intergovernmental communications. (Halperin & Clapp, 2006). In the field of public administration, the implementation of specific authority affairs has become a trend, one of which is about interconnection and interdependence between governments (Utomo, 2006). This form of inter-regional linkage in its implementation will create a new embryo in inter-regional cooperation; of course, this inter-regional cooperation must be implemented. Therefore, in answering this, it is necessary to have a comprehensive and in-depth study of various problems related to the implementation of inter-regional cooperation in the same region.

The emergence of the regional development paradigm in Indonesia began with the enactment of Law Number 4 of 1982 concerning Environmental Principles, then Law Number 23 of 1997 concerning Environmental Governance, before developing into Law 32 of 2009 concerning Protection and Governance of the Environment. Both of these laws hope that there will be a change in the development paradigm, namely, that it was previously based on growth and focusing on economic inequality and that it will become based on sustainable development (Purnaweni, 2014). Of course, this paradigm shift will demand better regional government performance, one of which is by organizing inter-regional cooperation to guarantee sustainable development.

Indonesia has many inter-regional collaborations, including the '*Kunci Bersama*' collaboration Research conducted by Yuwanto describes cooperation by seven regencies that border each other. A new institution, namely the Inter-Regional Cooperation Agency, in its implementation, '*Kunci Bersama*, ' prioritizes infrastructure

development before developing other fields such as social, economic, cultural, administrative, and health (Yuwanto, 2016). Cooperation 'Kedungsepur' in the field of tourism, in the research, it was described that in the implementation of this collaboration, there is still a need for in-depth studies regarding the right strategy for tourism promotion and marketing in the realm of administratively, there is no shared understanding about inter-regional cooperation in the tourism sector 'Kedungsepur' on the parties involved, namely the Tourism and Culture Office, the commitment of each region is still lacking and the provincial government needs to be involved in the implementation of this cooperation (Muriawan & Lituhayu, 2017). Next is cooperation 'Pekansikawan'. This also makes the existing tourism potential in each region superior and connects tourism among the four regions. In the implementation of regional cooperation, together with regional apparatus organizations, a tourism development master plan has been prepared along with planning for the development of supporting infrastructure that must be prepared to support the implementation of inter-regional cooperation (Wirdayanti & Sari, 2022).

Based on several successes and obstacles in the implementation of cooperation in Indonesia, this article will describe the implementation of cooperation between regions that intersect with each other or have the same regional conditions, what is needed in cooperation, and things that are very important for each to make. Regions, as well as the involvement of other actors outside regional government, must exist for successful inter-regional cooperation.

Research Methods

This library research method is very suitable for completing article writing. The article was written using a systematic review and was carried out by identifying the most dominant research problems. In its implementation, researchers also set boundaries in order to search for relevant information, collect previous research, and carry out the selection and extraction process of research results that have been published and are by the topic of this paper. Next, the author will conduct data analysis through meta-synthesis to answer questions from the focus of the research being conducted (Pahleviannur et al., 2022).

The literature used in library research comes from books, journals from previous research results, and archives/documentation that have the same relevance as the theme of this article. The journals used come from reputable international and national journals that are accredited and relevant to research topics around the governance of inter-regional cooperation. There are twelve international journals and proceedings and eighteen national journals, as well as several pieces of literature used as references for fictional and theoretical frameworks in analyzing problems on research topics. The data used is secondary data supported by similar research while also using government documents such as directory data, performance reports, statistical data, and statutory regulations that can be accounted for to be analyzed as research sources.

Some of the points analyzed in this study are 1) The use of the New Public Service paradigm in the implementation of inter-regional cooperation, 2) The form of inter-regional cooperation is carried out in East Java Province using the Mintzberg approach, which in its development is seen as capable of encouraging open participation in the framework of implementing collaboration between regions. In summarizing the results of previous research, researchers used narrative techniques after going through a selection and extraction process of searching for library sources; this makes the meta-analysis strong in this research. Furthermore, the results of the

summary by the researcher are analyzed using a meta-aggregation approach to find descriptive meaning based on the theoretical sources and framework of the research; of course, this will answer all the questions that are the focus of the research (Sulikah et al., 2021)

Results and Discussion

Inter-Regional cooperation: using the new public service paradigm

In its development, two approaches are applied in the era of bureaucratic reform, namely the New Public Management (NPM) and New Public Service (NPS) approaches. In the public administration paradigm, the third period, known as the NPS, certainly has a different implementation from the NPM concept. There is a combination of several existing elements. Unlike the classic model concept and NPM, the NPS concept is a concept that combines various elements. Thoha mentioned that NPS was built from basic ideas and concepts: (1) the theory of democratic citizenship, (2) community and society models, (3) community organizations, and (4) the postmodern science of public administration (Thoha, 2008).

