# REVIEW OF INTERREGIONAL COOPERATION OF THE REGIONS AROUND MOUNT WILIS IN THE PERSPECTIVE OF STATUTORY REGULATIONS

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#### **ABSTRACT**

Interregional cooperation is an important consequence of the implementation of decentralization and regional autonomy policy in Indonesia. Cooperation is the government's effort to overcome the limitedness and to optimize its potentials in order to implement regional development efficiently and effectively to realize society's welfare. The cooperation effort is done by six regencies (Tulungagung, Trenggalek, Ponorogo, Madiun, Nganjuk, and Kediri) around Mount Wilis - East Java to be able to mutually strengthen the process of development. The study aimed to review the implementation of regional development cooperation of the regions around Mount Wilis from the perspective of applicable statutory regulations. The result of the review was used to find the opportunities and challenges in the implementation of the interregional cooperation of the regions around Mount Wilis. The study used content analysis with a descriptive qualitative approach to elaborate on how the context of interregional cooperation according to statutory regulations was articulated in the cooperation performed. From the result of the review, were found some opportunities and challenges in the implementation of the interregional cooperation of the regions around Mount Wilis. The commitment of the regional governments of the six regencies, the Government of East Java, and the Central Government was an opportunity for cooperation. While the challenges faced were the implementation of institutional context and cooperation funding. The opportunity and challenge findings are expected to be material for evaluation of the implementation of the interregional cooperation of the regions around Mount Wilis for future improvement of cooperation.

**Keywords**: Interregional Cooperation, Around Mount Wilis, Statutory Regulations

#### A. PRELIMINARY

Interregional cooperation is the government's effort to overcome the limitedness and to optimize its potentials in order to implement regional development efficiently and effectively to realize society's welfare. Interregional cooperation is a form of implementation of decentralization and regional autonomy policy. The policy is mandated in the Undang-Undang Nomor 32 Tahun 2004 and the Undang-Undang Nomor 23 Tahun 2014 regarding Regional Government. According to Pamudji, S (1983), there are three main elements of cooperation, namely the presence of two parties or more, interaction, and mutual

purpose. There are some benefits of interregional cooperation, namely management of interregional conflict, efficiency, and standardization of public service, economic development, and environmental management (Pratikno, et al., 2004). To achieve the benefits of interregional cooperation, each government is demanded to have a mutual commitment to implement the content of the agreement and push aside the ego of each region (Prasetya, 2013).

There are some obstacles that become the inhibitors of implementation of interregional cooperation. According to Adhitya Eko Putranto (2013), the inhibiting factors of the implementation of interregional cooperation are the presence of sectoral ego, the absence of legal protection governing mutual financing to fund the cooperation, and less independent membership in Interregional Cooperation Agency. The minimum synergy and coordination in planning or implementation also become the cause of less effective interregional cooperation (Sari & Wahyudi, 2011). The low performance of cooperation agencies also becomes the inhibitor of implementation of interregional cooperation. The cause of this is less support from the central and provincial governments in the implementation of interregional cooperation, lack of commitment of head of the region, and low capability of interregional cooperation agency in managing the implementation of interregional cooperation (Harsanto, Rosyadi, & Simin, 2015).

Six regencies located around Mount Wilis utilize the opportunity for interregional cooperation. The six regencies made a cooperation agreement for the regional development of the regions around Mount Wilis. The regions around Mount Wilis consist of six regencies, namely Tulungagung Regency, Trenggalek Regency, Ponorogo Regency, Madiun Regency, Nganjuk Regency, and Kediri Regency. The regions have great potentials in the development of tourism especially the natural tourism and agricultural sector. The cooperation agreement is contained in the Mutual Agreement Letter on Regional Development Cooperation around Mount Wilis-Tunggal Rogo Mandiri signed by six Heads of the regions around Mount Wilis and acknowledged by the Governor of East Java on 11 June 2014. While the object of the mutual agreement on the regional development of the regions around Mount Wilis includes: tourism, public works, spatial planning, cooperatives and Micro, Small, and Medium Enterprises (MSME), industry and trade, agriculture, plantation, farming, forestry, transportation, environment, health, education, social, culture, capital investment, sanitation, mining and energy, demography, employment, and other fields in accordance with regional needs. However, the cooperation agreement was only followed up by road infrastructure development cooperation of the regions around Mount Wilis and signed by the Head of Regional Development Planning Board of the six regencies on 5 February 2016. While the road infrastructure development was done from 2017 to 2019.

The financing for road infrastructure development of the regions around Mount Wilis came from the State Budget and Regional Budget of each regency. State Budget was used to finance the preparation of Feasibility Study (FS) documents of road infrastructure development of the regions around Mount Wilis while Regional Budget was used to finance the physical development of road

infrastructure in accordance with its administrative competence. The difference in the fiscal capacity of the six regencies to finance the road infrastructure development of the regions around Mount Wilis had an impact on the nonsimultaneous implementation and the difference in work quality produced. The fiscal limitedness was because some regions were unable to meet the Regional Budget needs through Locally-Generated Revenue and still highly depended on the balance fund from Central Government (Kamaroellah, 2017; Saputra & Fernando, 2017). On 20 November 2019, it was issued the Peraturan Presiden Nomor 28 Tahun 2019 regarding Acceleration of Economic Development in Gersik-Bangkalan-Mojokerto-Surabaya-Sidoarjo-Lamongan Regions, Bromo-Tengger-Semeru Regions, and the Regions around Mount Wilis and South Freeway. In the Presidential Regulation, the regions around Mount Wilis were determined as one of the areas for the acceleration of economic development and that obtained financing from State Budget. The financing was allotted to reinforce the connectivity through road infrastructure and the development of regional potentials. From some conditions that occurred, there were some opportunities and obstacles in the implementation of regional development cooperation of the regions around Mount Wilis.

