

REGIONAL COOPERATION OF DEVELOPMENT IN LOCAL GOVERNMENT (CASE IN THE PROVINCE OF EAST JAVA, INDONESIA)

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REVIEW SCIENTIFIC PAPER

ISSN 2637-2150

e-ISSN 2637-2614

UDC 338.246.025.88:330.34.01(594)

DOI 10.7251/STED2101030J

Paper Submitted: 28.12.2020.

Paper Accepted: 05.04.2021.

Paper Published: 28.05.2021.

<http://stedj-univerzitetpim.com>

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ABSTRACT

Decentralization in the field of local government is very necessary for regional development, it is highly recommended by local governments to improve the economy or form new regional planning. Different conditions between neighboring regions make cooperation as an alternative in the development process. This paper is a literature review of an inter-regional cooperation between local governments that can lead to development progress. In this paper an example is given of cases in the

East Java Province in which the province has done a lot of cooperation between regions, but even so there are still many weaknesses that exist in the implementation of such cooperation so that development cannot be carried out properly.

Keywords: Decentralization; Development; Interregional Cooperation; New Regional Planning; and Government.

INTRODUCTION

Stated that local government is better able than central government to respond to change in demand, to experiment and to anticipate future changes (Smith, 1985). It provides a form of government in which people form non-producer groups can more easily participate. In his opinion, Smith interpreted the regional government as an autonomous region considered more able to respond to demands, conduct experiments, and anticipate future changes from the central government to any changes and developments in the region. Decentralization also has added value because it can develop democratic values, create a distribution of justice, and can manifest political stability at all levels of government (Haeruddin, 2015).

Although decentralization is felt to be good in accommodating various inputs or suggestions that arise in the community, conflicts and conflicts must exist and cannot be avoided, either between communities or between political actors.

These are both those that occur between the political elite in the region or between the regional political elite and the central government, including when providing public goods, such as education, health, and water supply (Sager, 2007). The existence of public food as a form of local government services that must be available to the community will also be an indicator of an area in development activities, both physical and human development.

In a study conducted by (Sager, 2007) explained that regional development planning focused on aspects of the location where the activity was carried out. The regional government plans development in its area by striving for the utilization of space in its area, filling it with various activities in such a way as to produce development alternatives that are considered the best for the area.

The emergence of the regional development paradigm in Indonesia begins with the enactment of Law Number 4 of 1982 concerning Environmental Matters, subsequently in Law Number 23 of 1997 concerning Environmental Management both of these laws are expected to change the development paradigm from resting on growth that focuses on economic inequality, is based on sustainable development (Purnaweni, 2014).

Over time and the development of the times resulted in the development on a regional scale cannot run alone, limited budget, infrastructure, and other public services, and the lack of resources can open opportunities for the region to cooperate with contiguous area. Regionalization of development area related to implementation inter-regional cooperation can be done with two approaches, spatial and managerial approaches. Spatial approach emphasizes on determination of the area to be made strategic area arranged in spatial plans. Whereas the approach managerial can be done in form of real cooperation between governments regional (government to government/G to G) and between business actors (business to business/ B to B) (Wahyudi & Sari, 2011).

Kourliouros in his research *Local Development and Collaborative Planning: A Theoretical Framework of Analysis*, also outlines the importance of cooperation between one region and another, because according to him development planning with a centralized pattern will not provide the best solution in development activities (Kourliouros, 2013). It is precisely the collaborative activities are at the bottom that make development progress.

The existence of inter-regional cooperation based on local conditions will be more developed if each regency/city has the same regional conditions, socio-economic conditions, and prospects for the same are almost the same (Arsyad, Satriawan, Mulyo & Fitriady, 2011) explains that this locally based development strategy is a development strategy that uses a territorial approach that relies primarily on the needs, all potentials, and local actors of a particular area (locality).

