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by Ardhana Januar

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Analysis of Inter-Regional Cooperation Management: Strategies Towards Effective Regional Collaboration

Ardhana Januar Mahardha¹⁴

Department of Civics Education, Faculty of Teacher Training and Education, Universitas Muhammadiyah Ponorogo, Jl. Budi Utomo No. 10, Ponorogo, Indonesia, 63471.

Abstract

This paper will further describe an inter-regional management cooperation that is needed by regions that intersect with each other, as well as by regions that have the same territory and natural products. Cooperation is needed in order to meet the needs of one area which cannot be fulfilled alone so that it requires assistance from other regions. This paper uses examples of the success of the collaboration carried out by the East Java Provincial Government in which there are several good collaborations that will be carried out and are being carried out. The method used in this paper is a literature study by analyzing previous research that has been carried out and then analyzed with the appropriate theory to arrive at conclusions that are in accordance with what is expected. The conclusion in this paper is that in the management of cooperation each region must have principles that must be firmly adhered to, for example in the implementation of cooperation in East Java Province which uses the principles of Mintzberg, then in the implementation of cooperation it will also involve other elements which in this case are known with the pentahelix concept.

Keywords: management, interregional cooperation.

*)Penulis Korespondensi
E-mail : ardhana@umpo.ac.id

Introduction

In research conducted by Sager with the title Dialogical Values in Public Goods Provision (Sager, 2007) explained that development planning on a regional scale is very concerned with aspects of the location where these activities will be carried out. Development planning carried out by the government must maximize the use of existing space in the area, this space must be filled with various activities that can produce models of development choices that are appropriate to the area. Existing developments state that development in the regions cannot be carried out independently and independently. Regions have small and limited budgets, incomplete infrastructure, incomplete community services. This incompleteness opens up opportunities for ²⁷the region to enter into cooperation with adjacent regions. Kourliouros in his research [Local Development and Collaborative Planning: A Theoretical Framework of Analysis](#) (Kourliouros, 2013), also outlined the importance of cooperation between one region and another, because according to him, development planning with a centralized pattern would not provide the best solution for development activities. Precisely collaborative activities that make development grow (Bradley, Mahmoud, & Arlati, 2022; Florini & Pauli, 2018).

The existence of inter-regional cooperation based on local conditions will be further developed if each district/city has the same regional conditions, socio-economic conditions, and almost the same prospects for the future. Currently, inter-regional cooperation has been carried out between two different administrative regions, both between districts/cities or between two provinces. This activity will directly assist regional development in the framework of the expected progress, especially for regions that have regional characteristics and geographical conditions, conditions of people's purchasing power, and similar social conditions. In its implementation, inter-regional cooperation is also used as an effort to strengthen relations and linkages of neighboring regions to harmonize regional development, synergize potential between regions and/or with 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 in order to meet their needs have crossed administrative boundaries. 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 Mount Tambora, Moyo Island, and Saleh Bay (Muhaidin, 2015). For this problem, there are several parts that must be carried out, namely the urgency of the interest in establishing cooperation on a locality basis. Identification of strategic problems, selection of the right form or model of cooperation, and implementation of government principles are very important for the success of the implementation of such cooperation. In this cooperation activity, the strategic role of the province is highly relied upon. Therefore, increasing the role of the province 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 governments as discussed in the previous paragraph, commonly referred to as intergovernmental relations, namely an important body of activities or interactions occurring between governmental units of all types and levels (Anderson, 2003). Anderson said that the implementation of all activities in the collaboration will certainly involve all existing government units at all types of levels and forms. Intergovernmental relations must be used as a tool 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 interests of the community to be more efficient and effective (Lee, 2016).

