



Paradiplomacy of Semarang City (Indonesia) and Jung Gu City (South Korea) in 2016–2021: Evaluation Study of Sister City Cooperation

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Abstract. Foreign relations carried out by local governments or ‘sub-states’ in the science of international relations are referred to as paradiplomacy. Law Number 32 of 2004 concerning Regional Government opens up opportunities as actors in foreign relations. This study aims to analyze the effectiveness of sister city cooperation between the city of Semarang, Indonesia and the city of Jung Gu, South Korea. The Semarang City Government of Central Java Province has taken advantage of this opportunity by collaborating with the South Korean Jung Gu city government. Cooperation between the Semarang City Government and city governments from other countries is important to study because this is a new phenomenon in foreign relations. The research method used is a qualitative descriptive study with documentation studies of relevant sources. The results of the study show that the implementation of Sister City cooperation in urban planning is in accordance with the legal basis for Sister City cooperation. An evaluation study is needed to determine the efficiency and effectiveness of this policy.

Keywords: Paradiplomacy · Foreign Relations · Sister City · Effectiveness of Sister City Cooperation

1 Introduction

At the beginning of the development of the study of international relations, the pattern of interaction that occurred was in the form of diplomacy and cooperation that were high politics in nature which only involved state actors and the main issues surrounding national defense and security [1]. However, along with the development of the dynamics of international relations, the actors involved and issues that are of concern to the world also develop. The current study of international relations is not only high politics but also low politics. In addition, issues of concern in international relations also develop, ranging from economic issues, community welfare, poverty, culture, gender, and the environment. In relations between countries themselves, the communication medium used for negotiations is diplomacy. Djelantik in his book states that diplomacy is the implementation of a country’s national interest which is conveyed in the country’s foreign policy [2]. Persuasively, diplomacy aims to change the attitude or behavior of the opponent [3].

In the context of international relations, diplomacy is used by a country to change the attitude of other countries according to their wishes. Thus, diplomacy can be regarded as a way of negotiating to reach a profitable agreement. Diplomacy can be said to be successful or unsuccessful depending on the management of international relations carried out by representatives of a country in other countries who are also called diplomats [4]. Diplomacy has several forms such as bilateral diplomacy, multilateral diplomacy, preventive diplomacy, public diplomacy and economic and trade diplomacy [5, 6]. Where these forms of diplomacy are used to explain various issues and phenomena in relations between countries that occur. Actors involved in a cooperation agreement or diplomacy currently do not only involve the state, but also involve new actors such as NGOs, MNCs, local governments, and even individuals [7, 8].

The emergence of new actors such as local government provides a new color in modern international relations. Foreign relations carried out by local governments or 'sub-states' in the science of international relations are referred to as paradiplomacy. The term paradiplomacy comes from the word 'parallel diplomacy' which was developed into 'paradiplomacy'.

Paradiplomacy is interpreted as a way or rather a foreign policy of the regional government of a country. Like diplomacy, paradiplomacy also has two tendencies in international relations, namely cooperative or conflictual. In the current era, paradiplomacy has become a point of change in international relations by utilizing local governments in achieving the national interests of a country [9]. With the development of international cooperation, sub-national actors such as local governments can establish diplomatic relations through paradiplomacy [10].

The concept of this para-diplomacy relationship refers to a model of cooperation that is oriented towards goals such as economy, politics, culture, education, health, technology transfer, and so on. Joenniemi and Janczak [11] view sister city as a contextual and conceptual framework concept focused friendship and peace. Kindly overall, sister city serves as link between local politics and wider scope of world affairs. As a whole the sister city is functioning as a liaison between local politics with global affairs in scope wide. Sister city has a wider scope is not only a matter of state policy. In addition, the sister city is an incubator of various political, social and cultural innovations as a result of reduced national boundaries such as sovereignty, nationality and national culture [12].

