

CHAPTER I

INTRODUCTION

A. Background

Indonesia is one of the country in Southeast Asia with strategic location. Because of the existence of Indonesia as one of the biggest island country located in Southeast Asia, it give big opportunity for Indonesia to organize International cooperation mainly with developed country in the world. For the example, relation between Indonesia and Japan, Indonesia and South Korea, Indonesia and United States, Indonesia and China, etc. In this Globalization era with high technology, the society connected around the world. Globalization is the closer unification among countries and societies in the world caused by great reductions in transportation and communication costs and break down artificial barriers to the flow of goods, services, capital, knowledge and (in small quantities) people in border area. (Rumenang, 2008)

Decentralization can be a powerful way to create and manage a system of governance that supports national competitiveness and promotes equitable development among regions. (Mulyo, 2015) Region have opportunity to promote commerce, investment and various potential cooperation with other parties beyond jurisdiction of the state. (Damayanti, 2012)

Sister city/province refers to a partnership between two cities or towns with the aim of cultural and economic exchange. Most partnerships connect cities in different countries, however also intra-country city partnerships exist.

(Kaltenbrunner, Aragon, Laniado, & Volkovich, 2013) Sister Province between Yogyakarta and Kyoto started because of the cooperation between Indonesia and Japan in cultural exchange. Diplomatic relations between Indonesia and Japan started in April, 1958 based on Peace Agreement between Indonesia and Japan. Since the relation between two countries goes well, it develop into Strategic Partnership and then followed with the agreement of The Strategic Partnership for Peaceful and Prosperous Future in 2006 and Indonesia – Japan Economic Partnership Agreement (IJEPA) in 2007. (Kedutaan Besar Republik Indonesia Di Tokyo, Jepang) In that year, Indonesia and Japan also started bilateral cooperation in various sector such as politics, economic, culture, transportation, education and etc.

After the bilateral cooperation between Indonesia and Japan started, Japan established the Japan Foundation in 1972 as the legal agency in order to promote the cultural exchange activity between Japan and the other country in the world to promote Japan itself. The basis of Japan Foundation is the special decree regulate by Diet (Japan Parliament) in conducting International Relations. The Japan Foundation centered in Tokyo and Kyoto as the branch office, two Japanese Language Institute (in Urawa ad Kansai). The Japan Foundation already have 23 office in 21 country in the world, including Indonesia that located in Jakarta. However, since October 1, 2003 The Japan Foundation transformed into Independent Administrative Institution under the license of Japan Ministry of Foreign Affairs based on Independent Administrative Institution Japan Foundation Law. (Nugraha, 2017)

In the beginning, the the purpose of the Japan Foundation is cultural exchange but it expand it focus into 4 activities area, which are : cultural exchange, Japanese Language Training, intellectual exchange and Japanese study development, and information gathering and provision to support international activities. (Nugraha, 2017)

The Japan Foundation give good impact for Japan itself and Indonesia as well. It could be seen by the Japan Foundation event held in three cities such as Jakarta, Yogyakarta and Bandung. The reason why selecting those city is because they already have cooperation which is Sister Province focused on culture. (Nugraha, 2017)

Sister province between Yogyakarta and Kyoto are the cooperation on cultural, education and technology, tourism, industry and the other sector that approved by two parties. Special Region of Yogyakarta is located in Java Island and renowned as the center of education, classical Javanese fine art and culture as batik that recognized as World Cultural Heritage by United Nations, ballet, drama, music, poetry, and puppet shows. While Kyoto renowned with Nashijin traditional woven fabric, drama, classical music and Japanese dance. It is interesting because the type of the culture between the two cities quite similar. This cooperation become stronger because of the forming of the League of Historical Cities (LHC) which is Yogyakarta is one of the member of this League. The purpose in forming this League is to contribute the realization of eternal world peace for the future; an organization which will deepen the mutual understanding by transcending national boundaries and building on the common foundation of historical cities to

strengthen affiliations among members. The aim of this League is to establish a forum in order to discuss many issues such as government, citizens' lifestyle and etc also to contribute the further development for every members. (The League of Historical Cities)

Even though Yogyakarta, Indonesia establish sister province cooperation with Kyoto, Japan in cultural sector but Japan faced many challenges in cultural exchange with Yogyakarta because the society really appreciate their own culture. It is because of the role of Yogyakarta Palace that influence the society to conserve Yogyakarta culture. The society believe that if they conserve the culture it means they loyal to their leader which is Sultan. The relation between the society and Sultan show by the art, ritual, and custom ceremony in Yogyakarta. It effected the Japanese culture hard to acculturate in Yogyakarta. (Nugraha, 2017)

B. Research Question

Based on the background above, the research question of this study will be:

1. How is the implementation of Sister Province cooperation between Yogyakarta and Kyoto on cultural sector ?
2. What is the work program in Sister Province cooperation between Yogyakarta and Kyoto ?