Inter-regional cooperation is a joint action (collective action) that occurs in a unique process. Uniqueness cooperation between these regions visible from among other things, patterns relationships are based by horizontal relations, no hierarchical. The consequences of patterns this relationship will have implications on the proper approach understood together by the actors involved. The Error understanding and enforcement is conventional organizational model fatal to management cooperation between regions, deep bureaucratic trap cooperation between regions. Approach conventional looked at organization with approach Weberian bureaucracy (intra organization), meanwhile inter-regional cooperation is intergovernmental networking more precisely approached with the concept of inter organization (Warsono, 2009).

Inter-regional cooperation is currently taking place in many cities/regencies with one another, or in one province with another province. This activity can directly support the process of developing the progress of each region, especially if the area is still in a region with geographical, social and economic conditions that are not

much different. Abdurahman mentions that the limitations of resources, potential, and geographical location are some of the factors that will strengthen the aspect of 'regional interdependence' between neighboring regions (Abdurahman, 2014).

Therefore, in this paper we will explain the importance of implementing inter-regional cooperation, there are several models that can be used by regions in order to develop their respective regions, this is because each region will certainly have differences in their characteristics, both landscapes, natural resources, the condition of the community, up to the existing government capacity.

RESEARCH METHODS

This research according to (Pasolong, 2012) based on its place is a library research, namely an investigation that aims to collect data and information contained in a library room, such as books, magazines, documents, and notes. In the implementation of this research, taking data from existing document reports, articles and books, then what has been obtained is written in the form of descriptive exposures with an exploratory model, because it is still very open, still searching and not having a hypothesis. Therefore, this research will be the basis for further research.

RESULT AND DISCUSSION

Decentralized Development

The policy of decentralization and regional autonomy in Indonesia currently has implications for a shift in the format of relations between governments, not in an atmosphere of centralization where the pattern of relations between the center and the regions is very hierarchical, but as an autonomous region the regional government has some authority to manage its own households (Domai, 2011). The role of the center in the framework of regional autonomy will largely determine macro policies, conduct supervision, monitoring, evaluation, control and empowerment so that the regions can carry out their autonomy optimally. Whereas the regions

in this case that are authorized to make local policies, including regional development planning policies.

The old central government and regional development system which is very centralized and dominated by the central government is being abandoned. Today, local governments are given greater authority and more new financial resources to encourage the development process in their respective regions (Syafrizal, 2014). This development process is more specialized in rural areas where the majority of the population works in the agricultural sector. According to the United Nations in (Rustiadi, 2009), rural development is a planned strategy to improve the economic and social lives of the poor. In the planning and implementation of regional cooperation, it is necessary to strengthen the insight and commitment of regional governments on the importance of regional cooperation in order to develop a competitive regional economy. The shared vision of the regional government is the basic capital in realizing the intended plan so that collective awareness is needed that the success in accelerating and equitable regional development cannot be separated from the connectivity and synchronization of development plans between the central government, provincial governments, and district/city governments.

The National Development Planning Agency on official website states that efforts to carry out development activities are basically carried out through four approaches namely macro, sectorial, regional, and micro.

Macro development planning is a national development plan that is carried out as a whole, in it related to economic growth and development planning. Macro planning should be done by looking and calculating carefully the linkages with sectoral and regional planning.

Sectoral planning is planning carried out with a sector-based approach. What is meant by sector is a collection of activities that have similar characteristics and objectives. Planning with a regional approach dimension focuses on the location

aspects where the activities are carried out. Furthermore, micro planning is detailed scale planning in annual planning, which is the translation of macro, sectoral and regional plans into the arrangement of projects and activities with various planning and budgeting documents. This planning is a very important element, because it is the goal of achievement and development goals.

In a study conducted by (Sager, 2007) explained that regional development planning focused on aspects of the location where the activity was carried out. The regional government plans development in its area by striving for the utilization of space in its area, filling it with various activities in such a way as to produce development alternatives that are considered the best for the area.

Over time and the development of the times resulted in the development on a regional scale cannot run alone, limited budget, infrastructure, and other public services, and the lack of resources can open opportunities for the region to cooperate with neighboring regions.

