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Submission date: 12-Apr-2022 02:20PM (UTC+0700)

Submission ID: 1808635195

File name: a-artikel_prosiding.pdf (336.13K)

Word count: 5779

Character count: 34917

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Abstract— The development of an inter-regional cooperation model in providing basic public services in the Ajatappareng area of South Sulawesi Province, Indonesia, is presumably not as effective as expected. This study aims to describe basic public services (health, education and transportation) and models or patterns of cooperation developed by local governments. This study used a survey-evaluative method. Data were collected using observation, interview and documentation techniques. Data were analyzed using descriptive analysis techniques and shift-share analysis. The result is a fairly effective provision of basic public services in education, health and transportation. The provision of effective education services is seen from the aspects of equal distribution and expansion of access, quality of services provided, internal efficiency and effectiveness of institutional management. Provision of health services is quite successful in terms of public access, equity and justice, public health status, and levels of mortality, morbidity and community nutritional status. The provision of transportation services is quite effective, seen from the provision of infrastructure that can open up regional access to remote areas. There are two models of inter-regional cooperation and coordination that are implemented, namely "service exchange" and "consolidation of service mergers", in addition to the three idealized cooperation models. The three service models that are not optimal in practice are inter-government service contracts, joint service agreements and permanent transfers of inter-regional government services.

Keywords: *Inter-regional cooperation, basic public services, education, health, transportation, service exchange, service integration*

6 I. INTRODUCTION

After the enactment of Law Number 22, the year 1999 concerning Regional Government which was later revised several times, each regency/city in Indonesia carries out a bigger function and role in governance and development and provision of public services [1], [2]. Efforts to provide optimal basic public services as his hopes are based on a new concept in the law that accommodates the interests of

the community, namely through broader cooperation and coordination which aims to increase the growth rate of intra and inter-regional growth that is balanced, harmonious and harmonious to make efficiency and improving the quality of the implementation of cross-regional basic public services. To fulfil these expectations, each regional government is expected to prepare itself seriously so that the objectives to be achieved in the plan to provide basic public services in their regions can be fulfilled simultaneously and continuously.

Following up on the expectations of the public and local government, several regions face challenges and problems due to the limited potential resources they have, but at the same time have the strength and opportunity to collaborate and coordinate between regions, especially regencies and cities that are adjacent and or are in one area [3]–[7]. In this case, South Sulawesi Province is also a very potential area to develop inter-regional cooperation and coordination in the provision of basic public services, especially in the Ajatappareng area, because it is supported by various development sectors as the basis for the development of each region.

The urgency and significance of studies on the development of models or patterns of inter-regional cooperation and coordination in the provision of basic public services are motivated by the reality that both the inter-regional cooperation and coordination models and the provision of basic public services in the Ajatappareng area of South Sulawesi have not been implemented as expected under the Law on Regional Government. Results of a study by the National Development Planning Agency / Bappenas (BAPPENAS, 2008) and several studies with the same focus so far [3]–[7], [10]–[13] concluded that the results of local competency mapping as a basis for developing inter-regional cooperation and coordination in Indonesia are only able to provide guidelines for each region in determining the superior commodities to be developed, whereas what is expected is the creation of a model of intra and inter-regional cooperation and coordination that can

provide optimal benefits to citizens, including in providing basic public services efficiently and with quality. The conclusions of the research results are by the direction of policy of the South Sulawesi provincial government in implementing the Tri Conceptions of Development, especially the Commodity Zone [14], but have not yet reached the development of real efforts of each region that are members of it to streamline and optimize the development of models of cooperation and coordination between regions in providing efficient and quality basic public services. Besides, specifically in the Ajatappareng area, there is no description of the development of inter-regional cooperation and coordination models in the provision of basic public services (health, education and transportation), such as the construction of hospitals in the border areas of two regencies in Gorontalo Province [8], [15], a regional library that can be used by the people of Makassar City and Gowa Regency, the provision of fire trucks which are jointly managed by two adjacent regencies, management of city buses that cross the boundaries of a city, regency, district, etc. [10].

The lack of clarity in the development of inter-regional cooperation and coordination models in the provision of basic public services in the Ajatappareng area is indicated by several problems, including differences in interests and priorities between one region and another and a lack of support for legal documents as a "cooperation guide" which becomes the reference for the implementation of cooperation. Also, the role of the central government is still felt to be dominant [3], [10]. For this reason, it is necessary to have innovations or the application of concepts in improving basic public services carried out through the development of inter-regional cooperation : 3 coordination models based on considerations of efficiency and effectiveness, synergy and mutual benefit in fields that concern inter-regional and cross-regional interests. Besides, a model and strategy are needed regarding forms of cooperation and coordination between regions that are effective in providing basic public services synergistically and sustainably.

