

DECENTRALISED INTERNATIONAL COOPERATION: INSIGHTS FROM THE YOGYAKARTA (INDONESIA) - GYEONGSANGBUKDO (SOUTH KOREA) PARTNERSHIP ^{©Σ}

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ABSTRACT

Developing decentralised international cooperation is not easy. Managing active and beneficial decentralised international cooperation amidst many inactive regional-international partnerships will be much more difficult. Geographical factors of distant regions, language differences, and lack of planning and coordination are often the leading causes of constrained and inactive regional international cooperation. This paper will map the factors that influence the success of the Yogyakarta (Indonesia)–Gyeongsangbukdo (South Korea) international collaboration so that it provides tangible and sustainable benefits. The paper is qualitative-analytical, which aims to explore the background of the success of regional-international cooperation amid the criticism of many inactive decentralised-international cooperation. Interviews with interviewees from BPPM (Women and Community Empowerment Agency) of Yogyakarta, the Directorate of Law and International Agreements at the Ministry of Foreign Affairs of the Republic of Indonesia, and YGSI (Global Saemaul Indonesia Foundation) provide the primary data sources. Secondary data sources are derived from reports, articles, and documents regarding Yogyakarta – Gyeongsangbukdo international cooperation. Based on research findings, two variables determine the success of Yogyakarta - Gyeongsangbukdo international cooperation: first, the two local governments' readiness to carry out all stages of international collaboration, and second, active public participation in executing and managing activities.

Keywords: decentralised-international cooperation, province, Yogyakarta, Gyeongsangbukdo, government, public participation

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**KERJASAMA ANTARABANGSA TERDESENTRALISASI: PEMAHAMAN
TERHADAP KERJASAMA YOGYAKARTA (INDONESIA) -
GYEONGSANGBUKDO (KOREA SELATAN)**

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ABSTRAK

Membangunkan kerjasama antarabangsa yang desentralisasi bukanlah perkara mudah. Menguruskan kerjasama antarabangsa yang desentralisasi yang aktif dan memberi manfaat di tengah-tengah banyak perkongsian serantau-antarabangsa yang tidak aktif akan menjadi lebih sukar. Faktor geografi kawasan yang jauh, perbezaan bahasa, dan kekurangan perancangan serta koordinasi seringkali menjadi penyebab utama kerjasama antarabangsa serantau terbatas dan tidak aktif. Kertas kerja ini akan memetakan faktor-faktor yang mempengaruhi kejayaan kerjasama antarabangsa antara Yogyakarta (Indonesia) dan Gyeongsangbukdo (Korea Selatan) supaya ia memberikan manfaat yang jelas dan lestari. Kertas kerja ini bersifat kualitatif-analitik, yang bertujuan untuk meneroka latar belakang kejayaan kerjasama antarabangsa serantau di tengah-tengah kritikan terhadap banyak kerjasama antarabangsa yang desentralisasi yang tidak aktif. Temu bual dengan responden dari BPPM (Badan Pemberdayaan Perempuan dan Masyarakat) Yogyakarta, Direktorat Undang-Undang dan Perjanjian Antarabangsa di Kementerian Luar Negeri Republik Indonesia, dan YGSI (Yayasan Global Saemaul Indonesia) menyediakan sumber data primer. Sumber data sekunder diperolehi dari laporan, artikel, dan dokumen mengenai kerjasama antarabangsa Yogyakarta – Gyeongsangbukdo. Berdasarkan penemuan kajian, dua pembolehubah yang menentukan kejayaan kerjasama antarabangsa Yogyakarta – Gyeongsangbukdo adalah: pertama, kesediaan dua kerajaan tempatan untuk melaksanakan semua tahap kerjasama antarabangsa, dan kedua, penyertaan aktif masyarakat dalam melaksanakan dan mengurus aktiviti.

Kata kunci: *kerjasama antarabangsa terdesentralisasi, Yogyakarta, Gyeongsangbukdo, penyertaan masyarakat*

Introduction

International cooperation is no longer the authority of the central government. In line with the freedom of the regions to improve welfare at the local level and accelerate the fulfillment of public facilities, international cooperation is one of the strategies for accelerating development. Decentralised international cooperation is beneficial in providing a way to meet regional needs.

Since it first appeared in the 1990s, decentralised international cooperation has increased. It is estimated that more than 70% of the world's cities are connected to other cities in various countries (Hewitt 1999b). They support each other in regional development through joint activities, contacts between people, exchange of ideas, transfer of knowledge and goods, or even providing development financing assistance.