Interregional cooperation for Development

Intergovernmental relations or intergovernmental relations according to (Anderson, 1975) is "an important body of activities or interactions occurring between governmental units of all types and levels". Means in inter-governmental relations are all forms of activities or interactions involving government units at all forms and levels.

One form of intergovernmental relations is expected to be a means to build and develop collective action for regional government, which is called intergovernmental cooperation. In intergovernmental cooperation, it is expected that two or more people or government agencies will collaborate. In its implementation, managerial fragmentation must also be eliminated to create equity to meet the public interest effectively and efficiently.

In relation to relations between local governments, (Smith, 1985) said that there are three approaches in intergovernmental relations, namely: First, the law and administration approach, which focuses on differences in formal relations to power and influence between the central government and regional governments which is explained in various forms of central supervision through legislative, judicial, and administrative. Second, the community politics approach which is an alternative approach in building cooperation between governments. Third, inter organizational politics approach, which is based on inter organizational analysis that explains the relationship between the center and the region as a complex and interdependent system.

There has been much discussion about inter-governmental cooperation. Nonetheless, the collaboration outputs are more highlighted than how the cooperation process was built, the forms of negotiations that have been built, the values and interests that are highlighted, as well as the organization of each region in the context of development in their respective regions. Yudhoyono (Domai, 2011) explained that inter-regional cooperation was built because there was an awareness among the regions involved in cooperation to conduct: sharing experiences, where space for regions to share experiences in managing regional government affairs. The establishment of cooperation also allows regions to share the benefits of the arena of cooperation built. Cooperation also allows regions to share the burden.

Inter-regional cooperation can only be formed and run if it is based on the awareness that these regions need each other to achieve a goal. Therefore, the initiation of cooperation between regions can only be carried out effectively if similar issues and common needs have been found. This commonality is the basis for bringing together regions that will be partners, with principles of inter-regional cooperation. (Tarigan, 2009) explained that in the implementation of inter-regional cooperation, the two regions that are

collaborating must be mutually beneficial. If the interactions that occur between areas of loss or one of the areas of loss and one area of profit then it has not been called collaboration. In implementing the cooperation pattern that has been conveyed by Tarigan, in its implementation there is still a need for integrated and integrated policy management, as stated by (Rocheleau, 1986), that the integrated management that is formed intergovernmental management must be jointly controlled.

In intergovernmental management, the emphasis is on the process of achieving goals, which begin at the beginning of the management process and are taken together to achieve a common goal. Local governments are given the authority to collaborate with other regions and third parties. Inter-regional cooperation is a means to strengthen relations and engagement between one region and another, harmonize regional development and synergize inter-regional potential. By paying attention to the essence of the implementation of the cooperation, the inter-regional cooperation policy is directed at increasing cooperation to create synergy between provinces, districts and cities, both carried out bilaterally and regionally, in accordance with the direction of regional development policy.

The good collaboration will enable the achievement of shared goals according to previous predictions. Due to in the collaboration process requires the cooperation in thinking or planning program, implementing up to evaluate the achievements program (Larantika, Zauhar, Makmur, & Setyowati, 2017).

Regional Cooperation for Development in the Province of East Java

One form of interconnection and interdependence that occurs is a big plan from the Provincial Government of East Java to form an integrated area with regional development based on regional locality. 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 in the west, Indonesian Ocean in the south, Java Sea in the north, and Bali Strait in the east. It has an area of 47.922 km², and the population according to data from the Central Statistics Agency (BPS) of East Java Province in 2017 is 39.292.972 people or around 15% of the entire population in Indonesia.

With these strategic conditions, the economic condition of the East Java Province from year to year continues to increase, meaning that economic growth is developing well in the East Java Province. In addition, the tourism sector is also developing well in East Java Province. One indicator is the increase in foreign tourist arrivals to the East Java Province through the entrance of Juanda International Airport, reported by <http://www.juandaairport.com> in January 2018, up by 15,05% compared to the number of foreign tourists visiting the month of December 2017, amounting to 23.208 visits to 26.700 visits.

