

# **Actor Relations in Interregional Cooperation Policy Dynamics Case Study: The Banjar Bakula Metropolitan Area Development Program in South Kalimantan Province**

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## **Abstract**

Several studies have shown that the success of interregional cooperation may be influenced by coordination, commitment, participation, variance of cooperation, structure, format of cooperation, and political will. Nevertheless, these factors do not stand alone since actor relations as a determining aspect is capable of driving those factors effectively. This article aims to examine the aspect of actor relations as a contributing factor that determines successful cooperation among regions. This is a qualitative research with the policy of inter-regional cooperation of the Banjarbakula Program, South Kalimantan Province from February 2017 to February 2018, set as its object of study. The result of this study states that the success of inter-regional cooperation is influenced by the relationship of actors in development factors as suggested by previous experts. The actors involved in the inter-regional cooperation examined in this case had become triggers of coordination, commitment, and participation toward success and failure, as well as the effectiveness of regional cooperation policy. Structural obstacles, ego-centric character, minimum budget availability, and non-visionary planning could be overcome as long as actor relations were properly managed.

## **Keywords:**

actor relation; inter-regional cooperation

## **Introduction**

This study stems from crucial issues relating to government collaboration as a policy option in order to fill in the public service gap and to make the development budget more efficient. In the context of public administration, interregional cooperation is nothing new in the efforts of addressing public service issues between various administrations, between the public and private sectors, or between governments of differing countries. However, such cooperation is the “easy way out” in resolving problems to fulfill principles of effectiveness, efficiency, and to provide better quality of public service, including as a solution

to reinforce the intergovernmental social bond created for the interest of national resilience (Keban, 2010).

The focus of government collaboration in the perspective of good governance is by involving various public actors such as the community and the private sector in creating public policies. The potential of achieving a productive, effective, and efficient public administration requires the participation of policy actors. In this context, collaboration is understood as a solution to the limit of subnational’s capacity to govern, even more so when they remain affixed to the paradigm of Weberian type bureaucracy. The advent

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of policy actors in government collaboration during the process of policy formulation and implementation is, thus, an arena of constructive interactions and relations to mutually compensate each actor's strengths and weaknesses.

Donahue and Zechauser (2011) stated that, "collaborative governance can be thought of as a form of agency relationship between government as principal and private players as agent" (p. 30). The definition presented by Donahue and Zechauser indicates the importance of building relations among the actors, whether one acts as the regulator and private player or the public as the executor. This asserts that collaboration is a required dependence among actors and it can be explained as a process that involves mutually beneficial interactions-relations and common norms.

Nevertheless, the discourse on interregional cooperation remains fixated on general determining factors of effectiveness such as organizational format, coordination, commitment, variance on field of cooperation, formal standing of cooperating parties, transparency, political support, capacity, distribution of power, mechanism, innovation-creation, database availability, participation, support of upper-level government, and so forth (E-Jenning, 2006; O'Toole, 2004; Oran, 1992) in Yudo (2013).

Given such reality, there are a number of points as to why this is issue is vital in addressing the prevailing academic anxiety. The developing discourse relating to that issue, among others, are: **First**, interregional cooperation cannot neglect the fact that networking among actors is something that drives the success of intergovernmental cooperation policies in the context of implementing intergovernmental networks. All this time, intergovernmental cooperation has mostly been dependent on aspects of commitment, coordination, organizational format, cooperation model,

and leadership commitment. This is a form of escape from the trap of the conventional Weberian type bureaucracy approach. **Second**, a state's administrative system determines the flexibility and effectiveness of cooperation among government units in decision making and selecting cooperation policy management. The conduction of interregional cooperation with quite a prolonged history of centralistic bureaucracy retains ambiguity and structural trap of authority (Klijn et al., 1997). The presence of regulation as an obstructing and supporting factor in the success of cooperation policy remains to be found. **Third**, intergovernmental cooperation is a necessity in resolving development issues in the current century and the process involves numerous policy actors as a manifestation of good governance.

The interregional cooperation case of South Kalimantan Province with the Banjarbakula Program, which was launched in 1998 to encourage synergy in regional development, had experienced significant deceleration. In the period of nearly 18 years, the process of deceleration had been indicated by the lack of policy output and outcome. Among these instances are, the ineffective use of intergovernmental infrastructure sharing as well as weak coordination and shared perception concerning interregional cooperation. Cases of planning cooperation programs, such as in selecting the area for developing an A Type Terminal and in selecting a landfill area (*Tempat Pembuangan Akhir* – TPA), had turned into an arena of conflict and struggle for interests among regional/municipal actors, particularly between the Banjarmasin Municipal Government and the Banjar Regional Government. This matter had made relations of interests and relations among actors to become counterproductive thereby affecting the administrations' regional/sectoral ego.

Based on this assumption, the progress of the South Kalimantan Province Banjarbakula interregional cooperation

program implementation has left behind problems at different success levels, be it high, medium, or low. This research, thus, attempts to reveal another aspect relating to success by comparing between gubernatorial terms and its influence on the dynamics of interregional cooperation policy by employing the perspective of actor relations. It is in such situation that this study will focus on the efforts of seeking clarity regarding the advent of actor relations supported by the actors' value preference in achieving successful interregional cooperation, be it the model of relation, policy approach, or even elaborations on the aspects of interregional cooperation policy formulation and implementation dynamics.