Since it was developed, various terminology has emerged and is used interchangeably in interpreting local-international cooperation. Some are decentralised international cooperation (Hafteck 2003), municipal international cooperation (Dhaene and Foracchia 2004), city-to-city international cooperation (Bontenbal 2009), or para diplomacy (Duchacek 1990). Although they have various terminology, in this article, these terms describe several similarities: (a) Involves the leading actor, namely local governments; (b) Activities carried out are cross-border in nature; (c) The form of activity is exchange to support sustainable development (Hafteck 2003). Thus, the various terms refer to the same phenomenon. This article uses the term decentralised international cooperation (DIC). The reason is that DIC focuses on partnerships in cultural and educational exchanges, development orientation, and meeting regional needs. They build "solidarity" against political or economic constraints and solve development problems (Hewitt 1999a). The regions develop relationships with foreign local governments and international organisations, companies, and others to achieve this goal. This phenomenon is a form of interaction between transnational actors who cross national borders through complex interdependence (Keohane and Nye, 1987).

Many articles discuss DIC. Some of them emphasise regional-international collaboration in enriching concepts and theories in the context of the international cooperation agenda in border areas. Articles by Hafteck (2003), Joenniemi and Sergunin (2017), and also Jańczak (2017) focus on that. Regarding international cooperation between regions, Bontenbal's (2009) writings and Bontenbal and Lindert's (2008) highlight the role of international collaboration between the North and the South in the framework of development assistance. In the context of international regimes, the writings of Acuto (2017), Nganje (2015), and Buis (2009) analyze the role of international regimes in encouraging the decentralisation of international cooperation. Meanwhile, in terms of the global development agenda, the writings of Happaerts (2012a), Happaerts (2012), Mayer and Long (2021), and Issundari (2021) conclude that regional international cooperation can encourage regional efforts to achieve sustainable development.

Based on the research on DIC, it is found that most of the writings focus on the role of local governments as decision-makers and implementing cooperation. Thus, the success and failure of international cooperation are determined mainly by the role of the government. Not many studies have examined the success of regional international cooperation by analyzing the role of government and society. The role of the government as a policymaker and civil society as the subject of supporting cooperation is crucial. Both are directly related to the success or failure of cooperation. Thus, this article will try to map the success of international cooperation from two sides: the government's readiness to carry out all stages of cooperation and public participation in cooperation programs so that the benefits of international cooperation can be directly felt and sustained. DIC requires in-depth preparation compared to domestic cooperation.

Geographical constraints of distant regions, language differences, and lack of planning and coordination are often the leading causes of constrained and inactive regional international cooperation (Ali Mukti 2013; Issundari 2001). This situation often occurs in Indonesia's DIC. For example, the cooperation between Yogyakarta province (Indonesia) and California in 1997 was limited to the signing of the MoU and no implementation. The obstacle is the lack of planning and coordination between both parties. Likewise, sister city cooperation between the cities of Semarang, Indonesia, and Beihai, China 2008 was also limited to an MoU and had no implementation. The obstacle is that there is no effort to maintain cooperation and change in policy orientation due to the change of mayor. Although many regions have established international cooperation, most are inactive. It has attracted the attention of many parties.

An interview with a resource person from the Directorate of Law and International Agreements at the Ministry of Foreign Affairs of the Republic of Indonesia said that many decentralised international cooperation was focused on MoU (Memorandum of Understandings) but had not been realised (Dewayani, 14 September 2019). Likewise, in an interview with a resource person, Commission B of the Regional People's Representative Assembly of Yogyakarta member said that although many regions established decentralised international cooperation, many are suspended (Budianto, 12 February 2019). As a result, the work program only proceeds at the beginning of the year, and there is no continuation the year after. On the other hand, the cost of financing travel and accommodation during the initiation of the cooperation is pretty high. Many inactive international collaborations show that many obstacles to planning and implementing activities must be overcome.

Among the numerous inactive international collaborations, the province of Yogyakarta has a different situation. One of the international collaborations in this province is going according to the plan, providing concrete benefits and even running sustainably. The Yogyakarta (Indonesia) - Gyeongsangbukdo (South Korea) cooperation is one of the long-running collaborations since 2010, extended in 2015, and is prolonged to 2023 (*Gubernur DIY Berharap Program Saemaul Di DIY Berlanjut*, 2019). This international cooperation is a DIC that greatly benefits local communities and supports sustainable development. President of Indonesia, Joko Widodo, in a meeting with the governor of Gyeongsangbukdo in May 2016 in South Korea, welcomed the Yogyakarta - Gyeongsangbukdo cooperation and even encouraged Gyeongsangbuk-do Province to raise investment in Indonesia, especially in the fields of water treatment systems, information technology, and the electronics industry (Sekretaris Kabinet RI, 2016). This shows that the benefits of international cooperation are very significant for the region. Significantly, if this cooperation is expanded in other fields, beneficial effects will spread to other areas.