According to Putra (2014), the institutional format and cooperation management implementation regulation are important parts required to achieve efficiency in the implementation of interregional cooperation. In Indonesia, the implementation of interregional cooperation has to refer to applicable statutory regulations. Many statutory regulations have to be made as a reference when the regional government makes an agreement starting from the level of laws to related ministerial regulations (World Bank, 2011). Therefore, the study aimed to review the implementation of regional development cooperation of the regions around Mount Wilis from the perspective of applicable statutory regulations. The result of the review was used to find the opportunities and challenges in the implementation of the interregional cooperation of the regions around Mount Wilis. The opportunity and challenge findings are expected to be material for evaluation of the implementation of the interregional cooperation of the regions around Mount Wilis for future improvement of cooperation.

#### **B. METHODS**

The study is descriptive using a qualitative method. The subject of the study was the implementation of cooperation of the regions around Mount Wilis, with secondary data sources in the form of mutual agreement and cooperation agreement obtained from the Regional Development Planning Board of Nganjuk Regency and some statutory regulations. The study used content analysis to draw conclusions and interpretation logics of the selected documents. There were three types of reasoning in drawing conclusions, namely: (1) Deductive, from general to specific; (2) Inductive, from specific to general; and (3) Abductive, from certain things to another certain thing. The type of abductive conclusion drawing is interesting to be used in content analysis, where the process of conclusion drawing starts from the content of the text to the answers of analysis questions (Krippendorff, 2004). Based on the words or terms frequently used in statutory

regulations governing interregional cooperation, some contexts of interregional cooperation were obtained. In the study, content analysis was used to review how some contexts of interregional cooperation according to statutory regulations were articulated in regional development cooperation of the regions around Mount Wilis. While the content of interregional cooperation context according to statutory regulations includes:

- 1. The conformity of cooperation object with regional development planning according to Article 263 of the Undang-Undang Nomor 23 Tahun 2014, Article 12 verse (1) of the Peraturan Menteri Dalam Negeri Nomor 86 Tahun 2017 and Article 4 of the Peraturan Pemerintah Nomor 28 Tahun 2018;
- 2. The purpose of cooperation according to the Undang-Undang 32 Tahun 2004 and the Undang-Undang 23 tahun 2014;
- 3. The legality of cooperation according to Article 5 and 20 of the Peraturan Pemerintah Nomor 50 tahun 2007 and Article 2 verse (1) and 48 of the Peraturan Pemerintah Nomor 28 Tahun 2018;
- 4. The institutional of cooperation according to Article 195 verse (2) of the Undang-Undang Nomor 32 tahun 2004, Article 24 and 25 of the Peraturan Pemerintah Nomor 50 tahun 2007 and Article 7 of the Peraturan Pemerintah Nomor 28 Tahun 2018:
- 5. The financing of cooperation implementation according to article 12 of the Peraturan Pemerintah Nomor 28 Tahun 2018.

The result of the review was used to find the opportunities and challenges in the implementation of the interregional cooperation of the regions around Mount Wilis.

#### C. RESULTS AND DISCUSSION

Regional Development Cooperation of the Regions around Mount Wilis-Tunggal Rogo Mandiri contained in Mutual Agreement Letter dated 11 June 2014 aims to optimize the management of potentials and resources effectively and efficiently to improve social welfare. The cooperation agreement includes the aspect of planning, implementation, supervision, maintenance, and evaluation. While the object of mutual agreement of regional development of the regions around Mount Wilis includes: tourism, public works, spatial planning, cooperatives and Micro, Small, and Medium Enterprises (MSME), industry and trade, agriculture, plantation, farming, forestry, transportation, environment, health, education, social, culture, capital investment, sanitation, mining and energy, demography, employment, and other fields in accordance with regional needs. The cooperation agreement was started with the road infrastructure development cooperation of the regions around Mount Wilis contained in an agreement on Road Infrastructure Development Cooperation of the Regions around Mount Wilis dated 5 February 2016. The stages of regional development cooperation of the regions around Mount Wilis up to 2019 can be illustrated as follows:

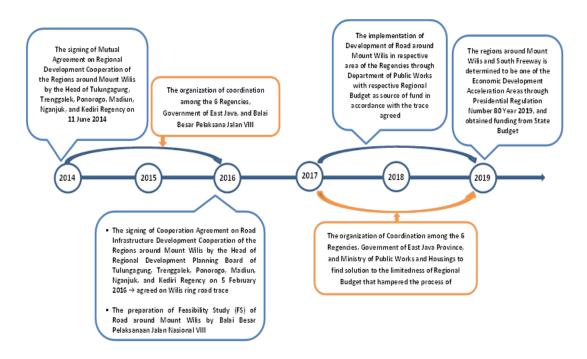


Figure 1. The Stages of Regional Development Cooperation of the Regions around Mount Wilis (Source: Analysis 2020)

The implementation achievement of Agreement on Road Infrastructure Development Cooperation of the Regions around Mount Wilis up to 2019 based on the minutes of coordination meeting of the six regencies involved in the cooperation of development of the regions around Mount Wilis was the connection of road trace around Mount Wilis in accordance with the cooperation agreement and the plan in the Feasibility Study of the Road around Mount Wilis that can be illustrated in the following map:

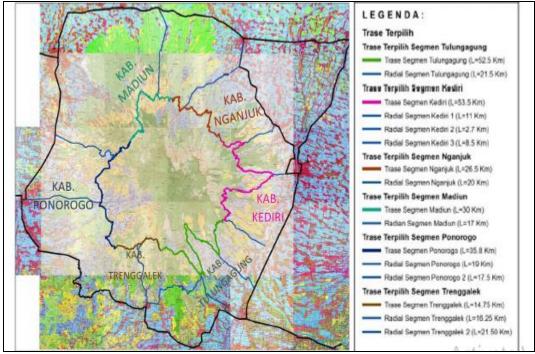


Figure 2. Map of Road Trace around Mount Wilis (Source: FS of the Regions around Mount Wilis)

However, the road infrastructure connecting the six regions in order of development of the regions around Mount Wilis was not optimal yet, where there were some road sections that were damaged and not coated with hot mix asphalt.

