

THE HARMONY MODEL OF LOCAL INTERGOVERNMENTAL COOPERATION

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ABSTRACT

This study aimed to present the model developed from inter-government cooperation through the political process, planning process, budgeting and staffing, evaluation and supervision Process. This study used post-positivism paradigm with Grounded Theory approach. Data collection techniques used interviews, observations and documentation. The results indicated that the cooperation model among local governments was built through political, administrative, institutional, planning, budgeting, staffing, evaluation and supervision process. It should be harmonized based on local characteristics and obtain with intergovernmental management. In the political process, cluster model was built by involving government, the private sector, and communities, while in the administrative and institutional process; contract agreement was built through new institutionalism, and In the planning process, budgeting and staffing, intergovernmental agreement model was built form capital-intensive, labor-intensive agreement which is participative. However, the evaluation and supervision process, the integrated model was built by using information technology in order to raise organizational networking. Thus, it is expected to merge the selfishness of Regent/Mayor and other local elite interests into one unity to realize the purpose of cooperation among local governments.

Keywords: Intergovernmental cooperation, local government, harmony.

INTRODUCTION

Intergovernmental cooperation becomes an attractive offer both theoretically and practically, as an effort in realizing effective and efficient regional governance by working together in order to fulfill the needs of society especially in public services and goods. Intergovernmental cooperation has been recognized and conceived as a source of efficiency and quality of service in the context of decentralization (Laffin, 2007). Cooperation has been known as an apt idea to take advantage in economic sector but not only there, intergovernmental cooperation also will encourage government to achieve their goals, provide services and solve problems. Therefore, the cooperation among local government is an important part that is regulated in the laws of local government, especially post-reformation, namely Law No. 22, 1999, until the Act of 23, 2014 on Regional Government. The substance can be explained that cooperation between regions is done in order to improve the society welfare, especially in terms of public services through collective plans and actions.

Ramses and Bowo (2007), say that cooperation essentially indicates the existence of two parties or more interact dynamically to achieve a common goal. In this sense, there are three main elements that look at a framework of cooperation, namely elements of two or more parties, elements of interaction, and elements of common goals. This opinion is in line with

Smith's opinion that the relationship of cooperation between two levels of government at the same level or higher is determined by the level of legitimacy that is done in justice (Smith, 2008).

In Indonesia also built many of inter-regional cooperation include development cooperation of Jabodetabek established by the Government of DKI Jakarta and West Java province in 1976, which renewed in the regulation with Governor of DKI Jakarta, West Java Province and Banten Province and the Regents/Mayors Jabodetabek and Cianjur in 2006 as an effort to revitalize BKSP (Firman, 2009), in order to coordinate the planning, implementation and monitoring of development in the region. Another form of cooperation that has been established in other areas is Kartamantul (Sleman-Yogyakarta-Bantul), initiated by the City Government of Yogyakarta Sleman and Bantul to better coordinate the planning, implementation and monitoring of development in the region. Another form of cooperation that has been established in other areas is Kartamantul (Yogyakarta-Sleman-Bantul) initiated by the Yogyakarta City Government and Sleman and Bantul districts together to form a joint secretariat for infrastructure development in the region in 2001, with the aim of coordinating, plan and implement infrastructure development for the region as a whole, which is multi jurisdictional.

Although cooperation among local governments has been regulated through a government regulation, but the fact is that the cooperation is very fragile and limited by local political interests and the political background of regional heads (firman, 2009). In addition, several other factors that may affect regional government cooperation are the regional financial capacity, structure and culture of local government bureaucracy. Agranoff (1986), says that some instruments that can affect intergovernmental cooperation among others; Intergovernmental Regulations, Governmental Structures, Political Forces, and Bureaucratic Actions and Intergovernmental Communications. In South Sulawesi Province has also established cooperation between local governments in the provision of free education as stipulated in the Memorandum of Understanding between the provincial government and district/city governments in South Sulawesi. Therefore, through this research will be a proposed model which is built from intergovernmental cooperation through political, planning, budgeting and staffing, evaluation and supervision process.