In relation to inter-local government relations, there are three approaches (Cawley, 2016), namely: First, the legal and administrative dimensions, which focus on the differences between the relationship of form and influence between the central government and local governments which are described in various forms of central supervision through the legislature, judiciary and administrative. Second, the community political dimension, which is an alternative approach to building intergovernmental cooperation that is close to each other. Third, the inter-organizational political dimension, which is based on inter-organizational analysis with the contents of the relationship between the center and the regions as a complex and interdependent system with other 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, values and interests are strengthened, as well as the organization of each

region in the context of development in their respective regions. The implementation of inter-regional cooperation has also been developed because of the awareness among the regions involved in the collaboration to carry out: sharing of experience, where there is space for regions to share experiences in managing local government affairs. The establishment of cooperation also allows regions to share benefits from the arena of cooperation that has been built. 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 the emergence of initiatives to seize opportunities by collaborating with each other. The implementation of cooperation between the two regions must also take into account the benefits that will be taken in implementing the cooperation. It will not be possible if in the implementation of the cooperation there is one party who wants and is willing to lose money in the cooperation that has been carried out. Between regions that carry out cooperation must ensure that all regional interests are fulfilled during the implementation of cooperation. The role of the province in this case is also very important as a facilitator if in its implementation there are regions that are selfish. 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.

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

20 Several instruments that can affect intergovernmental cooperation include: intergovernmental regulation, governmental structure, political forces, and 12 bureaucratic actions and intergovernmental communications (Halperin & Clapp, 2006). In the field of public administration, the implementation of certain authority affairs has now 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 the implementation of inter-regional cooperation, of course this inter-regional cooperation is a must to be implemented. Therefore, in answer 11 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 Management, before developing into Law 32 of 2009 concerning Protection and Management Environment. Both of these laws hope that there will be a change in the development paradigm, namely previously based on growth and focusing on economic inequality, to 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.

In Indonesia, there are many inter-regional collaborations, including the 'Kunci Bersama' collaboration (Kuningan, Cirebon, Ciamis, Cilacap, Banjar, Brebes, and Majalengka). Research conducted by Yuwanto describes cooperation by seven regencies that border each other. by a new institution, namely the Inter-Regional Cooperation Agency (BKAD), in its implementation 'Kunci Bersama' prioritizes infrastructure development before the development of other fields such as social, economic, cultural, administrative and health (Yuwanto, 2016). Cooperation 'Kedungsepur' (Kendal, Demak, Ungaran, Salatiga, Semarang, and Purwodadi) 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, besides that 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 (Uriawan & Lituhayu. M, 2017). Next is cooperation 'Pekansikawan' (Pekanbaru, Kampar, Siak, dan Pelalawan). This also makes the existing tourism potential in each region a superior and connected 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. (Bappeda Kabupaten Siak, 2019)

Research Methods

Writing this article uses the library research method with a systematic review approach, which is done by identifying research problems, making boundaries for finding relevant research results, collecting relevant research results, and carrying out selection and extraction of research results according to the research topic, then by conducting data analysis. with meta-synthesis to answer research questions (Pahleviannur, Grave, Saputra, Mardianto, & Mahardhani, 2022).

The literature used in library research comes from books, journals from previous research results, archives/documentation that have the same relevance as the theme of this article. The journals used come from reputable international journals and national journals that are accredited and relevant to research topics around the management of inter-regional cooperation. The author records that there are 12 international journals and 16 national journals as well as some literature that is used as a reference for fictional and theoretical frameworks in analyzing problems on research topics. The data used is secondary data and is supported by similar research, while also using government documents such as directory data, performance reports, statistical data, 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 a collaboration between regions. Meta-analysis is carried out by summarizing the results of previous studies that are compatible with the research theme using narrative techniques after a selection and extraction process has been carried out on the search results. The results of the research summary are then approached using meta-aggregation to conduct aggregate (descriptive) according to the

research theoretical framework and the points to be analyzed to answer research questions (Sulikah, Mindarti, Sentanu, & Hidayah, 2021)

Results and Discussion

Inter-Regional Cooperation: Using the New Public Service Paradigm

In its development, there are two approaches 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 or 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; (4) 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 role that is quite important so that it is only natural that the organization must pay attention to its existence. In addition, the role of humans is very central because as public servants in an organization, which means 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). Zethami dan Haywood (Samma, 2016) explained that there are three characteristics that can define public service. First, public service is not just a proposal to provide services but also an effort to provide broader social benefits on the basis of 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 main question whether all regional policies have been properly implemented (Warsono, 2020).