Viewed from the aspect of regulations, the main legal basis underlying the implementation of interregional cooperation is the Undang-Undang Nomor 32 Tahun 2004 regarding Regional Government revoked with the Undang-Undang Nomor 23 Tahun 2014 and the Peraturan Pemerintah Nomor 50 Tahun 2007 regarding Procedure of Interregional Cooperation revoked with the Peraturan Pemerintah Nomor 28 Tahun 2018 regarding Regional Cooperation. The following is the comparison of interregional cooperation context that consists of: (1) the conformity of cooperation object with regional development planning; (2) the purpose of cooperation; (3) the legality of cooperation; (4) the institutional of cooperation; and (5) the financing of cooperation implementation inapplicable statutory regulations with the implementation of Regional Cooperation of the Regions around Mount Wilis-Tunggal Rogo Mandiri:

Table 1. Comparison of interregional cooperation context in applicable regulations with the implementation of cooperation of the regions around Mount Wilis

	Content of statutory regulations	Implementation of Cooperation in the	
		Regions around Mount Wilis	
	Conformity of cooperation with	n regional development planning	
•	Article 4 of the Peraturan Pemerintah	The direction of development of the regions	
	Nomor 28 Tahun 2018 regarding Regional	around Mount Wilis was contained in the	
	Cooperation that states that "The	Regional Spatial Plan and Medium-Term	
	determination of prioritized object of	Regional Development Plan of East Java	
	Interregional Cooperation shall be in	Province and each cooperating regency.	

#### Content of statutory regulations

- accordance with the provisions of statutory regulations."
- The provisions above in accordance with Article 263 of the Undang-Undang Nomor 23 Tahun 2014 regarding Regional Government that states that implementing regional development activities/programs, the regional government has to refer to Regional Development Work Plan prepared and determined based on Medium-Term Regional Development Plan.
- Based on Article 12 verse (2) of the Peraturan Menteri Dalam Negeri Nomor 86 Tahun 2017, Medium-Term Regional Development Plan is prepared by referring to Long-Term Regional Development Plan, Regional Spatial Plan, and Medium-Term National Development Plan.

### Implementation of Cooperation in the Regions around Mount Wilis

- The object of development cooperation of the regions around Mount Wilis includes tourism, public works, spatial planning, cooperatives and Micro, Small, and Medium Enterprises (MSME), industry and trade, agriculture, plantation, farming, forestry, transportation, environment, health, education, social, culture, capital investment, sanitation, mining and energy, demography, employment, and other fields in accordance with regional needs.
- The object of cooperation was in accordance with the needs of the development plan of the regions around Mount Wilis in Regional Spatial Plan and Medium-Term Regional Development Plan of East Java and the six regencies that cooperate.
- The development of the regions around Mount Wilis in Regional Spatial Plan and Medium-Term Regional Development Plan of East Java and Tulungagung, Trenggalek, Ponorogo, Madiun, Nganjuk, and Kediri Regency can be seen in Table 2.

#### **Purpose of Cooperation**

- Article 195 verse (1) of the Undang-Undang 32 Tahun 2004 regarding Regional Government states that "In order to improve the people's welfare, a region can establish cooperation with another region based on a consideration of efficiency and effectiveness of public service, synergy, and mutual benefits."
- The purpose aforementioned is also contained in Article 363 verse (1) of the Undang-Undang Nomor 23 Tahun 2014 that states that "In order to improve the people's welfare, a region can establish cooperation based on a consideration of efficiency and effectiveness of public service, synergy, and mutual benefits."
- The purpose of regional development cooperation of the regions around Mount Wilis was to optimize the management of potentials and resources effectively and efficiently to improve social welfare, while the purpose of road infrastructure development cooperation of the regions around Mount Wilis was to develop road infrastructure and its supporting facility integrated at regional borders of the regions around Mount Wilis as a means of regional potential development optimization both natural resources and human resources.
- The purpose of cooperation aforementioned was in accordance with the purpose of interregional cooperation in Article 195 verse (1) of the UU 32 Tahun 2004 and Article 363 verse (1) of UU 23 Tahun 2014.

#### **Legality of Cooperation**

- Article 5 of the Peraturan Pemerintah Nomor 50 Tahun 2007 states that "Interregional cooperation is realized in the form of the cooperation agreement." In Article 20, it is stated that interregional cooperation does not end because of the change of government in the regions.
- In Article 2 verse (1) of the Peraturan Pemerintah Nomor 28 Tahun 2018, it is
- The Regional Development Cooperation of the Regions around Mount Wilis-Tunggal Rogo Mandiri was contained in the Mutual Agreement Letter signed by the Head of Tulungagung, Trenggalek, Ponorogo, Madiun, Nganjuk, and Kediri Regency, and acknowledged by the Governor of East Java on 11 June 2014.
- The term of Agreement on Regional

### Content of statutory regulations

stated that "In the implementation of interregional cooperation, a region is represented by the governor or the head of regency/mayor that acts for and on behalf of the region. While in verse (2), it is stated that "The governor or the head of regency/mayor can give a power to an official of regional apparatus to sign a cooperation agreement."

 The Peraturan Pemerintah Nomor 28 Tahun 2018 revokes the Peraturan Pemerintah Nomor 50 Tahun 2007, but Article 48 states that "A cooperation agreement/contract based on the Government Regulation remains applicable until the end of the cooperation."

## Implementation of Cooperation in the Regions around Mount Wilis

Development Cooperation of the Regions around Mount Wilis-Tunggal Rogo Mandiri was 12 months starting from the signing of the agreement letter and could be extended based on an agreement by the parties.

- The Road Infrastructure Development Cooperation of the Regions around Mount Wilis was contained in the Cooperation Agreement Letter signed by the Head of Regional Development Planning Board of Tulungagung, Trenggalek, Ponorogo, Madiun, Nganjuk, and Kediri Regency on 5 February 2016.
- The term of Agreement on Road Infrastructure Development Cooperation of the Regions around Mount Wilis was five years from the date of signing.
- In accordance with Article 48 of the PP 28
   Tahun 2018, the agreement on regional development cooperation of the regions around Mount Wilis and the agreement on road infrastructure development cooperation of the regions around Mount Wilis can still be continued.