C. Objective and Benefit of Research

1. Objective of Research

This research aims to to understand about Sister Province cooperation between Yogyakarta and Kyoto on cultural sector and this

research also can be the reference of Yogyakarta Government to improve the performance of Sister Province Cooperation in the future.

2. Benefit of Research

This study is expected to bring benefits to the basic understanding of Sister Province Cooperation between Yogyakarta and Kyoto on cultural sector. Finding of the study are hoped to be generalized as a references of Sister Province Cooperation between Yogyakarta and Kyoto on cultural sector. Based on the objective of the study, the benefits expected from this study are :

a. Theoretical Benefit

Concerning collaborative governance theory and International Cooperation Theory, this study expected to first, add basic reference material for the study of government science, especially regarding to Sister Province Cooperation between Yogyakarta and Kyoto on cultural sector. Second, as references for the government of Yogyakarta to develop their performance in Sister Province cooperation with Kyoto on cultural sector so that they could increase the benefits from this cooperation.

b. Practical Benefit

This study also expected to bring some practical benefits for the better execution of Sister Province Cooperation between Yogyakarta and Kyoto on cultural sector, the findings of this study is to know more

about Sister Province Cooperation between Yogyakarta and Kyoto on cultural sector.

D. Literature Review

1. (Nugraha, 2017). This article aims to determine the effort of the Japan Foundation in the bilateral relations between Indonesia and Japan in the field of culture as an independent institution to support Japanese image after World War II. The result showed that the Japan Foundation have a short and long term program, it called Program Guidelines the Japan Foundation. The programs including cultural, linguistic, information and technology. Each of these programs has a special program in every city in Indonesia. Jakarta focuses on contemporary cultural and enterteneur. Yogyakarta focuses on classical cultural programs such as theaterical, dance and music. For last, Bandung focuses on cultural programs and linguistic by involving the Universities as a pillar in establish the cooperation.
2. (Shaw, 2002). Sister City/ Province partnerships have existed for over 200 years. The goal of Sister City/ Province partnerships is to bring people together to foster mutual understanding, and to develop mutual benefits through the sharing of knowledge and new opportunities. A review of literature depicts that a number of factors entice the existance of sister city/ province partnerships such as educational services,political action and cultural recreation. However, scant attention has been placed on the role cultural recreation plays in the

existence of sister city/ province partnerships between the former city of Scarborough, Canada and Sagamihara, Japan. It is argued that cultural recreation is an important part of this sister city/province partnership as it is prevalent in the educational services and political action pursuits that govern the existence of the alliance of these two cities.

3. (Paulo, 2014). Any credible claim to implement an agenda for global development – such as currently discussed in the post 2015 process will require integrating the broader framework of international cooperation into this effort. A wide, but vague consensus that global framework conditions matter for development has already existed in past development debates. However, good resolutions such as MDG 8 (Millennium Development Goal: Develop a global partnership for development) for a global partnership have shown insufficient progress in practice. This paper reviews key aspects of the relationship between international cooperation and development at a conceptual level. Drawing on a distinction between domestic and global public goods as enablers and goals of development, the first is illustrated the role of international cooperation and its interdependence with domestic action. The framework identifies contact points in the relationship between global and domestic action and goals with the categories of provision, support, access and preservation. The second part is review key concepts of patterns of international cooperation

that represent the elements of the global governance framework to which a broadening development agenda needs to link up more strongly.

E. Theoretical Framework

In order to understand about Sister Province between Yogyakarta and Kyoto on cultural sector, this research will use the theory of Policy Implementation and Sister City/ Province Concept.

1. Policy Implementation Theory

a. Definition of Public Policy

According to Clarke E. Cochran et al. (Dunn W. N., 2015), the term public policy always refers to the actions of government and the intentions that determine those actions. And Clarke E. Cochran et al. also define public policy is the outcome of the struggle in government over who gets what.

