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DECENTRALIZATION AND INTERNATIONAL COOPERATION (SISTER CITY: OPPORTUNITIES FOR PROMOTING THE LOCAL)¹

By:
Mani Festati Broto²
Susanti²

Abstract: The practices of sister cities framework enhances local governments' capacity in dealing with international parties. The implementation of decentralization has maximized public participation and also embark innovation for competition for local government in conducting international cooperation. However, regional governments has no authority to sign international treaties, agreements, or MOU (Memorandum of Understanding), this is due to the principles of conferral, subsidiarity and proportionality laid in Law 32/2004 of decentralization. Under these principles, regional government shall act within the limits of the competences of conferred, subsidiarity and proportionality in conducting international cooperation and in the framework of coordination and supervision with the central government (MoHA). Nevertheless, possibility of local government to international cooperation is stated with the approval (Art 42 of Law 32/2004) from the local parliament in the plan of cooperation between regional/local government with third parties (international treaties). The importance of this issues is in line with realization of the 2015 ASEAN Economic community.

Keyword: sister cities, decentralization, international cooperation

There are two major events that will give meaningful impact in the implementation of decentralization in Indonesia. First, the passing of the Village Law No 6/2014, which will result a development budget for villages. Villages will receive from the National Budget at least one billion rupiah (approximately \$90.000,-). Second, the realization of ASEAN Economy Community (AEC) in 2015 that will transform ASEAN countries into "a region with free movement of goods, investment, skilled labour and talent and free flow of capital (Anonymous, 2014). The paper will discuss opportunities for local government in conducting international cooperation. The practices of sister-cities framework shall be a starting point for local governments in dealing with international parties. In particular, the implementation of decentralization which has objectives not only to maximize public participation, but also the need of innovation for local government in conducting international cooperation.

In 1999, the Indonesian People's Consultative Assembly (MPR) passes an autonomy law (Law 22/1999, Law 25/1999, and later the revision of Law 32/2004) – the new autonomy laws stipulate an extensive implementation of decentralization programs and practices of good governance. Ultimately, decentralization will promote local democracy and act

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² Lectures at the Faculty of Social and Political Sciences, Universitas Terbuka.

as a catalyst for development which strengthen people's participation in planning and decision making. The decentralization law provides legal status to transfer development funds to local government (25% of National Budget), and open up opportunities and challenge to initiate public policy in trade and investment which can be conducted directly by the local government. The decision to embark trade and investment stimulated local government to conduct international cooperation. For this reason, local government has the emergency task to empower the potential local products that exist in the local area and promote these products in the international market (first at the ASEAN markets).

Under the decentralization law, the central government hold crucial functions: external politics, defense, security, justice, religious affairs, monetary and fiscal. The distribution of function for local government based on obligatory (core) function related to basic public service and discretionary functions related to regional potential as to increase public welfare. Thus, local government in an international relations (external politics) is not mandatory, however in practice it has become a necessity due to the globalization which penetrate into all corners of the country. The political decentralization and regional autonomy marks a turning point in the implementation of international cooperation. The processes of shifting the public administration from authoritarian systems to practices that are more egalitarian and democratic also affect the way local governments deal with international cooperation. Like all democratizing process, people-oriented

program is the key element, such as in the sister city framework. If, local government is not ready in the international arena it will be left behind, and the region will only become passive consumers of the whole process of world trade and global capitalism. Indonesia with a population of 230m. has become more open in its imports during in last decade but fall in its exports even within the ASEAN countries.

At the same, the regulations implementing the new village law implies a radical way to expand the role of local government to be self-reliance in future development and create a competitive society by mean of dealing with challenges toward AEC 2015. Based on the previous political references, threat of corruption is not the only reason of wrong doing but the nature of Indonesian political environment has not changed. Administration inefficiency will downward the process of decentralization. In dealing with AEC 2015, both presidential candidates declare an outward vision on the above matters and attain a political commitment to sustained people-centred economic development based on local product. If this is the case, local governments' capacity building require attention as to enable local government to participate more actively in the progress of international cooperation.