#### **Institutional of Cooperation**

- According to Article 195 verse (2) of the Undang-Undang Nomor 32 Tahun 2004, "A cooperation can be realized in a form of interregional cooperation board governed by a mutual decision."
- Article 24 verse (1) of the Peraturan Pemerintah Nomor 50 Tahun 2007 states that "In order to assist the head of regency to establish cooperation with another region done continuously or requiring at least 5 (five) years, the head of regency can form a cooperation board." In verse (3), it is stated that "The formation and organization structure of cooperation board is determined by a mutual decision of heads of regencies."
- The duties of cooperation board based on Article 25 of the Peraturan Pemerintah Nomor 50 Tahun 2007 are "to assist in the management, monitoring, and evaluation of the implementation of cooperation; to give suggestions and advice to each of heads of regencies regarding the steps to be taken if there are problems, and to report the performance of duties to each of the heads of regencies." While the costs required in the performance of duties of cooperation board become the mutual responsibility of

- The part about the cooperation board is only mentioned in Article 7 verse (2) letter e of Agreement on Road Infrastructure Development Cooperation of the Regions around Mount Wilis.
- In the Article, it is mentioned that the result of monitoring and evaluation of Regional Apparatus Working Unit implementing road infrastructure development and its supporting facility is reported to the joint secretariat. However, there was no formation and establishment of cooperation board with a mutual decision of heads of regencies as referred to in Article 24 of the Peraturan Pemerintah Nomor 50 Tahun 2007.
- For facilitation and coordination related to the implementation of cooperation of the regions around Mount Wilis, the six regencies asked for aid to the Government of East Java Province.

Content of statutory regulations	Implementation of Cooperation in the Regions around Mount Wilis	
the cooperating heads of regencies (Article		
25 verse 2).		
• While based on Article 7 of the Peraturan		
Pemerintah Nomor 28 Tahun 2018 in the		
implementation of interregional		
cooperation, ahead of regency can form a		
cooperation secretariat whose financing is		
imposed to the Regional Budget of each		
cooperating region. While further		
provisions regarding cooperation secretariat		
are specified in Regulation of Minister.		
Financing of Cooperation Implementation		

- In Article 12 verse (1) of the Peraturan Pemerintah Nomor 28 Tahun 2018, it is stated that "Central Government can give fund aid to regions to implement compulsory cooperation through state budget in accordance with state financial ability." In verse (2), it is stated that "Regional Government can give financial aid to other regions to implement compulsory cooperation through the regional budget on regional apparatus in accordance with the cooperated field." The provisions regarding the procedure of financial aid provision are governed in the Regulation of Minister.
- Financing of road infrastructure development of the regions around Mount Wilis was sourced from the State Budget and Regional Budget of each regency. State Budget fund was used to finance the preparation of Feasibility Study (FS) of road documents infrastructure development of the regions around Mount Wilis while Regional Budget was used to finance the physical development of road infrastructure in accordance with its administrative competence.
- In the implementation of cooperation, financial aid provision did not take place between regional governments. It was because of the limited financial capacity of the six regencies around Mount Wilis. As an example, based on the data of Accountability Report of Nganjuk Regency 2017-2018 and Regional Budget of Nganjuk Regency 2019, the Locally-Generated Revenue of Nganjuk Regency only contributed 15% of total components of regional revenue. Other components of regional revenue highly depended on balance funds from the Central Government in the form of General Allotment Fund, Special Allotment Fund, and tax profitsharing fund.
- The limited fiscal capacity had an effect on the low financing ability of road development of the regions around Mount Wilis. Based on the date of Accountability Report of Nganjuk Regency 2017-2018 and Regional Budget of Nganjuk Regency 2019, the realization of the budget of road development of the regions around Mount Wilis with the fund of Regional Budget of Nganjuk Regency up to 2019 only reached IDR 5,479,158,800 or only 0.96% of total road financing need plan of the regions

Content of statutory regulations	Implementation of Cooperation in the	
	Regions around Mount Wilis	
	around Mount Wilis in Nganjuk Regency in	
	FS documents of road infrastructure	
	development of the regions around Mount	
	Wilis. However, road development was	
	completed (connected) 100% of the total	
	road trace length plan in Nganjuk Regency.	

Source: Result of Analysis of Statutory Regulations, 2020

Based on the result of analysis in Table 1 above, it is explained that the object of regional development cooperation of the regions around Mount Wilis was in accordance with the needs of the development plan of the regions around Mount Wilis in Regional Spatial Plan and Medium-Term Regional Development Plan of East Java Province and the six cooperating regencies. Strategic planning in Medium-Term Regional Development Plan ensures that resources and regional fund are directed to handle priority issues and problems, at the same time to provide a basis to measure how far the development progress in achieving the purpose and to give a mechanism to inform changes if required (Wijono, 2019). The following is the direction of development of the regions around Mount Wilis in Regional Spatial Plan and Medium-Term Regional Development Plan of East Java Province and Tulungagung, Trenggalek, Ponorogo, Madiun, Nganjuk, and Kediri Regency:

Table 2. Development of the Regions around Mount Wilis in Regional Spatial Plan and Medium-Term Regional Development Plan of East Java Province and Tulungagung,

Trenggalek, Ponorogo, Madiun, Nganjuk, and Kediri Regency

Trenggaiek, Foliorogo, Maduul, Nganjuk, and Keurr Regency			
Province/	Regional Spatial Plan	Medium-Term Regional	
Regency	riogronui spunui i iun	Development Plan	
East Java	Based on the Peraturan Daerah Provinsi Jawa Timur No. 5 Tahun 2012 regarding Regional Spatial Plan of East Java Year 2011-2031, Mount Wilis is included in tourism allotment area with natural tourism attraction, besides that, the Agropolitan Area of Wilis (including Madiun Regency, Magetan Regency, Ngawi Regency, Pacitan Regency, Ponorogo Regency, and Madiun City) is a Provincial Strategic Area.	Cooperation of the regions around Mount Wilis is contained in the Peraturan Daerah (Perda) Provinsi Jawa Timur Nomor 7 Tahun 2019 regarding Medium-Term Regional Development Plan of East Java Province Year 2019-2024, with a focus of cooperation in the field of tourism, the cooperation of the regions is one of the policies to accelerate the development and interregional equalization in East Java simultaneously and equally.	
Nganjuk	<ul> <li>The Peraturan Daerah Kabupaten Nganjuk No. 2 Tahun 2011 regarding Regional Spatial Plan of Nganjuk Regency Year 2010-2030 states that:</li> <li>The area of Mount Wilis has potential development of sociocultural and natural tourism (Article 22);</li> <li>The agropolitan area around Mount Wilis is included in the</li> </ul>	Based on the Peraturan Daerah Kabupaten Nganjuk Nomor 2 Tahun 2019 regarding Medium-Term Regional Development Plan of Nganjuk Regency Year 2019-2024, the development of road infrastructure of the regions around Mount Wilis in Nganjuk Regency is one of the strategies in implementing the sixth mission: Adequate and quality public	