Research Methods

This research is qualitative-analytic. It aims to explore the background to the success of DICs amidst criticism from various parties who assume that the implementation of many DICs has yet to work according to plan. The data were collected from primary data sources in the form of in-depth interviews with resource persons from the Head of the Sub-Division of Strengthening Community Potential of BPPM of Yogyakarta (Women and Community Empowerment Agency) Yogyakarta, Head of the Sub-Directorate of Social and Employment of the Directorate of Law and Sociocultural Agreements of the Ministry of Foreign Affairs of the Republic of Indonesia, members of Commission B of the Regional People's Representative Assembly of Yogyakarta, and Chairman of YGSI

(Global Saemaul Indonesia Foundation). Secondary data sources originate from reports, articles, and documents regarding DIC in Yogyakarta – Gyeongsangbukdo. The data collection results will be analyzed through three steps: reading transcripts, categorizing, and contextualizing to reach measurable conclusions. Additionally, this article will be separated into three groups: Yogyakarta - Gyeongsangbukdo international cooperation, the readiness of the governments of the two regions to carry out the stages of cooperation, and public participation in supporting DIC.

Result and Discussion

Decentralised international cooperation begins with local domestic cooperation (Berse 2020). Regions in Indonesia generally face almost the same challenges in the form of a lack of technical and managerial capabilities and limited financial resources. They cannot solve the problem solely by relying on inter-local cooperation.

One of the efforts to overcome this problem is to optimise regional autonomy. Regional autonomy paves the way for delegation of power from the central government to lower governments or decentralised governing bodies. Government units at the local level have greater authority to maintain economic, social, and political balance in the regions. However, the process of transferring power from the center to this region may vary since it is determined by political, social, economic, and cultural factors. The constitution has a significant role in either facilitating or hindering the delegation of authority from the central government to the regions (Noor 2012).

Hafteck noted that government reforms and innovations in the form of regional autonomy in many developing countries have coincided with their increasing awareness of the importance of seeking new partners in local development. This situation leads to broader participation of international partners, where local authorities seek solutions through DIC (Hafteck 2003). This collaboration is significant since it raises new alternative perspectives in providing development solutions beyond the capabilities of local governments.

The emergence of regions in international interaction cannot be separated from the complex interdependence. The development of communication technology, the low cost of international mobility, and the spread of ideas about modernity encouraged subnational international activity to increase (Josselin dan Wallace 2001: 1). They cross national borders and interact both directly and indirectly through *transnational participation* (Keohane dan Nye 1971: 331). Regionals in international relations arise to address local domestic problems through relationships with international or subnational donor agencies from overseas partners to obtain sustainable development support through the DIC scheme.

There is no standard agreement on the concept of DIC. The European Union initially developed this concept and focused on cooperation between international donor agencies and non-government agencies at the local level. In the beginning, DIC was carried out by the European Union with 70 developing countries in the Africa, Caribbean, and Pacific regions through the Lome Convention in 2000. The cooperation involves public organisations, groups in villages, local cooperatives, trade unions, teaching and research institutions, non-governmental development institutions, associations, groups, and other agencies supporting decentralised development (Hafteck 2003). Cooperation is carried out through partnerships informally since it involves public organisations that carry out non-profit activities. In this case, DIC actors are non-governmental organisations with the same goal of encouraging development. One may be obtained from donor institutions development assistance to developing countries through development assistance (Nganje 2015). It can be stated that this DIC initially moved from North to South cooperation to promote sustainable development in southern countries.

In its development, international cooperation requires formal channels through written agreements from local authorities. Cooperation is no longer focused on non-state actors and local NGOs but also on development cooperation between sub-states. This is motivated by the fact that local governments need to diversify international activities to increase competence and encourage regional development. Soldatos and Michelmann (Duchacek 1990) suggest that the DIC includes international cooperation between substates in either supporting, supplementing, or substituting national governments. Government activity emphasises foreign activities referring to the higher-level administration. It covers provincial and local government engagement in international relations (Duchacek 1984; Soldatos and Michelmann 1999). The activities are also diverse, supporting development and cooperation in the form of exchanges of human resources, information, culture, and others. The increasing involvement of local governments is in line with the delegation of authority from the central government, which paves the way for regions to encourage development through foreign relations. In this context, the form of cooperation becomes increasingly widespread, not only in north-south cooperation but also south-south or north-north.

Meanwhile, Hafteck (2003) has a different view. He saw that DIC is not only understood as a development partnership involving local non-state actors as understood in the conception of DIC by international aid agencies but also the participation of regional and local actors who have formal access to regional development. The wide variety of activities carried out makes the nature of DIC activities focus on sustainable development and mutually supportive activities in the form of the exchange of ideas, technology, and goods. In this case, Hafteck sees that DIC may collaborate between local and non-local governments.