Based on this background, the problems faced by local governments in the Ajatappareng Area (Barru Regency, Pare-pare City, Sidrap Regency, Pinrang Regency, and Enrekang Regency) are why the provision of basic public services has not been efficient and effective while the regulations and commitments of each local government to make it happen is spelt out in the vision-mission-goals and development strategies of each region. Based on these problems, the article on the results of this study aims to describe a model or pattern of inter-regional cooperation and coordination in the provision of basic public services, especially in health, education and transportation (transportation) services in the Ajatappareng Area of South Sulawesi Province, Indonesia.

Theoretically, the term cooperation (cooperation) has long been recognized and conceptualized as a source of efficiency and quality of service [16]–[25]. Cooperation is understood as the right way to take advantage of economies of scale. Spending or buying together, for example, has proven this advantage, because purchases on a large scale or exceeding "threshold points" are more profitable than on a small scale. The result of this collaboration is that the

overhead costs are overcome even on a small scale. Likewise, sharing in investment provides a more satisfying result, such as in the provision of facilities and equipment and the appointment of specialists and administrators. Cooperation can also improve the quality of services such as in the provision or provision of facilities because each party cannot buy it independently. Through cooperation, expensive service facilities can be purchased and enjoyed together, such as recreation centres, adult education, transportation and so on. Therefore, cooperation between regional governments is a form of cooperation arrangements carried out between regional governments in agreed areas to achieve better efficiency and quality of service.

In developing countries, cooperation between local governments is often seen in development planning activities, such as Integrated Area Planning / IAP [26], [27]. This form of cooperation is a breakthrough to fill the gaps or complexity of the problems faced because they cannot be handled with development planning based on administrative boundaries. It is admitted that so far inter-regional cooperation and coordination has not yet appeared to be a necessity, even though various problems or internal decisions of a regency, city or province are often related to problems or decisions outside their boundaries.

Experience shows that many problems in regencies, cities or provinces that arise because of policies from other regions, such as problems with waste, crime, population, education, health, transportation and so on. In other words, a plan or policy made by a regency or city or province often does not take into account its impact on other regencies, cities or provinces [8], [24], [28], [29]. In this condition, planning functions that are integrative and horizontal coordination are the main keys.

The emergence of the IAP model is expected to reduce various conflicts between administrative regions, namely by making the development of certain sectors and institutions related to these sectors in an area more effective (by overriding administrative boundaries). This model emerged as a reaction to deficiencies in sectoral planning, in particular coordination between sectors and to meeting the needs for special geographic areas (which may not fit into existing administrative boundaries), such as watersheds and rural development known as integrated rural development/ IRD [30]–[32]. Although this model was quite reliable in the past, some obstacles need attention. This obstacle concerns the problem of the formal structure formed (organization) in dealing with integrated area development/ IAD [33]. The existing structure is a formal structure formed according to certain political and administrative units, such as agencies and technical institutions in each regency, city or province. This formal structure is not designed to deal with this, as a result, this model lacks the support of formal authorities, making it difficult to implement and difficult to succeed. Therefore, the solutions that have been offered are: 1) forming a structure that is an extension of the central government located in the area or a structure made by local governments or private companies that are given special authority; 2) forming a team of consultants from outside the area to prepare the plan; and 3) reforming the existing organizational structure and improving the capacity of

existing staff to prepare and implement plans and strengthen horizontal links between sectors and strengthen vertical relationships [19], [24], [28], [29].

To successfully implement this pattern of cooperation, general principles are required as contained in the principles of good governance [19], [24], [34], [35]. Some of the existing good governance principles can be used as guidelines in conducting cooperation between local governments, namely transparency, accountability, participatory, efficiency, effectiveness, consensus, mutual benefit and advancement. Apart from the general good cooperation, several specific principles can be used as a reference in cooperation, namely: The cooperation must be built for the public interest and the broader interest; The bonds which are formed in cooperation must be based on mutual need; The existence of cooperation must mutually strengthen the parties involved; There must be an engagement between each party to the agreement that has been agreed upon; Must be orderly in the implementation of cooperation, as already decided; Cooperation should not be political and have the nuances of KKN (collusion, corruption and nepotism); Cooperation must be built on mutual trust, mutual respect, mutual understanding and the benefits that can be obtained by both parties.