Then, according to Thomas Dye (Dunn W. N., 2015), public policy is whatever governments choose to do or not to do.

Then, according to Charles L. Cochran and Eloise F. Malone (Dunn W. N., 2015), public policy consist of political decision for implementing programs to achieve societal goals.

According to B. Guy Peter (Dunn W. N., 2015), stated most simply, public policy is the sum of government activities, whether acting directly or through agents, as it has an influence on the life of citizens.

And according to William N Dunn, public policy is complex patterns of dependence from interdependent choices. Including the decision to act, created by government agencies or government office. (Dunn, 2003) Dunn stated that, there are 5 (five) process in policy-making, which are :

1. Agenda setting
2. Policy Formulation
3. Policy adoption
4. Policy implementation
5. Evaluation

b. Policy Implementation

According to Mazmanian and Sabatier (Mazmanian, 2002), implementation is the carrying out of a basic policy decision, usually incorporated in a statute but which can also take the form of important execute orders or court decisions. Ideally, that decision identifies the problem(s) to be addressed, stipulates the objective(s) to be pursued, and in a variety of ways, structures the implementation process. The process normally runs through a number of stages beginning with the passage of the basic statute, followed by the policy outputs (decisions) of the implementing agencies, the compliance of target groups with those decisions, the actual impacts – both intended and unintended – of those outputs, the perceived impacts of agency decisions, and finally, important revisions(or attempted revisions) in the basic statute.

While, John (John, 2002) calls implementation as the stage in the policy process concerned with turning policy intentions into action. O'Toole (O'Toole, 2002) defines policy implementation as what develops between the establishment of an apparent intention on the part of government to do something, or stop doing something, and the ultimate impact in the world of action. Earlier and even more concisely, he remarked that policy implementation refers to the connection between the expression of governmental intention and actual results. (O'Toole L. J., 2002)

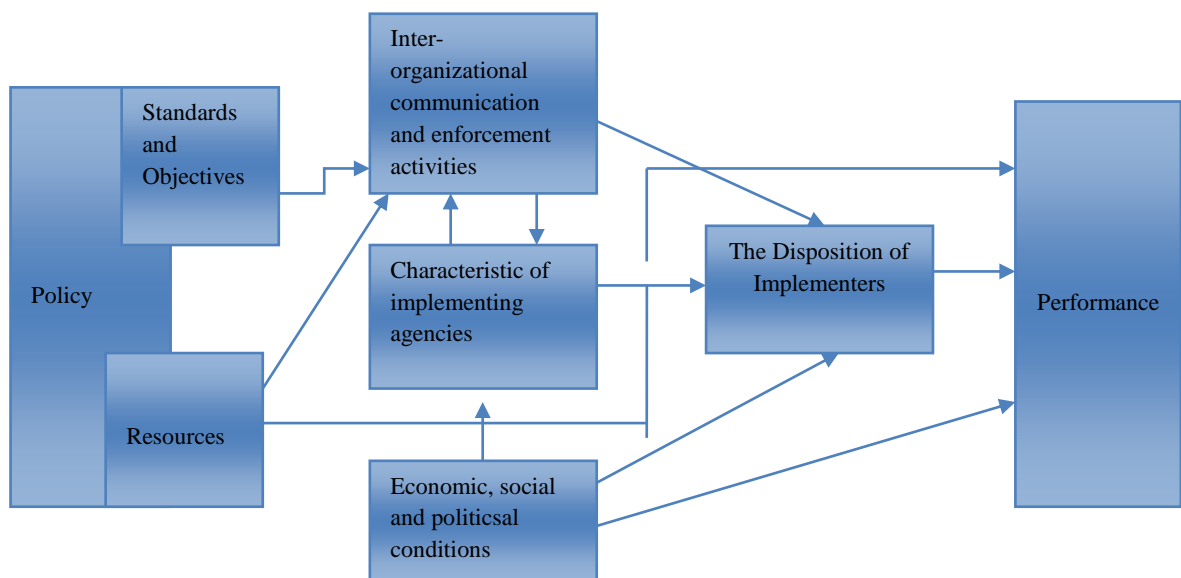
In order to understand about policy implementation process, researcher will use a model of policy-implementation process from Donald Van Meter and Carl Van Horn. Van Meter and Van Horn (Van Meter, 2002) go to suggest a model in which six variables are linked dynamically to the production of an outcome 'performance'. The model is set out in Figure 1.1 below. The six variables identified in Figure 1.1 are (Van Meter, The policy implementation process: A conceptual framework, 2002):