This article will focus on the DIC concept developed by Hafteck (2003), which is “a substantial collaborative relationship between local governments [and their associations] of different countries, aimed at sustainable regional development, which implies a form of exchange or support carried out by such institutions or other actors based in the region.” There are several reasons why DIC municipal, provincial, and regional governments are essential. *First*, local governments have a closer position to their citizens; *second*, local governments have authority in policy and fund management in the regions; third, local governments have various ways to carry out various innovations and play an essential role in providing public services and various government policies and programs (Joenniemi and Sergunin 2017). The collaboration of local governments and non-governmental organisations in DIC will significantly influence cooperation and sustainable development.

According to Douglass, there are some types of DIC. They are, *first*, information and cultural exchange among partner cities and are regularly carried out as part of friendship, sister city, or town twinning agreements. *Second*, it involves co-sharing resources to provide joint infrastructure and services—the third type of intercity cooperation in cities to foster regional economic integration. Furthermore, the fourth type involves political integration in the form of a “league of cities” with autonomous and legitimate decision-making powers (Douglass 2002). This typology shows the classification of international cooperation, ranging from the most uncomplicated and non-binding cooperation through programs to strengthen friendship and cultural exchanges to the most high-political cooperation through political integration among its members.

On the other hand, another opinion also emerged from Hafteck. He divides DIC into two forms: international municipal linking, such as a traditional sister friendship city relationships, and town twinning. This collaboration contains sociocultural community exchanges and friendship actions through sister towns or cities. Second, a substantial collaborative relationship that is more development-oriented and mutual learning. This

collaboration aims to answer regional socio-economic problems through peer-to-peer information exchange, mentoring, and shared problem-solving (Hafteck, 2003).

Referring to Hafteck's substantial collaborative partnership model, this Yogyakarta (Indonesia) and Gyeongsangbukdo (South Korea) DIC aims to resolve numerous regional problems while at the same time encouraging sustainable development (Biro Kerjasama Setda Provinsi DIY, 2008). The forms are community development, meeting basic needs, municipal capacity development, sociocultural awareness-raising, and development education (UN Public Administration and Regione Toscana, 2008). Solving domestic problems through international cooperation will increase regional competence in facing global competition while supporting national development. It is hoped that the welfare of the local community will increase and impact development progress. The activity involves exchanging people and know-how and making monetary or in-kind contributions (Hafteck 2003).

DIC opens space for regions to boost local development and introduces new forms of interaction in international relations. The emergence of new actors can accelerate regional opportunities in the global sphere to promote regional development (Keating, 1999) and meet urgent local needs, trade, investment, technology, environment, tourism, and social and cultural issues (IDuchacek, 1984). Furthermore, in the context of state relations, DIC activities support cross-cultural understanding, promote tolerance, and support the exchange of information, resources, and technology between local entities in international relations.

Elements of local leaders and community contributions have an essential role in cooperation. Referring to Valmorbida's (2016) article titled *Decentralised Cooperation: An Added Value for Eastern Partnership Countries*, DIC means that the subjects of public life are not only local government but also representatives of civil society, universities and educational systems, businesspersons, and other groups. Altogether, representatives of one complex but united society represent significant and influential partners in international cooperation (Valmorbida 2016). The capacity of local governments and communities to carry out the stages of international cooperation is very significant. They manage local resources from the beginning of planning and implementation to program evaluation through bottom-up and top-down strategies.

Local governments are responsible for improving the community's quality of life by providing jobs, improving health facilities, encouraging the quality of education, ensuring a sense of security, and providing protection for the environment in which they live (Soares et al., 2015). The government implements regional international cooperation, starting from regulating, distributing, planning, mobilizing, and monitoring natural and human resources to support the smooth running of activities (Djadjuli 2018). This strategy is top-down by deploying state power and overseeing regional social changes to align with development targets.

The role of society in supporting international cooperation is also crucial. Community participation is influential in solving development problems. Community participation is carried out through a series of related activities. Cohen and Uphoff (1980) divide participation into several stages: *First*, participation in decision-making through exploring community ideas or ideas involving common interests. Forms of decision-making may include attending meetings, contributing thoughts and ideas, and responding to proposed programs. *Second*, participation in implementation includes carrying out administrative activities, mobilizing financial resources, coordination, and program details. This participation takes the form of a previously agreed follow-up plan. *Third*, enjoy material and non-material output benefits, mainly as a percentage of program success. *Fourth*, participate in the program implementation evaluation to determine the program achievement level. This bottom-up strategy focuses on the community's active role in providing ideas about the program to be implemented and knowing the details of development implementation from start to evaluation.

The bottom-up strategy emphasises social participation by placing the community as a government partner. This strategy is strengthened by a top-down approach in regulating state power through government policy in directing regional development to align with the goals and direction of social change.

