

Inter-regions Collaboration Strategies on the Cross-Regions Border Services of State Elementary and High Schools in Urban Area in the Border Area of the City of Semarang, Indonesia

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Abstract

In Indonesia, people have an obligation to get an education in primary and secondary schools, and the freedom to choose the school and its location in accordance with their capabilities, without being limited by borders of regions. Nevertheless, it is regulated by local government policy which has the authority over the direction of the services of the state elementary and high schools in their region. As a result, such policies between neighboring regions can vary, and can affect cross-regions border services, particularly in the border areas. The difference occurs in in the border area of the City of Semarang and its neighbors. The Local Government of the city has a policy in the school service zoning area, with the goal to equalize school services and give priority to residents around the school to attend the school. The policy restricts the number of students by the origins. Highest number of students in a school are coming from around the school. While the smallest number is derived from outside the area. The policy is different from those of the neighboring regions, which does not limit the number of students from outside the region. These differences give rise to objections from the neighboring regions. To avoid the inter-regions conflict, the draft policies are discussed through a series of meetings conducted with the involvement of stakeholders, mediated by the Office of Education of Central Java Province. The meetings are an implementation form of collaborative planning approach. In order for such an approach can be applied operationally, the strategic collaboration between regions is needed. The research discussed in this article aims to mengkaji how strategic collaboration among cross-border regions in the service area of public elementary and secondary schools in the border area of Semarang in Indonesia. The study used a qualitative case study research method, which examines data derived from interviews, field observations and documents. The data were analyzed through thematic analysis method. The study shows that the inter-regions collaboration strategy used in the interactions is the functionary-assertive strategy. The strategy is functioning as it relates to the function of the regions in managing cross-regions border education. The functional strategies are assertive as interacting regions have the confidence to get the service from its neighbors in the border region.

Keywords: inter-regions collaboration strategy, collaborative planning, cross-regions border education service

Introduction

This article discusses the research that was motivated by the existence of central government policy that allows all people to get cross-regions border services for the state general elementary schools (*sekolah dasar negeri*) and the state general high schools, both junior (*sekolah menengah pertama negeri*) and senior high schools (*sekolah menengah atas negeri*) in Indonesia. However, as most of the budget of the services come from local region revenue, so that according to local governments, the services should only intended for their people.

It is supported by the regulation that requires local governments to provide a minimum of 20% of all their budgets for the education sector. To comply the policy, local governments use a variety of inter-regions collaboration strategies. This article discusses the variety of inter-regions collaboration strategies used in the cross-regions border services of the state elementary and high schools in urban areas of the city border areas in Indonesia, especially in the border area of the City of Semarang.

Collaboration strategies are a mean to practice collaborative planning approach. Recently, the approach is often used in planning involving two or more parties, such as between government, private and public (Healey, 2006; Margerum, 2002). The approach is also often used in the interaction between regions, especially in the form of inter-regions cooperation (McCarthy, 2007). In particular, the approach is often used in the interactions to improve the quality of education (Connolly and James, 2005). In the research, the collaborative planning approach is used as a basis to explain the inter-regions collaboration strategies used for cross-regions border services for state elementary and high schools in the border city of Semarang, Indonesia. Meanwhile, in Indonesia, in the regional development, local government always refers to their authorities under local autonomy regulation.

In Indonesia, the government puts the educational development in a strategic position for developing qualified human resources as the capital base of its overall development. The main task of education is to give a significant contribution to solve the nation's problems. According to the state goal, education is essentially aimed at developing the students' possibilities to become a man of faith and fear of the God Almighty, noble, healthy, knowledgeable, skilled, creative, independent and become citizens of a democratic and responsible. Human resources with such quality is expected to encourage the development of a better Indonesia. To support this policy, the government has set regulations requiring central and local government budget at least 20 percent of the development budget to be allocated for the education sector.

However, as the local government revenues vary in Indonesia, the quality of the local government's capacity in providing educational services also varies. On one side, the educational development in big cities supported by good financial capabilities, progress well and produce better educational services rather than their neighboring regions. On the other side, as many regions have less development budget for providing better educational services, so that many schools in the regions are unable to provide adequate educational services in accordance with the national standards of education. As a result, the quality of many schools in the regions are not equivalent to the quality of the schools in the big cities in Indonesia.