### **Theoretical Framework: Interregional Cooperation and Actor Relation**

Intergovernmental cooperation is defined as "an arrangement between two or more governments for accomplishing common goals, providing a service or solving a mutual problem" (Patterson, 2008). In this definition, it is implied that there are common goals driving two or more regional governments to provide services or solve problems mutually. In other words, this is a joint arrangement. The nature of cooperation is often interpreted as voluntary, but it is not something done arbitrarily, because cooperation has specific goals and targets that the cooperating parties must achieve. Discussions regarding intergovernmental management and intergovernmental relations has appeared in literature and writings of public management experts since the middle of the 20<sup>th</sup> century (McGuire, 2006; O'Toole, 2004). McGuire states that "*intergovernmental management is more than just intergovernmental relationships.*"

Furthermore, the characteristics of intergovernmental cooperation and horizontal relations based on intergovernmental network at the regional level substantially differ from the characteristics of organizations based

and patterned on rational organizations. The rational organization pattern emphasizes on patterns of hierarchical relationship which sees cooperating organizations as unit that is coherent with clear goals, a structured top-down process, and organizational decisions dominated by a centralized authority. Interregional relationships with a networking pattern is based on the interrelations conducted by regions that are free and independent to engage in relations with other regions.

There is no central authority structure in the networking pattern. All goals are the result of an agreement between all the members gathered in the interregional cooperation forum as a manifestation of their joint action. Such differences in organizational characteristic are often confusing in the implementation of interregional cooperation in Indonesia, given its quite prolonged history of centralistic bureaucracy. Opinions concerning the operation of several factors in regionalization and regional cooperation may be traced from the regionalization process and the interregional communication model. Ansell and Gash (2008) define collaborative governance as "a governing arrangement where one or more public agencies directly engage non-state stakeholders in a collective decision-making process that is formal, consensus-oriented, and deliberative and that aims to make or implement public policy or manage public programs or assets" (p. 543-571). This is not much different to the view of Culpepper (2008) who defines it as follows: "collaborative governance is the availability of institutions that promote interaction among governmental and non-governmental actors, without state actors monopolizing problem definition, goal-setting, or methods of implementation".

Chronologically speaking, there are a number of pioneers in regionalization and interregional cooperation worth mentioning, among others Goggin (1990), O'Toole (2004), Thomson (2006), Rendell and Yablonsky (2006),

Bryson and Crosby (2004). While Goggin has yet to identify the factors that support and impede interregional cooperation operating on several governmental levels, has firmly stated them to be, among others: global pressure, pressure in lack of capacity and potential, as well as pressure of local ego.

Collaboration experts in interregional cooperation such as Philips, Lawrence & Hardy (2000) suggest that the definition of collaboration tends to better capture the aspect of activities and relations. Subsequently, Bardach (1998), based on Moore's (1996) perspective, provides the definition of collaboration as two or more mutual activities aimed at creating public values. The interactive process involves groups of rational autonomous actors using shared rules, norms or organizational structure to take actions in collective decision making (Gray, 1999).

Innes and Booher (2010) also reinforce the view stating that the collaboration process describes a collaborative network wherein authentic dialog, mutual dependence, and diversity is found. Mutual dependence will lead to a desire to compromise, and it will eventually reach a consensus. As mentioned by Robert in Ratri, SA (2007) that generally the relational pattern occurring between the actors/stakeholders can be seen as (a) a cooperative relationship characterized by a relation of partnership and cooperation with mutual support to their activities; (b) a conflicting relationship with mutual disagreement of opinions or interests regarding their activities.

Such given reality is the reason why this research selected government collaboration study to be analyzed in the perspective of networking among actors (actor relations), which is in order to respond to the challenges of advancement in knowledge and the paradigm of New public governance as a novel concept in the 21<sup>st</sup> century (Osborne, 2010). In this case, New public governance focuses on the following five principles: (a) social political

governance, (b) public policy governance, (c) administrative governance, (d) contract governance, and (e) network governance (Osborne, 2010). This means that there is room for collaborative governance study to open up the path that includes aspects of actor relations (networking among actors) along with its affiliates.

In this case the advent of the actor relations concept is considered to wield the capacity to address issues confronted by governments in terms of bureaucratic obstacles and lack of regulations. Although it may substantially lead to its own problems, which may perhaps be caused by the various agendas brought about by the differing actors, the diverse interests involved, consistency in the agreed agenda, the commitment and role of the actors, and even the dynamics of the actors in terms of what issue they will collaborate on.

According to Sabartier (1986 in Parson 2005), there is a preference for actor values in the form of analysis, idea, and information actors have, which are the most vital elements in instigating change (policy dynamics). Actors are, thus, believed to carry out measures to propagate ideas, concepts, and information to other actors for their interest, including creating new opinions with the expectation that they will be accepted by the public. This is the meaning of policy dynamics, wherein cooperative relations and conflicts among actors emerge, thereby enabling the advent of policy brokers or "moderators" at both the formulation stage or the policy stage of intergovernmental cooperation.

Subsequently, Schemeer (1999), with the stakeholders' preferred values, identified the actors' roles, consensus, the actors' background, communication, motives and agenda, ideas in policy intervention, and the resources they have. In the context of this policy research on interregional cooperation of the Banjarbakula Program in the South Kalimantan Province, actors' relations were at least based on the reality

of identifying the actors' background, motives and agenda, resources and communication, and the tendency of model employed by the actors. This is conducted to observe the theoretical contribution in describing relations among actors that drive the dynamics of interregional cooperation policy from one era of South Kalimantan Governor to another, with the support of the actor orientation theory (Long, 1999) and the policy character theory (Harmon, 1969).