Mahmudi explained that public sector organizations need to adopt the principles used by the private sector. This is because, due to the growing modernization and increasingly complex demands of society, public organizations must also continue to make improvements and concepts from previously very normative to more dynamic ones (Mahmudi, 2003). Public sector organizations in the NPS must have started to develop the idea that human existence in the organizational environment has a pretty important role, so it is only natural that the organization pays attention to its existence. In addition, the role of humans is very central because, as public servants in an organization, they have to deal with other humans who each have the same rights; therefore, the humanist element is the key to the success of these public organizations.

In the NPS paradigm, the economic orientation is not the first, so how these employees work in an organizational environment is seen from the commitment and sincerity of each employee in providing the best service to the community (public) (Ningtyas, 2017). Rachmadi & Muslim (2016) They explained that three characteristics can define public service. First, public service is not just a proposal to provide services but also an effort to provide broader social benefits based on social justice. The second is that public services place service users more as citizens than as mere service users (customers). Third, users of public services are more complex and multidimensional; they can be individuals, families, or communities.

The emergence of the NPS has also made the position of the central government based on its function and role into (1) Coordination, having excess knowledge in implementing policies at all levels of regional government in coordinating development nationally; (2) Allocation, a legitimate role to allocate existing resources and funds for the sake of balance and equity between regions, (3) Distribution, these resources reach the regions and ensure that regional economic balance and equity can run well, (4) Stabilization, ensuring that economically the regional economic growth and welfare, as well as sustainability, can be maintained, (5) Evaluation, part of the control mechanism with the central question whether all regional policies have been adequately implemented (Warsono, 2020).

Government administration implements the service function in the community by allocating existing resources and funds (Hastuti, 2022). Based on the NPS framework, the existence of inter-regional cooperation institutions as one of the topics discussed in this dissertation is a form of decentralization implementation. The pattern of inter-

regional cooperation has also experienced movement along with implementing decentralization in the region. Therefore, the existence of inter-regional cooperation in the regions will be significantly influenced by the central government as the leader in the country's development process, and the formulation of the correct strategy in the cooperation institution will determine whether or not the cooperation process takes place.

The success of inter-regional cooperation: learning from East Java

Inter-regional cooperation is currently becoming a trend, as is happening in East Java Province, namely in terms of connectivity and interdependence, in order to create an integrated region based on local conditions in the region. The very strategic location of East Java Province, with an area of 47,799.75 km², really represents a miniature of Indonesia because it can reflect the condition of the plurality of ethnic groups that exist in Indonesia. East Java Province is the economic and trade gateway to the eastern part of Indonesia, which makes it a busy province. In 2020, the East Java Provincial Central Statistics Agency stated that the population was 39.699 million people who had various jobs at an economic level that was above average (BPS Provinsi Jawa Timur, 2020).

Under these strategic conditions, the economic conditions of the East Java Province in the second quarter of 2019 improved compared to the previous quarter. The increase in growth was contributed by government consumption, investment, and an increase in foreign exports accompanied by a decrease in imports. On the other hand, the increase in the performance of the agricultural sector, the provision of accommodation, food and drink, and construction has become a driving force for the positive performance of East Java's economic growth (Kanwil BI Provinsi Jawa Timur, 2019).

Soekarwo explained that East Java's increased competitiveness was due to four main strategies: First, economic stability on a macro scale. Second, governance and institutional formation. Third, business, financial, and labor conditions. Fourth, infrastructure development and community quality of life. Soekarwo said increased competitiveness will result in optimizing the use of various existing opportunities. East Java Province is also an important area in the economic sector in Indonesia because of the position of East Java Province, which is the center of gravity in Indonesia (Soekarwo, 2018). The East Java Provincial Government focuses on three main sectors that support the economy: manufacturing, trade and services, and agriculture. The industrial sector is directed to carry out downstream industries to produce high-value-added products, strengthen industrial structures, and provide employment and business opportunities (Junari et al., 2020).