RESEARCH METHOD

This research used post-positivism paradigm with Grounded Theory approach (Strauss and Corbin, 2003; McNabb, 2002). Data collection techniques were interviews, observation and documentation (Lincoln and Guba, 1985: 20), while the data analysis techniques used are grounded theory Strauss and Corbin (Denzin & Yvonna, 1994). The study focused on the cooperation model between local government through political, administrative and institutional, planning, budgeting, staffing, evaluation and supervision process.

RESULTS AND DISCUSSION

The results presented in this sub-section are data that have been analyzed based on grounded theory method, which is using data coding process. Thus the results of this study can be described based on the stages of Open Coding and Axial Coding. Especially for Axial coding is focused to determine the category specification in terms of conditions that cause the category, namely: 1) the attendant context; 2) action/interaction strategy in order to address

the category; 3) what are the consequences for the strategy. Attempts to link between sub categories and categories are called paradigm models, which can be described as follows:

- (A) The condition causes -----> (B) The phenomenon ----->
- (C) Context -----> (D) Conditions Affect----->
- (E) Action / interaction Strategy -----> (F) Consequences

Diagram Paradigm: Determination of collaborated objects		
<p>Conditions Cause: The role of the provincial government and the regional/city government is very dominant in the cooperation process, not involving stakeholders.</p> <p>-> (C) Context The condition is lack of public participation in cooperation process among local governments on organizing free education, the domination of government involvement has been planned. Then;</p> <p>-> (E) Action/interaction Strategy involves all stakeholders in the process of cooperation among local governments on the implementation of free education</p>	<p>-----></p> <p>Size: Case</p> <p>-----></p> <p>-----></p>	<p>(B) Phenomenon: The lack of public participation of society in cooperation process among local governments on organizing free education, the domination of government involvement has been planned.</p> <p>(D) Deliberate / planned Budget constraints affecting the three cooperative local government and the enormous interest in funding allocation for free education and industrial cooperation, the three local governments have different financial capabilities .--></p> <p>(F) Consequences The consequences are required secretariat and decree between the provincial governments with the three local governments working together for free education.</p>

Table 1: Axial Coding Process

Based on the results of analysis, it can be concluded that the model of cooperation between local governments was built through political, administrative, institutional, planning, budgeting, staffing, evaluation and supervision processes must be harmonized based on local characteristics and obtained with intergovernmental management

The Model is built through political, administrative and institutions process.

The data of this study indicate that the model of cooperation among government that was built through political process dominated by the role of Governor as the initiator of the cooperation process between the regional governments. The model formed is government to government which is done in latter agreement between the Governors with the Regent/Mayor of each Regency/City.

The cooperative model built through the political process looks like the model offered by Henry (2004), which is closer to the intergovernmental service agreement and joint service agreement model. Since this intergovernmental cooperation is made in latter, this model can also be called a written agreements model.

Model is built through administrative and institutional processes.

The administrative and institutional process of cooperation between local governments involves local elites (governors and regents/mayors) and multi stakeholders who create G-to-G cooperation agreements. This administrative and institutional process, generates the rights and obligations of each party in cooperation to distribute financial burden the implementation of free education, which is 40% of the total cost borne by the provincial government and 60% borne by the respective district/city government. Thus, this model seems to fit the intergovernmental service agreement model. According to Henry (2004), that the intergovernmental service agreement model occurs when a region pays other areas to implement certain types of services.

The cooperation model between local governments in the provision of educational goods and services built through administrative and institutional processes still seems to place too dominant, even absolute, in (Muluk, 2009) stated that local governments have a strong role in the provision of public services local government. The strong role of the government in the provision of educational goods and services by using traditional bureaucratic machines that have cultures and structures that follow the Weberian pattern (Shafritz & Hyde, 1987) or put the government as the dominant role ruler in the perspective of the old public administration, or Leach, Stewarr & Walsh in (Muluk, 2009), referred to as the traditional bureaucratic authority, consequently the implementation of cooperation among local governments in the provision of educational goods and services gave birth to a bureaucracy that was too fat like Parkinson's bureaucracy disease, so that more regional resources were absorbed to serve the bureaucracy rather than the community.

