

INTER-GOVERNMENTAL RELATIONS OF PUBLIC TRANSPORT SERVICES IN SURAKARTA

Kristina Setyowati, Tya Astriyani

Departement of Public Administration of Social and Political Sciences Faculty of
Sebelas Maret University

e-mail: krist_uns@yahoo.co.id

Abstract

The increasing number of people in Surakarta has implication to the pattern of settlement that spreads in buffer zone or hinterland; consequently the mobility of population is higher toward downtown, in relation to economic activity. It prompts the existence of cross-border mobility in society, requiring transportation as supporting medium between regions. The government is facilitating transportation medium, in this case Surakarta Batik Solo Trans. The scope of Batik Solo Trans' services included: Karanganyar, Surakarta, Sukoharjo and Boyolali regencies areas. Hence, in order to support and to ensure the sustainability of Batik Solo Trans, intergovernmental relation is very important. The objectives of research were to determine interregional cooperation in public transport services, to identify the intergovernmental cooperation in Batik Solo Trans' service viewed from cooperation type and process and analyzed using three aspects: profit sharing, burden sharing and experience sharing.

The research method employed was descriptive qualitative one with interview and documentation as techniques of collecting data. The sampling technique used was purposive sampling one. Data validation was carried out using method triangulation and data analysis was conducted using an interactive model of data analysis. Considering the result of research, it showed that the interregional cooperation type in BST service was collective agreement without certain pact document. The cooperation process was conducted cooperatively. Cooperation showed the existence of profit sharing between the regions involved. Besides, cooperation was also used as a medium of sharing experience, but it did not show responsibility division.

Keywords: Interregional cooperation, Batik Solo Trans Service

Introduction

Surakarta city or known Solo city is one of cities with strategic location in Central Java Province. Geographically, Surakarta City becomes traffic southern traffic path connecting other big cities such as Yogyakarta, Semarang and Surabaya. Surakarta City is also surrounded by hinterland including: Karanganyar, Sukoharjo, and Boyolali Regencies. Such the strategic position makes Surakarta city the activity node hub or business center important to surrounding areas.

The population growth in Surakarta increases over years. Certainly, Surakarta City can no longer accommodate more dense population. Such population-dense area condition has implication to settlement pattern spreading to hinterland. Such the settlement pattern enables the cross-border population mobility from hinterland to Surakarta downtown and vice versa. Thus, many members of society work in Surakarta city but lives in hinterland such as Karanganyar, Sukoharjo, and Boyolali.

To support cross-border population mobility, transportation medium is required. Transportation is a vital means for life to enable people and good mobility smoothly. Currently, inadequate transportation medium will inhibit people mobility. As the form of public service in transportation area, Surakarta City Government launched Batik Solo Trans (BST) program. Batik Solo Trans' operation scope is not only limited to inside Surakarta City but also cross-border, that is, in the areas adjacent to hinterland such as Palur (Karanganyar Regency), Kartasura (Sukoharjo Regency), and Adi Sumarmo Airport (Boyolali Regency).

Cooperation in BST service established by Surakarta City and surrounding areas is the form of public service in transportation sector. Recalling the importance of interregional cooperation, this research aims to find out the process and the aspects of interregional cooperation in Batik Solo Trans (BST) service.

The law protection of cooperation is included in Republic of Indonesia's Law Number 9 of 2015 about the second amendment to Law Number 23 of 2014 about Local Government replacing Law Number 32 of 2004 about Local Government. The article 363 of this law mentions that "In the attempt of improving people welfare, Regions can cooperate considering the efficiency and the effectiveness of public service and mutual benefit.

The rationale of cooperation is the interest in being advanced and in solving problem mutually, but the effectiveness of cooperation is still considered as low because of no interregional commitment and no synchronization with local planning. Some studies on Cooperation have been conducted by: 1) Prastiti and Wijaya(2012), Wahyudi (2010), Marsiadi (2014), and Harsanto, et.al., (2015) finding handshake agreement and fee for service contracts, the establishment of Interregional Cooperation Agency (*Badan Kerjasama Antar Daerah*, thereafter called BKAD), the realization of public service efficiency, and mutual funding and governance. Thus, interregional cooperation can be an alternative or innovation to improve the function of public service in order to achieve the society welfare.

