



## Collaborative Planning on Cross-Border Service of Water Supply in Surakarta Urban Border Area, Indonesia

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### Abstract

Recently, many planners apply collaborative planning theory in planning involving two or more parties, such as between government, private and community, including in the inter-region cooperation. However, the theory has rarely been used to explain the interaction between regions in city border area, especially in the cases in Indonesia. This article discusses the case of cross-border service of water supply of the Local Water Company (PDAM-Perusahaan Daerah Air Minum) of Surakarta City into the urban border area of Sukoharjo Regency, based on collaborative planning theory. This article is written based on results of the research on the case using case study research method. The discussion concludes that the approach of collaborative planning theory used on the case is cooperative-accommodation approach. It is because PDAM of Surakarta City accommodate the cross-border region service as a reciprocal policy, as most of their water inputs come from their neighboring regions. In general, such an approach is in accordance with the need of the interacting regions, which one region needs supporting service to meet the need of their communities in water service, and another can fulfill the need based on its capacity. In this case, the concerned technical agencies, PDAM of every region interact each other directly in providing the service. The important thing, the interaction is in line with the prevailing cross-border region bureaucratic regulations and does not infringe the autonomy of every region.

**Keywords:** city border area, collaborative planning, cross-border water supply, Surakarta

### 1. Introduction

Due to the nature of its border line's translucent effect, the city and its neighboring regions interact each other to satisfy either their own interests or larger regions (Visser, 2003; Seyler, 1974). The nature of local autonomy strongly influences the interaction. If it is flexible, the local autonomy can encourage intensive and dynamic interaction in the form of inter-local cooperation; but on the contrary, if it is too rigid, it can lead each region selfish, thus encouraging competition and even local conflict (Basolo, 2003).

Local autonomy is the authority given to local governments to manage the interests of their own territory, under the central government's control (Collin, 2004). Its application is different for each country. The differences revolve around how much autonomy is given, and how the relationship between the similar autonomous regions, conjunction with the higher or lower autonomous regions, and its relationship with the central government. Many factors influence the differences, such as the structural form of government and the relationship system between central and local governments.

In Indonesia, local autonomy governed by regulations on the rights and obligations of local governments to regulate their own affairs based on their local community concerns in accordance with the potential and characteristics of their region (Harris, 2007). In its application, Indonesia uses the decentralization and deconcentration principles. Decentralization is the transfer of power from central government to local governments in the hierarchy of political-administrative and territorial (Crook and Manor, 1998; Agrawal and Ribot, 1999). In Indonesia, the application of decentralization is the transfer of power to the regional autonomous government to regulate some local affairs, including the management of public infrastructure, management of resources and funding, and staffing assignment.

While, deconcentration is relocating and geographical spreading of institutions holders of power from central government to local control (Bilouseac and Zaharia, 2009). In Indonesia, the application of deconcentration is the delegation of central authority to the governor as a representative or to a vertical institution of government in certain areas, to bridge and shorten the span of control of the tasks and functions of the central government and the local government affairs. In practice, such affairs are the affairs that can not be undertook by the local regions; affairs that cuts across the local regions, and other specified affairs appointed by regulation.

In practice, the role of provincial government in the management of the interaction between the regions is not optimal. This is demonstrated by the varied forms of inter-regional interaction, either directly or indirectly undertaken without involving the provincial government. One of the triggers of direct interaction between the regions are rules regarding the procedure of inter-region cooperation, which stipulates that every local government should set up the Inter-Region cooperation Coordination (TKKAD-*Tim Koordinasi Kerjasama Daerah*). The institution should be formed by the head of region to assist in setting up inter-region cooperation. The institution's main task is to initiate and develop a wide range of affairs relating to the planning and implementation of inter-region cooperation, including cooperation with other regions and with third parties, such as departments, non-departmental government agencies, and other legal institutions, such as private companies, state owned enterprises, region-owned enterprises, cooperations, foundations and other institutions having legal status. Specifically, the regulations provide that inter-region cooperation among inter-region cooperation is done in less than five years does not require establishment of inter-region cooperation. While cooperation is made more than five years must be made through the inter-region cooperation agency (BKAD-*Badan Kerjasama Antar Daerah*).

