

## Inter-Regional Collaboration in Gerbangkertosusila for Sustainable Economic Development

Salzabila Indar Parawansa, Choirun Nisa Nur Azijah, Salwa Amalia Firdausi

Department of Public Administration, Faculty of Social and Political Sciences,  
Universitas Negeri Surabaya, East Java, Indonesia

**Keywords:**

*Interregional Cooperation  
Gerbangkertosusila  
Collaborative Governance  
Economic Growth  
Decent Work*

**Article history:**

Received 05-18-2026  
Revised 05-30-2026  
Accepted 06-12-2026

**ABSTRACT**

This study was motivated by the persistently high development disparities among regions in Indonesia, particularly in the Gerbangkertosusila region, which have led to unequal economic growth and poor job quality. This study aims to analyze the implementation of inter-regional cooperation and formulate a collaborative model capable of supporting the achievement of Sustainable Development Goal (SDG) 8: decent work and economic growth for all. The method used is qualitative descriptive with a literature review approach, analyzed using the Miles and Huberman interactive model. The results show that inter-regional cooperation has been carried out through Memorandums of Understanding (MoU) and sectoral cooperation, particularly in the fields of transportation and industry, which have improved connectivity and employment opportunities. However, its implementation still faces challenges such as weak coordination, investment disparities, and uneven job quality. This study concludes that a collaborative governance approach serves as an effective solution through institutional strengthening, cross-regional planning integration, and synergy among actors. This model is expected to drive more inclusive economic development and reduce disparities among regions.

**Corresponding Author:**

**Salzabila Indar Parawansa**

Department of Public Administration Faculty of Social and Political Sciences, Universitas Negeri Surabaya, East Java, Indonesia.

Jl. Ketintang, Surabaya, Indonesia

Email: [24040674103@mhs.unesa.ac.id](mailto:24040674103@mhs.unesa.ac.id)

Published by : Fakultas Ilmu Sosial dan Ilmu Politik Universitas Prof. Dr. Hazairin, SH  
Bengkulu, Indonesia

ISSN : 2252-5270 & E-ISSN : 2620-6056



This article is licensed under the Creative Commons Attribution 4.0 International License (CC BY 4.0)

## 1. Introduction

Inter-regional development disparities in Indonesia remain an unresolved structural challenge on the national development agenda. Data from the Central Statistics Agency (BPS, 2023) show that the Williamson Index in East Java stands at 0.68, reflecting a significant gap between the core urban areas and their surrounding regions. Major urban areas and industrial zones tend to experience faster economic growth, while outlying regions remain lagging in infrastructure, employment opportunities, and public services (Bappenas, 2020). This disparity impacts not only income distribution but also the quality and availability of decent work as defined within the framework of SDG 8. The open unemployment rates in several metropolitan buffer districts such as Bangkalan (8.4%) and Lamongan (4.9%) in 2022 (East Java BPS, 2023) far exceed the average for the Greater Surabaya area, indicating that metropolitan economic growth has not been evenly distributed to surrounding regions.

The Gerbangkertosusila Region (Gresik-Bangkalan-Mojokerto-Surabaya-Sidoarjo-Lamongan) is one of the national strategic urban regions designed to enhance inter-regional connectivity, promote environmentally oriented development, and strengthen coordination and integration of development through inter-regional cooperation (Presidential Regulation No. 66 of 2022). However, while this region's contribution to East Java's regional GDP—which stands at approximately 54% (East Java BPS, 2022)—is concentrated in Surabaya and Sidoarjo, other districts such as Bangkalan and Lamongan contribute far less. A study by Putra & Salim (2022) on the spatial structure of the Gerbangkertosusila region confirms that this center-periphery phenomenon occurs due to weak inter-sectoral linkages—ranging from road networks and industry to labor absorption—indicating that the region's economic integration has not yet functioned effectively. Within the framework of SDG 8, this situation has direct implications for the achievement of indicators related to decent work and inclusive economic growth (Bappenas, 2020), as economic development and labor policies across districts and cities are still implemented separately without adequate coordination mechanisms.

Theoretically, cross-regional policy integration can be strengthened through a collaborative governance approach, according to Ansell & Gash (2008), which emphasizes the importance of collaborative forums, direct dialogue, mutual trust, commitment to the process, and shared agreements among actors in cross-sectoral policy-making. Astuti, Warsono, & Rachim (2020) developed this framework within the context of Indonesian public administration, demonstrating that the success of collaboration among government actors depends on leadership commitment, clarity of shared goals, and the integration of collaboration targets into official planning documents. This framework is relevant for explaining how cooperation among local governments can move from mere administrative coordination toward a collaborative model oriented toward sustainable development goals. In the context of Gerbangkertosusila, the implementation of collaborative governance requires sustainable dialogue mechanisms—not merely in the form of seminars or ad-hoc MoUs, but through permanent working forums that coordinate labor, investment, and infrastructure policies across regions with measurable performance indicators.