This is reflected in the City of Semarang. As the Capital City of Central Java Province, the City of Semarang has better quality of education services than those of its neighbors. This causes a lot of students coming from the regions adjacent to the city attend the schools in the city border area. This indicates the occurrences of cross-regions border education services. Although the central government policy states that education cannot be limited by the regional border lines, but because of educational services is one of the local government authorities, then the cross-regions border educational services become to the local autonomy interaction. In Indonesia, such interactions which involving the autonomy should be done through bureaucratic procedures. These procedures should have used a collaborative planning approach, which is undertaken through a series of inter-regions bureaucratic meetings aiming for building agreements on cross-regions border services, including the education services. In doing the procedure, the approach should have to be more operational into inter-regions collaboration strategies.

This article discusses the inter-regions collaboration strategies in the cross-regions border of education services in urban areas in the border area of the City of Semarang and its neighbors, which are the Regencies of Semarang, Demak, and Kendal. The strategies are needed to implement integratedly the education policy of the City of Semarang that is different with its neighbor policies, especially in new student admissions. The city has a school service zoning policy, arranging the use of state elementary and high schools prioritized for people from the service area of schools, and limiting the admission of new students coming from outside the city. To decide the policy, the City Government of Semarang undertakes some discussions involving various related parties, such as relevant government agencies, principals, non-governmental organizations, and community leaders. However, the city neighboring regions which do not have similar policies, appealed to the city and have concerns about the zoning policy, because according to them, the policy has reduced the chance of their people to get better education in the city.

Based on the explanation of the background to the study above, the research question can be defined as follows: How does the inter-regions collaboration strategies in the cross-regions border services for state elementary and high schools in the urban areas of the border area of the City of Semarang, Indonesia, and why? Based on the research question, this study aims to examine the inter-regions collaboration strategies for cross-border services for state elementary and high schools in urban areas of the border area of the City of Semarang, Indonesia, and the reasons why.

Inter-Regions Collaboration Strategies

According to the border theory, the border area is an area where objects interact with one another (Blatter, 2006; Rumford, 2006; Johnson and Michaelsen, 1997). Based on its function, there are two opinions on the border. The first opinion considers that border distinguishes objects, so it is prone to conflict (Jukarainen, 2006; Walters, 2006). In contrast, the second opinion considers that border integrates differences, so it consists of possibilities synergies (Vrcan, 2006; Blatter, 2006). Rumford (2006) stated that the border area is not just a barrier area, but should be seen as a bridge, an intermediary, the meeting point, and the middle of where objects interact with one another, whether it has possibilities synergies or is prone to conflict.

One of public services that are in the city border areas concerning the implementation of regional autonomy is the cross-regions border services of elementary and high schools. This happens because of the translucent effects of the border, so that surrounding people can choose educational services not only in their homeland, but also in neighboring regions. In some cases, these services, particularly in the city border area, occur because the border areas of the city neighboring regions do not have adequate educational facilities. Meanwhile, a border area of the city has complete and adequate educational facilities. Therefore, people around the border areas of neighboring areas of the city can have better education service by utilizing educational facilities in the border area of the city.

The application of local-regional interaction in the city border area needs inter-regions planning, so that it can create possibilities synergies of the regions. Inter-regions planning is planning done by two or more regions because of the relationship of interdependence among regions (Seyler, 1974). Wollman (2010) states that varied strategies of inter-regions planning can be grouped into three types. The first type, called territory-based planning, emphasizes on local autonomy. In this strategy, local governments as the holder of local autonomy have full authority in cross border interactions. The second type, called as functional-based planning, emphasizes the integration of cross border service function. This strategy is characterized by the establishment of a special institution to deal with cross-border services. In metropolitan areas, the strategy is often referred to institutional collective action planning (Feiock, 2009). Finally, the third type, called as extended territory-based planning, emphasizes the integration of cross border service function by inserting territory-based planning, through the establishment of special agencies handling all cross-border services, in accordance with local needs. In other words, collective institutional action is no longer only covers limited affairs, but some even all affairs at once (Feiock, 2005).

The theoretical base of inter-regions planning is collaborative planning, because basically the plan intends to build collaboration between regions. The collaborative planning theory is a practical approach to communicative planning theory, which emphasizes on the process of building solutions through meetings by involved parties (O'Leary and Vij, 2012; O'Flynn and Wanna, 2008; Healey, 2006). Gray (1989) states that collaboration is interaction among parties who see problems from different sides, explore differences between them, and find solutions that cannot be achieved if done individually. The solution itself is an idea or ideas generated through discussion and negotiation, followed by all parties involved in the planning.