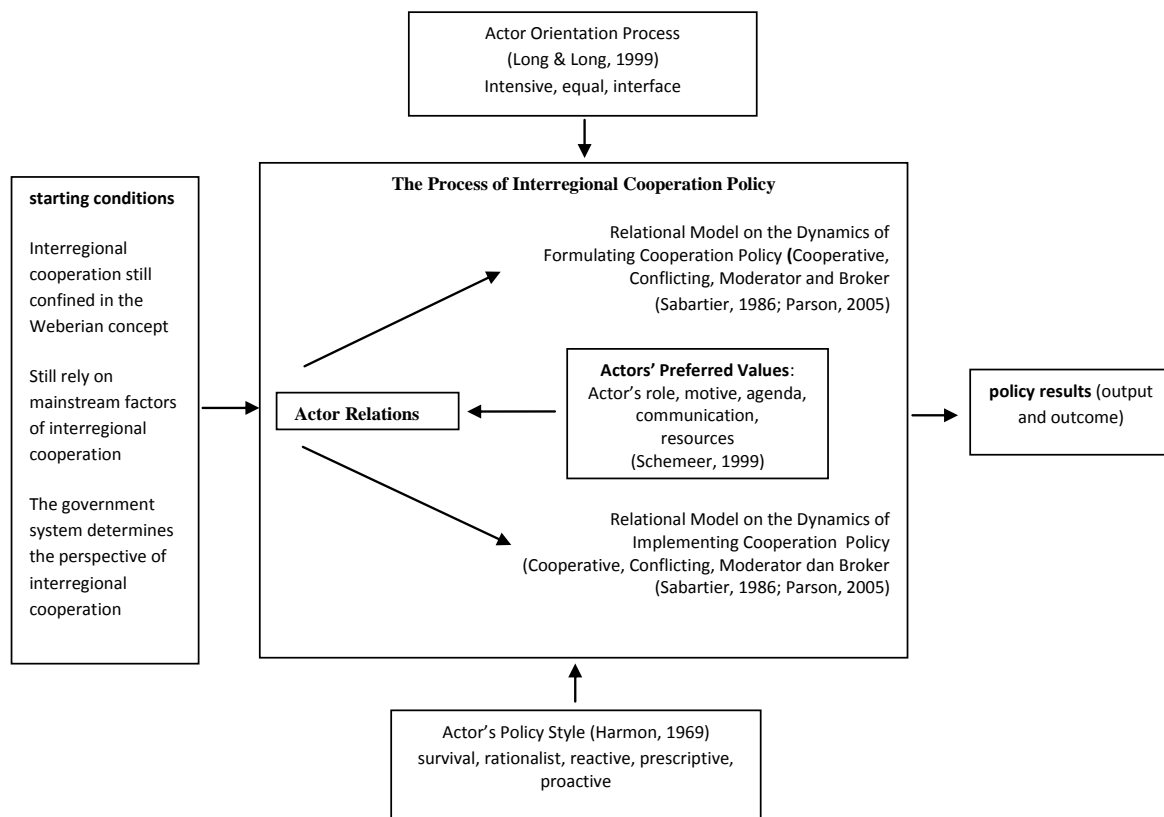
This research highlights the presence of actors' relation as a concept to address the insufficiencies of responses pertaining to the success of interregional cooperation as of current (novelty), particularly the relations found in the dynamics of policy formulation and implementation of interregional cooperation by presenting the following thesis argument as a

novelty in this dissertation, namely: "the success of interregional cooperation is influenced by actors' relations that are established from the actors' preferred values. These preferred values will determine the model of relationship between the actors and its dynamics, both at the formulation and implementation stage of the interregional cooperation".

## Methods

The challenge confronted in research that involves a policy's historical aspect is in constructing the novelty of research from the various other researches done prior, including criticizing the concepts relating to the success of interregional cooperation policy, which requires an appropriate choice of methodology. Particularly given that the actors' relations offered were established from the preferred

**Figure 1.**  
**Conceptual Framework of Research**



Source: Created by the researcher, 2018 (Adapted from Ripley, Randall B, 1985, *Policy Analysis in Political Science*) and Collaborative government model, Anshal & Gash (2007)

values of actors in every era of government during the formulation and implementation stage of the interregional cooperation policy with the support of analyses from actor orientation theory and policy style theory. As stated by the policy expert, Majchrzak (1984), technique of analysis in policy research consists of focused synthesis, secondary analysis, field experiment, qualitative methods, surveys, case studies, and cost-benefit/cost-effectiveness analysis. It may, hence, be said that policy research has the tendency to employ more than one methodology (multiple framework).

The strategy used in this mixed method is, therefore, sequential explanatory, in which the researcher strives to combine or expand the findings acquired from one method with other methods (QUAL®QUAN). This study began with the qualitative method stage (interviews/observations/FGD) by acquiring sufficient elaborations in relation to the journey of interregional cooperation policy implementation, and subsequently followed by the quantitative survey method through several samples of key actors, primary actors, and secondary actors totaling 32 respondents that were appropriately interpreted (see Creswell & Clark, 2007). The activities conducted in data analysis utilized an interactive model, namely data reduction, data display, and drawing conclusions following the concept provided by Miles and Huberman (1992).

## Discussion

### Actor Relations during Governor H Gusti Hasan Aman's Era

Interregional cooperation policy in the era of Governor H Gusti Hasan Aman was initiated for the purpose of responding to development issues that had become increasingly complex, particularly in the city of Banjarmasin, which experienced traffic congestions, increase in population, poor sanitation, and concentrated infrastructure development. This was the reason why development intersecting with other

regions as a single interregional cooperative unit in 1999 had been deemed necessary.

Such concept was primarily initiated by the Vice Governor, H Bachtiar Murad, by conveying his idea via printed media and having lengthy discussions with secondary actors (outside the government: scholars, journalists, and NGOs), as well as internal government actors. The formulation stage had resulted in an output strengthened by intergovernmental MoU between the Banjarmasin Municipality, Banjar Regency, and Barito Kuala Regency in the form of the following programs: (1) drafting of the Regional Regulation (*Peraturan Daerah – Perda*) on Provincial Spatial Plan; (2) regionalization development in the provision of raw and clean water; (3) development of final waste processing site; (4) provision of mass transport; (5) provision of public cemetery/burial grounds; and (6) flood management.