The unification between bottom-up and top-down will combine community participation as the leading regional development manager and local government as an actor in international cooperation. The government organises international cooperation activities and supervises the implementation of activities. Activity programs are prepared based on community needs and programs needed by the community, which is a mutual agreement between the government and the community so that the roles of one and both are interrelated. Furthermore, the community plays a role in implementing and continuing work programs through participation in local development programs. Thus, local government and society are units that cannot be separated from international cooperation activities. What distinguishes community participation in domestic development from community participation in international cooperation is that community participation in international cooperation has more diverse challenges as it involves the international community, namely the people of the two countries. Constraints in the form of language differences, cultural differences, and habits arise. However, the willingness of both parties to overcome differences by prioritizing the spirit of carrying out work programs has a vital role in supporting the success of cooperation (Uphoff, 1992).

DIC between Yogyakarta – Gyeongsangbukdo

Yogyakarta Special Region Province is one of the provinces located in Indonesia. It lies in the central-southern part of Java Island, an area of 3,185.80 km². Yogyakarta Province has 4 regencies and 1 city, namely Kulon Progo, Gunung Kidul, Bantul, Sleman and Yogyakarta city. Although Yogyakarta province is narrower than other provinces in Indonesia, it actively establishes relations with foreign partners.

Yogyakarta province has the same problems as regions in developing countries, namely the limitations of community development projects and the provision of essential services. Accordingly, the Yogyakarta poverty rate is the highest compared to other provinces on Java island, at 16.6% (Bappeda DIY and BPS, 2016). This encourages Yogyakarta to optimise partnerships with foreign parties, both local and non-government governments, through foreign cooperation.

International activities carried out by Yogyakarta Province are inseparable from the enactment of regional autonomy. The role and authority of local governments have expanded, including one of them is conducting international relations. Law No. 22 of 1999 states that local governments also have the opportunity to carry out foreign relations. Furthermore, Law No. 23 of 2014 affirms the division of power between the central government and regional governments. It states that local governments can carry out diplomacy as well as economic, social, cultural, educational, and others. The Ministry of Foreign Affairs issued Regulation of the Minister of Foreign Affairs of the Republic of Indonesia No. 3 of 2019 concerning Foreign Relations by Regional Governments and Regulation of the Minister of Home Affairs No. 3 of 2008 concerning Guidelines for the Implementation of Regional Government Cooperation with Foreign Parties. These regulations pave the way for developing international networks with various foreign partners. Nevertheless, the cooperation established must be based on the corridors set by the central government; namely, cooperation can be carried out between regions with diplomatic relations and focus on non-political cooperation.

The way to increase partnerships with foreign countries is utilised by establishing inter-provincial cooperation between Yogyakarta and Gyeongsangbukdo (South Korea) through sister provinces. This cooperation is inseparable from the government system of both, namely, the unitary system with elements of decentralisation. Both countries give

authority to local or provincial governments in managing local affairs. Based on the regional autonomy system, the central government in Indonesia delegates authority to the province of Yogyakarta to regulate its regional affairs, including international relations. South Korea also has a local autonomy system that gives authority regarding health, environment, education, transportation, urban planning, and regional economic development for local government. They have the freedom to allocate resources to the needs of local communities. The similarity of regional management systems between countries allows for DIC to be established.

The Yogyakarta - Gyeongsangbukdo cooperation began with two envoys from Gyeongsangbukdo Province from the Staff of the International Trade Division, Gyeongsangbukdo Province. They submitted a letter from the governor of Gyeongsangbukdo Province to the Governor of Yogyakarta in January 2001. The letter contains an introduction from the Governor of Gyeongsangbukdo Province and discusses the possibility of cooperation with the Gyeongsangbukdo-Yogyakarta Province.

The initial introduction became a step forward for exploring cooperation. Further, in February 2001, the governor of Gyeongsangbukdo Province sent a letter to the governor of Yogyakarta containing an offer of cooperation from Gyeongsangbukdo Province to the province of Yogyakarta and an invitation to the governor to visit Gyeongsangbukdo Province to review the substances of cooperation and the signing of the MoU.

The governor of Yogyakarta responded to the offer of cooperation by visiting Gyeongsangbukdo and signing a Letter of Intent (LoI) in September 2003. The Governor of Gyeongsangbukdo also returned to DIY in March 2004. The culmination of the series of meetings between the two was the signing of the MoU in 2005. DIC between Yogyakarta and Gyeongsangbukdo is focused on developing the village economy through community empowerment. The program is called Saemaul Undong and is about community empowerment, the transfer of knowledge, and the development of public facilities. In the first phase of the cooperation, several villages were targeted for village business development, namely Kampung Village in Gunung Kidul district. From Kulon Progo Regency, the villages targeted for cooperation are Salam Rejo and Banjar royo villages, while from Bantul, the villages targeted for cooperation are Karangtalun villages.