The collaborative planning approach can be implemented by collaboration strategies. Based on the explanation of Mintzberg (1994), that the strategy can be defined as directions of action in the future by considering external factors, then the inter-regions collaboration strategy can be defined as a course of action of collaboration between the city and its neighbors considering as external environment, to achieve solutions of problems that occur due to interactions between the regions in the city border area. As the directions is in general, the strategy requires operational directions when it will be implemented.

Some operational directions to be considered in the inter-regions collaboration strategy are the inter-regions action planning and urban management strategies. The inter-regions action plans are the elaboration of inter-regions collaboration strategies into action planning that can be used as guidelines for implementation.

Based on the types of collaborative planners described by Healey (1991), the types of inter-regions action planning can be grouped into five strategies: 1) social reform planning strategy, namely planning oriented to fulfill needs and interests of the community, as part of social reform process; 2) policy analysis planning strategy, namely planning oriented to planning expertise as a policy analyst; 3) managerial planning strategy, which intends to manage the fulfillment of the needs and interests of the community, both in the region itself and its its neighbors; 4) inter-mediation planning strategy, which is planning oriented to the tasks of government, who regard the city as its own regional interaction with its its neighbors; and 5) bureaucratic planning strategy, which is oriented planning tasks of government based on its autonomy, to meet the needs and interests of their own city or region.

Meanwhile, urban management in the city border area is the urban management dealing with interactions between the city and its neighbors in the city border area. Based on the concept of Thomas (1976, 1992) about the conflict management, that based on its characters, the inter-regions collaboration strategies can be grouped into two types: 1) the assertive management strategy, which is only promoting region's own interests; and 2) the cooperative management strategy, which is more concerned with the interests of others' regions. Furthermore, base on the detail types of Thomas (1976, 1992) on the conflict management, the assertive management strategy consists of two detailed strategies, which are the avoiding management strategy, which considers the presence of the border area is not important, so they left; and the competition management strategy, which exploits the possibilities of the border area for the benefit of their own region. Meanwhile, the cooperative management strategy also consists of two strategies, which are the accommodation management strategy, which desires to accommodate the management of its its neighbors to jointly exploit the border area; and the compromise management strategy, which put forward a compromise between the city and its neighboring regions in the development of border areas. Besides of the strategy based the conflict management, other management should be considered as an operational direction of the inter-regions collaboration strategy is the management of mediation. The mediation is a process of engaging a third party, called a mediator in an interaction (Horowitz, 2007). In the city border area, the mediator bridging the city and its neighbor interaction. Based on the concept of Riskin (1996) on the types of the management of mediation, the inter-regions collaboration strategy consists of two strategies, namely facilitative and evaluative mediation strategies. The facilitative mediation strategy provides an atmosphere conducive to helping the parties to interact and build consensus. In this meditation, planners act as intermediaries that bridges the interaction in the process of planning (Healey, 1991). Meanwhile, the evaluative mediation strategy duplicates the court mediation. The mediator acts as the judge who issued decisions that must be made by the parties to the dispute. In this case, the planner uses his expertise to evaluate the conflict, and provide solutions to resolve the conflict.

Based on the explanation above concepts and theories, especially on the concept of the inter-regions planning and urban management to manage the adjacent regions in the city border areas, there are two types of inter-regions collaboration strategy, the strategy of territorial-cooperative and functional-assertive collaboration strategy. The territorial-cooperative collaboration strategy considers the border area as a backyard area, as it has high risk of conflicts between regions. Therefore, it is used when a region want to engage the cooperative cross border services with its neighboring regions. From the view of the collaborative planning approach, this strategy has two strategies, that is the bureaucracy planning strategy, which carried out in accordance with the regulatory bureaucracy, and the social reform planing strategy that seeks to meet the needs of society. Meanwhile, from the side of the conflict management, the strategy consists of two strategies, that is the collaboration management strategy that seeks solutions through the interactions of related parties in the cross border services; and the compromise management strategy that allows people from other regions to utilize the facilities and infrastructure of their own regions. From the sight of the mediation management, the strategy uses the facilitative mediation strategy, which involve a mediator to seek to establish an atmosphere conducive to the interaction.