The regulations indicate that the planning of inter-region cooperation does not have to involve the provincial government as the holder of the principle of the deconcentration of authority to deal with cross-border affairs. In practice, inter-region planning more using the principle of decentralization, by placing the region as the main stakeholders. In other words, although the inter-region planning in Indonesia is set based on a functional approach which is submitted to the provincial government, but in practice, it is more consideration to put forward the autonomy of each region.

The condition causes the result of the interaction between the various regions. Some cases showed an intense inter-region cooperation, while several other cases show the region conflict. This suggests that the regulation of inter-region cooperation is not optimal to accommodate region interests in accommodating potential cooperation.

One of the parts of the city which is directly related to the local autonomy application is the city border area, as it has cross-border affairs. Where the border area is undeveloped, like a forest, upland or paddy fields, the affairs are not complex and not intensive. But in the urbanized border area, the affairs are complex and intensive, as they involve various affairs and actors. In this area, deconcentration becomes important, as the principle of cross-border management of the affairs of the region.

In the city border area, the city and its neighboring regions faced its autonomy to each other directly. This condition has a high risk for local conflict. To avoid the conflict, the central government has established border lines for delineating their territories. But, because the city border's transparent effect, the city and its neighboring regions still affect each other. The areas surrounding the city border lines of the interaction is called the urban city border area. In this area, the interaction occurs intensive and complex.

In this case, theory used to explain the interaction between the city and its neighboring areas is collaborative planning theory. The theory discusses the planning process of public interaction and communication within the relevant parties to reach consensus (Margerum, 2002). At this time, the explanation of planning that involves two or more parties, such as between government, private and community, including in interaction inter-region cooperation, often utilizes the theory (Healey, 2006; Margerum, 2002; McCarthy, 2007). Nonetheless, based on the literature search conducted to date, this approach has rarely been used to explain the interaction between regions in the city border areas, especially in Indonesia.

One of cases of the implementation of collaborative planning in urban areas in the border city area that can be discussed is the cross-border water supply service by PDAM of Surakarta City into some border areas of the neighboring regencies, especially with Sukoharjo Regency. The case suggests some matters related to the collaborative planning, especially some terms related to urban management, mediation style and process of collaborative planning in the case of cross-border region service in the city border area.

## **2. Research Method**

This article used results of the research on the cross-border water supply service by PDAM of Surakarta City into some border areas of the neighboring regencies, especially with Sukoharjo Regency. The research used an exploratory case study method, as the object was considered as a 'case', which is investigated completely, thoroughly and deeply with using various sources of data (Yin, 2009). While Creswell (2007) looked at the case study as a qualitative research strategy that aims to reveal the detailed and thorough review of the object studied. Because of the position of an important case, Stake (2005) looked at the case study research is not a method that should be chosen, but the most important is choosing the right object to be positioned as a case.

In this study, the type of case study research is the third type as described by Yin (2009), namely single embedded case study. The term of single means that the research uses one case. Meanwhile, the term of 'embedded' means that the research embed proposition determined by a literature study on the process of studied. Proposition used as a 'window' that 'framing' or 'stake' research on a particular focus, which is in accordance with the background and purpose of the study (Yin, 2009).

### 3. Cooperative Collaborative Planning in Cross-Border Public Service

Collaborative Planning is a practical approach of communicative planning theory, which emphasizes the process of building a consensus among the parties involved (Healey, 2006). Gray (1989) stated that collaborative action is a process of interaction between the parties who see a problem from different side, explore the differences between them, and find a solution together by consensus. Consensus itself is a public opinion adopted by all parties in a group after discussion and negotiation. Consensus building became a focus in the collaborative planning for not only to share information, ideas, ideas, potency, authority, and political power, to create innovative and creative action to develop solutions that are supported along.

To achieve consensus, collaborative planning actions can be organized into a continuum of collaboration. Selden, Sowa, and Sandfort (2002) and O'Leary and Vij (2012) calls the collaboration continuum consisting of five levels, that are the development of networking, the information-sharing activities; coordination, the information exchange activities to support the achievement of their goals respectively; cooperation, an exchange of information and sharing of resources, to achieve the same goal; collaboration, an exchange of information, build consensus to share resources and undertake joint activities to achieve a common goal; and integration, a complete merger activity in the implementation and institutional.