East Java Province has 38 regencies and cities with very diverse geographical conditions. Each district and city has characteristics, advantages, and disadvantages, so they can complement each other if inter-regional cooperation can be carried out. East Java Province is generally divided into five development areas, namely the 'Gerbang kertasusila,' Madura and Islands, Bromo Tengger Semeru, Ijen Baluran, and Selingkar Wilis areas.

East Java Province has also received achievements in development progress in 2018 from the Ministry of National Development Planning. This is because there is a work plan from the regional government of East Java Province, which is very measurable from the beginning of planning and determination to achieving targets in development. The principles of consistency, measurability, and comprehensiveness

mean that the level of success in implementing development, whether carried out independently or in collaboration with other regions, can be seen.

The large number of districts in East Java Province makes inter-regional cooperation mandatory. Each district will be unable to act independently to meet its needs. It is even possible that to develop all the potential in each district, you must collaborate with the private sector (third party). Many districts in East Java Province have collaborated; of course, the most important thing is the encouragement of the exact needs and feelings regarding the geographical, economic, social, and cultural conditions in the area, like 'Sekarkijang' (Se-Karisidenan et al.), covering the districts of Jember, Lumajang, Situbondo, Bondowoso, and Banyuwangi. The collaboration between the six districts is intended to develop the economy in the 'horseshoe' area, which is a buffer area on the eastern side of the East Java Province region. In its implementation, this collaboration is also to fill each other's shortage of economic raw materials in agriculture, plantations, fisheries, and animal husbandry so that price stability occurs for community prosperity (Solichah, 2018).

Apart from that, there was also a joint agreement made by Sampang Regency with the Surabaya-Madura Regional Development Agency regarding the form of facilitation and provision of stimulation for accelerating economic growth in the Sampang Regency area, the existence of this memorandum of understanding is also beneficial for the sustainability of economic activities in Sampang Regency.

In order to build ideal community conditions, especially in terms of economic equality for the community in each district in East Java Province. Each district has also carried out much cooperation, especially with neighboring districts; this is done either through joint meetings, cooperation agreements, memorandums of understanding, or in the form of other agreements that have been established, including (1) 'Ratubangnegoro' (Blora et al.), (2) 'Pawonsari' (Pacitan et al. Regencies), (3) 'Germakertasusila' (GKS) Plus (Gresik et al., Surabaya City, Regency Sidoarjo and Lamongan Regency, as well as Tuban, Bojonegoro, Jombang, and Pasuruan Regency and City), (4) 'Karismapawirogo' (Karanganyar et al.), (5) 'Pawitandirogo' (Pacitan et al., and Ponorogo Regency), (6) 'Golekpawon' (Ponorogo et al.), (7) 'Ngadipono' (Nganjuk et al.)

In East Java Province, two institutional models are used: the Interregional Cooperation Agency model and the Joint Secretariat (Sekber) model. Of course, both have two different concepts, even though they prioritize networking in implementing inter-regional cooperation, namely intergovernmental relations and intergovernmental governance. Intergovernmental relations is an inter-regional organizational pattern that only allows coordination on general aspects throughout the region, while intergovernmental governance is an inter-regional organizational pattern that provides the possibility of implementing fully controlled governance with clear cooperation sectors (Faozan, 2007).

Next is the Joint Secretariat model (Sekber), which is by the Regulation of the Minister of Home Affairs of the Republic of Indonesia Number 22 of 2020 concerning Procedures for Cooperation with Other Regions and Cooperation with Third Parties in Article 50. It is stated that the cooperation secretariat formed in the framework of regional cooperation with other regions is not a regional apparatus and has the task of facilitating regional apparatus in carrying out cooperation. The cooperation secretariat has the following tasks: (1) to help manage, monitor, and evaluate the implementation of cooperation, (2) provide input and suggestions to the respective regional heads

regarding the same steps to be taken if there are problems, and (3) report the implementation of tasks to the head of each region.