II. METHOD

This research uses quantitative research with an evaluative survey approach [36]. Types and sources of research data include primary data and secondary data. Primary data is obtained directly from sources (representatives or heads of education, health and transportation offices) or informants/respondents (individuals representing Regional Apparatus Organizations / RAO) related to basic public services. Secondary data, namely data and information obtained from documents, publications or research reports from agencies or other sources that support the implementation of research.

A list of questions was made to collect primary data submitted by researchers to informants (research subjects). The observation technique is used by recording the results of observations regarding the patterns of public service utilization at the research location. Interview techniques are used to obtain data and information directly from informants and discussion participants who represent RAO in the fields of education, health and transportation (transportation). Meanwhile, data analysis was performed using descriptive analysis techniques [37] and shift-share analysis [38], [39]. Descriptive analysis was carried out through a comprehensive depiction of the qualitative data obtained. Meanwhile, shift-share analysis is used to identify the base sector using the Location Quotient analysis technique, which includes three types of analysis, namely measurement of values: 1) Localization Quotient (LQ), 2) Localization Index (LI), and 3) Specialization Index (SI).

III. RESULT AND DISCUSSION

The general profile of the education sector in regencies and cities in the Ajatappareng area (Barru, Pinrang, Sidrap,

Enrekang and Pare-pare City) describes the results of the mapping of educational institutions covering various important aspects including aspects of equity and expansion of access, quality aspects, aspects of internal efficiency, and the effectiveness of education delivery. Besides, it describes the supporting factors for efforts to organize educational institutions such as aspects of personnel, students, facilities and infrastructure, school participation rates, education quality indicators based on the results of national exams (NE) and national standard school exams. In other words, the results of this study are a detailed description of various aspects of the provision of basic public services in the field of education which are simplified into three important indicators that characterize the level of quality of the success of education in regencies/cities in the Ajatappareng area, namely equity, quality, and efficiency of implementation. With high-quality results, because both the aspects of equality and efficiency in the provision of educational services, as well as the quality of their provision at various levels of educational units (Kindergarten to Senior High School) show high scores, some even exceed the target of one hundred per cent (Results Summary Research: Akib (2007, 2009); Akib, Amiruddin, et al., (2019); Kahar & Akib (2009).

Basic public services in the health sector are characterized by their effect on the people in the Ajatappareng area who strive to live in a healthy environment and provide services that are affordable or accessible to the community and the benefits that are felt due to the existence of minimal, relatively even and just health services and have a sufficient degree of health. optimal. In other words, the development of health development indicators in the Ajatappareng area has been following the conditions and needs of the local community. The process of achieving healthy areas in regencies/cities in Ajatappareng is as follows:



Figure 1. Process Model for Achieving Healthy Areas for the Community (Kahar & Akib, 2009)

Specifically, to describe the degree of public health, it is measured through indicators of mortality rates (mortality rates: infants, toddlers and maternal mothers), morbidity and community nutritional status (infants with low birth weight and under-five nutritional status). However, it should be noted that there are nine indicators of the mandatory authority of the health department with service quality varying from moderate to quite high levels of service provision achievement, namely: implementation of basic health services, improvement of community nutrition, referral and support health services, eradication of infectious diseases, environmental health and basic sanitation, health promotion, prevention and control of the abuse of narcotics, psychotropic substances and addictive substances,

pharmaceutical services (drugs), financing and health insurance. One of the nine indicators is the provision of pharmaceutical services or the provision of generic drugs beyond the national target (Summary of research results: Akib and friends, Kahar and friends).

Providing basic public services in the transportation sector (transportation) optimally is one of the priorities of each area studied in the Ajatappareng Area. Transportation is understood as the lifeblood of an area's economic development, where the role of transportation can improve the welfare of the community by providing access to isolated areas and helping to provide community needs and assisting in marketing production products or potential natural resources in one area to another. Another region. Local governments in regencies and cities in the Ajatappareng area have made a lot of efforts to provide infrastructure in the transportation sector to provide public services for the people in their regions. These efforts are pursued while still paying attention to various aspects, both socio-economic aspects of society and geographical aspects of the area.

There are thirteen indicators of the provision of basic public services in the field of transportation (transportation), namely aspects of safety, accessibility, integrity, certainty, regularity, smoothness and speed, convenience, timeliness, comfort, order, security, physical environmental friendliness (low pollution) and efficiency. the operation of transportation services with varying quality from quite good to good/high (Summary of research results: Akib and friends, 2015, Kahar and friends, 2015).