In this context, the primary actors (regional/municipal governments), as well as the secondary actors, easily became cooperating partners for the key actors. The capacity of development scope, which the provincial government designed, was not hindered by regulatory and structural (centralistic) issues. The prevailing close cooperative relations had driven the dynamics toward a policy formulation process, which was based on the actors' preferred values (motive, agenda, resources, communication, and interests), to run properly. The preferred values to the key actors served as the target of integrated development achievement, to the primary actors this corresponded to their expectation as the party directly impacted by developments funded by both central and provincial governments, while to the secondary actors this concerned gaining access to representation and interests of actualizing the role of nongovernmental actors in the policy cycle.

The implementation stage of the interregional cooperation policy had resulted in an output in the form of a preliminary study,

development coordination unhindered by structural obstacles. The relevant cooperating parties confronted difficulties that were addressed by making use of factors such as the actors' motives and interests as well as the cooperative relationship established with interactions that tended to be intensive and part of the interface. The media, as a secondary actor, played an intensive role in exchanging information among key actors and primary actors to provide an impetus in the progressiveness of the interregional cooperation performance.

In this case, the relations at the formulation and implementation stages were more dominantly initiated by the Vice Governor of South Kalimantan as the Team Leader of the Regional Cooperation Coordination Agency (*Badan Koordinasi Kerja Sama Daerah – BKKSD*) mandated by the Governor, the Vice Governor is also an individual with preferred values substantially inclined to interregional cooperation policy called Banjarmaskuala. His capacity in handling and empowering the regional/municipal primary actors and the secondary actors demonstrates a close cooperative pattern of relations that were able to enrich considerations pertaining to policies, road map and planning agenda, and the bargaining position of the other actors up to the implementation.

#### **Actor Relations during Governor HM Sjachriel Darham's Era**

Interregional cooperation had undergone a stagnation during HM Sjachriel Darham's era. At the formulation level this government policy was faced with the issuance of the Regional Autonomy Law in 1999, which encouraged Mayors and Regents to become overwhelmed with the euphoria of sectoral and regional ego in approaching regional development. This structural obstacle had led to significant difficulty in providing understanding, including in coordinating

development through the Provincial Regional Development Planning Assembly (*Musyawarah Rencana Pembangunan Daerah – Musrenbangda*), and the interregional development of the Banjarmasin Metropolitan Area Program. HM Sjachriel Darham's rather confrontational and unpopular policy style of leadership brought about strong intensive conflict relations among all actors, including the internal key actor of the South Kalimantan Provincial administration. The preferred values each actor followed had turned the key actor, HM Sjachriel Darham, into a common enemy. The tendency of the key actor in the policy formulation stage was mapped out and it nearly had neither motive nor agenda to integrate the constructed regions because the basis of communication was a relation of conflict to begin with.

The relation of conflict pattern established since the formulation stage resulted in an implementation process that did not generate any meaningful interregional cooperation policy output in the administration. In this context, the position of the key actor was rather inclined to play the character of policy survival, which assumes that policy support and responsibility in the policy formulation process were at a low level. This is because the government restricted the movements of politicians, the community, entrepreneurs, and even journalists to participate in the formulation of public policies.

This indicates that relations have an influence at both formulation and implementation levels in the interregional cooperation policy process when the relations among the actors undergo a shortfall, thereby impacting the policy cycle dynamics. There were transfers of public officials happening in this era that dampened the spirit of maintaining the Banjarmasin Metropolitan Area interregional cooperation policy concept.

Throughout the entire period of Governor H. M. Sjachriel Darham's administration, there was an instruction from the Ministry of Public

Works in the form of a Workshop on Greater Banjarmasin in Sanur, Bali in September of 2000. This was the only activity relating to the Banjarmasin Metropolitan Area interregional cooperation policy. This shows a hierarchical relationship between key actors, namely the central government and the cooperative provincial government. Most regarded this to be the only moment in which the government was present in this era with the instruction of preparing a study regarding the strategy of drafting a spatial plan.

### **Actor Relations during Governor H Rudy Arifin' Era**

The description of actor relations at the formulation stage during Governor Rudy Arifin's administration provides an understanding that the interregional cooperation dynamics at the time was not merely inheriting existing documents and MoUs, but it also had to deal with unfinished backlog of remaining regulations, and the waning commitment among regional heads caused by the euphoric conditions of decentralization. The lack of a legal umbrella relating to the provincial spatial plan was an obstacle in interregional cooperation policy formulation and implementation confronted by Governor H. Rudy Arifin during the initial stage of his administration in the 2005-2010 period, which was then set as an entry point to ensure the what fields are in line to public needs and planning. Rapid measures were carried out by BKKSD in establishing intensive structural relations with the central government and the Regional People's Representative Assembly (*Dewan Perwakilan Rakyat Daerah*–DPRD) of the South Kalimantan Province, including informal communications among actors at the policy formulation stage.

Findings on the field suggest there were three main issues confronted regarding interregional cooperation policy of the Banjarbakula Metropolitan Area Development

Program, namely: (a) difficulty in gathering the regional heads (regent/mayor) in a meeting to make decisions concerning interregional cooperation; (b) lack of common ground among the regions regarding the points of interregional cooperation such as: location of infrastructure development, cost sharing, the type of institution running the cooperation, the sharing of profit, and the cooperation model; (c) lack of legal umbrella for interregional cooperation, indicated with the delay in issuing a regional regulation on Banjarbakula Metropolitan spatial plan resulting in the lack of a regional regulation on Provincial Strategic Region, and the unavailability of a governor regulation on the Metropolitan Development Cooperation Agency (*Badan Kerja Sama Pembangunan* – BKSP).