In its implementation, it was discovered that the collaboration had experienced many obstacles in the field, most of which were internal to the regional government, namely the sectoral egos of each regional apparatus. This means that many memorandums of understanding in East Java Province are still just pieces of paper without precise implementation. Even building an inter-regional cooperation institution is still very difficult (Mahardhani et al., 2020). Research on the coordination of the governance of Bromo Tengger Semeru National Park to improve tourism services (Utami, 2017) It was explained that the existence of an understanding regarding the governance of Bromo Tengger Semeru National Park as a strategic value of a tourist area gave rise to the emergence of regional interests to gain as much profit as possible from the area, which led to a conflict of interests between tourism potential and the concept of conservation. From this research, it is also known that no joint institution focuses on the development of the Bromo Tengger Semeru National Park area, resulting in a very high sectoral ego.

In addition, research conducted by Nababan on the formulation of inter-regional cooperation policies, studies on the construction of the Sukorejo-Batu pass, which includes cooperation between the Provincial Government of East Java, Pasuruan Regency, Malang, and Batu City (Nababan, 2017) States that there are supporting and inhibiting factors in the implementation of cooperation. One of the supporting factors is the existence of support from the local community regarding the road infrastructure development process. In contrast, the inhibiting factor in implementing cooperation is a high sectoral ego, namely the unwillingness to share budgets between regions so that the cooperation cannot run well.

Subsequent research entitled Interregional Cooperation in Terms of Public Service Management and its Relationship with Regional Original Income (Husna, 2020). The research results show that the cooperation carried out is still not as expected; the recommendations offered are as follows: First, there should be synergy between the Sidoarjo district government and the City of Surabaya in managing the Surabaya Terminal. The two regions should work together and form harmonious conditions to strengthen the Institutionalized Hard Cooperation model by building Balance in Joint Formation. A cooperation secretariat will undoubtedly form a good and ideal network to increase accountability, efficiency, and effectiveness in managing the agreed cooperation. Second, the Surabaya City Government and the Sidoarjo Regency Government should re-coordinate to change the cooperation rules for managing the Surabaya Terminal in accordance with Law Number 23 of 2014 and the principles of cooperation that adhere to the spirit of regional autonomy.

The three research results researchers have reviewed regarding cooperation in East Java Province show that cooperation in East Java Province has not been implemented well. Agreements in the form of understanding in cooperation have not been able to represent effective and efficient joint activities. However, support from the East Java Provincial government is always available in the context of implementing cooperation that has been formed either between districts or with private parties (third parties). This can be seen from the formation of the Regional Cooperation Coordination Team based on the Decree of the Governor of East Java number 188/255/KPTS/013/2016 led by The Regional Secretariat facilitated by the Public Relations and Protocol Bureau of East Java Province.

Recommendations for ideal inter-regional cooperation through the mintzberg approach

In principle, the strategy for implementing cooperation as happened in East Java Province can be seen from the planning paradigm presented by Mintzberg, namely the 5P (plan, pattern, position, plot, and perspective) (Mintzberg et al., 1998) These five principles can be described as follows:

1. *Plan*. The embodiment of cooperation begins with an agreement between two or more districts that will work together. They agree to cooperate in various aspects, such as regional development, including aspects of planning, implementation, monitoring, maintenance, and evaluation with twenty objects from the joint agreement, namely tourism, employment general affairs, spatial planning, cooperatives and SMEs, industry and trade, agriculture, plantation, animal husbandry, forestry, transportation, environment, health, education, social, culture, investment, sanitation, mining and energy, population and employment.
2. *Pattern*. The pattern in implementing inter-regional cooperation at Selingkar Wilis is manifested in strengthening two dimensions, namely institutions and budgeting. The institution formed in inter-regional cooperation in the Selingkar Wilis Area is the establishment of a Joint Secretariat (Jointly formed authorities). In this case, the regional government is willing to delegate implementation, governance, and responsibility to bodies that have been jointly formed and consist of representatives from relevant local governments. This body is also filled with members from professional circles contracted by the local government concerned, namely the existence of non-governmental elements, namely the private sector, academics, communities, and the media, all of which collaborate.
Furthermore, for budgeting in the joint memorandum of understanding, it is stated that the financing is borne by the Regional Revenue And Expenditure Budget of each district and other legal and non-binding resources. Meanwhile, in the implementation of inter-regional cooperation with a focus on road infrastructure development, the financing process is borne by the Regional Revenue And Expenditure Budget of each district, the Regional Revenue And Expenditure Budget of East Java Province, the State Revenue and Expenditure Budget, and other legal and non-binding funds. It is known that in practice, the central and provincial governments have not participated, even though the development of areas in East Java Province, for example, is Selingkar Wilis which is a national strategic program through the issuance of Presidential Decree No. 80 of 2019 concerning the Acceleration of Economic Development in the Gresik-Bangkalan - Mojokerto - Surabaya - Sidoarjo - Lamongan Region, the Bromo - Tengger - Semeru Area, as well as the Wilis Alley Area and Southern Cross and appears in the planning of the Strategic Development Area where the Wilis Selingkar Area is located between 2 Strategic Development, namely Strategic Development 11 Semarang-Surabaya and Strategic Development 12 Yogyakarta-Prigi-Bilitar-Malang from the Regional Infrastructure Development Agency of the Ministry of Public Works and Public Housing but the budgeting that is implemented is still limited to being carried out by the Regional Revenue And Expenditure Budget of each district.
3. *Position*. In this case, the placement of each district in cooperation activities is equal, and no one is dominant between regions. In accordance with the principle of cooperation, namely, equal partnership (Pratikno, 2007) The parties' interaction and benefits must be based on an equal position (equality). Cooperation places the