The Governor of East Java in the 2014-2018 period, Soekarwo, explained that the increase in East Java's competitiveness was due to the existence of four main strategies, namely: First, macroeconomic stability. Second, it is governance and institutional layout, third, financial, business and labor conditions and Fourth, quality of life and infrastructure development. Soekarwo said, if competitiveness could be increased, various opportunities in the global market could be utilized optimally. The important role of East Java in the economy of other regions in Indonesia, in terms of political geography and economic geography, East Java's position as the center of gravity in Indonesia

In addition to a fairly well-established economy, East Java Province has a very wide area. The number of regencies and cities in East Java is 38 with very diverse regional contours. Each regency/city has characteristics, advantages, and weaknesses, so that they can complement each other if inter-regional cooperation can be implemented.

In 2018 East Java Province was awarded the Regional Development Award (PPD) organized by the Ministry of National Development Planning (PPN) because the Regional Government Work Plan (RKPD) of East Java Province was very measurable starting from the planning and achievement targets in development. In addition, the principle of consistent, comprehensive, measurable, and can be implemented, becomes a reference for the Province of East Java in planning all activities, including cooperation activities carried out.

Cooperation in East Java Province is a must. Much has been done especially with third parties, one of which is through encouragement from Bank Indonesia. Cooperation in East Java Province has been held especially in the economic field in districts located in the horseshoe area, including Jember Regency, Lumajang Regency, Situbondo Regency, Bondowoso Regency, and Banyuwangi Regency. Ahmad Bunyamin, Head of the Bank Indonesia Representative Office in Jember, also said that this cooperation is for economic development, inflation control, and the development of regional superior products

In addition, there is also a joint agreement made by the Sampang Regency with the Surabaya-Madura Regional Development Agency (BPWS) on the form of facilitation and stimulation of economic growth acceleration in the Sampang District Region, the existence of this memorandum of understanding is also very helpful for the sustainability of economic activities in the 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 neighboring districts. In East Java Province, there are two institutional models that are used, namely the Inter-regional Cooperation Agency (BKAD) model and the Joint Secretariat model. The BKAD model is in accordance with article 24 of the Government Regulation of the Republic of Indonesia Number 50 of 2007 concerning Procedures

for Inter-Regional Cooperation which states that in implementing development in their regions, regional heads can cooperate with other regions by forming a Cooperation Agency (BKAD). BKAD is not included in the structure of the regional apparatus, but its management comes from the related Regional Work Units (SKPD) in each member region. In the institutional model of BKAD each management in carrying out its duties and responsibilities has been mutually agreed upon, so that each member region has different roles and responsibilities, BKAD funding sources come from member and private regional APBDs as well as benefits from jointly implemented projects.

Next is the Joint Secretariat model that is in accordance with Government Regulation of the Republic of Indonesia Number 28 of 2018 concerning Regional Cooperation. In the Sekber institutional model, the main activities cooperated are managed by the SKPD and members, while the professional party chosen by the regional head is tasked with coordinating between members.

The following are inter-regional cooperation established in East Java Province:

1. *Germakertasusila Plus* (GKS) Plus (Gresik, Madura, Mojokerto, Surabaya, Sidoarjo, and Lamongan, added with Tuban, Bojonegoro, Jombang, and Pasuruan),
2. *Ratubangnegoro* (Blora, Tuban, Rembang, and Bojonegoro),
3. *Karismapawirogo* (Karanganyar, Wonogiri, Sragen, Magetan, Pacitan, Ngawi, Ponorogo),
4. *Golekpawon* (Ponorogo, Trenggalek, Pacitan, and Wonogiri),
5. *Ngadipono* (Nganjuk, Madiun, and Ponorogo),
6. *Pawitandirogo* (Pacitan, Ngawi, Magetan, Madiun, and Ponorogo),
7. *Pawonsari* (Pacitan, Wonogiri, and Wonosari)
8. *Tunggal Rogo Mandiri* (Tulungagung, Trenggalek, Ponorogo, Madiun, Nganjuk, and Kediri)

Constraints in the Implementation of Inter-regional Cooperation in East Java Province