Meanwhile, the functionary assertive-collaboration strategy considers the border area as a frontier area, which is seen to have possibilities for extending service functions to the border areas of the neighboring regions through cross-regions functional services. This strategy is used by regions which consider the possibilities of functional urban areas in the city border area. From the view of the collaborative planning approach, the strategy consists two strategies, which are the inter-mediation planning strategy, which involves mediators in the interaction, and the managerial planning strategy, which pursues only their own region interests.

Meanwhile, from the side of the conflict management, the strategy consists of two strategies, which are the collaborative management strategy, which seeks to build solutions from the views of the related parties; and the competition management strategy, which considers the possibilities of the border, which must be controlled for the benefits of their own region. From the sight of the mediation management, the strategy uses the evaluative mediation strategy, which seeks to establish evaluative decisions on the interaction.

Research Method

The research discussed in this article employed the exploratory case study research method, as it is proper to the characteristics of the research question. According to Yin (2009), the method of exploratory case study seeks to answer the questions explorative study, namely how, and why. This is proper to the research question, namely: How does collaboration strategies used in the interaction between regions in the border area of the City of Semarang, and why? Because of using the case study method, this research as a case study to position objects, namely events, circumstances or conditions selected to be fully researched, thorough and in-depth (Yin, 2009).

Case study research is a study of the object is positioned as a 'case', which is done in full, thorough and in-depth by using various sources of data (Yin, 2009; Creswell, 2007; Stake, 2005). 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 under study. Because the position of important cases, Stake (2005) looked at the case study is not a research method that should be chosen, but the most important is choosing the right research object to be positioned as a case.

As it is generally used in the qualitative research approach, this study uses data collection method, which consists of interviews with key informants who know and have knowledge about the research object, which is relevant local government officials, community leaders and members of the community concerned; field observations to the selected object by observing the phenomena that appear on urban management in the city border area; and research documents of the institutions, in particular documents relating to the management of facilities and infrastructure in the border area.

Meanwhile, this research uses thematic analysis as the method of data analysis. Data obtained from the data collection process, was categorized based on thematic similarities and substance patterns. The data were categorized by associated with each other to be interpreted. This interpretation stage is done by interpreting and associating data to objective of the research, in order to provide an explanation for the research question. The concluding stage is based on results of the interpretation.

Research Findings

In Indonesia, cross-regions border education services are guaranteed by the regulations. The Law Number 23/2009 on the National Education System has mandated that all people have an equal right to obtain a quality education. The central and local governments are required to provide services and facilities, and ensure the quality education for all citizens without discrimination. This regulation means local governments are obliged to provide facilities and services that can be adequate education and affordable by the community. This should be supported through the implementation of local autonomy, which led to a paradigm shift toward education management authority of the central government to local governments.

As the Capital City of Central Java Province, the City of Semarang have been equipped with a variety of facilities and infrastructure that are more complete with good quality compared to other regions in the province, including elementary and high school. This condition is reflected in the number and diversity of the International Pioneer Schools (RSBI-*Rintisan Sekolah Bertaraf Internasional*). The city has the number of RSBI schools which are 6 junior high schools and 7 senior high schools, is more compared with the number of the other regions which have averaged 2 junior high schools and 1 senior high school. The number can only be approached by that of the City of Surakarta which have the number of RSBI schools which are 4 junior high schools and 5 senior high schools. Besides, the better quality of education is also demonstrated by the number of students of the city which have obtained national or international achievements is more than that of the other regions.

The RSBI is an educational program established by the Minister of Education under the Act No. 20/2003, article 50, paragraph 3, which states that the Central and Local Government organized or at least one education at all levels of education to be developed into an international educational unit. The RSBI is a government program to create schools that are not only qualified, but even on par with schools abroad.

The quality improvement of the schools is expected to reduce the number of students wanting to attend schools abroad. The RSBI schools typically undertake a collaboration with the schools of neighboring countries and bring in foreign teachers from the countries. At the end of the school year, the RSBI school students will undergo special additional exams in two languages, both in Indonesian and English.