interacting parties in a balanced, harmonious, and harmonious position because the interactions are aimed at fulfilling everyday needs without harming anyone.

4. *Ploy*. Infrastructure development in the collaborating regions must be regulated explicitly in cooperation agreements that have been signed by each Regional Planning and Development Agency, including (1) Coordinating related to program synergy, (2) Carrying out road infrastructure development, (3) Carrying out repairs road infrastructure, (4) Joint monitoring and evaluation of the implementation of cooperation, (5) Carrying out other activities that support the success and sustainability of cooperation agreements.
5. *Perspective*. Initially, the purpose of holding a memorandum of understanding was to harmonize inter-district development programs in the implementation of regional development and optimize the effective and efficient governance of potential and resources for the community's welfare. In its development, the program presented in the memorandum of understanding could not be implemented optimally, so the collaborating districts agreed to develop one sector, which was realized as a cooperation agreement. However, the cooperation agreement cannot be implemented because there is no common understanding regarding the selection of road alignments and the benefits arising from the implementation of this inter-regional cooperation. In practice, some regions are enthusiastic about the development process and have not conducted development.

Based on the description of Mintzberg's strategic approach regarding the implementation of inter-regional cooperation in East Java Province, it can be seen that the principles of collaboration offered in intergovernmental management (IGM) are very important to implement. McGuire explained that IGM is more than just intergovernmental relationships (McGuire, 2006). The elaboration of the IGM concept also emphasizes how to make efforts to harmonize structural cooperation with managerial cooperation with an organizational approach to inter-regional cooperation, namely inter-organization, which in its thinking that inter-organization will emphasize the principle of collaboration will be carried out in one area, it will not be able to work alone and in order to complement the needs of inter-regional organizations. regions, even more than inter-regional governments in inter-organization will also involve the interaction of various parties (Prihadyanti & Laksani, 2016) This ultimately creates a network with various parties, which creates high value, namely the continuity of the implementation of inter-regional cooperation.

This inter-regional cooperation model was developed through an initial relationship in the form of a network, which was then upgraded to a cooperative relationship towards partnership and a spirit of collaboration. (Castaner & Oliveira, 2020; Yue et al., 2022). In practice, the intended collaboration is carried out using the Pentahelix model, which involves five elements, namely: (1) local government, (2) private parties, (3) communities, (4) academics, and (5) media.

Conclusion

Based on the results of the research and discussion, there are several conclusions in this study: The implementation of inter-regional cooperation in East Java shows a positive trend and is carried out by many districts, even the implementation of cooperation across provincial administrative borders. Four factors support and hinder the implementation of inter-regional cooperation: regional egoism, regional participation, inter-regional coordination, and sustainability of cooperation. There is a strategy in the implementation of inter-regional cooperation that is considered ideal in

East Java Province through five principles, namely (1) Plan for the embodiment of cooperation starting from a memorandum of understanding and cooperation agreement, (2) Pattern, the pattern in the implementation of cooperation which is realized in strengthening two dimensions of cooperation namely institutional and budgeting, (3) Ploy, seeing that there is a part of the cooperation that must be regulated explicitly in the cooperation agreement, (4) Position which shows that each region is equal, and (5) Perspective, which is to reconcile the views of each region into one main activity that will work together.

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