Province/ Regency	Regional Spatial Plan	Medium-Term Regional Development Plan
	strategic area of Nganjuk Regency from the aspect of economic growth (Article 36 verse 2);  • Wilis ring road is one of the primary collector road development plans (Article 11 verse 11).	infrastructure as economic growth support by paying attention to environmental preservation and protection against disasters.
Kediri	<ul> <li>The Peraturan Daerah Nomor 14 Tahun 2011 regarding Regional Spatial Plan of Kediri Regency Year 2010-2030 states that:</li> <li>The improvement of road sections around Mount Wilis namely Mojo (Kediri)-Sendang (Tulungagung) is included in the road transportation network system plan of Kediri Regency (Article 10 verse 2);</li> <li>The industrial estate of plantation community of Wilis including Mojo and Banyakan District, with commodities of coffee, sugarcane, cocoa, coconuts, cloves, and plant commodities of a strategic plantation is one of the developments of plantation cultivation area (Article 35 verse 4);</li> <li>The area of Mount Wilis is one of tourism allotment areas (Article 39).</li> </ul>	The Peraturan Daerah Kabupaten Kediri Nomor 4 Tahun 2016 regarding Medium-Term Regional Development Plan of Kediri Regency Year 2016-2021 does not specifically mention the direction of policy or strategy related to the development of road around Mount Wilis and the development of the area around Mount Wilis, but one of the missions of Medium-Term Regional Development Plan of Kediri Regency is to develop development-supporting infrastructure in various fields.
Tulungagung	<ul> <li>The Peraturan Daerah Kabupaten Tulungagung Nomor 11 Tahun 2012 regarding Regional Spatial Plan of Tulungagung Regency Year 2012-2032 states that:</li> <li>The development of Wilis ring road passing Sendang District - Pagerwojo District is included in road network system plan of Tulungagung Regency (Article 18 verse 2);</li> <li>The agropolitan area of Wilis (Sendang and Pagerwojo District) of the Tulungagung Regency is a strategic area of East Java Province (Article 47 verse 2).</li> </ul>	In The Peraturan Daerah Kabupaten Tulungagung Nomor 10 Tahun 2013 regarding Medium-Term Regional Development Plan of Tulungagung Regency Year 2014-2018, the agropolitan area of Wilis of Tulungagung Regency that is a strategic area of East Java Province has a role as supplier area. In the Medium-Term Regional Development Plan of Tulungagung, it is stated that the strategy implemented to support the development of the potential strategic area is by improving the carrying capacity and capacity of road and bridge and by developing road network system.
Madiun	The Peraturan Daerah Kabupaten Madiun Nomor 9 Tahun 2011 regarding Regional Spatial Plan of Madiun Regency Year 2009-2029 states that:	In the Peraturan Daerah Kabupaten Madiun Nomor 10 Tahun 2013 regarding Medium-Term Regional Development Plan of Tulungagung Regency Year 2013-2018, the