However, according to the Head of International Cooperation, MoHA ³ regional

³ Basilio Dias Araujo, MA, Director, Centre for Administration of International Cooperation, Minister of Home Affairs of Indonesia, ASEAN Forum Meeting of SSTC-UNDP PGSP Project, Jakarta 11-12 Juni 2014.

governments has no authority to sign international treaties, agreements, or MOU (Memorandum of Understanding), this is due to the principles of conferral, subsidiarity and proportionality laid in Law 32/2004 of decentralization. Under these principles, regional government shall act within the limits of the competences of conferred, subsidiarity and proportionality in conducting international cooperation and in the framework of coordination and supervision with the central government (MoHA). In the context of decentralization law, conducting international cooperation is categorized as a 'not mandatory' for local government and it is certify in Article 88, paragraph (1). Nevertheless, the regional authorities can hold a mutually beneficial cooperation with the institutions/bodies abroad, which are governed by a joint decision, except with regard to the authority of the Central Government, as provided for in article 7 (i.e. foreign policy). Thus, under the new scheme of Law 32/ 2004, local authorities (governors and head of districts) can conduct overseas cooperation and remain valid as contained in article 42 of Law 32/2004, paragraph (1): "the local parliament (DPRD) has the duty giving approval to the plan for international cooperation carried out by the local government". Confirmed also in the explanation section aside from sister city/province, local governments can also conduct technical cooperation agreements including cooperation in distributing humanitarian aid, loans/grants, cooperation with other joint-venture capital investment in accordance with the prevailing laws and regulations. The framework of cooperation must 'provide approval for plans of cooperation between the regional/local government with third parties that creates

burdens to the community and the region' and to increase welfare and poverty alleviation.

Indonesia, as one of ASEAN countries in AEC 2015 will face challenges in dealing with the rapid development in the region. In 2015, ASEAN will become a single market and a single production base in which occurs the flow of goods, services, investment, skilled labor as well as a freer flow of capital among ASEAN countries. The formation of a single market will open and offer opportunities for Indonesia to improve its market share in ASEAN⁴. In order to maintain political stability and regional security in ASEAN, enhance the solid region's competitiveness – in the world market, encourage economic growth, reduce poverty and improve the living standards of people in ASEAN member countries, the ASEAN member countries have agreed that immediate realization of the economic integration is deemed necessary in forming ASEAN Economy Community (AEC). In establishing the AEC, ASEAN's leader countries at the 13th ASEAN Summit in November 2007, in Singapore, agreed on the AEC blueprint. This marked the commitment in intensifying community building through enhanced regional cooperation and integration.

A report issued in 'Future Within Reach' put Indonesia at the bottom layer along with Laos, the Philippines and Myanmar among ASEAN countries that are off track on many MDGs indicators⁵. This MDGs setback is reflected in the well-being of the community. The level of poverty, for example, grew from 15,97 percent

⁴ Direktorat Jenderal Kerjasama ASEAN, Ministry of Foreign Affairs, 2009, ASEAN Economic Community Blueprint.

⁵ Kompas, 3 March 2007

(February 2005) to 17,75 percent (March 2006) (BPS, 2006). In education sector Indonesia suffers hundreds of thousands of damaged educational infrastructure. This situation clearly represents challenges that Indonesia has to deal with in entering the forthcoming ASEAN Economic Community. The ASEAN Economic Community (AEC) envisages the following key characteristics: (a) a single market and production base, (b) a highly competitive economic region, (c) a region of equitable economic development, and (d) a region fully integrated into the global economy.⁶