Table 1. Implementation of international cooperation between Yogyakarta-Gyeongsangbukdo (2008-2011)

Implementation of DIC in Kampung village, Ngawen, Gunung Kidul	Implementation of DIC in Salam Rejo village, Sentolo, Kulon Progo	Implementation of DIC in Karangtalun village, Imogiri, Sleman
Improving infrastructure (buildings and village roads)	Improving village infrastructure (improvement of office infrastructure)	Improving village infrastructure (hamlet roads)
Improving the quality of life (providing free clean water)	Improving people's quality of life (cleaning drainage)	-
Increase income (cow breeding program)	-	-
Volunteer activities (conducting public health services)	Volunteer activities (conducting public health services)	Volunteer activities (conducting public health services)
Introducing Korean culture to elementary students	Introducing Korean culture to elementary students	Introducing Korean culture to elementary students

Source : (Yayasan Globalisasi Saemaul Indonesia, 2019)

Yogyakarta - Gyeongsangbukdo's international partnership may run according to the plan. This is evidently from a series of work programs that are running well. The success of the first period of cooperation was then continued with the second period as an extension of cooperation between the two regions. The revitalisation was in the form of "Reaffirmation of the Memorandum of Understanding" in August 2015 through the Sister Province program. The second period of DIC is focused on three villages in the DIY region: Bleberan village, Ponjong village in Gunung Kidul district, and Sumbermulya village in Bantul district. The following is the implementation of the DIY-Gyeongsangbukdo cooperation in the second period.

Table 2. Implementation of DIC between Yogyakarta-Gyeongsangbukdo (2015-2020)

Implementation of DIC in Bleberan village, Gunung Kidul district	Implementation of DIC in Ponjong village, Gunung Kidul district	Implementation of DIC in Sumbermulya village, Bantul district
Institutional Strengthening Training (2016)	Institutional Strengthening Training (2016)	Institutional Strengthening Training (2016)
Joint Capacity Building Training for farmer groups (gapoktan) (2016)	Joint Capacity Building Training for farmer groups (gapoktan) (2016)	Saemaul Team Visit to Elementary School (in 2016)
Animal Feed Making Training (2016)	Gyeongsangbukdo Legislative member visit (2016)	-
Construction of the Saemaul Multipurpose Building (2017)	Construction of the Saemaul Multipurpose Building (2017)	Construction of the Saemaul Multipurpose Building (2017)
Mushroom cultivation assistance (2017)	Communal cattle breeding assistance (2017)	Assistance for healthy rice cultivation (2017)
Electrical Grid Installation (2017)	Volunteer Activities from Gyeongsangbukdo University (2017)	Leadership Training (2017)
Business Development Survey (2017)	Cattle Farming Techniques Training (2017)	Healthy rice breeding training (2017)
Evaluation of the Cooperation Program (2018)	Evaluation of the Cooperation Program (2018)	Evaluation of the Cooperation Program (2018)

Source : BPPM DIY, 2019; Yayasan Globalisasi Saemaul Indonesia, 2019

The success of the two periods of cooperation shows the seriousness of both regions in executing work programs. Even from the benefits obtained in this collaboration, one of the villages in the international cooperation, namely Bleberan Village, is considered successful in reviving the community's economy in Bleberan Village through a mushroom cultivation program. Furthermore, this collaboration was strengthened by constructing the Mushroom Centre as a centre for upstream-downstream mushroom cultivation activities (*Rakernis Kerjas Sama Luar Negeri Pemprov DI. Yogyakarta Dengan Provinsi Gyeongsangbuk-Do Korea Selatan Terkait Saemaul Undong*, 2021). From the benefits obtained, the international cooperation is extended for three years until 2023 with a focus on developing the mushroom centre in Bleberan Village (*DPRD Jawa Barat Adakan Study Banding Di Kalurahan Bleberan, Budidaya Jamur Dan Pembangunan Jamur Center Menjadi Icon Unggulan*, 2021)

The success of international cooperation between both regions provides an important note that the readiness of the government and the community to execute work programs has a significant role in generating benefits. Valmorbida asserts that cooperation is not an activity that runs for a moment but a process with a long and sustainable goal (Valmorbida 2016). Therefore, each party has a role and complements each other. The government's capacity to carry out all stages of the cooperation process, from planning cooperation designs to developing cooperation programs and coordinating, has a significant role. On the other hand, community contributions in the form of participation in managing activities also have a crucial role in carrying out activities according to the plan.

Readiness of the institution in carrying out the stages of cooperation

International cooperation aims to provide public goods to encourage national development while meeting the community's needs (Paulo 2014). Therefore, the local government's capacity to carry out each cooperation stage will determine the success level. Adopting Paulo's opinion in *International Cooperation and Development, A Conceptual Overview* stated that international cooperation was carried out in several steps: problem definition and agenda setting, negotiation and decision making, implementation, and compliance monitoring. Therefore, the success of cooperation is mainly determined by the institution's readiness to carry out each stage. The greater the government's capacity to carry out each stage of cooperation, the greater the success of the cooperation (Valmorbida 2016).