- Policy standards and objectives, which 'elaborate on the overall goals of the policy decision ... to provide concrete and more specific standards for assessing performance';
- The resources and incentives made available;
- The quality or inter-organizational relationships;

- The characteristics of the implementation agencies, including issues like organizational control but also, going back surely to interorganizational issues, the agency's formal and informal linkages with the "policy making" or "Policy – enforcing" body';
- The economic, social and political environment; and
- The 'disposition' or 'response' of the implementers, involving three elements: 'their cognition (comprehension, understanding) of the policy, the direction of their response to it (acceptance, neutrality, rejection) and intensity of that response';

A model of Policy Implementation Process (Donald Van Metter and Carl Van Horn).

Figure 1.1



Source: (Van Meter, *The policy implementation process: A conceptual framework*, 2002)

2. Sister City/Province Concept

Sister city refers to a partnership between two cities or towns with the aim of cultural and economic exchange. Most partnerships connect cities in different countries, however also intra-country city partnerships exist. (Kaltenbrunner, Aragon, Laniado, & Volkovich, 2013)

Sister city/province is the cooperation undertaken between municipality government or region level II, administratif government with the same level government in other country. (Jatmika, 2001)

Sister City/Province increasingly evolved in Indonesia since Ministry of Foreign Affairs create circular letter about the regulation of international cooperation regarding to The regulation of the Minister of Internal Affairs Number 193/1652/PUOD/1993, about cooperation and foreign technical support. There are several things to considered, which are (Jatmika, 2001) :

1. Every cooperation deals that directly offered to local government is an obligation to report to Ministry of Internal Affairs for approval after get the consideration from State Intelligence Agency, Department of Defense and Security of the Republic of Indonesia, Ministry of Foreign Affairs, Secretariat of the Cabinet.
2. Regarding to the implementation of international cooperation conducted by the local government or have part in rebudget revenue and spending areas (APBD) after have an approval

from Minister of Internal Affairs, must be supported by Parliament proven by Letter of decree.

3. Regarding to the cooperation that conducted by local government level II, the support from Parliament level II need to undersigned by the Governor then submitted to Ministry of Internal Affairs.
4. Generally, Parliament policy define that the cooperation is manifested by “partnership sister cities” including socio-culture and etc in order to support the development. As for the details, it will have further arrangement after the negotiation between two cities.
5. The Ministry of Internal Affairs will contact the Embassy of Indonesia in the foreign country to obtain the right information regarding the activity that possibly done to cooperate. Also have a contact with that city through the its Embassy in Indonesia is necessary.
6. The first gathering done by the government from the two cities in order to arrange the MOU. Before it was signed, the script and the program activity is submitted to Cabinet Secretariat of Indonesia to get consideration and approval.
7. After signing the MOU, the approved program activities begin.
8. According to the Regulation of of the Minister of Internal Affairs Number 193/1652/PUOD/1993 regarding cooperation

and international supports; the local government that conduct the cooperation have obligation to submit the report to The Ministry of Internal Affairs periodically.

According to Official Letter of Ministry of Internal Affairs Number : 193/1652/PUOD/1993 in April 26, 1993, International Cooperation (Sister City / Sister Province) must based on several characteristic, which are :

- a. There is similarity/equality of the position and status of administration
- b. There is similarity of dimention/area and function
- c. There is similarity of characteristic
- d. There is similarity issues
- e. There is science and technology that can be redirected
- f. There is complementary condition between two parties in economic, trade and other sectors. So that, it could encourage the flow of goods and services, official and business visit exchange and other missions between two countries.