However, on January 8, 2013, with the consideration that the program violated the Act of 1945, particularly Article 28C paragraph (1), Article 28 paragraph (2), and Article 32 paragraph (1), (2), (3); the Constitutional Court has cancelled the program. Consequently, the former RSBI schools had been turned into regular schools. The policy is regulated in the Minister of National Education Regulation No. 017/MPK/SE/2013 on the Transition Policy of International Pioneer School. In addition, the policy states that the local governments have responsible to maintain the quality of their former RSBI schools, including providing the operational funding of the schools. Meanwhile, in Indonesia, people are free to choose the type and place of their education in all parts of Indonesia, according to their needs. This is supported by the program 9-year compulsory education. However, with the responsibility of the local regions to develop education in their region, the local government also controls the educational services through local policies, for example by building educational facilities, providing easy access to education, developing equitable educational facilities, as well as facilitating people to have free of charge education at the elementary and high schools. In addition, other policy is to increase the ability of teachers in learning and teaching.

However, the local government policies to control the admission of new students cannot repress people to choose educational services in accordance with their needs, especially for the rich people that capable to choose and get the best quality education. They seek to attend the best schools, not only in their region, but also outside their region. As a result, many schools that are considered the best quality, including the former RSBI schools, can get students come not only from the area of their service, but also from outside the service area, even from outside the region.

In order to arrange the inter-regions cross border services of the state elementary and high schools that are not in conflict, the City Government of Semarang establish an agreement on the joint work plan, including the arrangement of the new student admission procedures with its neighboring regions. To establish the agreement, the City Government of Semarang carries out the Working Group of Principals (*MKSS-Musyawahar Kerja Kepala Sekolah*) at the end of each year once the initial learning period, attended by all principals of Semarang City. The MKSS of Semarang City is an association of principals, which serves as an instrument to communicate, learn, exchange ideas and experiences among the principals, in order to improve the performance of the principals as a spearhead the occurrence of a change in the school. The MKKS is independent and open to all principals of the city.

In the context of cross-border education services, particularly in urban areas in the border area of the city, the MKSS has a very important role. Based on the input and agreement of its members, the institution provides input to the Office of Education of the City of Semarang on the drafting process of policies that need to be specified. In general, the policy inputs discussed in a series of meeting routinely performed 3 months between the Office of Education with the various parties concerned with the development of education in the City of Semarang. Besides the institution, the Office of Education also invites experts from the universities, the Institute of Education Quality Assurance (*LPMP-Lembaga Penjaminan Mutu Pendidikan*), the Local Parliament (*DPRD-Dewan Perwakilan Rakyat Daerah*), the Office of Education of the City of Semarang (*Dinas Pendidikan Kota Semarang*), community leaders, and the non-governmental organizations (NGOs).

One of the important decisions taken at the meeting is about the delimitation of admissions of new students from out of the city to state elementary and secondary schools in the City of Semarang. This policy is regulated by the Mayor's Decree known as the zoning regulation on the state school service areas. Zoning is a division-by-dwelling students in the context of equity and expanding the development of education units on the whole territory of the city, as well as a series of selection process of admission. Zoning in a school service area considers the ratio of the capacity of the number of students in the area. Zoning classification consists of the school service area, outside of the school service area, and outside of the city. In addition to the balance admissions in the whole regional, zoning is also intended to provide greater opportunities for students to study in schools near to their home.

Under the zoning regulations, for an elementary school, the admission of new students from the school service area is at least 50 percent; from outside the area is at most 45 percents; and from out of the city is at most 5 percents of the capacity school. Meanwhile, for a junior high school and a senior high school, the admission of new students from the school service area is at least 60 percents; from outside the area at most 35 percents; and from out of the city at most 5 percents of the capacity of the school.

The results of the research show that the direction of the interactions of the cross-regions border services of junior and senior high schools in the border area of the City of Semarang and its neighbors depends on the number and the quality of the education facilities of the region. The direction tends to the region having the number of schools that more and better quality. In the case of the cross-regions border services of state elementary and high schools in the border area of the City of Semarang and the Regency of Semarang, the direction is from the city to the regency, as the number of the schools and better quality of the regency. However, in the case of cross-regions border services of state elementary and high schools in the border area of the City of Semarang and the Regency of Demak, the direction is from the regency to the city, as the number of the schools and better quality of the city.

Discussion of Research Findings

The conditions of the border areas of the City of Semarang vary. In the border areas that have become the urban area, the physical form of the city border lines is not visible due to the urban area on the border area in the city and its neighboring area have been integrated. Signs of the border lines can be seen at some marks and places, such as traffic signs located on major roads, namely in the city border line with the Regencis of Kendal, Semarang and Demak. Some border areas are marked with a large welcome gate, as it was built by the city at the border area between the District of Tugu and the District of Kaliwungu of the Regency of Kendal; and at the border area between the District of Banyumanik and the District of Ungaran Timur of the Regency of Semarang.