The capacity of local governments to carry out international cooperation is traced from the readiness of the two local governments in preparation, implementation, and evaluation activities. The preparation stages, in the form of problem definition and agenda setting, are the process of the parties' planning and determining actions (Berridge, 2010). This stage helps to learn the village's potential, determine strategies, map clear goals, combine conflicting views, and design opportunities (Paulo, 2014). In terms of preparation, the two regions decided to develop community empowerment. An interview with Anwari, from the Women and Community Empowerment Agency (BPPM) of Yogyakarta said that the Yogyakarta - Gyeongsangbukdo partnership was focused on community empowerment in the form of the Saemaul pilot village. This action is a village renewal movement to become a progressive and independent village (Anwari, January 29, 2019). The condition of Yogyakarta, which has a lot of regional potentials but has not been optimised, is in line with the efforts to spread the idea of independence, hard work, and cooperation from South Korea. Hopefully, this collaboration will resuscitate the village business and help solve local domestic problems. Accordingly, the government has a crucial role in providing a platform for the community to make the most of their resources through cooperation (*Gubernur DIY Berharap Program Saemaul Di DIY Berlanjut*, 2019). The success of the two regions in signing and extending the collaboration shows no substantial differences of opinion in determining the cooperation programs.

The cooperation is executed by exteriorizing all the work plans of both regional governments in apparent actions. They carry out various efforts to raise community capacity through debriefing, workshops, and training on resource management. The local governments of both countries provide workshops and training. In addition to training and workshops, infrastructure development is also carried out to provide public facilities to enable the society to develop their business, such as making village roads, constructing multipurpose buildings, constructing wells, making well points, and so on (Anwar 2017; Biro Kerjasama Setda Provinsi DIY 2008). The cooperation program is implemented in several designated villages around the Yogyakarta area. Regional economic development is carried out by mapping the available natural resources in the form of agricultural land and plantations that need to be adequately cultivated and livestock management that

needs to be more optimal. Meanwhile, human resource management training provides knowledge transfer to the community in managing natural resources to be sustainable (Issundari et al., 2021).

Monitoring and evaluating activities is carried out by assessing the implementation of cooperation. The results of government monitoring in the first periods of cooperation show that public participation is only limited to implementing activities. Hence, the sustainability of the collaboration program must be maintained. Therefore, it is recommended that public participation should be expanded to implement and oversee activities; consequently, the program's sustainability can be guaranteed (Anwari, January 29, 2019). Community involvement can ensure the sustainability of actions; thus, the program may endure even though the local government no longer fosters it. The monitoring results also recommend that Yogyakarta and Gyeongsangbukdo invite public institutions such as NGOs and universities to oversee and monitor activities (Anwari, In-depth Interview, January 29, 2019). The evaluation results of the second period of cooperation emphasise transforming cooperation from GtoG (Government to Government) cooperation into GtoP (Government to People) technical cooperation to supervise activities directly. Given that the government's workload is vast and cannot be managed solely by the government, South Korea and Indonesia community organisations are directly involved in overseeing activities. The evolution of DIC from GtoG to GtoP shows a shift from cooperation initially being trans-governmental relations to transnational relations (R. O. Keohane and Nye, 1981).

The government's consistency in carrying out all stages of international cooperation is one of the determinants of the success of cooperation. The ability of local governments to carry out the steps of cooperation is significant since the government is the first level to handle international cooperation directly. The government is also responsible for accomplishing the community's needs and preventing environmental damage (UN Public Administration and Regione Toscana, 2008). In this case, the government conducted all steps of cooperation well so that the benefits show progress that is increasing yearly.

Public participation in DIC

DIC activities show an increasing trend from year to year. This is due to the significant benefits obtained by the regions in supporting local development. Referring to the purposes of DIC, namely accelerating regional development through increasing community welfare and accelerating public service facilities (BKPM, n.d.; BKPM Provinsi DIY 2012), realizing work programs in DIC are crucial for the region.

Initially, DIC was often top-bottom, involving merely government officials at the regional level. In this case, international cooperation does not place the public as a significant part. Consequently, only public officials can cooperate with deliberation because they are more experienced in procedures and understand issues (Haftack 2003). In line with the emergence of various challenges local governments face, public participation began to play a role in lessening the burden of government responsibilities in cooperation (Edith van Ewijk, 2007; Jun 1999). In DIC, political institutions no longer exercise domination of governance orchestration but have to work with civil society organisations and the private sector in organizing local development processes (Pierre 2000). Therefore, public participation in international cooperation will determine the success and sustainability of the program.