In the implementation stage, the initiation of Banjarmasin as the 9<sup>th</sup> metropolitan seemed to have reinvigorated the actors involved in the interest of Banjarbakula policy, even more so since they were promised that it would become a National Strategic Area (*Kawasan Strategis Nasional* – KSN). The cooperative relations existing among key actors had driven the Ministry of Public Works to conduct a preliminary study, in the form of a spatial study which had long been an obstacle in the implementation of the Banjarbakula program throughout the two periods of the previous governors. Such cooperative relationship had pushed the administration at the time to reach and influence planning agendas in the regencies/municipality involved in Banjarbakula. Additionally, the expectation of regional spatial layout implementation through the integration of regional development had created synergy in interregional and intersectoral development as an effort to drive the actualization of a safe, comfortable, productive, and sustainable regional spatial pattern and structure, had become a part of the actors' preferred values.

The accuracy of placing the right officials bearing technical and managerial skills,



and a broad network facilitated in building cooperative relations through an intensive process. This influenced the commitment encouraging Banjarbakula to not merely wait for directions from the central government, but to continue the process of convincing the national government.

This research found that the mutually synergizing informal relationship among key actors became an important note to how close the relationship between the 1<sup>st</sup> Assistant of the government administration with the South Kalimantan Regional Development Planning Agency (*Badan Perencanaan Pembangunan Daerah – Bappeda*), Office of Public Works and Housing, and the Regional Secretary. These informal relations were established because of the strong preferred values the actors followed. Such informal relations in the case of the Banjarbakula policy had significant implications in the implementation process resulting in no structural obstacles. The Banjarbakula team members and officials in this period had their own integrated and connected networks, be it the 1<sup>st</sup> Assistant of the Administration, Head of the Regional Office for Public Works and Housing, Regional Transportation Office, Regional Secretary, or the Banjarbakula BKKSD team, to external

parties outside of the provincial government, so that the path heading toward the strengthening of Banjarbakula policy seemed to have gained reinforcements from various connections. The linkages of actors' relations provided support in breaking down structural barriers in interregional cooperation, including the lack of regulation. The informal relations were in the form of alumni network, school buddies, discussion buddies, and informal organizations, as well as alumni network of APDN/STPDN (Academy for the Governance of Home Affairs/College for the Governance of Home Affairs) in terms of policy and technical lobbying.

#### **Actor Relations during Governor H Sahbirin Noor's Era**

At the onset of Uncle Birin's administration in January of 2016, it is interesting to observe that the school buddy network of DR H Suhadjo, M.Si and Ir. Basuki Hadimuljono the Minister of Public Works and Housing continued to be utilized for the interest of advancing the Banjarbakula policy. The debut of the Banjarbakula policy seemed to be reenergized because the informal relationship had encouraged the Ministry of Public Works and Housing to shell out funding in the amount

**Table 1.**  
**Relational Network and Policy Implications of Banjarbakula**

No.	Relational Networks	Actors	Policy Implications
1	Alumni network of APDN/STPDN	Aides of Regents/Mayors	Bypassing the communication of messages about coordination.
2	Alumni networks of colleges under the Ministry of Transportation	Alumni in the region connected to those in the Transportation Ministry	Driving project lobby and speeding up proposal agreements
3	Network of experience in coordinating ministerial program activities	Ir. Muhammad Arsyadi, MT	Driving project lobby and speeding up proposal agreements
4	Persuasive buddy network	Dr H Suhardjo and Ir Basuki Hadimuljono (Minister of Public Works and Housing in Jokowi's Cabinet)	Driving and persuading to strengthen commitment
5	Network of experience in coordinating ministerial program activities	State Civil Apparatus (ASN) of South Kalimantan Public Works and Housing Regional Office and the Ministry of Public Works and Housing ( Ir H Martinus)	Driving project lobby and speeding up proposal agreements

*Source: Made by the researcher, December 2017*

of 1 trillion rupiahs into the Banjarbakula Drinking Water Treatment System (SPAM) in Sei Ranggas in 2016, and funding for land acquisition of the Banjarbakula Final Waste Processing Site (TPA).

Such reality demonstrates that the relations of actors determine the effectiveness and success of interregional cooperation policy as explained earlier. The actor relations established on the basis of informal relationships had pushed the significance of the actors' preferred values. The team in the Banjarbakula policy during this period had continued the pattern of utilizing informal (buddy) relations in discussing about the policy program they mutually manage.

The preferred actor values that these key actors adhere to, particularly the opportunity of utilizing the friendship between the Minister of Public Works and Housing, had enabled the Banjarbakula BKSD team headed by DR H Suhardjo during Governor H Sahbirin Noor's administration to prepare a series of Banjarbakula related interests in the form of Banjarbakula regional regulation draft being included in the Regional Legislation Program (Prolegda). Such motive and agenda was constructed in the Banjarbakula policy formulation stage which was managed by the South Kalimantan Province Administrative Bureau and the Legal Bureau. However, since the 1<sup>st</sup> Assistant of the Administration's position, held by DR Suhardjo, M.Si, had been given to another officer in May of 2017, there was no longer any news about the series of Banjarbakula activities, including the Banjarbakula regional regulation draft that was expected to support the establishment of a National Strategic Area (KSN) es directed by the Ministry of Public Works and Housing.

This study found that the transfer of officials had resulted in the discontinuation of consolidative measures by people with the authority to discuss the continuity of the Banjarbakula program further. The insipid

relationship between key actors within Uncle Birin's administration was not dissimilar to the "blandness" of relations among actors during HM Sjachriel Darham's administration. It may be stated in this context that Uncle Birin's measures of transferring figures knowledgeable about Banjarbakula had instigated the formation of a disadvantageous relation within the circle of key internal actors in the provincial administration that would have carried the Banjarbakula policy further.