Ping road of Wilis Nganjuk-Madiun-Ponorogo is included in the direction of road development of Madiun Regency (Article 51 verse 6);      Ponorogo     The Peraturan Daerah Kabupaten Ponorogo Nomor 1 Tahun 2012 regarding Regional Spatial Plan of Ponorogo Regency Year 2012-2023 states that:      The development of ring road of Wilis Babadan - Ngebel - Pulung-Marak - Ponorogo - Pudak- Sooko - Sawoo is included in road network system plan of Ponorogo Regency (Article 17 verse 5);      The agropolitan area in Ngebel District is included in the province (Article 44 verse 3) → Ngebel District is included in the regions around Mount Wilis.  Trenggalek  Trenggalek  Trenggalek  Trenggalek Regency Year 2012-2032 states that:      The Peraturan Daerah Kabupaten Prenggalek Regency Year 2012-2032 states that:      The Peraturan Daerah Kabupaten Prenggalek Regency Year 2012-2032 states that:      Trenggalek  Trenggalek Regency Year 2012-2032 states that:      The Peraturan Daerah Kabupaten Prenggalek Regency Year 2012-2032 states that:      The Peraturan Daerah Kabupaten Prenggalek Regency Year 2012-2032 states that:      The Peraturan Daerah Kabupaten Prenggalek Regency Year 2012-2032 states that:      The Peraturan Daerah Kabupaten Prenggalek Regency Year 2012-2032 states that:      The Peraturan Daerah Kabupaten Prenggalek Regency Year 2012-2032 states that:      Trenggalek Regency Year 2012-2034 states that:      Trenggalek Regency Year 2012-2034 states that:      Trenggalek Regency Year 2012-2034 states that:      The Peraturan Daerah Kabupaten Prenggalek Regency Year 2012-2034 states that:      Trenggalek Regency Year 2012-2034 states that:      Trenggalek Regency Year 2012-2034 states that:      Trenggalek Regency Year 2012-2035 states that:      Trenggalek Regency Year 2012-2036 states that:      Trenggalek R	Province/	Regional Spatial Plan	Medium-Term Regional	
Madiun-Ponorogo is included in the direction of road development of Madiun Regency (Article 51 verse 6);  • Mount Wilis is included in the tourism allotment area (Article 75 verse 2).  Ponorogo  The Peraturan Daerah Kabupaten Ponorogo Nomor 1 Tahun 2012 regarding Regional Spatial Plan of Ponorogo Regency Year 2012-2023 states that:  • The development of ring road of Wilis Babadan - Ngebel - Pulung Marak - Ponorogo - Pudak - Sooko - Sawoo is included in road network system plan of Ponorogo Regency (Article 17 verse 5);  • The agropolitan area in Ngebel District is included in the regions around Mount Wilis.  Trenggalek  Trenggalek  Trenggalek  The Peraturan Daerah Kabupaten Trenggalek Regency Year 2012-2032 states that:  • The regional Spatial Plan of Ponorogo Regency (Article 44 verse 3) → Ngebel District is included in the regions around Mount Wilis.  Trenggalek  Trenggalek The Peraturan Daerah Kabupaten Trenggalek Regency Year 2012-2032 states that:  • The regional Cooperation of the regions around Mount Wilis.  Trenggalek Regency Year 2012-2032 states that:  • The regional Cooperation of the regions around Mount Wilis.  Trenggalek Regency Year 2012-2032 states that:  • The regional Cooperation of the regions around Mount Wilis.  Trenggalek Regency Year 2012-2032 states that:  • The regional Cooperation of the regions around Mount Wilis.  Trenggalek Regency Year 2012-2032 states that:  • The regional Cooperation of the regions around Mount Wilis.  Trenggalek Regency Year 2012-2032 states that:  • The regional Spatial Plan of Trenggalek Nomor 9 Tahun 2016 regarding Medium-Term Regional Development Plan of Trenggalek Regency Year 2016-2021, it does not specifically mention the direction of policy or strategy related to the regions around Mount Wilis, but one of the strategic areas of regional cooperation from the aspect of economic growth interest (Article 67 verse 2);  • Bendungan District is one of the agropolitan strategic areas of the Trenggalek Regency (Article 67 verse 4).	Regency		Development Plan	
Ponorogo  The Peraturan Daerah Kabupaten Ponorogo Nomor 1 Tahun 2012 regarding Regional Spatial Plan of Ponorogo Regency Year 2012-2023 states that:  The development of ring road of Wilis Babadan - Ngebel - Pulung Mlarak - Ponorogo - Pudak- Sooko - Sawoo is included in road network system plan of Ponorogo Regency (Article 17 verse 5);  The agropolitan area in Ngebel District is included in economic strategic areas in the province (Article 44 verse 3) → Ngebel District is included in the regions around Mount Wilis.  Trenggalek  Trenggalek  The Peraturan Daerah Kabupaten Trenggalek Nomor 15 Tahun 2012 regarding Regional Spatial Plan of Trenggalek Regency Year 2012-2032 states that:  The regional cooperation of the regions around Mount Wilis (Trenggalek, Tulunggung, Kediri, Nganjuk, Ponorogo) is one of the strategic areas of regional cooperation from the aspect of economic growth interest (Article 67 verse 4).  Trenggalek Regency (Article 67 verse 4).		<ul> <li>Madiun-Ponorogo is included in the direction of road development of Madiun Regency (Article 51 verse 6);</li> <li>Mount Wilis is included in the</li> </ul>	Dagangan, Wungu, Kare, and Gemarang) with cocoa and coconut trees is one of the strategies to achieve the first mission: improvement of people's agro-based and business-	
Ponorogo Nomor 1 Tahun 2012 regarding Regional Spatial Plan of Ponorogo Regency Year 2012-2023 states that:  • The development of ring road of Wilis Babadan - Ngebel - Pulung- Mlarak - Ponorogo - Pudak - Sooko - Sawoo is included in road network system plan of Ponorogo Regency (Article 17 verse 5); • The agropolitan area in Ngebel District is included in economic strategic areas in the province (Article 44 verse 3) → Ngebel District is included in the regions around Mount Wilis.  Trenggalek  The Peraturan Daerah Kabupaten Trenggalek Nomor 15 Tahun 2012 regarding Regional Spatial Plan of Trenggalek Regency Year 2012-2032 states that:  • The regional cooperation of the regions around Mount Wilis (Trenggalek, Tulunggung, Kediri, Nganjuk, Ponorogo) is one of the strategic areas of regional cooperation from the aspect of economic growth interest (Article 67 verse 2); • Bendungan District is one of the agropolitan strategic areas of the Trenggalek Regency (Article 67 verse 4).  Ponorogo Nomor 4 Tahun 2016 regarding Medium-Term Regional Development Plan of Ponorogo Regency Year 2016-2021, it does not specifically mention the direction of policy or strategy related to the development of road around Mount Wilis and the development of the area around Mount Wilis, but one of the missions of Medium-Term Regional Development Plan of Ponorogo Regency Year 2016-2021, it does not specifically mention the direction of policy or strategy related to the development of road around Mount Wilis and the development of the area around Mount Wilis, but one of the missions of Medium-Term Regional Development Plan of Trenggalek Regency Year 2016-2021, it does not specifically mention the direction of the development of road around Mount Wilis and the development of the area around Mount Wilis, but one of the missions of Medium-Term Regional Development Plan of Trenggalek Nomor 15 Tahun 2018 regarding Amendment of the regarding Medium-Term Regional Development Plan of Trenggalek Nomor 9 Tahun 2018 regarding Medium-Term Regional Developme				
Trenggalek Nomor 15 Tahun 2012 regarding Regional Spatial Plan of Trenggalek Regency Year 2012-2032 states that:  • The regional cooperation of the regions around Mount Wilis (Trenggalek, Tulunggung, Kediri, Nganjuk, Ponorogo) is one of the strategic areas of regional cooperation from the aspect of economic growth interest (Article 67 verse 2);  • Bendungan District is one of the agropolitan strategic areas of the Trenggalek Regency (Article 67 verse 4).  Trenggalek Nomor 4 Tahun 2018 regarding Amendment of the Peraturan Daerah Kabupaten Trenggalek Nomor 9 Tahun 2016 regarding Medium-Term Regional Development Plan of Trenggalek Regency Year 2016-2021, it does not specifically mention the direction of policy or strategy related to the development of road around Mount Wilis and the development of the area around Mount Wilis, but one of the missions of Medium-Term Regional Development Plan of Trenggalek Regency is to realize the improvement of infrastructure service expansion, mainly that supports the development		The Peraturan Daerah Kabupaten Ponorogo Nomor 1 Tahun 2012 regarding Regional Spatial Plan of Ponorogo Regency Year 2012-2023 states that:  • The development of ring road of Wilis Babadan - Ngebel - Pulung - Mlarak - Ponorogo - Pudak- Sooko - Sawoo is included in road network system plan of Ponorogo Regency (Article 17 verse 5); • The agropolitan area in Ngebel District is included in economic strategic areas in the province (Article 44 verse 3) → Ngebel District is included in the regions around Mount Wilis.	Ponorogo Nomor 4 Tahun 2016 regarding Medium-Term Regional Development Plan of Ponorogo Regency Year 2016-2021, it does not specifically mention the direction of policy or strategy related to the development of road around Mount Wilis and the development of the area around Mount Wilis, but one of the missions of Medium-Term Regional Development Plan of Ponorogo Regency is to professionally realize strategic management of infrastructure so as to have a strong carrying capacity to support society productivity, regional advancement, and improvement of social welfare.	
i or tourish and su accele areas.	Trenggalek	<ul> <li>Trenggalek Nomor 15 Tahun 2012 regarding Regional Spatial Plan of Trenggalek Regency Year 2012-2032 states that:</li> <li>The regional cooperation of the regions around Mount Wilis (Trenggalek, Tulunggung, Kediri, Nganjuk, Ponorogo) is one of the strategic areas of regional cooperation from the aspect of economic growth interest (Article 67 verse 2);</li> <li>Bendungan District is one of the agropolitan strategic areas of the Trenggalek Regency (Article 67</li> </ul>	Trenggalek Nomor 4 Tahun 2018 regarding Amendment of the Peraturan Daerah Kabupaten Trenggalek Nomor 9 Tahun 2016 regarding Medium-Term Regional Development Plan of Trenggalek Regency Year 2016-2021, it does not specifically mention the direction of policy or strategy related to the development of road around Mount Wilis and the development of the area around Mount Wilis, but one of the missions of Medium-Term Regional Development Plan of Trenggalek Regency is to realize the improvement of infrastructure service expansion,	