Cooperation and coordination between regions based on local competencies have been carried out in the Ajatappareng Area of South Sulawesi Province, Indonesia with various purposes, among others, to mutually meet resource needs that the region does not have (by supplying these needs from other regions), cooperation in the context of maintaining stability production and prices of regional superior commodities, cooperation in the process of supplying raw materials for production and or marketing, cooperation in the form of joint investment, cooperation and coordination to provide public services. This is by the expert's view [18], [19], [47], [22], [23], [41]–[46] that, in essence, inter-regional cooperation and coordination is formed based on the need to develop and expand access or networks between regions in a synergic and sustainable manner.

Based on the results of this study, it is understood that there is still some cooperation and coordination between intra and inter-regional (regency/city) based on local competencies that have not been implemented sustainably. So far, the form of cross-administrative (inter-regional) cooperation related to regional superior commodities has been mostly carried out directly at the level of business actors (farmers, cultivators, fishermen, collectors, exporters and local marketing entrepreneurs). Cooperation and coordination at the community level of producers and entrepreneurs are generally in the form of marketing cooperation or the supply of products from local competency commodities from one region to another. Besides, there is also cooperation in the form of the "Father's System" in which producer groups in one area become the fostered groups of large-scale entrepreneurs/industries domiciled in other regions [3], [5],

[10], [28], [40]. Cooperation and coordination between regions so far have also been initiated by initiatives and facilitation by external parties, such as the central government, such as in the Integrated Economic Development Zone (IEDZ), Local Economic Development (LED), or initiated by the Sulawesi Provincial government. South, such as the Community Development Movement Program (CDMP).

Based on the description of the forms of inter-regional cooperation and coordination that have been carried out so far, it can be seen that there are two models of cooperation and coordination between regions whose intensive development is carried out by regencies and cities in the Ajatappareng area, namely exchange of services and consolidation of services merging (functional consolidation of services), apart from the three idealized cooperation models in this study, the practice is not very visible, namely intergovernmental service contracts, joint service agreements and permanent transfers of intergovernmental services. transfer service).

The development of intra and inter-regional cooperation and coordination models shows that stakeholders (community, local government bureaucracy, business and industry) who are directly involved in basic public service activities maintain the existence of their work units through a service exchange model according to the developed pattern. When it turns out to be less effective and efficient, these stakeholders consolidate with similar units from neighbouring areas through service mergers. The results of the analysis of basic public services in the field of transportation (transportation) show a convergent and "contra" tendency with the supply and demand curve theory in economic law, because the more potential passengers, especially on holidays, the price tends to be increased. Likewise, the phenomenon is in the case of schoolchildren passengers because the local government has provided shuttle school buses at a fixed rate (one thousand rupiahs in Enrekang Regency), even not paying / free in Sidenreng Rappang / Sidrap Regency. Meanwhile, basic public services in the education and health sectors show a divergent trend and do not show a link between price and the extent of service provision because management costs are still subsidized by the Regional Revenue and Expenditure Budget (RREB) and the South Sulawesi Provincial government in the form of the "Education and Free Health "(previously) and now through a membership card of the Social Security Administering Body (SSAB), which is paid through monthly fees for the poor.

Cooperation and coordination between regions based on local resources are carried out with various motives which in turn result in a separate model or pattern of cooperation, which conceptually is based on at least three forms of inter-regional cooperation according to Ikhwanuddin (2005), namely: Intergovernmental Service Contract. The development of such a cooperative model occurs when a region pays another region to provide certain types of services such as prisons, garbage disposal, animal or livestock control and tax assessment. It seems that this form of cooperation has not been carried out optimally by the regions in the Ajatappareng area, although many animals or livestock from Enrekang, Sidrap and Pinrang have been quarantined before being shipped through the archipelago seaport in Parepare City. Likewise, there have been many

cases of prisoners being transferred from prisons in the Ajatappareng area to the class I correctional facilities located in Gunungsari Baru, Makassar City. This is because each area studied already has the necessary infrastructure related to the sample, such as class II correctional facilities, landfills, animal quarantine and vertical tax agency offices (Regional Tax Service Office / RTSO). Thus, the examples of cooperation items presented here and as well as other cooperation items are still potential to be used as "objects" for inter-regional cooperation in the form of an intergovernmental service contract to obtain efficiency, effectiveness and accountability of public services by local governments.