Subsequently, in the next policy formulation stage, actor relations have yet to find an extensive arena. This is because the Banjarbakula interregional cooperation policy's structural planning tended to wait for instructions from the central government. The key actors of the provincial government would react and become active only if there were instructions from the central government relating to coordinative meetings between primary stakeholders of the regional/municipal governments involved. It seems that this situation became the initial point in the decline of the intense relationship shared among Banjarbakula actors, it may even be said that the issue of Banjarbakula cooperation policy had started to be forgotten. Particularly since there were no secondary actors such as scholars, journalists, and NGOs that were demanding and criticizing the continuation of Banjarbakula activities.

The implementation stage in this era witnessed a phenomenon of relationship among primary actors in the case of Nadjmi Adhani the Mayor of Banjarbaru who conducted lobbying and negotiations to the Regent of Banjar, KH Khalilulrahman, to convince him the return of the Regional TPA. The intensive interaction process and the informal relations Nadjmi Adhani pursued had succeeded resulting in the effortless handover of the TPA land area to the Banjarbaru Municipal Government.

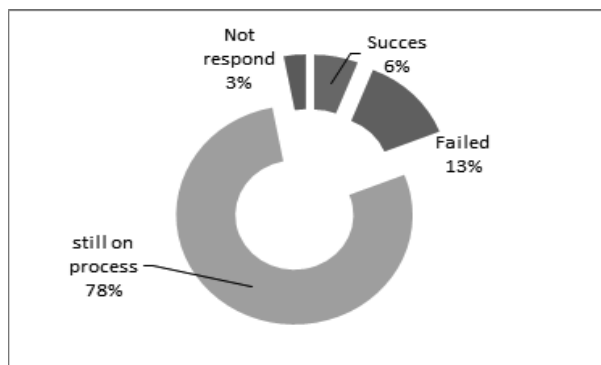
This finding proves that the strong preferred value Nadjmi Adhani followed had

pushed substantial agreements to be realized in the implementation of the Banjarbakula Regional TPA, which ultimately facilitated the key actors of the Provincial Government in the interregional cooperation implementation process because of the provided support from the existing cooperative relations among actors.

### **Public Perception of the Banjarbakula Interregional Cooperation**

The following research findings were obtained via the quantitative approach of 32 respondents who understand the journey of Banjarbakula who shared their various perceptions relating to the success, expectations, capability, support, causes of obstacles in interregional cooperation, and even which governor's administration was considered as being relatively successful. The survey results are as follows:

**Figure 2.**  
**Response on the Success of the Banjarbakula Program**



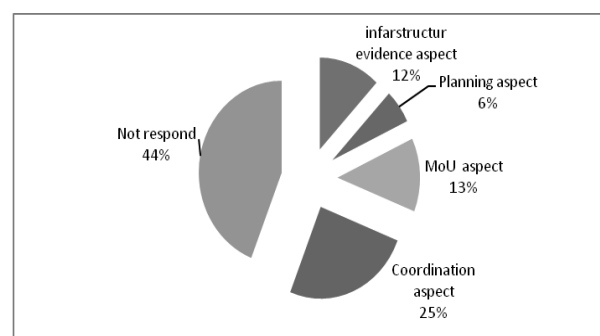
*Source: Primer Data by Researcher, September 2017*

As shown in Figure 2, in terms of the success of the Banjarbakula program approximately 78% of respondents stated that it is still an on-going process, while 13% considered it as unsuccessful/a failure. The response of "still an on-going process" was acquired from circles of bureaucrats who were key actors, primary actors, and scholars

disappointed that the quite lengthy program has yet to show any progress.

Figure 3, generally, shows success in the aspect of coordination among interests reaching 25%, proof of infrastructure 12%, and the aspect of planning a mere 6%. This is because several agenda of policy activities heavily depended on the capacity of coordinating activities in the planning and formulation aspects. Although it may be further analyzed that coordinating capacity also depends on the extent of the actors' relational intimacy in their informal relations and the intensity of the interactions as well as the existence of political will.

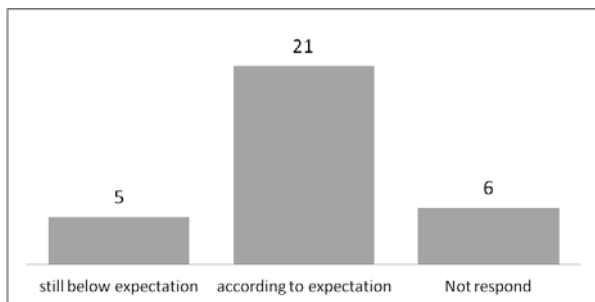
**Figure 3.**  
**Response on the Success of the Banjarbakula Program**



*Source: Primer Data by Researcher, September 2017*

Figure 4 indicates that approximately 21.87% of respondents considered the Banjarbakula team from the regional/municipal governments to be of sufficient capacity. The remaining respondents who stated no or were doubtful reached 71.87 %. At the very least, these perceptions reinforce the views of informants/actors in providing further explanations regarding the Banjarbakula interregional cooperation policy, and the case of the imprudent transfer of officials by the Regional Head without considering their experiences, competence, and networking capacity.

**Figure 4.**  
**Capacity of the Regional/Municipal Government Banjarbakula Team**

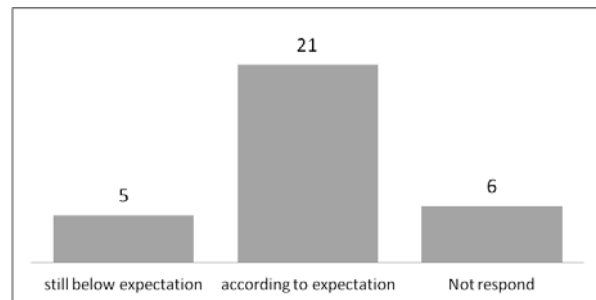


Source: Primer Data by Researcher, September 2017

As shown in Figure 5, as much as 65.62% of respondents considered the performance of the Banjarbakula team did not meet the public's expectation, which was observed from their capability and experience in interregional cooperation policy. The respondents were highly aware that interregional cooperation agendas are not solely based on structural relations, budget availability, coordination, and competence, as they also require a high-level of commitment from cooperating parties based on motive, and agenda of interests that are established on the individuals' capacity to engage in intense informal relations. To the respondents, the Banjarbakula interregional cooperation policy process, which had transpired between the four governors, can be easily examined based on factors that support the success of the Banjarbakula interregional cooperation policy along with all its comparable elements.

