

Subtheme 5: Government And Leadership In Digital Era

Integrating Government Studies And International Relation Studies To Enhance International Cooperation By Regional Government

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ABSTRACT

This article focuses on paradiplomacy, the concept used to indicate the increasing activities and practices of regional government in international cooperation. This research shows that increasing international cooperation by regional government with its decentralization and regional autonomy are realized in various types and forms; it is even more responsive to changes influenced by global issues. International cooperation was initially done in what is called “intervention government”, but then it is done by regional government involving the community independently.

Keywords: paradiplomacy, regional government, international cooperation

International cooperation as well as international relation activities by regional government has becoming clear. Cooperation like sister city/sister province that has been in existence for so long⁴⁷, is increasing in various forms and types in the era of decentralization and regional autonomy. The increase was triggered by a number of both internal and external factors. External factors are mainly due to globalization and the advancement of information

⁴⁷ Sister city program between Bandung and Braunschweig, Germany has been initiated since May 24, 1960,

and communication technology; while the internal factors are due to the implementation of decentralization and regional autonomy.

Globalization is a phenomenon that leads to a change in all areas. Streeten (1998)⁴⁸ explains that globalization is “transforming trade, finance, employment, migration, technology, communication, the environment, social systems, ways of living, cultures, and patterns of governance.” Globalization is greatly influenced by a process of modernization in a community. In the last decades, global issues like poverty, climate change, inclusive education, quality of health, and so on have become social issues that has driven regional government to get involved in international activities and initiated international cooperation (Isnaeni, 2014). Therefore, Government Studies as a dynamic science is required to keep up with the development of science and environment change. Government Studies should adapt itself to the changing needs of market and other stakeholders. This writing is to discuss the importance of integrating government studies and international relation studies in order to examine the change in political environment, economy, social culture, and technology that require the competence of human resources to cooperate. The integration of government studies and international relation in the era of disruption is deemed important especially with regard to the direction of learning which is no longer monodisciplinary, but multidisciplinary and transdisciplinary in order to enhance the added value of the knowledge itself.

In order to response to the problem of globalization, there is a need for a reference theory and a concept that may keep up with the phenomena

⁴⁸ Streeten, Paul, (Winter, 1998), Globalization: Threat or Opportunity, *The Pakistan Development Review*, 37 (4), pp. 51-38

in the community and government. The change in politics, economy, socio-culture, and technology calls for a variety of competence of human resources. Government Studies should adapt itself to the changing needs of market and other stakeholders. Government Studies is not a single discipline using a single theory in understanding the phenomena of community; it needs others theories to understand the changing world. Government Studies is a dynamic system so it can be analyzed not only on the basis of its components that make up the system but also on its interaction with its environment, both internal and external environments.

Discipline of knowledge	Material object	Forms of object	Authority	Authority
Government Studies	State	Government relation, government phenomena, government event	National government , regional government , municipal government	Authority that can be decentralized
International Relation Studies	State	Roles of state in international relation, interstate relation, role of other countries in international organizations , IGO, INGO, NGO	President Minister of Foreign Affairs Minister of Home Affairs	Absolute authority and cannot be decentralized

Resources: Online compilation

International Cooperation By Regional Government

The global phenomena noticeably have an effect on the governance of regional government. Firstly, this is because in the era of decentralization and regional autonomy the regional government is the leading actor in understanding the problems faced by the people and to provide public services. Secondly, it is important to involve people in governance. Thirdly, innovation and creativity are important in governance, especially in the area of public services (Osborne & Geabler, 1996; Denhart & Denhart, 2004). Martani (2016) in a discussion called “Reformasi Birokrasi 2.0: Dynamic Governance” suggests the acceleration of bureaucracy reform in governance, emphasizing the internalization of way of thinking, that is to say, the importance of capability and culture in mobilizing human resources and a process toward a more adaptive policy change.

Due to complex problems of politics, economy, and socio-culture, there is a need for global or mutual intervention, and the actors of international cooperation should no longer be played by the State (national/regional). First track diplomacy can no longer handle the global issues because the direction of diplomacy at the national level tends to be getting power (high politics). Consequently, there is a bias in taking on global issues beyond political contexts like the issues of security, military, war declaration, the signing of treaties, and representing the country at the international level. In addition, global issues should also involve non-state actors like private institutions, community members, and even individuals, as well as regional government as a must in international relation in the globalization era. Improved level of diplomacy by non-state actors would lead to diplomacy of *softpower*. It means that there should be diplomacy at sub-

state level (regional government) which is as-a-matter-of-factly required in undertaking non-political international issues practiced with diplomacy of low politics. The domain of low politics like public diplomacy, diplomacy in culture, education, and trade is called paradiplomacy.

Community in the context of government studies is the main element in governance. Community is the object and subject of public services provided by the government, while the term “government is there” refers to public service provided to promote communal welfare. Therefore, the implementation of decentralized government system means “making the function of government close, that is, direct provision of services to the community,’ so their involvement is paramount important. The practice of regional autonomy is meant for direct social interaction, politics, and economy between regional government and its people. In the end, there should be a change in relation between the national government and regional government that represent the people. Moreover, at the international level, people through their regional government should get involved.