Sister City Cooperation: Local action

The engagement of sister cities cooperation are intended to deepen and broaden Indonesia diplomatic ties with other countries. For example, the procedure is based on the principle of citizen diplomacy with network that creates and strengthens partnerships between communities. Sister cities phenomenon starts from former US President Dwight D Eisenhower after World War II, an initiative of proposing people-to-people program, the relationship "strives to build global cooperation at the local level, promote cultural understanding and stimulate economic development". In Indonesia the term sister city/sister province is used by the Ministry of Home Affairs and the Ministry of Foreign Affairs to promote regional potential capacity in an international cooperation. The collaboration strengthened with the appearance of circular

letter No. 193/1652/PUOD on April 26, 1993 subject to the establishment cooperation between the cities (Sister City) and provinces (Sisters Province) with foreign countries. Historically, the sister city scheme can be traced back to 1951 which was first introduced by the United States and then adopted by the Indonesia in 1993. However, actually, much prior before 1990an, for example, the government of the city of Bandung has had cooperation with Braunschweig, Germany in 1969 which signed MOU sister city cooperation⁷.

The implementation of decentralization and regional autonomy in 1999, marks a turning point in the implementation of international relation. The implementation is based under the Law no. 37/1999 on Foreign Relations and Law no. 24/2000 on International Treaties and also Regulation of the Minister of Foreign Affairs of the Republic of Indonesia on the General Guidelines Procedures Relations and International Cooperation as well as the Regulation of the Minister of Home Affairs No. 3 of 2008 on Guidelines Implementation of Local Government Cooperation with foreign parties. The decentralization framework on international relationship creates a horizontal relationship among sub-national actors. Decentralization law is widely viewed as a great success in moving toward 'governing by networking'⁸. It is believed that decentralized form of a network and the autonomy of each member allows for decision making to serve at the most acceptable level for the people. The concept

⁶ (<http://>

<http://www.asean.org/communities/asean-economic-community>).

⁷ Diunduh dari

<http://penataanruang.pu.go.id/bulletin/index.asp?mod=fullart&idart=260>, 14 Oktober 2014

⁸ Goldsmith, Stephen and Eggers, William, D. 2004, *Governing by Network: The Shape of the Public Sector*, Washington DC: Brookings Institution Press, hal. 34

of sister city prove that programs, in the framework of cooperation of sister city, has been beneficial in the form of increased knowledge and skills of manpower in many areas, for example in education, tourism, social welfare, as well as increasing output in the form of increased productivity and efficiency, also performance's effectiveness and bring an improvement of learning outcomes.

Sister city programs has helped for example, local government in providing training for labor, especially to meet the international level through the 'entrepreneurship' program in the respective sister cities (on the Job Training), which has technological advantages. Education, Tourism, Culture and Arts are favourable scope of cooperation in the concept of sister city or sister province that both parties benefit. During the past years, infrastructures technology on the quality of public transportations, roads, railroads, and ports play a major role in the international cooperation for local government as to bridge the gap and improve local competitiveness. The international

cooperation, according to the head of local government is to have a vision in the development of their areas (interviewed 2014, diplomat (2004-2007) at the Indonesian Consulate Los Angeles, USA).

During the previous regime (New Order Era) and before the implementation of regional autonomy there has been some cooperation of sister cities. However, the scope of cooperation is not specified, this cooperation is basically to maintain diplomatic engagement (see Table 1) and strengthening partnerships at the level of good relations between neighboring countries. These partnerships are important as to strengthen support for Indonesia in international forums, especially during the New Order on the issue of human rights and on East Timor. Nevertheless, for local government these cooperations are the embryo of today's involvement in international cooperation. Especially, throughout the New Order regime, Indonesia played a major role in accelerating good diplomacy with ASEAN countries.