The implementation of a memorandum of understanding between regencies in East Java Province still has many obstacles, sectoral ego is still high, so there are many memoranda of understanding in East Java Province whose implementation is only a memorandum of understanding, not reaching an inter-regional cooperation let alone forming an inter-regional cooperation institution. (Badan Penelitian dan Pengembangan Provinsi Jawa Timur, 2006) published research on the Inter-regional Cooperation Model in Tourism Management (case study in Malang Raya). The results of the study are showing that Malang Raya was an icon in tourism development between Malang Regency, Malang City, and Batu City. These are which in fact the cooperation is still a discourse and has not been realized concretely, with indicators that there are no official documents on the existence of inter-regional cooperation policies and tourism development policies are still partial in each region. This is constrained because of the ego-sectoral and ego-interests of each region and the lack of political support from both the executive and legislative branches.

In addition, (Irtanto & Wahyudi, 2012) with the title Inter-Regional Cooperation in the Management of Umbulan Winongan Pasuruan, East Java Province. It discusses the implementation of technical cooperation policies between the Government of East Java Province, Pasuruan Regency, Sidoarjo Regency, Gresik Regency, and Surabaya City. The results of the study also shows that the management of Umbulan spring management has not been going well, due to the not yet forming cooperation institutions involving independent and professional people to work actively and intensively, lack of adequate political umbrella, and lack of stakeholder involvement.

Subsequent research by (Abror, 2017) on the Model of Regional Intergovernmental Cooperation in

Management of Public Infrastructure (Study of Cooperation between the Government of Surabaya City and Sidoarjo Regency Government in the Management of the Purabaya Terminal). The research results can also be seen if the collaboration carried out is still less than expected, this is seen in the recommendations of the research results offered. These are classified into: First, the Surabaya City Government and the Sidoarjo Regency Government should carry out re-coordination in order to change the cooperation regulation in the Purabaya Terminal management in accordance with Law number 23 of 2014 and the principles of cooperation who adheres to the spirit of regional autonomy. Second, in the implementation of the Purabaya Terminal management cooperation, the Surabaya City Government and Sidoarjo Regency Government can be able to work together in creating harmonious cooperation. These are executed by reinforcing the Institutionalized Hard Cooperation model by forming a Balance in Jointly-Formed Authorities in the form of establishing a joint secretariat of cooperation between regional governments that can create networking in order to increase the accountability, efficiency, and effectiveness of agreed cooperation management.

From the three results of research on inter-regional cooperation in East Java Province, it can be seen that if cooperation in East Java Province has not been carried out properly, agreements in the form of understanding in cooperation cannot yet represent an effective and efficient joint activity.

In another research, the latest inter-regional collaboration in East Java Province, Tunggal Tunggal Rogo Mandiri, has also not been able to be implemented well. Tunggal Rogo Mandiri is an acronym from the district that is in Selingkar Wilis. Mahardhani's research shows that selfish situations are also found in inter-regional areas. Cooperation in the Selingkar Wilis Region, East Java Provinces that are currently still being enjoyed, there are a cooperation agreements and agreements but not implemented well, so for this region to

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run independently in accordance with regional strategic plans and regional vision leadership (Mahardhani, Suwitri, Zauhar, & Purnaweni, 2020)

Nevertheless, East Java Province always supports the implementation of existing cooperation between, this can be seen from the formation of the Regional Cooperation Coordination Team (TKKSD) based on the East Java Governor Decree number 188/255/KPTS/013/2016 led by the Regional Secretariat facilitated by the Bureau Public Relations and Protocol of the Province of East Java.

CONCLUSION

From what has been said above, it can be seen if the development carried out by the regional government will not be completed properly if only done alone, but requires cooperation with near regions, therefore a good collaboration is needed to support the implementation of the development process. In addition, it is also recommended to the regions above it, such as the provincial level, it should also facilitate the implementation of cooperation activities, such as forming a new section specifically to handle the implementation of inter-regional cooperation so that implementation can be maximized, systematic, and properly measured.

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