The form of the interaction between regions that occur on the inter-regions planning is in the cross-border services of state elementary and high schools in the border area of the City of Semarang and its neighbors. The schools in the city border area receive students from outside regions, in particular the border areas of neighboring regions. And vice versa, the schools in the border area of the neighboring regions also receives students from the city. In other words, the elementary and high school services and on cross-border areas in urban areas in the city border area and the neighboring area is two-way, both from the city to neighboring regionals, as well as from neighboring regions of the city to the city.

The cross border services of the state elementary and high schools in the border area of the City of Semarang and its neighbors is mediated by the Office of Education of Central Java Province. It is because one of the institution's tasks is to manage the cross border service of regionals, including the cross border services of state elementary and high schools in the urban areas that have been integrated in the regional border area. The institution seeks to mediate the adjacent local governments to work together to meet their desires and needs, through integrating the role and functions of educational services in their border areas.

The interaction between regions in this research are caused by the needs of the people in the border area to get better education. The needs are fulfilled because the policy of of the City of Semarang that allows students from outside of the city to go to school in the border area of the city. The students can do that as long as it meets the requirements of new admissions. This meant that the schools in the city border area can still get the qualified students, although they come from outside of the city. In other words, the city government needs to develop better human resources through the exchange of educational services for its people. The policy is caused by the desire to get qualified students from the border areas of neighboring regions. Vice versa, the local governments of neighboring areas of the city also allow students who come from the city to attend to their schools, with the aim to get qualified students. In addition, the local governments need to interact each other to develop through the student exchange programs and the implementation of joint educational experience.

The City Government of Semarang has a policy that public facilities, especially the elementary, junior and senior high schools located in the border area are a public commons for anyone who wishes better education in the schools. Nonetheless, the Office of Education of the city has a policy to limit the number of students coming from in the border area of neighboring regions, with the aim that does not reduce the chance students from within the city. To receive students who come from outside the city, the institution has conducted selective admission process, by providing a reduction in value for the origin of prospective students coming from outside the city in the new student admission process.

Borrowing the term of Blatter (2006), the perspective of the Office of Education of the City of Semarang shows that such a border area is a frontier area, as a means of education, particularly their schools in the border area are a means to get qualified students living in the border areas of the city neighboring areas. Meanwhile, the neighboring local governments also consider their border areas that are a frontier area. They look their schools located in their border areas having a possibilities to support improvement of the education of their people living in the border area. Besides, they also allow students from the City of Semarang to attend their schools, with the goal of getting qualified students from urban areas.

Meanwhile, borrowing the term of Thomas (1976, 1992), the offices of education of both the City of Semarang and its neighbors manage their border areas by the assertive management strategy, as they consider that their schools in the border area can be used by not only their people, but also the people from outside their regions. These are proven by the policy of the Office of Education of the city that allows their schools in the border area to get qualified students from the neighboring regions provided it meets the specified requirements. Similarly, the offices of education of the neighboring regions of the city also allow their schools to be attended by students from the border areas of the city. They expect that they can get more qualified students from the city.

Regions that interact with each other through the Office of Education of Central Java Province, which consists of the City of Semarang and the Regency of Semarang, consider that their border areas as a frontier area, which have the possibilities for mutual beneficial if developed through inter-regions cooperation. Due to the common view, these areas have agreed to involve the Office of Education of Central Java Province to support the educational cooperation between the regions. The intitution facilitates regular meetings between education authorities of each region to agree and integrate the education plans together. Borrowing the term of Healey (1991), planners involved in the interaction between the regions, use the intermediary planning strategy, since it involves the institution as a mediator to harmonize policies between regions. Planning is done respectively by the local government and consulted together in a regular meeting mediated by the intitution. While the implementation is coordinated and integrated through the inter-mediation meetings conducted by the institution.

Interaction between regions is implemented by local government institutions, in this case is the Office of Education of the City of Semarang with the offices of education of its neighbors, with a view to bring the inter-regions authority to integrate policy areas interact on the utilization of secondary schools and above by students from outside the area. Planning must be done separately by each local government, particularly in the education departments and coordinated through regular meetings forum mediated by the Office Education of Central Java Province. Nevertheless, it remains bureaucratic planning, because according to the rules established jointly by each region, based on regional autonomy laws.