F. Conceptual Definition

Definition that support the terms used in this research are as follows :

1. Sister city/province refers to a partnership between two cities or towns or provice with the aim of cultural and economic exchange. Most partnerships connect cities in different countries, however

also intra-country city partnerships exist. (Kaltenbrunner, Aragon, Laniado, & Volkovich, 2013)

2. Implementation is putting an innovation into practice in such a way that it meets the necessary standards to achieve the innovation's desired outcomes (Meyers, 2012)

G. Operational Definition

The research indicators are :

1. Policy Standarts and objective
2. Resources
3. Inter-organizational Communication and Enforcement activities
4. Characteristic of implementing agent
5. Economic, Social, and Political environment
6. Disposition

H. Research Methods

1. Types of Research

This research uses qualitative research methods to collect data and information. Qualitative research is concerned with qualitative phenomenon. This types of research aims at discovering the underlying motives and desires, using in depth interviews for the purpose. Qualitative research is specially important in the behavioural sciences where the aims to discover the underlying motives of human behaviour. Through such research we can analyse the various factors which motivate people

to behave in a particular manner or which make people like or dislike a particular thing. (Kothari, 2004)

2. Research Location

This research is located in Yogyakarta with the case on Sister Province cooperation between Yogyakarta and Kyoto in cultural sector. The reason why researcher choose the location in Special Region of Yogyakarta because there are several interesting things in Sister Province cooperation between Yogyakarta and Kyoto in cultural sector and the researcher wants to find out more about this cooperation.

3. Unit Analysis

In this research, researcher will obtain the information or data sources from Cooperation Agency and Capital Investment DIY and Cultural Agency DIY.

I. Data Collection Technique

1. Interview

Interview is a tool to collect data directly through a direct question and answer. This research will use in-depth interview to get details information about the implementation of Sister Province cooperation between Yogyakarta and Kyoto in cultural sector and the factor that influence the implementation of Sister Province cooperation between Yogyakarta and Kyoto in cultural sector.

. An interview for this research is an open question, with the kind of interview that is triangulated. Where, data sources, researcher will conducted interviews and comparing the result of interviews with data that has beenn owned by the researcher. So that, researcher is able to analyze the phenomena that occur more widely. The result of interview is expected to be more accurate and detail about the problems of this research.

The interviewees are :

1. International Cooperation Division, Cooperation Agency and Capital Investment DIY.
2. Planning Division, Cultural Agency DIY.

2. Documentation

Documentation is a data collection technique through books, archieves, journals, articles, newspapers and all information relating to this research. A qualitative research method is the main technique of data collection for the hypothesis will be answered rationally through pespective, the theory and regulation. In addition, the researcher will collect data through the official website of Cooperation Agency and Capital Investment DIY, Cultural Agency Official Website, Kyoto Travel Guide, Japan National Tourism Organization, etc about the general information of two cities, information in cultural sector from two

cities and activities conducted from Sister Province cooperation between Yogyakarta and Kyoto on cultural sector.

J. Data Classification

In this research, researcher will use primary and secondary data to collect the data. Primary data is where the data is where the data is taken through the process of in-depth interviews, such as the interview with International Cooperation Division, Cooperation Agency and Capital Investment DIY. Secondary data is collected through various sources such as books, journals, articles, documents, etc.

K. Data Analysis Technique

The process of data analysis in this research is include collecting data, analyzing data, interpreting data, and ends with conclusion refers to analyzing the data, first, classifying the data to determine the critical data related to research on Sister City cooperation between Yogyakarta and Kyoto in cultural sector. Second, researcher reduces and classified the data that is still in need or is not required. Third, researcher interprets the data that has been selected to be used as material in this research. Fourth, researcher used triangulation techniques to check the validity of the data. Where, triangulation which utilizes other data to be used as a comparison the interview result with the object of research. Fifth, researcher determines the conclusion of the research.

L. The Systematic of Writing

The systematic of writing and an understanding, the researcher make a systematic writing as follows :

CHAPTER I, Introduction, consist of: background, research question, objectives and benefit of the research, theoretical framework, literature review, definition concept, operational definition, type of research, research location, data collection technique, data classification, data analysis technique.

CHAPTER II, Overview about Special Region of Yogyakarta and Kyoto Prefecture, consist of : overview of Special Region of Yogyakarta and The Prefecture of Kyoto, including the history, the government, geographical condition, demographics, economy, culture.

CHAPTER III, The Implementation of Sister City Cooperation between Yogyakarta and Kyoto on cultural sector, consist of : the explanation about the implementation of cooperation conducted by two parties, also the factor that influence the implementation of Sister City cooperation between Yogyakarta and Kyoto in cultural sector.

CHAPTER IV, CONCLUSION, consist of : the conclusion of the research and recommendation.