Various previous studies have examined aspects of local government collaboration in Indonesia from various perspectives. Khasanah & Purwaningsih (2021) analyzed collaborative governance in the implementation of PSBB policies in DKI Jakarta and found that the success of inter-agency coordination is largely determined by the clarity of collaborative forums and shared commitment. Novandaya et al. (2022) examined the use of regional competitiveness indices to optimize key sectors in the Kedungsepur agglomeration in Central Java, and demonstrated that without cross-regional planning integration, agglomeration areas tend to experience fragmentation of sectoral policies. Meanwhile, Putra & Salim (2022) specifically examined the spatial structure of the Gerbangkertosusila region from a center-periphery theory perspective; however, their analysis was limited to spatial aspects and did not address labor policy dimensions or the measurement of SDG achievements. This gap justifies the novelty of this study: this research does not merely describe existing collaboration patterns or analyze the spatial structure of the region, but explicitly integrates the collaborative governance framework and

SDG 8 indicators as analytical tools as well as a basis for designing an operational and measurable cooperation model.

This study adopts a public policy approach, focusing on the analysis of development and labor issues in the Gerbangkertosusila region, the evaluation of existing cross-regional policies, and the design of a more systematic cooperation model. The proposed solution is a cross-regional collaborative model that combines the principles of collaborative governance by Ansell & Gash (2008) with the need for regulatory and institutional integration, for example through the establishment of a cross-district/city working forum, the drafting of a joint cooperation agreement, and the development of performance indicators based on SDG 8. This model aims to reduce policy fragmentation, strengthen shared commitments, and create an operational policy framework to promote inclusive economic growth and decent work in metropolitan areas. Thus, the contribution of this research is threefold: analytical (mapping cross-regional coordination gaps), evaluative (measuring SDG 8 achievements in the region), and prescriptive (designing a collaboration model that can be adopted by other metropolitan areas in Indonesia).

## **2. Method**

### **2.1. Research Design**

This study employs a qualitative descriptive research design based on literature review (library research) to examine inter-regional cooperation within the Gerbangkertosusila region in relation to the achievement of SDG 8. According to Sugiyono (2022), qualitative descriptive research aims to depict social phenomena as they are, based on actual conditions without any manipulation of the research subjects. This approach emphasizes the presentation of data in a narrative manner to understand the meaning, processes, and dynamics occurring within a complex social phenomenon. Thus, qualitative descriptive research is considered suitable for exploring patterns of inter-regional cooperation in depth without being constrained by statistical measurements or direct field data collection.

The Gerbangkertosusila region was selected as the focus of this analytical study because it is the second-largest metropolitan area in Indonesia, characterized by complex dynamics of inter-regional

cooperation in regional economic development. Although this study does not involve direct field observations, an in-depth examination of the region was conducted through an analysis of various relevant literature sources, including policy documents, official reports, and the findings of previous research. The choice of a literature-based approach is considered appropriate given the availability of a sufficient number of scientific publications and policy documents to analyze the dynamics of inter-regional cooperation in the Gerbangkertosusila region conceptually and analytically.

The literature search process was conducted systematically using several academic databases, including Google Scholar, Scopus-indexed journals, and national journal portals such as Garuda and SINTA. The keywords used in the search process included “inter-regional cooperation,” “collaborative governance,” “Gerbangkertosusila,” “metropolitan governance,” “regional development,” and “SDG 8.” The literature search covered publications from 2014 to 2024 in both English and Indonesian languages to ensure the relevance and contextual suitability of the reviewed sources.

## 2.2. Data Collection Methods

This study employs a data collection method in the form of a literature review (library research) utilizing secondary data. Secondary data consists of information obtained from various existing sources, such as scientific journals, reference books, and policy documents related to the research topic. The use of secondary data is considered effective for understanding phenomena conceptually and empirically without the need for direct data collection in the field. This aligns with research conducted by Kurniasih, Yusuf, and Saputra (2023), which emphasizes the importance of utilizing various information sources to understand the dynamics of collaborative governance at the local government level.