This article is demonstrated one of types of collaborative planning, that is cooperative collaborative planning. The collaborative planning aims to find a solution together by consensus where one party give more concerned to the others. In the interaction of city and neighboring regions in the urban area on the border of the city, the collaborative planning is more concerned to neighboring region interests rather than its own interests in developing consensus. The concept is taken from the argument of *Thomas (1976, 1992)* which states that in conflict management, there are two types of conflict actor perspectives that is assertive and cooperative. While the cooperative perspective pay more attention to the other, its opposite, the assertive perspective is selfish.

In the collaborative planning, which cooperative interaction tends to be performed by one of the parties is usually associated with the nature of the submissive party. Submissive is often associated with inferiority. Submissive nature is often defined as the opposite trait of assertive nature. Assertive nature is the nature of a firm, clear and often associated with snobbery. Cause party using a cooperative approach in interactions with others, is because they feel require or depend on other parties, so that the parties are very concerned about the support or assistance from others.

In the interaction between regions, carried out by a cooperative interaction region as the area was in need of support from neighboring regions to serve the community. In some conditions, such interactions by an area because of its potential lower than the potential of the neighboring regions, so that the area needs the support of neighboring regions which have a higher potential, through cross- border services.

Based on the opinion of Healey (1991) about the role of planners in the collaborative planning, cooperative interactions can be divided into two types, namely cooperative interaction- policy analysis, which is based on the analysis of cooperative interaction-policy and social reform, which is based on the planning of social reform. Healey (1991) stated that the role of planners in policy analysis is to use its ability to conduct policy analysis to determine policy. While social reform planners are planners who are concerned with the implementation of the basic ideas of planning, and the importance of providing services to the public.

Accordingly, the cooperative interaction-policy analysis is performed to implement the policies of the respective regions (Healey, 1991). This interaction is used by a local who considers that the border region is the back area (backyard area) are prone to conflict, because the neighboring areas have greater potential, so that the policy seeks to accommodate the neighboring regions. Therefore, the type of management that is applied in this interaction is the management of accommodation, which is managing the potential in the border areas with neighboring regions to accommodate the policy jointly exploit this potential.

Meanwhile, the interaction of social reform is the interaction that is intended to meet the needs and interests of the people living in the border region. This interaction may occur due to the policy of the local government concerned with meeting the needs of the community, by providing facilities and infrastructure to meet the needs of not only its own regional community, but also the neighboring areas. In other words, the government provides for the facilitation of cross-border services to meet the needs of the community. Thus, management of these interactions usually applied in the form of management compromise, because compromise of public services across the border into its territory.

### 4. General View of The Case

The research was conducted in the cross-border water supply service by PDAM of Surakarta City into some border areas of the neighboring regencies, especially with Sukoharjo Regency. Surakarta City and its neighboring regencies have a clear agreement to their border line and followed by inter-region cooperation in the utilization of border area resources to support cross-border infrastructure services, including the water supply service.

Recently, Surakarta City has urban areas have grown exceeded the territory of the city. Some of urban areas in the border areas of the city and its neighboring regencies have become integrated and often called Solo Raya Region. The regions include Kartasura, Solo Baru, Palur, and Baki Districts of the

Sukoharjo Regency; Colomadu District of Karanganyar Regency; and Ngemplak District of Boyolali Regency. This region is unique as with the wide only 44 km<sup>2</sup>, Surakarta City is surrounded by urban border areas which each areas have width approximately only half of the city width, but has been integrated and concentrated to the city. If calculated, Surakarta area along its border urban areas currently possess an area of approximately 150 km<sup>2</sup>, with a population of more than 1 million people.

PT. Pondok Solo Permai, a property developer, started developed the Solo Baru Residence of Sukoharjo Regency in the mid-1990s era, with the target costumers are workers of Surakarta City. The residence continues to grow, ranging from 200 ha to 250 ha. Beside of many medium and luxury housing, a variety of public facilities that are often found in large cities, such as Carrefour Supermarket and Pandawa Waterboom equip the residence. Pandawa Waterboom Recreation Park is the largest water recreation park in Central Java and Yogyakarta Provinces. Because of located directly adjacent to Surakarta City, although located in Sukoharjo Regency, the economic and social activities of the residence are more oriented to the Surakarta city. This means the residence has a strong attachment to the city. This had lead a discourse to merge the residence into the city. However, the discourse was rejected by the Local Government of Sukoharjo Regency.