The opinion is also in line with Smith (2008), which argued about the importance of legitimacy done in justice. So the process of intergovernmental cooperation does not lie in the democratic process or not, but lies in the extent to which the cooperation contains the values of justice for all parties who work together. This is important because cooperation is a basic requirement of a partnership that wants a win-win principle as Zhang puts it in (Nahrudin, 2016). The results of this study are also in line with Keban (2007), opinion, which says that one of the advantages of cooperation among local governments is the existence of justice perceived by the parties who cooperate.

Model is built through the planning process, budgeting and staffing.

Based on the research data found that the model used in the planning, budgeting and staffing process is in line with prevailing laws and regulations of Ministerial regulation of the interior Number 59, 2007. The results of this study also found that the imposition agreement of free education budgeting is 40% borne by the provincial government and 60% is borne by the district/city government, while from the personnel process can be seen from the composition of team and manager control, where team management and the Province and district/city control consists of government and universities element.

The process of planning, budgeting and staffing in cooperation between local governments in the provision of free education in South Sulawesi conducted by the Department of Education as a leading sector as well as a technical agency responsible for organizing this cooperation.

The model of cooperation in this process is mutually agreed by the parties working together unwritten or "handshake agreements.

In contrast to the opinions expressed by Rhodes in Hawkesworth & Maurice (1992), which says that the model of cooperation between governments in the concept of intergovernmental relations (IGR) as occurring in the planning, budgeting and personnel process can be; agent model. Partnership model. Nevertheless, experience shows that the forms and methods of cooperation above often experience problems in their implementation.

Thus, the model of cooperation between governments through the process of planning, budgeting and personnel has been using the perspective of governance. So the approach used is socio cybernetics' approach (Rhodes, 1996). In this way, the intergovernmental relations of governance are structured by mutually agreed rules, building trust, communicating, reducing uncertainty and non-hierarchy, but coordination.

Model is built through the Evaluation and Supervision Process

The evaluation and supervision model has been successfully identified characteristics of this research. They are a) independent; b) formed at every level by involving the community and NGOs; c) the provincial-formed team has no structural and functional relationship with districts/cities; and d) its duties and functions are partial. This model is similar to the intergovernmental agreements model proposed by Savas (2000), as this model also supports model contracts.

The results of this study indicated that it is important to select the model of cooperation required based on the areas to be collaborated, but it is much more important to adapt the cooperation model to the local characteristics of each region that will work together. Any model chosen in cooperation among local governments will not work properly if it is not supported by management that aims as a function of such cooperation. Because intergovernmental management aims to ... refers to the daily transactional or "working out of relationships" between the components of governmental elements in a system of governance (Agranoff, 1986) to be inseparable from cooperation among local governments. More than that, intergovernmental management emphasizes on the process of achieving the goal that started since the cooperation process was built.

Based on the results of research and discussion, the authors call this cooperation model with the term Harmony in Cooperation among Local Government, which is the result of theorization of the author based on standardized theoretical analysis and research results obtained in the field. This substantive theory emphasizes the importance of cooperation between regional administrations, should be harmonized before being implemented with intergovernmental management. Cooperation between local governments in harmony bring more especially in administrative, political and economic, it can also eliminate the ego of local elites, bring equality and alignment, high accountability, openness, mutual trust and guarantee justice, and mutual understanding among the parties who work together. Harmony will occur when the parties working together in the same container, like and grieving together in order to achieve goals. Therefore, in building cooperation between local governments that have low financial capability, feudal, authoritarian leaders with the interests of dynastic building, selfish with bureaucratic culture and bureaucratic structures Parkinsonism and paternalistic then first must be "harmonized" through the incubation stage before cooperation between the regional governments is implemented in an integrated manner. Cooperation

between local governments that harmony is an integrated cooperation and based on local characteristics can be realized by building a model in each process of such cooperation.

CONCLUSION

In the political process, a cluster model is built by involving government, the private sector and the community. In the administrative and institutional process, contract agreement model is built through new institutionalism. In the planning process, budgeting and staffing, intergovernmental agreement model is built form capital-intensive and labor-intensive agreement which is participative, while in the evaluation and supervision process, an integrated model is built by using information technology in order to raise organizational networking. Thus, it is expected to merge the selfishness of the Regent/Mayor and other local elite interests into one unity to realize the goal of cooperation among local governments, namely the availability of effective and efficient, quality and sustainable educational goods and services. This cooperation model is called by the author as the harmony of local intergovernmental cooperation.

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