Literature Review

Interregional Cooperation

Interregional cooperation is a framework of work relation developed by two or more regions at the same and equal levels to achieve the mutual objective, to improve the society welfare (Pamudji, 1985). Meanwhile, Cuomo and Governor in Andani and Sri Maryati (2013) defined interregional cooperation as a consensus between two or more local governments in order to achieve mutual objective, to provide service or to solve the mutual problems. Philimore defined interregional cooperation or intergovernmental relations (IGR) as the as the processes and institutions through which governments within a political system interact (Philimore, 2013)". Intergovernmental relation can be defined as interregional agreement, that is, voluntary organization to share responsibility in providing service between local government units (Kwon and Richard C. Feiock, 2010). Patterson in Warsono (2009) defined intergovernmental cooperation as "an arrangement two or more governments for accomplishing common goals, providing a service or solving a mutual problem". Meanwhile, the importance of

Concept and Theory of Intergovernmental Relation, according to Phillimore (2013), Cugleşan, Natalia (2013), is that they enable their involvement in cross-border cooperation. At regional level, cross-border cooperation is an important component in local development policy.

From the definition above, it can be found the mutual interest encouraging two or more local government to provide service or to solve problem jointly.

Intergovernmental relation becomes a medium of achieving mutual objective. The objectives of intergovernmental relation, according to Suryokusumo (2008: 88), are:

1. To develop regional economy through promoting local potency mutually.
2. To synchronize the regulations the individual cooperating regions have
3. To reinforce the inter-service and inter-institution sectoral relation network related to regencies/cities cooperating.
4. As the attempt of optimizing public sector in integrated manner in frontier areas.

Cooperation process conducted between one local government and another can be conducted in some stages. Zaini (2013) suggested that interregional cooperation process is generally carried out in the following stages:

- a. It is preceded with mutual consensus/decision to enter into cooperation/contract agreement;
- b. Mutual agreement/decision is followed up with feasibility study and then cooperation agreement/contract;
- c. Local leader with mandate from legislative council responsible to the public concerning the successful/the failed cooperation conducted.

Meanwhile, regarding Cooperation Aspect, Yudhoyono in PLOD and APEKSI (2006) stated that intergovernmental relation will give the areas involved many benefits due to some aspects implemented in cooperation including:

- a. Sharing of benefits. Cooperation is a medium of sharing benefits between those involved. Mutually local potency management or service public provision will result in mutual benefit.
- b. Sharing of burdens. Through cooperation, those involved will share responsibility in the term of development funding, particularly the development that will be inefficient when conducted alone.
- c. Sharing of experiences. Cooperation is conducted as a medium of sharing experiences between those involved. Through cooperation, a region will be able to share information concerning experience with another. One region's experience with the implementation of policy will be reference for another to learn the factors inhibiting or supporting a successful policy in an area.

Batik Solo Trans (BST) Service

Batik Solo Trans (BST) is a type of city transportation using bus rapid transit operating in Surakarta City, the scope of which reaches suburban areas administratively belonging to other regions including Palur (belonging to Kartasura Regency), Kartasura (belonging to Sukoharjo Regency) and Airport (belonging to Boyolali Regency). Bus Rapid transit itself is the bus intended to public transportation offering the transformation toward the better infrastructure

and service. Bus Rapid Transit, according to Thomas (2001) in Adewumi and Allopi (2014), is defined “as a rapid mode of transportation that can coalesce the quality of rail transit and flexibility of a bus”. So, Batik Solo Trans (BST) service is certain form of procedure or method provided in the attempt of fulfilling the need of Surakarta City people for city transportation.