The cross-border water supply service was started when some parts of border area of Sukoharjo Regency experienced urbanization caused by the influence of the urban development of Surakarta City in the late of 1990's. The urbanization has changed the land use of the area from rural areas into urban areas, in the form of new residential housing-even on a large scale, such as the Solo Baru Residence. The new residences are grown rapidly in oder to fulfill the increasing number housing needs, since the middle of 1990s. On the other hand, Surakarta City itself has faced limited land for new housing.

When grown into urban areas, the border areas of Sukoharjo Regency need urban services, including water supply service. However, PDAM of Sukoharjo Regency was not ready to provide water service. While waiting for the construction of water supply network of PDAM of Sukoharjo Regency, some parts of the border areas obtain water service from the water supply network of PDAM of Surakarta, which is adjacent to the areas.

The policy that allow PDAM of Surakarta City to give cross-border service to Sukoharjo Regency border area is a kind of reciprocal service, because most of water resources of the PDAM comes from several neighboring regions, such as the Cokro Tulung Spring of Klaten Regency and Plesungan Wells of Karanganyar Regency. In return, PDAM of Surakarta City provides cross-border services to neighboring border areas, which are the border areas in the Kartosura District and Solo Baru Residence of Sukoharjo Regency; Tulung District of Klaten Regency; and Colomadu District of Karanganyar Regency.

Meanwhile, PDAM of Surakarta City itself has not been able to fulfill the needs of the entire population of the city. This a paradox, because the service capacity of the company in 2010 is 822.57 litre/second, to serve 55,338 household connections, that is about 57.29 % of the total households of the city. While the leakage rate is more than 39% of the capacity. Nevertheless, the company can still provide cross-border water supply service to some of the neighboring border areas.

For more details, look at the following diagram of region interaction and cross-border water supply service of PDAM of Surakarta City to neighboring regencies:

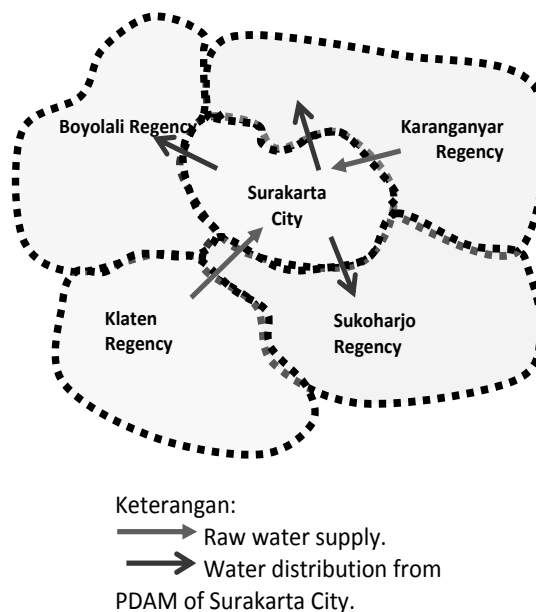


Figure 1. Diagram Of The Region Interaction In The Cross-Border Water Supply Service Of PDAM Of Surakarta City To Neighboring Regencies.

Over time, urban area activities in the border areas of Surakarta City and Sukoharjo Regency have grown to be an integrated. In other words, the Sukoharjo Regency border area have grown as the extended area of the urban area of Surakarta City. As urban activities in the area have become a single entity, the border line markers in the area are hard to see. Border markers that can only be seen are the entrance gate on the streets. Nonetheless, as the urban areas are still administratively divided into two regional administrative area, the facilities and infrastructure, particularly water services remain serviced by public water utilities of each region.

Recently, the border areas of Sukoharjo Regency, particularly in Kartasura District has been served especially by the branch of the PDAM Tirta Makmur, PDAM of Sukoharjo Regency. PDAM of Kartasura City has established in order to meet the increasing needs of water services in Kartasura which has grown as a city. Kartasura City has grown rapidly due to the influences of development of Surakarta City. At first, the establishment of the branch is intended to reduce the area of water supply serviced by PDAM of Surakarta. However, it is not entirely successful, as some areas in the Kartasura border areas, such as Ivory Permai Housing in Grogol District has still been recently serviced by PDAM of Surakarta. Besides, PDAM of Sukoharjo Regency has been able to provide water service to its border area with Surakarta City, some other border areas, such as the Gading Permai Housing and the Village of Makamhaji still serviced by PDAM of Surakarta City. Thus, on those border areas have been served by two PDAMs of two different regions.