After the reform, international context has become the attention of regional government, and representing in a variety of type, especially in the era of MEA. For example, in September 2015 there was a meeting between Mayors from ASEAN countries, of AMF (ASEAN Mayors Forum). This international event was not only attended by mayors from ASEAN countries, but also by governors, and delegation of local and international businessmen. The Mayor of Makassar said that the forum was to introduce the potentials of Makassar. He said, “We hope that the good name of Makassar will be better at the international level as a favorite destination (tourism).” Similar event was held in 2011 in Surabaya, East Java, initiated by APEKSI (Association

of Municipal Government of Indonesia). According to the APEKSI Chairman, the purpose of the forum was to promote people-to-people contact and to enhance the network of civil society in ASEAN region. This international-scale event is only of many successful stories about international events that have been done and continues to be done by regional government as a result of decentralization. In the era of globalization and reform, such international events will be part of “daily governance” by the regional government in decentralization context. The life of state and governance cannot be separated from the life of community, both local and external community. So, it is wise to go along with the dynamic of community in governance. It has been predicted that globalization will have impact on the governance of regional government. Multilateral and bilateral cooperation was previously done mainly by the national government. In the digital era it is no longer relevant because the cooperation has become rather “soft” since the introduction of public diplomacy or public diplomacy. It means that anybody can enter into the arena, including the regional government with its decentralization policy and regional autonomy.

Although number of programs at international level, such as the programs of sister city or sister province, have been done since 1960s. Unfortunately, before decentralization such programs failed to yield results that improved productivity and competitiveness of the region. Skepticism and pessimistic have been expressed by Tarigan (2014) which means that diplomacy has not been practiced seriously so there is no improvement in capability and competency of local bureaucrats in practicing diplomacy. With regard to regulations on international relations, regional government should go through a series of coordination and consultation. It should be noted that

a regional government is not supposed to make an international cooperation when there is no diplomatic relation at the national level. The Unit of Function Division of Government between Government, Provincial Government, and Local Government in Law No. 23/2014 has been mentioned in detail in the Sheet of Function Division. In Article IV, point 9 (1) (2) the functions of government consists of absolute function, concurrent function, and general function.

The problem is how to regulate an international relation made by Regional Government. International relation and cooperation is always concerned with foreign policy which is made by the National Government based on deconcentration principle. So far, the regulation used for division of regional authority regarding international cooperation is article 367, point 2, Law No. 23/2014, that is: regional cooperation with other regional governments or other institutions is to be done after a consent given by the national government. Furthermore, Article 3 stipulates, “regional cooperation with other institutions and/or foreign regional government is to refer to existing regulations.” Article 367 includes regional promotion, development of science and technology, cultural exchange, and improvement of technical and managerial capability of government. Mukti (2010) mentions, “even though the authority to carry out international relation is not compulsory,” but the practice of paradiplomacy by regional government is a necessary thing to do because the flow of globalization has penetrated all areas of Indonesia.

Picture 2: Classification on Government Authority in Law No. 23/2014



Furthermore, Distribution of Foreign Affairs Cooperation by Regional Government is mentioned in the Government Regulation (PP) No. 28/2018 on Regional Cooperation that “Regional Cooperation is a mutual effort between one region and other regions, between a region and the third parties, and/or between a region and other foreign institutions or local governments based on the consideration of efficiency and effectiveness in providing public services and should be mutually exclusive. Then it is mentioned that regional cooperation with a regional government abroad is a mutual effort made by a region with a local government and/or a foreign institutions in order to improve welfare and accelerate public services (article 3). The areas in which cooperation can be made by a regional government is mentioned in article 23 regarding KSDPL (*Kerja Sama Daerah dengan Pemerintah Daerah di Luar Negeri*) and KSDLL (*Kerja Sama Daerah dengan Lembaga di Luar Negeri*). They are as follow:

1. Development of science and technology
2. Cultural exchange
3. Improvement of technical capability and government management
4. Promotion of regional potentials, and
5. Other objects of cooperation that may not against the existing regulations.

KSDLL is in the form of 1) sister provinces, 2) sister cities, and 3) other cooperation. The cooperation should be written in the form of Letter of Intent (LoI) or Memorandum of Understanding (MoU), and then it should be written in detail in a Memorandum of Agreement (MoA). However, the requirements for KSDLL should be in line with the regulation that the State (or national government) has already had diplomatic relation, but each cooperation is the responsibility of regional government (article 27). It means that local government may not establish a representative office abroad;

- a. foreign regional government and institution may not interfere with local regional government;
- b. should be in line with the policy and national and local development plan.