Table 1: Sister City Cooperation: New Order Era

Local government in Indonesia	Parties
Banda Aceh	Apeldoorn
Medan	Penang, Ichikawa, Kwangju, Chengdu
Jakarta	Beijing, Hanoi, Berlin, Paris, Pyongyang, Rotterdam, Seoul, Tokyo, Athena, Bangkok, Casablanca, Jeddah, Istanbul, Islamabad, Los Angeles
Palembang	Venice, Italia
Bogor	St. Louis
Bandung	Fort Worth, Texas, Braunschweig, Yingkou, Luizhou, Suwon, Bega Valley, New South Wales
Semarang	Brisbane
Yogyakarta	Kyoto, Hefei, Savannah

Surabaya	Guangzhou, Seattle, Busan, Kochi, Xiamen
Makassar	Lismore, New South Wales
Kupang	Palmerston, Northern Territory
Ambon	Darwin

Sources: Compilation from various online sources

The framework cooperation of sister cities flourish in the era of reformation (see table 2). Many activities and programs related to institutions have been done in last decades. However, the success of this cooperation requires involvement by all stakeholders – based on people-oriented and strategies to reach communities at large. Information on its (sister cities/sister province) performance indicators of the scope of cooperation is not widely publicize, and furthermore each scope of cooperation is not followed by technical regulation as to accelerate the implementation of the activities. Only few field of cooperation is successfully implemented, such as tourism, cultures and arts. Among the ASEAN countries, Malaysia is one party to pursue cooperation. The premise is because Malaysia hosts approximately two million migrant workers from Indonesia who work as domestic workers and laborers in the agricultural sector. At the time, by 2013 there are an increase of 5.16% Malaysia tourist visit Indonesia, and has impact in the small-medium industries, especially moslem garments. Malaysian tourists increasingly visit the city of Bandung, will shop first, before visiting tourist destination. Their goal is searching for new fashion in moslem garment (such as veil), and the turnover in this new market reach US \$15 billion/day.⁹

The framework of sister cities as stated by Basillo provide two networking, it stipulate national networking and international networking. Under the sister cities framework, networking among local government increases especially in the area of local product trade, and this activity created mutual effect to boost tourism. Local government enhance their capacities to maximize the benefit and impact of the cooperation toward achieving local economic development. The rule of sister cities should confined in ‘a truly people-oriented, people-centred and rules based community’.¹⁰ In international networking it continue to other opportunities cooperation such as sub-regional cooperation and among international non-government organization such as UNDP Provincial Governance Strengthening Programme (PGSP) and also in the framework of South to South Technical and Triangular Cooperation (SSTC)¹¹. This cooperation is proved to be complementary of the existing sister city cooperation, and has made the middle income Indonesian play an important roles in improving the quality of life. The challenges of sister cities cooperation framework is the continuation of its programmes and activities. Thus,

¹⁰ Tb. A. Choesni, Director of International Development Cooperation, Ministry of National Development Planning/National Development Planning Agency, 13 March 2014.

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<http://www.undp.org/content/dam/undp/documents/IDN/9/5/2014>

⁹

(<http://ekonomi.kompasiana.com/marketing/2014/02/10/>)

capacity building, as stated by UNDP on South-South Cooperation, is the key indicators in succeeding the cooperation, because it is a long-term and continuing process involving stakeholders (ministries, local authorities, NGOs, civil society). In the context of sister cities in Indonesia, MoHA (central government) intervention in local governments' capacity building is needed in the level of supervision and coordination especially 1) in areas of policy formulation and strategy; 2) provide guidelines (guidance on its management and financial matters) in the implementation of sister cities and 3) evaluate the implementation of sister cities programmes and activities.¹²

The current sister cities framework is criticized as lack of legal framework in order to implement the daily activities and programmes, and leading to low awareness among stakeholders. The Director of Technical Cooperation, MoFA¹³ explain that the framework of sister cities should extend capacity building cooperation by getting involve in SSTC as to share experiences and lesson learnt. Especially, in the cooperation within ASEAN countries, this is to spread the awareness of ASEAN Community 2015. Thus, in other words, sister cities framework should first focus its cooperation with ASEAN countries. Its aim is to narrow the development gap with ASEAN countries.