What's interesting about this case is that the cross-border water supply serviced by PDAM of Surakarta City can still continue in some border areas of Sukoharjo Regency, although PDAM of Sukoharjo Regency is able to replace the service. Meanwhile, PDAM of Surakarta can relinquish its distribution network to neighboring border areas, and even still plans to develop more broadly in the other neighboring border area. Meantime, the specific cooperation between the City Government of Surakarta and the Regency Government of Sukoharjo in cross-border water supply service has not been formally established. The cooperation in the service is only done through direct institutional cooperation, between PDAM of Surakarta City and PDAM of Sukoharjo Regency.

Actually, Surakarta City cooperation with neighboring regencies has been carried out through a Joint Decision Decree among the Mayor of Surakarta Mayor and the Regents of Boyolali, Sukoharjo, Karanganyar, Klaten, and Sragen, number: 10/2001, 590/398/2001, 42/2001, 389/2001, 5/2001, 54.a/2001, 590/1414/2001, dated October 30, 2001; which has been refurbished with the Decree Number: 11.D/2006, 7847/2006, 36/2006, 26/2006, 8/2006, 26.a/2006; 1/2006, dated October 30, 2006, titled Inter-Region cooperation Subosukawonosraten (Surakarta, Boyolali, Sukoharjo, Karanganyar, Wonogiri, Sragen and Klaten). The decree aiming to develop an integrated cross-border public service, has open a wide range of potential arenas to improve the service and welfare of all people on the regions. But, there is no specific agreement on cooperation in cross-border water supply service.

The absence of a mutual agreement in the cross-border water supply service causes the existing services are in the risk of conflict. The conflict may be occurred like in the conflict of cross-border water resource between Surakarta City and Klaten Regency in the use of Cokro Tulung Spring of Klaten. The Conflict occurs because of the differences of opinion about the type of spring. According to the City Government of Surakarta, the spring is a surface water resource, whereas according to the Regency Government of Klaten, the spring is a deep water resource. The difference perspective can greatly affect the amount of compensation that should be paid by the City Government of Surakarta to the Regency Government of Klaten. Recently, the amount of raw water from the spring reaches more than 40% of the total raw water of PDAM of Surakarta. At the time, the conflict is still ongoing and is being requested for the involvement of a third party, that is the Central Java Provincial Government to address.

## **5. Collaborative Planning Analysis**

The parties involved in the collaborative planning in the case of cross-border water supply service are PDAM of Surakarta City and PDAM of Sukoharjo Regency, housing developers and the households living in the areas. There is no local government policy makers involved, from neither the City Government of Surakarta nor the Regency Government of Sukoharjo. Therefore, the collaborative planning between the agencies is a practical policy, that is a cooperation for implement the service technically.

When viewed from the urban management, the position of the collaborative planning is in the middle management, that is the interaction between local institutions, in this case, are PDAM of Surakarta City and PDAM of Sukoharjo Regency. The nature of the interaction management is technically implement the policies established by the local governments, to fulfill cross-border water supply service. Thus this collaborative planning does not aim to build local policy consensus.

In the collaborative planning, PDAM of Sukoharjo Regency have a role to plan and control the water supply service across to their border areas. To carry out the role, PDAM of Sukoharjo Regency has a function to give a letter of recommendation to any household, group of community, organization or company who want to instal water supply service from the pipe network of PDAM of Surakarta City.

Meanwhile, the cross-border water supply service that occur in developer-built housing, the collaborative planning is between the developer with PDAM of Surakarta City. At the time of going to build, the developer company of Gading Permai Housing had submitted an application to PDAM of Sukoharjo Regency to provide water connections for their housing. Because PDAM of Sukoharjo Regency does not have a pipeline network that can be connected to the housing, the PDAM issued a letter of

recommendation to ask PDAM of Surakarta City to provide an installation of water connection to the housing.

Having regard to the letter of recommendation and consider their available capacity, PDAM of Surakarta City expressed readiness to perform the installation of the service connection, PDAM of Surakarta City pre-planning activities such as the analysis of condition of the area if there is sufficient pressure; the distance analysis of its location to the existing main pipeline network, and the analysis of the condition of pipeline and other infrastructure, especially roads. Based on the analysis results, PDAM of Surakarta City establish the connection to the housing pipeline network. The provision of piping network inside the housing areas is the responsibility of the developer. The responsible of PDAM of Surakarta City is only in providing the major pipeline network to connect them to the main pipeline network of housing, and water flow measuring devices for each household. The all installation costs are charged to the developer. Once the network connection was fulfilled, the operation and maintenance has performed by PDAM of Surakarta City.