Source: Regional Spatial Plan and Medium-Term Regional Development Plan

From the result of the interregional cooperation context analysis above, there were some opportunities and challenges in the implementation of regional development cooperation of the regions around Mount Wilis. Besides that, on 25 November 2019, it was issued the Peraturan Presiden Nomor 80 Tahun 2019 regarding Acceleration of Economic Development in Gersik-Bangkalan-

Mojokerto-Surabaya-Sidoarjo-Lamongan Regions, Bromo-Tengger-Semeru Regions, and the regions around Mount Wilis and South Freeway. The issuance of the Presidential Regulation also brought opportunities and challenges in the cooperation established among the six regencies. The following are some opportunities/supports and challenges/obstacles in the implementation of regional development cooperation of the regions around Mount Wilis based on interregional cooperation context analysis:

Table 3. Opportunities/supports and challenges/obstacles in the implementation of cooperation based on interregional cooperation context analysis

Content of Agreement Opportunities/Supports Chellenges/Obsteeles			
Content of Agreement	Opportunities/Supports Operation object with regional development cooperation of the regions around Mount Wilis was in accordance with the needs of the regional development plan of the regions around Mount Wilis in Regional Spatial Plan and Medium-Term Regional Development Plan of East Java Province and the six cooperating regencies.  The six regencies around Mount Wilis have the same regional potentials in the field of agriculture and natural tourism.  The development of regional potentials of the six regencies could be realized through the cooperation object agreed.	Challenges/Obstacles	
Regency.			
Purpose of Cooperation			
The purpose of regional	The cooperation of the	• On 25 November 2019, was	
development	regions around Mount	issued Presidential On 25	

#### **Opportunities/Supports** Challenges/Obstacles Content of Agreement cooperation of Wilis is a form November 2019, it was regions around Mount implementation issued Peraturan Presiden of Wilis was to optimize decentralization and regional Nomor 80 Tahun 2019. The management of autonomy policy governed Presidential Regulation potentials and resources in-laws of the regional determined the regions around Mount Wilis and effectively and government. efficiently to improve The purpose of regional south freeway to be one of the economic development social welfare, while the development cooperation of purpose of road the regions around Mount acceleration areas. infrastructure Wilis and road infrastructure In Presidential Regulation development development cooperation of Number 80 Year 2019, the cooperation of the regions around Mount regions included in the regions around Mount Wilis was in accordance with regions around Mount Wilis Wilis was to develop the purpose of interregional and South Freeway added to road infrastructure and cooperation in Article 195 be 13 (thirteen) regencies, its supporting facility verse (1) of the Undang-Tulungagung, namely integrated at regional Undang Nomor 32 Tahun Ponorogo, Trenggalek, borders of the regions 2004 and Article 363 verse Madiun, Nganjuk, Kediri, around Mount Wilis as a (1) of the Undang-Undang Magetan, Ngawi, Blitar, means of regional Nomor 23 Tahun 2014. Pacitan, Madiun City, Blitar potential development City, and Kediri City. The purpose of cooperation optimization both natural came from the same regional resources and human potential and characteristics resources. and the sense of mutual needs of the six regional governments to mutually develop their regional potentials. **Legality of Cooperation** The Regional • In accordance with Article • The term of Agreement on Development 48 of the Peraturan Regional Development Cooperation of Pemerintah Nomor 28 Tahun Cooperation of the Regions Regions around Mount Wilis-2018. the regional around Mount Wilis-Tunggal cooperation Tunggal Rogo Mandiri has Rogo development Mandiri was contained agreement of the regions been more than 12 months in the Mutual Agreement around Mount Wilis and the from the date of signing. Letter signed by the infrastructure So far the Agreement on road Head of Tulungagung, cooperation development Regional Development Trenggalek, Ponorogo, agreement of the regions Cooperation of the Regions Madiun, Nganjuk, and around Mount Wilis can still Wilisaround Mount Kediri Regency, and be continued. Tunggal Rogo Mandiri is acknowledged by the still continuously used, but Governor of East Java an extension of the term of on 11 June 2014. the agreement is not The term of Agreement contained in form on Regional cooperation addendum. Development Cooperation of the

Regions around Mount

Mandiri was 12 months starting from the signing of the agreement letter and could be extended

Rogo

Wilis-Tunggal

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Province in the form of

facilitation

implementation

was

and

of

imposed

Regional Budget of each

regency, while the fiscal

on

the

implementation

imposed on the Regional

Budget of each regency

was

Content of Agreement	Opportunities/Supports	Challenges/Obstacles
and other valid and non- binding sources of funds.	coordination in cooperation of the regions around Mount Wilis  The financing support from State Budget in the form of preparation of Feasibility Study documents of the regions around Mount Wilis in 2016  The Peraturan Presiden Nomor 80 Tahun 2019 brought funding opportunities from central government and private through the programs and activities planned in it.	capacity of each region was highly limited.  • There was no regulation governing mutual funding through member contributions (the cooperating regions). The existing regulation was regarding the provision of financial aid to the government of other regions.