Public participation in the Yogyakarta – Gyeongsangbukdo international cooperation is exceptionally high. They contribute from the beginning of the cooperation program to the sustainability of activities. Various community elements are involved in the collaboration, including village communities, village business units (Bumdes), village administrators, universities, and NGOs. From the beginning of the village business development plan, the public decides the business unit to be developed. Public

involvement at this early stage offers significant information about local conditions and the potential to determine business strategies (Cohen and Uphoff 1980). For example, in mid-2016, Sumbermulya village, part of the regional international cooperation, proposed developing a rice seed nursery based on village potential. The proposal aims to develop the rice cultivation program with the System of Rice Intensification (SRI) through independent breeding seeds to produce fresh rice and healthy (non-organic) rice (*Laporan Berkala Pembentukan Desa Percontohan Saemaul Desember 2015- February 2016*, 2016). The village business unit (Bumdes) is also involved as a business manager to ensure the sustainability of village businesses. The goal is that after the collaboration ends, the village community may still sustain the village business unit.

The public contribution to the execution of the Yogyakarta - Gyeongsangbukdo international cooperation is also very significant. One of the villages in the Yogyakarta-Gyeongsangbukdo collaboration, namely Ponjong village in Gunung Kidul, could execute all work programs well. The cattle husbandry development program, which is a communal system, has been carried out since the agreement between the two regions was approved in 2016. To support the development of livestock cultivation, the community participates in numerous trainings for cattle breeding and fattening as well as capacity building (Saemaul (Yayasan Globalisasi Saemaul Indonesia 2019)).

In addition to the people of Yogyakarta, the people of Gyeongsangbukdo are also involved in executing the cooperation. Through the Global Saemaul Foundation, the Gyeongsangbukdo government oversees, motivates, and keeps activities consistent. They work closely with local non-governmental organisations, namely Pena Bulu Foundation and Universitas Gadjah Mada, to assist with the activities. Field Extension Officers from the district were also sent to provide technical assistance (Yayasan Globalisasi Saemaul Indonesia 2019).

Public collaboration with the government is going well. They gain knowledge about how to start a business, find markets, and market to get business results. The local management and business unit also manage the cattle business. They manage village businesses and develop them to be sustainable. The involvement of all elements in this community shows that local communities are involved in determining how and where the implementation will be, how to implement it, who will manage it, and how big the expectation of the contributions of each party. On the other hand, the role of the Yogyakarta and Gyeongsangbukdo governments was to facilitate the meeting and produce a measurable work program.

This DIC has yielded significant results. One apparent benefit of the community is the experience of Bleberan village in Gunung Kidul district. Initially, the people of Bleberan brought mushrooms from outside the village. Since the Yogyakarta-Gyeongsangbukdo international cooperation, this area has become a mushroom producer that has been organised to market mushrooms outside the village. Even in this area, a Mushroom Centre will be developed, which is equipped with special apparatus and rooms for mushroom production, as well as processing and packaging equipment for processed mushrooms (DPRD Jawa Barat (*DPRD Jawa Barat Adakan Study Banding Di Kalurahan Bleberan, Budidaya Jamur Dan Pembangunan Jamur Center Menjadi Icon Unggulan*, 2021)).

The government's capability to carry out all stages and the high level of public participation can lead to the success of cooperation between the two regions. Thus, the DIC between Yogyakarta-Gyeongsangbukdo provides significant and sustainable regional benefits. The government, private, and civil society actors in this partnership are involved in cooperation programs (Valmorbida 2016). They are an inseparable part of cooperation. The existence of public participation creates space for the emergence of new actors from outside the government to become active participants in achieving regional development while also carrying out social and cultural transformations (UN Public Administration and Regione Toscana 2008).

In this cooperation, the public of Gyeongsangbukdo also made a significant contribution. The participation of representatives from South Korea through the YGSI foundation and the volunteers sent also immensely helped the success of the collaboration with the role of motivators and mentors to oversee the activities and to preserve the consistency of the community's spirit to focus on the development of the business units. It can be concluded that the government's capacity to carry out cooperation and community participation from both Yogyakarta and Gyeongsangbukdo has a significant role in regional international cooperation to encourage regional competitiveness.

Conclusion

The Yogyakarta-Gyeongsangbukdo international cooperation has a positive impact on improving the welfare of the community. Through the government's capacity to carry out international cooperation and high public participation, international cooperation can run well. It can be said that regional leaders are responsible for optimizing not only international cooperation but also all elements of society. Altogether, people from various elements are potent partners in international cooperation. In closing, this article provides suggestions for international cooperation, which is also being carried out by other local governments in Indonesia, to involve the public in collaborative activities. The community's existence can increase the benefits of cooperation through local knowledge, increase public acceptance of the activities of cooperation programs, result in a more equitable distribution of benefits, increase the mobilisation of local resources, and help ensure the continuity of the collaboration.

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