Sister city is a tradition of partnerships established to continue to play a key role in local government. Cities from different countries communicate with each other through their respective national and state governments. This can be done through information sharing, cultural exchange, and other communications that can help solve many common problems such as traffic, poverty, and health [13].

Sister city cooperation in Indonesia has emerged in the 1960s. With various motivations at the beginning of the emergence of these cooperative activities, but the main thing is because many are driven by similarities, for example the City of Semarang and Brisbane Australia City of Semarang is one of the cities in Indonesia that collaborates with other cities abroad, and it can be said as a city that takes an active role in city to city collaboration activities or what is often referred to as a sister city form of cooperation. The city of Semarang is the capital of the province of Central Java and as a city that has both comparative and competitive advantages. The city of Semarang also has adequate

facilities as a metropolitan city such as in terms of transportation, education, health, shopping, business areas, and tourist areas and so on. So it is not surprising that the city of Semarang has many sister city collaborations with other cities throughout the world in the context of the economic development of the city as well as development in other sectors. One of them is establishing Sister City Cooperation with South Korea's Jung Gu City.

In addition to the city of Jung Gu, the city of Semarang has collaborated with foreign countries and has become an example of best practice in cooperation between the City Government and Foreign Affairs. Such as Trans Semarang assistance in reducing CO2 emissions, technical cooperation with the Toyama City Government, Japan. This initiation was carried out by the mayor, Hendrar Prihadi, who then also initiated the Sister city collaboration with Ulsan South Korea regarding Technical Assistance assistance for pedestrian and bridge construction. Several other overseas collaborations include the city of Brisbane and Griffith University Queensland (Australia), Beihai, Guangxi Zhuang Autonomous Region, Nanjing city and Fuzhou city (China), Split (Croatia), Schieland Regional Water Council and Krimpenerwaard (Netherlands) and the city of Tripoli (Libanon) [14].

This collaboration with foreign countries was launched by the Semarang City Government because it wanted to build the image of Semarang City as a smart city. To achieve this image, there is a need for new program movements and reforms in several fields such as government, economics, social, branding, and the environment, which are trying to be carried out through diplomatic efforts with partners abroad. This phenomenon will be examined by Law Number 37 of 1999 Article 1 paragraph 2 concerning foreign relations. The meaning of Indonesian foreign policy is as follows: Foreign Policy of the Republic of Indonesia is the policies, attitudes, and steps taken by the Government of the Republic of Indonesia in dealing with other countries, international organizations, and other subjects of international law in order to deal with international problems in order to achieve national goals. This definition clearly indicates that the authority of foreign policy rests with the central government.

The implementation of sister city received responses/complaints from several parties including the legislature in the regions. This is based on the fact that in practice funds have been spent, but not yet commensurate with the benefits received, often waiting for facilitation from the government, inequality arises, work implementation is less balanced from the aspect of authorized capital, so that it only benefits one party. In addition, most of the cooperation programs are still not running properly. Several weaknesses have been encountered in the management of sister city so far, so efforts to improve the management of sister city are needed.

From this phenomenon, a research question arises whether the cooperation of the Twin Cities between the city of Semarang and the city of Jung Gu has provided positive benefits for the people of the city of Semarang? Are there any negative impacts from the cooperation between the Twin City of Semarang and the City of Jung Gu? What are the inhibiting and supporting factors for the cooperation between the Semarang Twin Cities and Jung Gu?

Table 1. Policy Evaluation Indicators.

No	Criteria	Explanation
1	Effectiveness	Have the desired results been achieved?
2	Adequacy	How far the results have been achieved can solve the problem?
3	Equity	Are costs and benefits distributed evenly among different groups of people?
4	Responsiveness	Do the policy outcomes contain the needs, preferences/values of the group and can satisfy them?
5	Accuracy	Are the results achieved really useful?