Source: Result of Analysis, 2020

Interregional cooperation is a form of implementation of decentralization and regional autonomy policy. The implementation of interregional cooperation has been governed in some statutory regulations, so the implementation of cooperation has legal certainty. In a broad outline, the implementation of regional development cooperation of the regions around Mount Wilis and road infrastructure development cooperation in the regions around Mount Wilis have referred to applicable statutory regulations. From the result of the review, were found some opportunities and challenges in the implementation of the interregional cooperation of the regions around Mount Wilis.

The commitment of the regional governments of the six regencies, the Government of East Java, and the Central Government was an opportunity for cooperation. The mutual commitment of the six regencies around Mount Wilis has been contained in the form of a cooperation agreement. The commitment of the six regencies obtained support from the Government of East Java Province and the Central Government. The Medium-Term Regional Development Plan of East Java Province has contained the cooperation of the regions around Mount Wilis as one of the policies for interregional equalization and development acceleration in East Java. The Government of East Java Province realized the support to the cooperation commitment by giving facilitation aid and coordination of the implementation of the cooperation. The commitment support from the Central Government has been shown by giving assistance in the preparation of Feasibility Study documents of the regions around Mount Wilis in 2016. The support was continued by the issuance of the Peraturan Presiden Nomor 80 Tahun 2019. The Presidential Regulation brought funding opportunities for the development of regions around Mount Wilis through State Budget and private.

The challenges in the implementation of cooperation of the regions around Mount Wilis occurred in the context of institutional and financing of cooperation implementation. In the context of institutional, the challenge faced was the nonformation and non-establishment of the Interregional Cooperation Board/Joint Secretariat. The formation and establishment of cooperation board/joint secretariat

can accommodate and bridge the implementation of regional cooperation so it is expected to be able to suppress regional sectoral ego. It can be seen from the study by Prameswari, et al. (2013), where to implement interregional development cooperation in Bantul Regency, Sleman Regency, and Yogyakarta City, a Joint Secretariat was formed and established through Mutual Decision. The Joint Secretariat had duty and function as a coordinator, facilitator, mediator, and executor of monitoring and evaluation of cooperation done. The joint secretariat also had the power to prepare and manage programs/activities in cooperation approved by the three regions. Therefore, the cooperation done would run effectively so the three regions obtained the same benefits from the implementation of cooperation (Prameswari, et al., 2013). One of the functions of the interregional cooperation board/joint secretariat from the study was as the composer and coordinator of programs/activities in the cooperation agreed. The absence of a clear work program made each region only focused on the development in each region. From the aspect of regulation, the formation of interregional cooperation board/joint secretary experienced obstacles. Ministerial Regulation as a follow-up of the Peraturan Pemerintah Nomor 28 Tahun 2018 governing further provisions regarding cooperation secretariat has not been enacted. In the context of financing of cooperation implementation, the challenge faced was the limitedness of regional fiscal capacity. In the Peraturan Pemerintah Nomor 28 Tahun 2018, there is an opportunity of financial aid provision from a regional government to another regional government, but the limitedness of regional fiscal capacity became the obstacle of financial aid provision. Mutual financing through member contributions (the cooperating regions) has also been unable to be applied yet because there has been no regulation governing it.

The issuance of the Peraturan Presiden Nomor 80 Tahun 2019 brought some challenges and opportunities in the cooperation established by the six regencies. On one hand, the six cooperating regencies obtained development financing aid from central government but on the other hand, it needed to review the cooperation done by the six regencies around Mount Wilis, with consideration to expand the cooperation with the other seven regencies and cities contained in the Peraturan Presiden Nomor 80 Tahun 2019.

#### D. CONCLUSION

There are some contexts of interregional cooperation in statutory regulations. The contexts are among others: conformity of cooperation object with regional development planning, the purpose of cooperation, the legality of cooperation, institutional of cooperation, and financing of cooperation implementation. In the broad outline, the implementation of regional development cooperation of the regions around Mount Wilis has referred to applicable statutory regulations. Form the result of the review, were found some opportunities and challenges in the implementation interregional cooperation of the regions around Mount Wilis. The commitment of the regional government of the six regencies around Mount Wilis, Government of East Java Province, and Central Government was the opportunity for cooperation. While the challenges faced were in the application of the context of institutional and financing of cooperation

implementation. The limitedness of the fiscal capacity of each region and the absence of regulations governing mutual funding through member contributions became the challenges in the application of the context of financing of cooperation implementation. In the context of institutional, the obstacle/challenge faced was the non-formation and non-establishment of the Interregional Cooperation Board/Joint Secretariat. The opportunity of financing of regional development of the regions around Mount Wilis and South Freeway came from the central government with the issuance of the Peraturan Presiden Nomor 80 Tahun 2019. The Presidential Regulation also brought challenges as well as opportunities with the addition of regions included in the regions around Mount Wilis and South Freeway from six regencies around Mount Wilis into thirteen regencies/cities around Mount Wilis and South Freeway. With the addition of the regions, it required a review on the cooperation done by the six regencies around Mount Wilis. The review considers cooperation expansion with the other seven regencies/cities contained in the Peraturan Presiden Nomor 80 Tahun 2019. Formation and establishment of the Interregional Development Board or Joint Secretariat are also required to function as coordinator, facilitator, mediator, executor of monitoring, and evaluation of cooperation implementation. Interregional Cooperation Board or Joint Secretariat can oversee the programs/projects planned in the Peraturan Presiden Nomor 80 Tahun 2019 and the continuity of cooperation implementation. Therefore, it is expected that the potential conflict of interest can be minimized and changed into a potential development that mutually benefits the regions.

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