Therefore, the role of PDAM of Surakarta in the collaborative planning between the regions is to provide cross-border water supply service, based on its capabilities. As explained before, the service is given as a reciprocal assistance provided by neighboring regencies in the provision of raw water resources for the company. In addition, the reason for the provision of these services is due to a business reason, which can provide economic benefits to PDAM of Surakarta City by leveraging the service capacity is still available. While the function is performed PDAM of Surakarta City to plan, build a network, connect the network to their network, operationalize and maintain a connected network. Then, PDAM of Surakarta City collects the water retribution from their customers and report it to PDAM of Sukoharjo Regency.

Meanwhile, prospective customers in the border area of neighboring regions of Surakarta City act as water network users. They use the network because of the inability of the PDAM of Sukoharjo Regency to provide water supply service. Meanwhile, the border area have grown into an extended urban area development of Surakarta. For such urban areas, the water supply that is common in urban areas, which are managed in an integrated network through the management agency provided by the local government. To obtain the services of water supply, they have to ask for permission, in the form of a letter of recommendation from their local government, particularly through PDAM of Sukoharjo Regency.

The type of interaction can be determined from the analysis of the role and functions of the parties involved in the collaborative planning. Based on the summarized characteristics of the service, that is PDAM of Surakarta City provide water supply service to the border area in neighboring regions, with the permission of the competent institution of the neighboring regencies, it can be concluded that the planning is cooperative collaborative planning. As already explained, the collaborative planning in this case is performed in a cooperative interaction undertaken by a region which gave permission to the neighboring regions to provide cross-border service into the border areas in its territory. Permission is granted because the region has not been able to provide the service.

According to Thomas (1976, 1992), cooperative interactions occur because one of the parties accommodates the wishes or permit others to exploit its potential. In general, this can happen because the party giving such permission border area as the backyard area which requires the other party supports. In the case of cross-border water supply service in the urban border area of Surakarta City and Sukoharjo Regency, parties who provide services are PDAM of Surakarta City. While PDAM of Sukoharjo Regency permits PDAM of Surakarta City to meet the needs of households in the border area of the regency. Besides, some other neighboring regencies, such as Karanganyar and Klaten also do the same policy.

By observing the procedure of cross-border water supply service, it can be formulated that the interaction is cooperative interaction that is bureaucracy. This is because the procedure that must be done is bureaucratic, in the form of prospective customers that must perform a series of administrative licensing activities between PDAM of Surakarta City and PDAM of Sukoharjo Regency, to have water supply service. As explained before, the interaction of the bureaucracy is done by following the interaction of bureaucratic procedures.

Nevertheless, the bureaucratic interaction in cross-border water supply service in the border area and neighboring regencies Surakarta, is not entire policy of the local governments, because it is only performed between technical institutional, that is between PDAM of Surakarta City with PDAM of Sukoharjo Regency. The local governments, particularly the Mayor of Surakarta City and the Regent of Sukoharjo Regency do not actively involved in the interaction. In other words, the interaction is not based on a specific umbrella of cooperation among the local governments. In fact, there is a inter-region cooperation agreed by the heads of the regions consisting of the Mayor of Surakarta, and the Regents of Boyolali, Sukoharjo, Karanganyar, Klaten and Sragen on the Inter-Region cooperation Subosukawonosraten (Surakarta, Boyolali, Sukoharjo, Karanganyar, Wonogiri, Sragen and Klaten). The cooperation aims to organize joint development, public services and to maintain the unity and integrity and to develop a range of potential areas in order to improve the service and welfare of the people. But because of a general nature, the agreement has not been specifically describes cross-border water supply service.

Meanwhile, based on the characteristics of urban management, PDAM of Sukoharjo Regency use accomodating management, due to the desire to accommodate PDAM of Surakarta City to provide water service to the residents of the border areas in the region Sukoharjo. According to Thomas (1976, 1992), accomodating management is management that allows the involvement of other parties in the utilization of the resources located within their own party. Accomodating management occur due to self-consciousness

that capacity has not been able to exploit its resources. In this case, because it was not able to provide water service to its border area, PDAM of Sukoharjo Regency allow PDAM of Surakarta City to provide water service in the area.