2 Method

This study uses a qualitative method. The type of this research is evaluative research with descriptive research type [15]. To assess the success of a policy, Dunn [16] suggests five policy evaluation indicators as follows table 1:

The data collection technique in this study was carried out by in-depth interviews with informants who were at: the Bureau of Foreign Relations, the Department of Culture and Tourism (DISBUDPAR) Semarang City, and the One Stop Integrated Service Investment Service (DPMPTSP) Semarang City. Data collection is also done by means of documentation, namely collecting written data, especially in the form of archives, official documents, books, and statistical data related to research. Sources of data in this study include: Primary data, obtained through in-depth interviews with selected informants. Secondary data, obtained from books, reports, documents, journals, newspapers, magazines, and the internet.

3 Result and Discussion

3.1 Sister City Semarang Background with Jung Gu

“Together with Junggu, so that Kota Lama becomes more lively and becomes one of the international tourist destinations”, was a statement from the mayor of Semarang Hendrar Prihadi in 2018.. Mayor of Semarang Hendrar Prihadi continues to improve the Old City Area so that it has high economic value and becomes one of the world’s wealth. One way is to establish a sister city partnership with Junggu City, South Korea. Jung Gu as one of the centers of modernity in South Korea with good practices can continue to encourage cultural heritage buildings as one of the city’s attractions. Semarang Mayor Hendrar Prihadi wants to learn and know how everything was developed in Jung Gu and success in developing a city with cultural heritage. Oudetrap is a building owned by the Semarang City Government, which was renovated with the city government of Jung Gu so that the old city becomes more lively and becomes one of the international tourist destinations.

The benefits expected in the implementation of the Sister City collaboration carried out by the city/regency include: exchanging knowledge and experience about development in their respective fields; encourage the growth of initiatives and active roles of local governments, communities and the private sector; improve the optimization of regional potential management; accelerate the friendship between the government and the people of the two sides; cultural exchange in order to enrich the local culture.

In order to strengthen the sister city relationship between the Semarang City Government and the Jung-Gu Government, Ulsan Metropolitan City, Korea which has been established since 2013, the Mayor of Jung-Gu, Ulsan Metropolitan City, Korea invited the Mayor of Semarang and his staff to visit Jung-Gu for negotiate a follow-up plan for the cooperation agreement to a higher level, namely from the LoI to the MoU as the main umbrella for technical agreements between services that will be cooperated by the two cities.

The working visit was carried out on 9–14 August 2015. The Semarang City Government Delegation consisting of the Semarang City Highways Service, Semarang City Bappeda and the Semarang City Secretariat Cooperation Section visited Jung-Gu City, Ulsan Metropolitan City, South Korea to learn, exchange experiences and transfer knowledge in the field of urban development planning and infrastructure development, especially roads and bridges and their associated variables. In addition to participating in the group, the legislative element represented by the Deputy Chair of the Semarang City Representative Council to discuss with the Jung-Gu City Representative Council regarding the synchronization and harmonization of the legislative element with the main executive element in discussing the interests and needs of the City of Semarang in budget allocation and monitoring of government performance. During the visit, discussions were discussed on the discourse of making an Action Plan by the technical services, namely the Bina Marga Office of Semarang City and Jung-gu City in order to immediately realize a collaboration that can be implemented in a real and mutually beneficial way for both cities. The Work Plan was then immediately compiled and discussed by the two agencies until a consensus was reached and finally in September 2015, Mayor Jung-Gu and his staff and members of the Representative Council as well as several Jung-Gu community leaders visited Semarang City to sign the Work Plan as well as a visit. Reply. Until the end of 2015 the Department of Highways of Semarang City and the Department of Highways of Jung-Gu had established communication and the Department of Highways of Jung-Gu again visited Semarang City regarding the realization of the program in the said Work Plan. It is planned that in 2016 the Department of Highways of Semarang City will send its staff for internship at the Department of Highways of Jung-Gu and Mayor of Jung-Gu will also invite the Mayor of Semarang to visit Jung-Gu in order to sign the MoU. The MoU concept has been submitted to the Semarang City Representative Council for approval.