Method

This study employed a qualitative method with in-depth interview and documentation as technique of collecting data. Data source was determined using purposive sampling technique. The focus of research on intergovernmental relations in Batik Solo Trans (BST) service was on the following aspects: Sharing of Benefits, Sharing of Burdens, Sharing of Experiences. Data validation was carried out using data source triangulation. Data analysis was conducted using an interactive analysis.

Discussion

Batik Solo Trans (BST) program launched by Surakarta City government has service scope or route not only crossing Surakarta City but also reaching adjacent areas such as Palur (Karanganyar), Kartasura (Sukoharjo) and Airport (Boyolali). Before BST program has been implemented, Surakarta City government has established cooperation with local government of the area crossed. For that reason, from the result of research, it can be found as follows:

1) Cooperation form

Intergovernmental relation in BST service is a consensus between Dishubkominfo (Transportation, Communication, and Information Service) of Surakarta City as the one having BST program and Dishubkominfos of Karanganyar, of Sukoharjo and of Boyolali as those with areas on which BST crosses. Such the cooperation has no special agreement but builds on interregional cooperation agreement throughout Subosukowonosraten (Surakarta, Boyolali, Sukoharjo, Karanganyar, Wonogiri, Sragen, Klaten) areas in transportation (Road Transportation Traffic) sector. MoU of Subosukowonosraten in transportation (road transportation traffic) sector is generally still in the form of consensus to manage transportation mutually.

2) Cooperation aspect

Intergovernmental cooperation will give many benefits to the regions involved because there are some matters that should be done in cooperation:

a. Sharing of benefits

- The fulfillment of interregional mobility

The scope of BST service including four areas: Surakarta, Palur (Karanganyar), Kartasura (Sukoharjo) and Airport (Boyolali) can meet the society’s need for interregional mobility. The activity of Surakarta City people and the people in surrounding regency is not limited to individual area, but also crosses border, so that the presence of BST becomes the attempt of accommodating the cross-border people mobility.

- The attempt of dealing with traffic jam and density

The current of vehicles crossing Surakarta City consist of not only Surakarta people but also people of surrounding areas. Therefore it is well established that it becomes one factor causing traffic jam and density in Surakarta City. For that reason, the scope of BST reaching those adjacent areas is expected to reduce the current of private vehicles used by people of Surakarta City and surrounding area in their mobility.

b. Sharing of Burdens

Other areas cannot or have not been able to allocate budget related to infrastructure construction and maintenance in local budget so that other areas can support and give allocation permission only. Before damage occurred, infrastructure (bus stop/shelter) of BST in corridor 1 located in other area was firstly built by Perum Damri as operator. After damage has occurred, BST infrastructure both inside or outside Surakarta City become the responsibility of Surakarta City's government, in this case Dishubkominfo of Surakarta City.

c. Sharing of Experiences

- There is information shared by Disubkominfo of Surakarta City as the owner of BST program, explaining the direction of corridor/route of BST, and related to the importance of connectivity between areas using BST transportation.
- There is information received as learning for the areas involved. Indirectly, there is information another area received as the form of learning in the future concerning the application of bus rapid transit-based transportation like BST.

Conclusion and Recommendation

Conclusion

Considering the result of research and discussion, the following conclusions can be drawn:

1. The form of intergovernmental relation (interregional cooperation) in BST service is categorized into Handshake Agreement. The characteristic of this cooperation is that it is a consensus without special agreement document governing BST.
2. Intergovernmental relation in BST service can be viewed from Sharing of Benefits including the fulfillment of inter-area mobility, the attempt of dealing with traffic jam and density, and the attempt of increasing local income from the retribution imposed to BST. It can also be viewed from Sharing of burdens aspect including no responsibility distribution related to BST infrastructure funding existing in other area. Viewed from the Sharing of Experiences

aspect, cooperation is used as a medium of sharing experience and information between the areas involved.

Recommendation

From the conclusion above, the recommendations given are as follow: there should be special agreement document governing intergovernmental relation in BST service, enabling the sharing of burdens so that the distribution of responsibility can be suggested between the areas (regions) involved in this cooperation (relation).

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