Government of Jakarta Province

Based on a research conducted by Sari (2014) about the programs of sister city or sister province which comprehensively tries to see the implementation of international cooperation done by the regional government of Jakarta, it is apparent that the cooperation eluded the aspect of evaluation concerning the governance. It is interesting to explain the

international cooperation made by the government of Jakarta, especially the ones after the initiation of MEAS, because the system of Jakarta administration refers to the concept of special asymmetrical decentralization.

As a capital city of Indonesia, Jakarta has double function at regional and national level. As a special region, Jakarta also has double authorities. The regulation that stipulates Jakarta as a special region and as a capital city of Indonesia is written in Law Number 29 of on Provincial Government of Jakarta. Meanwhile, as an autonomous province, the law that stipulates it is Law Number 23 of 2014 on Regional Government. As a special region, Jakarta has a function as a capital city of the Republic of Indonesia with its special task right, obligation, and responsibility in running the administration and as a place for foreign representatives, centre for international institution offices (Article 3, Article 4, Article 5 Law Number 29 of 2007).

The government of Jakarta is a regional government with most foreign cooperation and its daily activities it adapt to international activities. The program of sister city / sister province has been done for a long time, and the most recent cooperation is with the city of Shenzhen, China, in economy, trade, culture, and tourism. In 2016 and it continues until now, the government of Jakarta has had the following intensive international cooperation with China.

International cooperation conducted by the government of Jakarta consists of 3 forms; one of them which is assumed to be the most successful with its continuing programs is the program of sister city/sister province with its various forms, types, and actors (community members, member of DPRD, regional government staff, etc.) In 2015-2017, the government of Jakarta

continued the program of sister city/sister province by emphasizing ‘people to people engagement, as can be seen in Table 2 below:

Year/month	Activity	Output	Notes
2016	Table Tennis Training Camp	Improved capacity of Junior and Senior Table Tennis Team	11 athletes of Beelya in Sichahai and Xiannongtan Sport School
2016	Visit by DPRD Jakarta	Discussion and exchange of experience in culture, sports and youth	5 DPRD members in five days visited DPRD of Beijing.
2016	Table Tennis Training Camp	Improved capacity of Senior Table Tennis Team	3 senior athletes in Xiannongtan Sport School for 3 months
2016	Technical visit to 3 cities (Beijing, Shanghai, Chengdu)	Improved technical capacity of civil servants (sanitation, water management, finance, library, culture and tourism)	Six civil servants for various SKPD were invited to 3 cities in China

The program of sister city/sister province of Jakarta to a number of cities in China includes the aspect of tourism, culture, education, and technology. A new form of this cooperation is international events like cultural festival, student exchange, joint research, increased number of tourists. Jakarta has its special status as a capital city of Indonesia with its double functions at national and regional level. As a special region, the government of Jakarta has special authorities. The regulation that regulates Jakarta as a unit of government with its special status as a capital city of

Indonesia is Law Number 29 of on Government of Jakarta. Meanwhile, the regulation for Jakarta as an autonomous region at provincial level is Law Number 23 of 2014 on Regional Government, As a special region, Jakarta is a capital city of the Republic of Indonesia with its special tasks, rights, obligations, and responsibilities in running the administration and as a place for foreign representatives, centre for international institution offices (Article 3, Article 4, Article 5 Law Number 29 of 2007).

SUMMARY AND SUGGESTIONS

Globalization and regionalization in the era of MEA has fostered the effort to improve international cooperation by regional government; the oldest program is sister city or sister province program. The practice of paradiplomacy continues to increase in various forms and types. First track diplomacy can no longer tackle global issues because the direction of diplomacy at national level tends to put emphasis on high level politics like state security, military power, declaration of war, signing of treaties, and other matters related to high politics. Consequently, there is a bias in dealing with global issues that should involve non-state actors, such as private institutions, community members, even individuals, which is a must in international cooperation in the globalization era.

Increasing diplomacy by non-state actors will lead to diplomacy of softpower (Isnaeni, 2018; Basri, 2016). It means that there should be diplomacy at sub-state level (regional government) which is indeed required in dealing with non-political global issues, practiced by softpower diplomacy (low politics). The domain of low politics like public diplomacy is in line with the hope to improve regional competitiveness in the areas of culture,

education, trade, economy. In Indonesian context, with the policy of decentralization and regional autonomy, the problems faced by the people are easily recognized by the regional government.

The practice of paradiplomacy will change the mindset of regional government. It will direct the regional government not only to think locally but also to think about “international life” by deciphering global issues. Mukti (2018) suggests that from legal viewpoint the international cooperation made by regional government has been done through appropriate mechanism in accordance with regulations about international relation and international agreements. The international cooperation made by the government of Jakarta has special characteristics with reference to national legal bases. There are two related regulations related to 1) international relation, and 2) international agreement. Both legal bases explain the aspects of both regional and international cooperation, with the emphasis that “the implementation of both international and regional relation activities, through bilateral and multilateral for a, is geared toward national interest based on free and active foreign policy. It explains that Indonesia is interested in carrying out international relation with other countries because it is a need, that is, to get assistance, foster friendship, built relation, deal with internal crisis and require recognition and support from international parties.

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