The two mayors signed a cooperation agreement ranging from urban planning to tourism. Located at the Jung-Gu government office, Hendrar and Sung Min signed four points of cooperation, namely, first, related to urban planning and infrastructure. Second, cultural exchange and tourism. Third, cooperation in the fields of economy, trade and investment. Fourth, cooperation in exchanging information in education, sports, and improving human resources. Semarang Mayor Hendrar Prihadi said that the visit to

South Korea and the signing of the cooperation was a form of seriousness in following up and realizing the Sister City collaboration that had been initiated since 2012. In the MoU there were 5 (five) areas that were collaborated between the city of Semarang and the city of Jung Gu, including::

1. Urban Planning and Urban Infrastructure especially Roads and Bridges
2. Tourism and Culture;
3. Economy, Trade and Investment;
4. Health
5. Education, Science and Technology and Professional Training.

3.2 Evaluation of the Sister City of Semarang City with the City of Jung Gu

There is not much sister city collaboration between Semarang City and Jung-Gu City involve inter-city communities because this collaboration has only been running in the field new urban planning and urban infrastructure involve an exchange of team staff. Department of Highways to study related to urban planning Jung-Gu. This collaboration is new in the field new urban planning and urban infrastructure involve an exchange of team staff Department of Bina Marga to study related to urban planning Jung-Gu.

Meanwhile cooperation in other fields has not been running because apart from the Department of Bina Marga, City of Semarang and City of Jung-Gu just made a friendly visit of course, there has been no further and specific cooperation. Involve individuals and communities in the implementation of diplomacy with hope to establish bonds between individuals [18].

Whereasthe goal of sister city collaboration is to realize a people-to-people program that involve individuals and communities in the implementation of diplomacy with hope to establish bonds between individuals. Forts to improve economic fundamentals within the framework of developing the regional economy is to develop a government network which is part of the formation of capacity building to realize good governance that leads to mutual benefits. The fact that regions must have various limitations to carry out various developments, and urban planning is a substantial reason for the possibility of self-learning processes and collaboration with other parties, which allows regions to have the freedom to learn from each other and share experiences (action and learning by doing), one of which is is to develop the Sister City model with cities in other countries, so that there will be an exchange of experiences from other places, through a planned network. The Sister City collaboration, is very helpful in the fast learning process in the regions, creating a linkage of wider interests (broad base).

Report on the Work Visit of the DPRD City of Semarang Year in 2018, information was obtained that the Semarang City DPRD considered it necessary to do so monitoring and evaluating the follow-up of the MoU and prospects for future cooperation in the future, so that the Semarang Jung-Gu sister city collaboration program activities can be beneficial for both parties. The results of the working visit of the Semarang City DPRD to the Jung-Gu City Council, namely: (a) There is a need for mutual follow-up between the City of Semarang and the City of Jung-Gu after the MoU was signed on 25 November 2016. Referring to the information obtained, no action has been taken continue cooperation until 2018. (b) Following up on this matter, Mayor Jung-Gu proposed 3 (three) areas for follow-up on the work on Semarang Jung-Gu, viz in the fields of culture,

economy and education. Meanwhile, the source of funds for working visits. This is the 2018 Semarang City APBD budget which has been isolated on the DPA of the Semarang City DPRD Secretariat [18].

However, there was a DPRD working visit in 2018 to conduct monitoring and evaluation of sister city cooperation between the City of Semarang and the City of Jung Gu is not yet strong enough to make this collaboration work. According to the results of the interview with the City Government of Semarang, sister city collaboration between the City of Semarang and the City Jung-Gu is handled by the relevant offices according to their respective fields. However, there are no reports from these services every year report on the progress of their cooperation. After confirmation to related agencies such as Bappeda, City Planning and Housing Service (DTKP), Service Culture and Tourism, Industry and Trade Office, and the Office Education, until 2021 many of them are not aware of this collaboration. Not to mention the Department of Health, whose collaboration details are not listed in the data in the Regional Autonomy Section of the City of Semarang so they don't know yet this collaboration. In addition, Bappeda represented by Mr. Ismet added that the sister city collaboration was carried out by the City Government Semarang is less effective because it is often only ceremonial, nothing implementation.