As presented in Figure 6, as much as 46.87% (15 respondents) regarded the cause of inactivity in the progress of the Banjarbakula interregional cooperation was the weakness or lack of commitment from the respective head of regencies/municipality. Whereas, 12.5% of respondents considered the cause to be the lack of commitment in the Banjarbakula team and lack of capacity to integrate the Banjarbakula interregional cooperation formulation into the Regional Mid-Term Development Plan

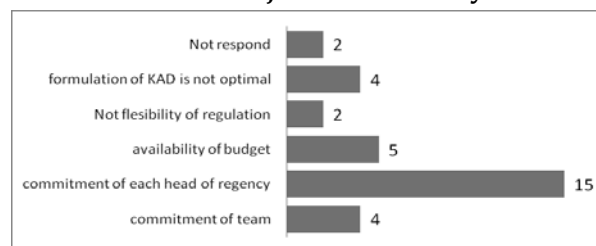
**Figure 5.**  
**Expectations for the Banjarbakula Team**



Source: Primer Data by Researcher, September 2017

(RPJMD) at the provincial and the regional/municipal levels. The commitment was only based on structural relations, and it was also due to the closeness of personal relations among the actors, which contributed to support the policy.

**Figure 6.**  
**Cause of Inactivity in the Banjarbakula Policy**



Source: Primer Data by Researcher, September 2017

The information on Figure 7 provide indications relating to whether the respondents consider the Banjarbakula interregional cooperation policy as significant or insignificant to the regencies/municipality involved. Due to the issue of clean water availability, the issue of waste treatment was still considered to be manageable on their own and they are capable of providing their own facilities without pursuing cooperative efforts.

This shows that the choice to determine the fields of cooperation since 1999 onwards did not established a unified opinion among the actors in their perspective of the Banjarbakula interregional cooperation policy interests. It

is, nonetheless, acknowledged that between the period of 2000 and 2015, there had been relatively massive regional growth regarding regional development conditions in both Banjarmasin Municipality and A. Yani Street Kilometer 6 along the Banjarmasin-Banjarbaru route. Yet, these developments ran independently without relying on the Banjarbakula interregional cooperation plan.

**Figure 7.**  
**Alignment in Banjarbakula's Fields of Cooperation**

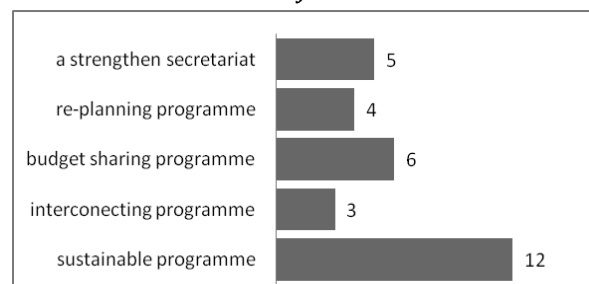


*Source: Primer Data by Researcher, September 2017*

Figure 8 shows the response of 32 individuals regarding the integration of the Banjarbakula interregional cooperation policy in the Regional/Municipal RJPMD. Only about 19% of respondents answered yes unequivocally, with about 25% stating that only some parts were integrated, while 44% said no, and the remaining 12% did not respond. This indicates that the respondents who understand Banjarbakula's history and follow its policy correspond to the data obtained regarding the expectations for the Banjarbakula Team.

As seen in Figure 9, about 37.5% of respondents were hoping that the Banjarbakula interregional cooperation policy be continued, this is followed by 18.75% of them hoping that there is strong commitment to share the budget and programs. Meanwhile, 15.62% of respondents hope for the strengthening and formation of a Coordinating Team/Joint Secretariat, and the remaining 12.5% hope for a re-planning of the program. The high

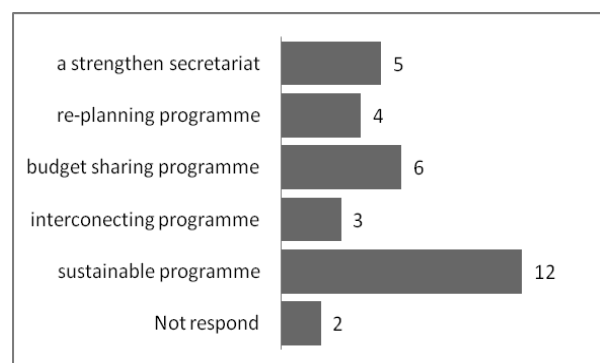
**Figure 8.**  
**Integration of Banjarbakula Policy in RPJMD**



*Source: Primer Data by Researcher, September 2017*

level of respondents' expectation for program continuity is corroborated by the given data, provided that it is followed up by availability of technical tools, programs, and other policy instruments. Among them is the formation of a Banjarbakula Joint Secretariat as well as the sharing of program budgeting initiated by the provincial administration and the regional/municipal administrations, without disregarding the aspects of informal relations (among actors) as policy support.