¹² Basilo Dias Araujo, Head of International Cooperation, MoHA, Advancing Regional Integration: Connecting ASEAN Provinces and Strengthening Partnership through South-South Cooperation.

¹³ Siti Nugraha Mauludiah, Director of Technical Cooperation, MoFA (Ministry of Foreign Affairs), SSTC in the framework of ASEAN Community 2015.

Tabel 2: List of Sister City Cooperation: Reformation Era

	Parties	Scope of Cooperation
2000	The Municipal of Bandung, West Java Province, Republic of Indonesia and The Municipality of Braunschweig, Niedersachsen, Federal Republic of Germany	<ul style="list-style-type: none"> ♦ Economy, Commerce, Industry and Tourism ♦ Science, Technology, and Administration ♦ Education, Culture, Social Welfare, Youth, and Sports
2005	The municipal government of Yogyakarta, Province of Yogyakarta Special Region, Indonesia and The municipal government of Gangbuk-Gu, Metropolitan Seoul, Republic of Korea	<ul style="list-style-type: none"> ♦ Small-medium industries ♦ Local government administration ♦ Tourism, Culture and Arts ♦ Education
2006	The Municipal of Bandung, West Java Province, Republic of Indonesia and The City Government of Yingkou of the Province of Liaoning of The People's Republic of China The City Government of Bandung of the Province of West Java of the Republic of Indonesia and The City Government of Liuzhou of The Province of Guang Xi of The People's Republic of China	<ul style="list-style-type: none"> ♦ Economy, Commerce, Industry, Agriculture and Tourism ♦ Science, Technology, and Administration ♦ Health, Education, Culture, Social Welfare, Youth and Sports ♦ Economy, Commerce, Industry, Agriculture and Tourism ♦ Science, Technology, and Administration ♦ Health, Education, Culture, Social Welfare, Youth and Sports
2007	The Government of the City Of <i>Surakarta</i> , Province of Central Java, Republic of Indonesia and The Government of Municipality of Montana, Republic of Bulgaria	<ul style="list-style-type: none"> ♦ Local Economic Development ♦ <i>Environment and Waste Management</i> ♦ Transportation System and Infrastructure ♦ Tourism and Culture ♦ Human Resources Development
2008	The government of Semarang City, Central Java Province, The Republic of Indonesia and The Government of Beihai, Guangxi Zhuang Autonomous Region, The People Republic of China	<ul style="list-style-type: none"> ♦ Port and Logistics ♦ Education, Science and Technology ♦ Art and Culture ♦ Tourism and Environment
2009	The Jakarta Capital City Government, Republic of Indonesia and The People's	<ul style="list-style-type: none"> ♦ City Administration ♦ Sports ♦ Public Health

	Government of Beijing Municipality, People's Republic of China	<ul style="list-style-type: none"> ✦ Urban Construction ✦ Tourism Management ✦ Small Scale Industries and Handicrafts
2009	The Government of the City of Surabaya, East Java Province of the Republic of Indonesia and Shah Alam City Council, Selangor Darui, Ehsan State of Malaysia	<ul style="list-style-type: none"> ✦ City Planning ✦ Culture and Tourism ✦ Sport and Youth
2009	The Government of the City of Surabaya, East Java Province of the Republic of Indonesia and The City of Varna, Republic of Bulgaria	<ul style="list-style-type: none"> ✦ Economy, Industry, and Trade ✦ Education, Science and Technology ✦ Transportation ✦ Health and Hospital ✦ Culture, Art, and Tourism
2011	The City Government of Yogyakarta, Republic of Indonesia and The District Government of Commewijne, Republic of Suriname	<ul style="list-style-type: none"> ✦ Culture ✦ Tourism ✦ Education ✦ Agriculture ✦ Health
2012	The City Government of Bandung of the Province of West Java The Republic of Indonesia and Petaling Java City Council of the Province of Selangor Darul Ehsan of the State of Malaysia	<ul style="list-style-type: none"> ✦ Economic Development and Trade ✦ Tourism ✦ Culture ✦ Education
2012	The Municipal Government of Flores Timur and The Municipality of Qurem.	<ul style="list-style-type: none"> ✦ Cultural ✦ Tourism ✦ Education ✦ Promotion and exchange of business entities