Joint Service Agreement. Joint service agreements occur when several regions carry out certain planning, budgeting and service delivery functions to communities in areas that are involved in cooperation, for example in regulating regional libraries, communication between police and fire fighting fleets, fire control, waste disposal, provision of clean water sources. (drinking), providing electricity. As far as what has been seen so far concerning the items exemplified, it appears that there has been Interpol cooperation which can make it easier for police agencies to carry out their duties in serving the community, by coordinating between regions and with vertical agencies. Meanwhile, other examples such as library services have not had official cooperation between local governments, both between the provincial government and regencies/city governments and between local governments in the Ajatappareng area, especially with the presence of a "virtual library" that can be accessed by anyone. Those who need it through their respective cellphones anywhere as long as there is an internet network, however, the provision of vehicle maintenance services (care care) has resulted in an agreement and mutual understanding between regions within the Ajatappareng area. Likewise, the provision of library services has been carried out, because the existing library in Parepare is also used by the community (academics) who live in Pinrang and Sidrap regencies, and even anyone who can access library materials available online.

Intergovernmental Service Transfer. Permanent transfer of responsibility from one area to another, such as the fields of public works, infrastructure and facilities, health and welfare, government and public finance. This form of cooperation seems to have not been carried out, especially regarding the exemplary items of cooperation. This happens because every regional government in the Ajatappareng area seeks to empower their respective service offices or Regional Apparatus Organizations to optimally carry out their respective main tasks and functions. Instead, what appears is a kind of "competition" between local governments in providing the necessary infrastructure and facilities to support the development of certain local competencies. For example, although there is an inter-regional cooperation agreement in the Ajatappareng area which is tied to the IEDZ and LED cooperation which includes the City of Parepare, Sidrap Regency, Enrekang, Barru, and Pinrang, with the livestock port development centre in Parepare City which has livestock quarantine, Barru Regency also constructing ferry port facilities (facilities and infrastructure) which function the same as the facilities provided in the City of Parepare, so that livestock in Barru are also sent to other areas through the ferry port in

Barru. Another case is that animals and commodities originating from Enrekang Regency are shipped to Soekarno-Hatta port in Makassar City or the port in Mamuju.

IV. CONCLUSION

Supervision of the use of state property (BMN) at The snapshot of the provision of basic public services in the fields of education, health and transportation (transportation) in the Ajatappareng area of South Sulawesi shows the tiered level of effectiveness (effective-less effective) according to the achievement of the indicators. In the education sector, it appears that the distribution, quality and efficiency of its implementation are on target, and there are even indicators that exceed the target one hundred per cent. Furthermore, in the health sector, there are nine indicators of the compulsory authority of the health department with levels of service that are also tiered, starting from the level of achievement of health service provision that is quite effective and effective or high enough in the aspect of providing basic health services, improving nutrition, community, referral and supporting health services, eradication of infectious diseases, environmental health and basic sanitation, health promotion, prevention and control of abuse of narcotics, psychotropic substances and addictive substances, pharmaceutical services (drugs), financing and health insurance. Pharmaceutical services or provision of generic drugs exceeded the national target. Whereas in the field of transportation, there are thirteen indicators, namely aspects of safety, accessibility, integration, certainty, regularity, smoothness and speed, convenience, timeliness, comfort, order, security, physical environmental friendliness (low pollution) and efficiency of service delivery, transportation. The performance indicators of these services show a "degree" that varies from moderately high to high or effective in providing.

The model or pattern of inter-regional cooperation and coordination carried out in regencies and cities in the Ajatappareng area is in the form of service exchange and consolidation of service mergers. Previously, these two cooperation models were not the main focus of this research because there are three idealized models of cooperation, but the practice is not very visible, namely inter-governmental service contracts, mutual service agreements, and permanent transfers of inter-regional government services. Therefore, the following recommendations are made: Local governments in the Ajatappareng Area need to take concrete steps so that the objectives to be achieved in the strategic plan for providing basic public services are fulfilled simultaneously and continuously, especially in the fields of education, health, and transportation, not yet effective provision. Given that the development of the cooperation model has not been optimal as idealized, four points need to be developed by stakeholders, namely: stakeholder commitment in applying the principle of inter-regional cooperation; applying a mutually beneficial cooperation model, at least in the form of service exchange and consolidation of service mergers at the sub-regency or district and village levels; it is necessary to make regional regulations or operational policies at the regional government level as a "legal basis" in the implementation of intra and inter-regional cooperation and coordination, and empowering each stakeholder by providing incentives from local governments or competent institutions. Revitalizing the functions and roles of RAOs as accelerators and dynamists

for efforts to improve quality, efficiency and optimize the provision of basic public services.

ACKNOWLEDGMENT

Thanks to the research informants for his contribution to this research. to counselors who have given new knowledge.

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