The Office of Education of Central Java Province reconciles and integrates the interests and needs of each region that interact to build a mutually agreed policy of agreement about the elementary and high school services between the City of Semarang and its neighbors. Borrowing the terms of Selden, Sowa, and Sandfort (2002); that such planning positions referred to as collaborative planning, namely the exchange of information, activities, building of agreement to share resources and undertake joint activities to achieve a common goal, in this case is to improve the quality of education and the quality of students.

As the parties involved in the interaction between the regions in the service of education in the border areas of the City of Semarang need to get beneficiaries from their border area of the neighboring regions, it can be formulated that the interaction between regions that occur using the assertive interaction strategy. As has been explained before, assertive interaction is performed by the interaction of two or more regions, all of which are intended to exploit the possibilities of not only its own region but also the possibilities for other areas. Based on this, it can be formulated that assertive interaction Semarang and Semarang district in educational services in the border area of the region can occur because each region have the same aims and objectives, namely to provide educational services together, through the cooperation of regional waste management.

According to Thomas (1976, 1992), the assertive calibration strategy can be implemented when the parties have high confidence to its possibilities, so that they dare to interact with other parties. In general, high confidence is the main reason for the parties to look at the border area as a frontier area, which can be used for the common good. In the cross border education services, interaction between the City of Semarang and its neighbors in their border areas, each of regionals provides educational services in the region along their border areas, facilitated by the Office of Education of Central Java Province.

By observing the whole process, starting from planning, implementation and evaluation, in the cross-border education services in the border area of the City of Semarang and the Regency of Semarang, it can be formulated that the planning strategy used in the interaction is the interaction assertive inter-mediation planning strategy. This is because the planning is done involving a third party as a mediator, namely the Office of Education of Central Java Province. As explained before, the interaction is the interaction between local inter-mediation done by involving a third party as a mediator.

In the interaction between the regionals in this case study, the Office of Education of Central Java Province acts as a third party that serves as a mediator that bridges the interaction between regions. In the mediation process, the institution uses the facilitative mediation strategy, which provides facilities for the interaction, so that all regionals feel comfortable and encouraged to interact. In the mediation, the institution does not specify a solution to solve the problems of regions that interact, but provides facilities so that these areas can interact so as to establish a mutually agreed solution to solve the problems together, exchanging views, opinions, thoughts and perceptions.

Conclusion

As the Capital City of Central Java Province, the City of Semarang has an educational service quality better than those of its neighbors. This causes a lot of students who come from neighboring regions seek to attend schools in the city, especially in the city border area. Meanwhile, people want to be educated with good quality. First, they try to find a good school close to their place. However, as the schools are not suitable to their needs, they look for other better schools, although it is located far from their place. For people living in the border area, they look for the schools in the neighboring region. This suggests the occurrence of cross-border education services in the area of border areas. Although government policy states that education could not be limited by the borders of the regions, but because of educational services is one of the local government authority, then the cross region-border education services depends on the policies of each region. In general, the region interaction is generally used a collaborative planning approach. Meanwhile, to carry out such an approach As it should be done through certain procedures suitable with the regulations, the implementation of the interaction requires the inter-regions collaboration strategy.

Based on the characteristics of the interaction, it can be concluded that all regions involve in the cross-regions border services of state elementary and high schools in urban area in the border area of the City of Semarang use the functionary assertive-collaboration strategy. The use of functional strategy because in the interaction, all regions emphasizes the integration of cross-regions border service functions, that is the elementary and high school services. The functional strategy is assertive as all regions have self confidence in extending the function of the educational services to their border areas of the neighboring regions through cross-regions border services. It is also because they consider that the border area is a frontier area as a way of looking forward region, using the inter-mediation planning strategy, collaboration management strategy and done using facilitative mediation strategy involving the Office of Education of Central Java Province as the mediator.

The research discussed in this article demonstrates the use of the type of the functional assertive-collaboration strategy. While it is based on literature review has been carried out, in addition to these types, there are another type of collaboration strategy called territorial cooperative-collaboration strategy. Therefore, the recommendations can be delivered from the discussion of this article is a continuation of research that addresses the interaction between the object area in the border region using the strategy.

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