Administration of government is the implementation of the function of service to 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 the

implementation of decentralization in the region. Therefore the existence of inter-regional cooperation in the regions will be greatly 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 Province

The trend of inter-regional cooperation also occurs in East Java Province as a form of interconnection and interdependence, namely the formation of integrated areas with regional development based on regional localities. East Java Province is a strategic province in Indonesia because it is the gateway to the economy in eastern Indonesia. East Java Province is bordered by Central Java Province to the west, the Indonesian Ocean to the south, the Java Sea to the north, and the Bali Strait to the east, has an area of 47,799.75 km², and a population according to data from the Central Bureau of Statistics (BPS) for East Java Province in 2020 is 39.699 million souls (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 foreign imports. On the other hand, the increase in the performance of the agricultural sector, the provision of accommodation and food and drink, as well as 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, namely: 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 opportunities that exist. 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, namely the manufacturing sector, trade and services, and the agricultural sector. The industrial sector is directed to carry out downstream industries to produce high value added products, strengthen industrial structures, provide employment and business opportunities (Junari, Rustiadi, & Mulatsih, 2020).

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

In 2018 East Java Province received a Regional Development Award (PPD) from the Ministry of National Development Planning (PPN) because the Regional Government Work Plan (RKPD) of East Java Province is very measurable starting from planning and achieving targets in development. In addition, the principles of consistency, comprehensiveness, measurability and implementation are the reference for East Java Province in planning all activities, including in the cooperation activities carried out.

Inter-regional cooperation in East Java Province absolutely must be carried out because districts/cities will not be able to work alone in developing their existing

potential. Much has been done, especially with third parties, one of which is through encouragement from Bank Indonesia. Cooperation in East Java Province has been carried out, especially in the economic field in districts located in the '*Sekarkijang*' Region (*Sekarisidenan* Besuki and Lumajang), covering the district Jember, Lumajang, Situbondo, Bondowoso, and Banyuwangi. This cooperation is for economic development, controlling inflation, and developing regional superior products, so that regions that have a surplus of food can supply areas that are lacking, so that stable prices occur (Solichah, 2018).

Apart from that, there was also a joint agreement made by Sampang Regency with the Surabaya-Madura Regional Development Agency (BPWS) 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 very helpful for the sustainability of economic activities in Sampang Regency.

Apart from the stakeholders that have been established, in East Java Province there is also an understanding in the form of agreements between adjoining regencies. The following are agreements made in East Java Province: (1) '*Germakertasusila*' (*GKS*) *Plus* (Gresik Regency, Madura Island, Mojokerto Regency and City, Surabaya City, Sidoarjo and Lamongan Regencies, and Tuban, Bojonegoro, Jombang, and Regencies as well Pasuruan City), (2) '*Ratubangnegoro*' (Blora, Tuban, Rembang, and Bojonegoro Regencies), (3) '*Karismapawirogo*' (Kanganyar, Wonogiri, Sragen, Magetan, Pacitan, Ngawi, Ponorogo Regencies), (4) '*Golekpawon*' (Ponorogo, Trenggalek, Pacitan and Wonogiri Regencies), (5) '*Ngadipono*' (Nganjuk, Madiun and Ponorogo Regencies), (6) '*Pawitandirogo*' (Pacitan, Ngawi, Magetan Regencies, City and Madiun Regencies, and Ponorogo Regencies), (7) '*Pawonsari*' (Pacitan, Wonogiri and Gunung Kidul Regencies).

In East Java Province itself, there are two institutional models used, namely the Interregional Cooperation Agency (BKAD) model and the Joint Secretariat (Sekber) model. Of course, both of them have two different concepts even though they both prioritize networking in the implementation of inter-regional cooperation, namely intergovernmental relations and intergovernmental management. Intergovernmental relations is an inter-regional organizational pattern that only allows coordination on general aspects throughout the region, while intergovernmental management is an inter-regional organizational pattern that provides the possibility of implementing fully controlled management with clear cooperation sectors (Warsono, 2009).

Next is the Joint Secretariat model (Sekber) which is in accordance with 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.