Meanwhile, from the several offices, only one agency cooperated running namely the Department of Highways in the road and bridge construction work program dealing with urban planning and urban infrastructure. The Highways Service has made two visits to Jung-Gu in order to exchange staff for the Development Service team Marga to see the arrangement of the city of Jung-Gu and the results of this staff exchange live applied to the construction of roads, bridges and pedestrians in Semarang. Although so, this collaboration only lasted until 2018, there was no follow-up to it continue the collaboration that has not been running after Ms. Murni as Head of Sub. The Planning and Evaluation Division of the Highways Service was transferred to the Housing Office and Residential Areas in 2019. In addition, in the course of handling. During this collaboration, Ibu Murni had difficulty communicating with Jung Gu when she met in person due to the language barrier. During a visit to Jung-Gu to start this collaboration, Pure Mother who at that time explained with English explains that no English translator is provided from the party there, so the communication used google translate, until finally they were helped by a Korean businessman living in Jakarta named Mr. Lee. Besides. That, according to the results of an interview with the Semarang City Government, cooperation in the field cities and urban infrastructure planned by the Department of Highways initially running and had wanted to continue to do staff exchanges between Semarang with Jung-Gu but because they were stuck by this cooperation agreement finally stopped. From the data mentioned above, it can be seen that the Bina Office Marga and the DPRD Kota Semarang have given effort, time and resources (human and financial) to pay a working visit to Jung-Gu. The Jung-Gu City Government has also given their efforts, time and resources with made a return visit to the City of Semarang to see things firsthand needed by the City of Semarang and signed an Action Plan in the field kebinamargaan, as well as welcoming the arrival of the Semarang City Government delegation on during a work visit to Jung-Gu.

Many countries and governments consider smart cities a solution to global warming, population growth, and resource depletion. Numerous challenges arise while creating a

smart city [19]. Handling Sister City collaboration problems requires government policies that are more comprehensive and cross-sectoral. Sister City collaboration development cannot stand alone because it is a collective product, so that maximum benefits can only be achieved if the growth of Sister City is in line with the maintenance and development efforts of other sectors. The development of Sister City must also consider the carrying capacity of the city because the development of Sister City cooperation will have a broad impact, not only increasing the role of Sister City economically, but also becoming a multiplier effect for the development of other sectors. The government needs to give greater attention to the phenomenon of Sister City collaboration relations in Indonesia.

From the evaluation of the cooperation between the two cities during 2016–2021 it has not been effective, due to the lack of coordination of the Semarang City Government in providing information on sister city collaboration between Semarang City and Jung-Gu City to agencies related to making this collaboration not widely known by the agencies. This collaboration has not involved much of the community intercity. Actually collaboration in the field of education through the sister school program such as student exchanges, teacher exchanges and principal exchanges can become cooperation involving community participation. However, this collaboration was blocked by budget. The benefits of this collaboration have only been felt by the parties Semarang alone, especially in the field of urban planning and urban infrastructure, moreover, there has been no mutual exchange felt by the two cities in cooperation in other fields because besides with the Department of Highways, a cooperative relationship between the Semarang City Government and Jung-Gu City is just doing a friendly visit.

4 Conclusion

The results of the study show that the implementation of Sister City cooperation in urban planning is in accordance with the legal basis for Sister City cooperation. In its implementation, the city/district government wants a partnership relationship between urban communities to occur. The new twin city partnership relationship is understood by a limited scope of government ranks. Based on the results of the study at the implementation level, there are still some things that need to be adjusted to be implemented. The implementation of the Sister City collaboration related to the initiative comes from prospective cooperation partners, from the central government, and from the city government based on the similarity of characteristics and interests between each cooperation partner city.

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