**Figure 9.**  
**Actors' Hopes/Expectations for Banjarbakula**

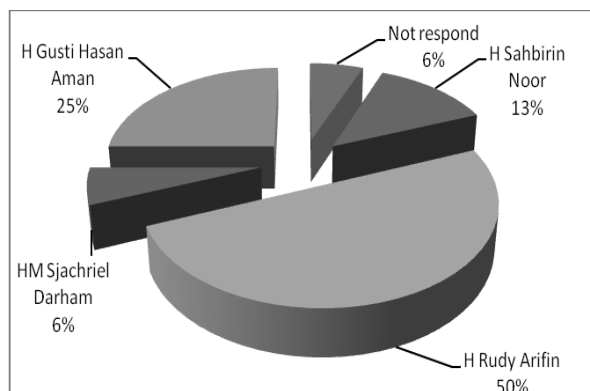


*Source: Primer Data by Researcher, September 2017*

The respondents' perception relating to the support of the DPRD was relatively well with more than 50% stating that it was quite satisfactory. This is illustrated in the coordinative meetings held and support given by the local parliamentary members on both

electronic and printed media. However, the perception of the national level senate (DPD RI) and legislative (DPR RI) support was very low. A respondent provided a statement relating to this fact wherein the process of Banjarbakula, which holds a Provincial Strategic Area (KSP) status, into that of a National Strategic Area (KSN) has been very slow, and the national legislative members has yet to issue any statement or show any respect regarding the development of Banjarbakula.

**Figure 10.**  
**The Support of South Kalimantan DPRD Members**

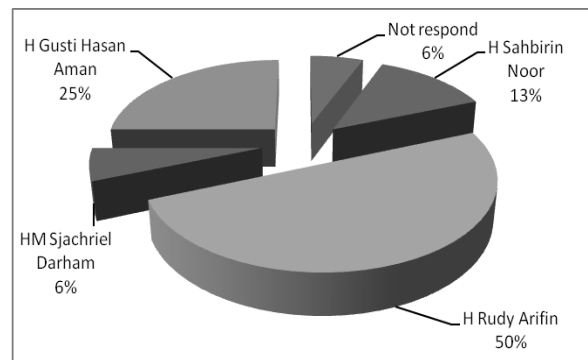


Source: Primer Data by Researcher, September 2017

Based on a number of questions on the success of Banjarbakula interregional cooperation policy, the policy implementation of Banjarbakula interregional cooperation was positively appreciated by 50% of respondents during the era of Governor H. Rudy Arifin (two terms), the era of Gusti Hasan Aman reached 25% (one term), while H. M. Sjachriel Darham secured 6%, and H. Sahbirin Noor had 13%. The remaining 6% did not respond to the question. The response provided is indeed in line with the qualitative findings wherein Gusti Hasan Aman had established the fields of cooperation and MoU for the Heads of Regions involved during his era. Whereas H. M. Sjachriel Darham had completed the preliminary study for the drafting of the regional spatial plan (RTRW) during his term,

and H. Rudy Arifin was able to carry out 4 fields effectively during his time in office. Meanwhile, H. Sahbirin Noor had continued to conduct those four fields of cooperation in stages according to the implementation schedule.

**Figure 11.**  
**The Governor's Era with Relatively Effective Implementation**



Source: Primer Data by Researcher, September 2017

## Conclusion

This research has verified the assumptions that the success and effectiveness of the implementation of the Banjarbakula interregional cooperation policy, in contrast to prior studies, were not merely based on matters of commitment, coordination, budget availability, but they were also associated with the extent non-state actors (secondary actors) were capable of responding to the activities carried out by the key actors and primary actors. The lower the response rate among the actors in the policy network was, the lower the level of coordination, commitment, participation, initiation, innovation, and creation to achieve successful and effective interregional cooperation policy was as well, as shown in the case of Banjarbakula.

Based on the analysis in this study, there are several main conclusions that may be summarized as follows: *first*, actor relations in interregional cooperation is a determining factor capable of optimizing the aspects of coordination, commitment, participation,

and creation-initiation within interregional cooperation policy. Actor relations are determined by the preferred values that actors adhere to such as motive, agenda, and orientation of the respective actor involved, be it the key actors, primary actors, or secondary actors.

**Second**, throughout the process of achieving success in the formulation and implementation of interregional cooperation policy, actor relations correspond to the extent of intensity and interface within the relations established by the actors. Intensive and interface communication leads to patterns of cooperative, moderating, even conflicting relations among the actors. There were different relational patterns observed throughout the respective era of South Kalimantan governors relating to the Banjarbakula interregional cooperation, which eventually resulted in various levels of successful interregional cooperation programs. The strong involvement of secondary actors (scholars, journalists, and NGOs) had provided support to the policy dynamics and selection of relational model. The criticisms presented by scholars, journalists, and NGOs “invigorated” the key actors and primary actors in implementing Banjarbakula interregional cooperation policy activities. The presence of informal alumni networks among the actors also had an influence on the interactions to be more open, intensive, and cooperative, which consequently reinforced the commitment to achieve a successful and effective interregional cooperation.

**Third**, the policy style or character in interregional cooperation is a significant determinant in the policy formulation stage. The policy style during the era of Governor H. Gusti Hasan Aman may be characterized as a proactive style, which is a style requiring a high level of policy responsibility coupled with an equally high level of public support. This style is also characterized by government actors playing their roles as a pioneer in the policy

formulation model encouraging other policy actors to actively take part in the participatory policy formulation process. Meanwhile, the era of Governor H.M. Sjachriel Darham was characterized with a survival style. This style is assumed when there are low levels of policy support and responsibility in policy formulation. This is because the government actors restrict politicians, the general public and private sector, even journalists to be involved in the policy formulation process. The goal here is to safeguard the success, effectiveness, and continuity of the institution’s authority.

As for the era of Governor Rudy Arifin, it was characterized as a prescriptive style. This style is formed when responsibility is low while policy support level is high. This style places the government actors as political agents who most understand and are most responsible for policy formulation. In such a case, the government actors dominate every process of the policy formulation. The prescriptive style also applies to Governor H. Sahbirin Noor’s administration. Another finding is that the turmoil about the transfer of officials relating to their expertise and experience in matters of the Banjarbakula interregional cooperation policy was also a significant cause in the failure and ineffectiveness of the interregional cooperation policy.

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