Sources: Treaty Database, Department of Foreign Affairs, 2013

Discussion: Sister City of Jakarta

A few of local government continues to strengthen the international cooperation beyond the field of cooperation. For example provincial government of Jakarta (also the capital city of Indonesia) has the most sister city agreements with parties. The sister city of Jakarta which started in the field of cooperation such as art, culture,

education and tourism led to published framework for doing business in Jakarta. Its scope of cooperation aimed at promoting people to people contact and cooperation in areas such as arts and culture, education and eventually at promoting trade and investment cooperation.

In the case of Jakarta – Los Angeles Sister City Cooperation, during the period of late 1990 to early 2000, the cooperation

was carried out in the field of sports and arts and cultures. In sports, the Los Angeles City sent its sports team to Jakarta and vice versa. In the area of arts and culture, The Jakarta Province, in cooperation with the Indonesian Consulate General in Los Angeles, participated in the First Los Angeles Sister City Festival in 2004. They build a replica of "Betawi" stall where they showcased Betawi's traditional cloth, cuisine, fotos of the old and present time Jakarta. They also performed Betawi's dance at the main stage and in front of the stall. On other occasion, the Jakarta Province and Indonesian Consulate General in Los Angeles also participated in Los Angeles' main events such as the Hollywood Parade where Indonesian childrens wore Betawi's traditional dress marching with other nationalities in the parade. Active participations by the Province of Jakarta in those events is regarded as an avenue to promote Jakarta, its development and opportunities to business (interviewed, 2 May 2014).

Jakarta as the capital city of Indonesia is a metropolitan city that is considered quite competitive in led economic growth in Indonesia, and it is also the most developed cities among other cities in Indonesia. Therefore, the climate for investment in Jakarta is critical in moving the economy, because 70% circulation of money is in Jakarta. Thus, the amount of investment is influenced by this circulation of money as well as - economic factors. Economic factors, among others the availability of labour both in quality and quantity, high interest rates, market conditions, and other regional macro-economic conditions. Whilst the non-economic factors are granting permits, state security, peace and order, legal certainty.

The Province of Jakarta has the most ambitious cooperation program – sister city cooperations with other cities internationally. Having such a big number of sister city cooperations seems to make the Jakarta Province out of focus in carrying out each of the cooperation. It is suggested, that to gain opportunities from its sister cities cooperations, the Government of the Province of Jakarta should start to make a list of priority in its sister city cooperations. Priority of the cities to cooperate with and priorities in the field of cooperation. Priorities can be made based on the needs of developments in Jakarta, such as education, city planning, transportation services, housing, industrial and trade infrastructures. Having such priorities, the Jakarta Province Government could move forward to develop program of cooperation with strategic such as Education, science and technology, trade, industry and investment that would be beneficial to bring welfare to citizens of Jakarta.

Conclusion

The impact of decentralization accelerate the scope of cooperation in international relations between cities and provinces (sister city/sister provinces). More than 40 government cities and 16 provincial in Indonesia have had their sister city (sister province) programs. A variety of policies and recommendations have been issued by the government so that region/city government can take advantage of these relationships in order to improve not just economic growth but also people welfare. Unfortunately, the idea of sister cities or sister provincial had not been widely known and understood by the community because of limited the access and knowledge to the information from the central government.

particularly in the Ministry of Home Affairs and City or Provincial Governments.

Ideally, city/regional partnership should be implemented between government agencies and societies.

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