If the terms of the characteristics of mediation management, there is no third party as a mediator that bridged the interaction inter-regional interaction in the case of cross-border water supply service area. PDAM of Surakarta City and PDAM of Sukoharjo Regency do the interaction directly. Actually, in this interaction, both PDAMs could take advantage of the presence of Joint Secretary of Subosukowonosraten. The Joint Secretariat was established in order to run a mutual agreement made by the local heads of Surakarta City and neighboring regions. At this time, the existence of the Joint Secretariat has not been optimized as a mediator for bridging the interaction between regions, particularly in the handling of the conflict. It can be seen from PDAM of Surakarta City demand more like asking for help of the Central Java Provincial Government, rather than asking for the help of the Joint Secretariat, to resolve the conflict with the PDAM Klaten Regency in the utilization of the Cokro Tulung Spring in Klaten.

## **6. Conclusion**

The case of the collaborative planning of the cross-border water supply service conducted by PDAM of Surakarta City into several areas in the border area of Sukoharjo Regency, starting from the inability of PDAM of Sukoharjo Regency to provide water services in its border area. Meanwhile, as it has grown to be an urban area, the border area needs a water supply service. To overcome the problems, PDAM of Sukoharjo Regency has permitted PDAM of Surakarta City to serve its border area. PDAM of Surakarta city has able to give the service, because it has the capacity to do.

Based on the background of the collaborative planning between the regions in this case, it can be noted that the neighboring regions around Surakarta City who receive cross-border area from PDAM of Surakarta City, regard that the border as a backyard area, as they allow Surakarta City provide service to their urban border areas. As is the case in general, the reason these areas have such a perspective, is their inability to provide services to the community. Meanwhile, PDAM of Surakarta City look at the border area as a frontier area, because it has a potency for extending their service areas

Based on the analysis of policies to reconcile the policy of each region, collaborative planning process in this case is undertaken by the respective policies of PDAM of Surakarta City and PDAM of Sukoharjo Regency. The process should be carried out based on inter-region cooperation policies managed by the Inter-Region Cooperation Subosukowonosraten. While the implementation of the plan is determined by the people who need cross-border water supply service by PDAM of Surakarta City. Planning control is exercised through a 3-month regular meetings between PDAM of Surakarta City with PDAM of Sukoharjo Regency.

Based on the nature of its management, inter-regional collaborative planning of this case using accomodation management. This is because management of the urban border areas aiming to accommodate the cross-border agency interaction. PDAM of Sukoharjo Regency inability to serve the people accommodated through the provision of cross-border water by PDAM of Surakarta City. And vice versa, PDAM of Surakarta City desire to develop cross-border services as a manifestation of the desire to perform reciprocal because the use of water resources of the neighboring regencies, fulfilled with providing services in the border area to Sukoharjo Regency.

Meanwhile, in terms of management mediation, the case of the interaction between the regions does not use mediation. In other words, the collaborative planning of the case has been conducted directly. The direct interaction are undertaken by varied parties, which are PDAM of the adjacent regions, and people living in the border areas. Actually, the community runs a process that involves the interaction of the local government institutions in order to obtain water service from PDAM of Surakarta City.

Even so, the mediator is needed to anticipate when problems occur, such as the problems between PDAM of Surakarta City with PDAM of Klaten Regency on the utilization of the Cokro Tulung Spring by PDAM of Surakarta City. The problems are caused by a difference of perception about the type of water source. While looking at PDAM of Surakarta City the water source is surface water, PDAM of Klaten Regency regard that the water source is a deep water resource. This difference affects the amount of water charges to be paid by PDAM of Surakarta City. To resolve this problem, PDAM of Surakarta City Central Java Provincial Government asked to be a mediator to solve it. Until the results of this study was written, the issue has not been completed.

Based on the results of the analysis, it can be concluded that the collaborative planning of the cross-border water supply service in the border area of Surakarta City and Sukoharjo Regency is used a cooperative-accommodation approach. The cooperative approach is used to accommodate the cross-border water service as a reciprocal service using bureaucratic planning and undertaken directly, without mediators. In general, such an approach is in accordance with the conditions desired by the regions that are interact, which one of the region need supporting services from another to meet the needs of their communities, and other region fulfill the region need; which its planning and implementation has been agreed and does not violate the autonomy of each region, and the interaction is done directly between the concerned agencies.

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