The implementation of the memorandum of understanding between districts in East Java Province still has many obstacles, sectoral ego is still high, so that many memorandums of understanding in East Java Province are only limited to a memorandum of understanding, not reaching inter-regional cooperation, let alone forming an inter-regional cooperation institution (Mahardhani, Suwitri, Zauhar, & Purnaweni, 2020). Research on the coordination of the management of Bromo Tengger Semeru National Park (TN-BTS) to improve tourism services (Wicaksono, 2018) explained

that the existence of an understanding regarding the management of TN-BTS 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 there is no joint institution that focuses on the development of the TN-BTS 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 in the implementation of cooperation there are supporting and inhibiting factors of cooperation. One of the supporting factors is the existence of support from the local community regarding the road infrastructure development process, while the inhibiting factor in the implementation of cooperation is the existence of a high sectoral ego, namely the unwillingness to share budgets between regions so that the cooperation cannot run well.

Subsequent research entitled "Models of Inter-Local Government Cooperation in Public Infrastructure Management (Study of Cooperation between Surabaya City Government and Sidoarjo Regency Government in Management of Purabaya Terminal) (Abror, 2017). From the results of the research it is known that the cooperation carried out is still not as expected, the recommendations offered are: First, the Surabaya City Government and the Sidoarjo Regency Government should carry out re-coordination to change the cooperation regulations in managing the Purabaya Terminal in accordance with Law number 23 of 2014 and the principles -the principle of cooperation that adheres to the spirit of regional autonomy. Second, in the implementation of cooperation in the management of the Purabaya Terminal, the Surabaya City Government and the Sidoarjo Regency Government should be able to work together in realizing harmonization of cooperation by reinforcing the Institutionalized Hard Cooperation model by establishing a Balance in Jointly-Formed Authorities in the form of establishing a joint secretariat of collaboration between local governments that can create networking in order to increase the accountability, efficiency, and effectiveness of the management of the agreed cooperation.

From the three results of research on inter-regional cooperation in East Java Province, it can be seen that cooperation in East Java Province has not been carried out properly. Agreements in the form of an understanding in cooperation have not been able to represent an effective and efficient joint activity. Nevertheless, East Java Province has always supported the implementation of existing cooperation, both between districts and with external parties. This can be seen from the formation of the Regional Cooperation Coordination Team (TKKSD) 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, then 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 the implementation of inter-regional cooperation at Selingkar Wilis is manifested in the strengthening of 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 and management 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 who are 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 with each other. Furthermore, for budgeting in the joint memorandum of understanding it is stated that the financing is borne by the APBD 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 APBD of each district, the APBD of East Java Province, the APBN, 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 (WPS) where the Wilis Selingkar Area is located between 2 WPS, namely WPS 11 Semarang-Surabaya and WPS 12 Yogyakarta-Prigi-Bilitar-Malang from the Regional Infrastructure Development Agency (BPIW) of the Ministry of Public Works and Public Housing (PUPR) but the budgeting that is implemented is still limited to being carried out by the APBD of each district.
3. *Position.* Whereas 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) that the interaction and benefits of the parties involved must be based on an equal position (equality), cooperation places the interacting parties in a balanced, harmonious and harmonious position, because the interactions that occur are aimed at fulfilling common needs without anyone being harmed.
4. *Ploy.* Infrastructure development in the collaborating regions must be specifically regulated 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 as well as optimizing the ³⁵ effective and efficient management of potential and resources for the welfare of the community. In its development, the program presented in the memorandum of understanding could not be implemented optimally, ¹ the collaborating districts would agree to develop one sector which was realized in the form of a cooperation agreement. However, the implementation of the cooperation agreement cannot be carried out because there is no common understanding regarding the selection of road alignments and the benefits arising from the implementation of this inter-regional cooperation so that in practice there are regions that are enthusiastic about carrying out the development process and have not carried out development at all.

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 interorganization, which in its thinking that interorganization 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 interorganization will also involve the interaction of various parties (Prihadyanti & Laksani, 2016) which ultimately creates a network or network with various parties which ultimately 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 towards a spirit of collaboration (Castaner & Oliveira, 2020; Yue, Ye, & Chen, 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.

²¹ Conclusion

Based on the results of the research and discussion, there are several conclusions in this study, namely: 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. There are four factors that support and hinder the implementation of inter-regional cooperation, namely 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, namely the pattern in the implementation of cooperation which is realized in strengthening two dimensions of cooperation namely institutional and budgeting, (3) Ploy, namely seeing that there is a part of the cooperation that must be specifically regulated 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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