The literature review was conducted systematically by establishing clear criteria for selecting sources. The inclusion criteria used were as follows: (1) sources published between 2014 and 2024 to ensure the relevance and currency of the information; (2) addressing topics directly related to inter-regional cooperation, collaborative

governance, metropolitan governance, and/or SDG 8; and (3) being peer-reviewed scientific publications, official government reports, or policy documents from credible institutions. Sources that do not meet these criteria, are anecdotal in nature, or cannot be verified were excluded from the analysis. Through this technique, researchers can identify concepts, patterns of cooperation, and the dynamics of policy implementation occurring in various regions as material for comparative analysis. The use of literature reviews also allows researchers to gain a more comprehensive understanding through the synthesis of various previous research findings (Prihatiningsih, Deliarnoor, & Hermawati, 2024).

The initial search identified 86 relevant sources. After removing duplicate records and screening abstracts based on relevance to inter-regional cooperation, collaborative governance, and SDG 8, 42 sources were retained for full-text review. Following further evaluation based on credibility, relevance, and alignment with the research objectives, 28 sources were selected for in-depth qualitative analysis.

### 2.3. Data Analysis Method

The data analysis technique used in this study is qualitative analysis, which follows the interactive model proposed by Miles, Huberman, and Saldana (2014). This model comprises three main stages: data reduction, data presentation, and drawing conclusions. This model is used to process complex data into more structured and easily understandable information (Rijali, 2018).

The selected literature was analyzed using thematic qualitative analysis adapted from the interactive model of Miles, Huberman, and Saldaña (2014). In this study, the unit of analysis consisted of policy documents, scientific publications, and previous empirical studies related to metropolitan governance and inter-regional collaboration. The analysis process involved identifying recurring themes, comparing findings across studies, and synthesizing patterns related to institutional coordination, collaborative governance, and SDG 8 implementation.

The first stage is data reduction, which is the process of selecting, summarizing, and focusing on data relevant to the research topic. In this stage, the researcher selects literature sources based on

established inclusion criteria, then identifies core concepts, patterns of cooperation, and factors influencing the effectiveness of inter-regional collaboration. Sources that are irrelevant or do not meet scientific quality standards are eliminated at this stage. Validation of secondary data is conducted through a process of source triangulation, which involves comparing information from at least two different sources to ensure the consistency and accuracy of findings before they are used in further analysis.

The second stage is data presentation, which involves organizing the reduced data into a systematic descriptive narrative. At this stage, findings from various sources are organized according to relevant analytical themes, such as coordination mechanisms, institutional models, and obstacles to the implementation of inter-regional cooperation policies, thereby facilitating the process of interpretation and drawing conclusions.

The third stage is drawing conclusions, which involves interpreting the data to uncover meaning and address the research questions. This process is conducted continuously by comparing various findings from previous studies to produce valid and comprehensive conclusions. To ensure the validity of the conclusions, the researcher applies the principle of confirmability by tracing the audit trail from the data sources to the final conclusions.

### **3. Results And Discussion**

#### **3.1. The Gerbangkertosusila Region**

Gerbangkertosusila is a nationally strategic metropolitan area in East Java Province and one of Indonesia's largest economic growth centers after Jabodetabek. The term Gerbangkertosusila is an acronym for Gresik, Bangkalan, Mojokerto, Surabaya, Sidoarjo, and Lamongan. This region plays a vital role as a hub for industry, trade, services, logistics, transportation, and urban development, with the city of Surabaya serving as its core. This strategic position makes Gerbangkertosusila the driving force behind the economy of East Java and the eastern part of Indonesia (Presidential Regulation No. 66 of 2022). Inter-regional connectivity is supported by various strategic infrastructure projects, such as Tanjung Perak Port in Surabaya, Juanda International Airport in Sidoarjo, the Surabaya-Mojokerto Toll

Road, the Surabaya-Gresik Toll Road, and the Suramadu Bridge connecting Surabaya with Bangkalan. This infrastructure enhances labor mobility, goods distribution, and investment flows between regions (East Java BPS, 2024)

Each region in the Gerbangkertosusila area has complementary economic potential. Surabaya serves as a hub for trade, services, finance, and government. Sidoarjo has developed as a hub for manufacturing, MSMEs, and fisheries. Gresik is known as a center for heavy industry, cement, and petrochemicals. Mojokerto has potential in industry as well as historical tourism related to the Majapahit legacy. Bangkalan is developing as an economic buffer zone for Madura, supported by the Suramadu Bridge. Lamongan has strengths in the fisheries, maritime, agricultural, and processing sectors. This diversity of potential serves as the primary foundation for building productive and sustainable inter-regional cooperation.

The findings presented in this section are derived from the synthesis and interpretation of previous studies, policy documents, and secondary data related to inter-regional cooperation in the Gerbangkertosusila region. Therefore, the discussion reflects an analytical interpretation of existing literature rather than direct field-based observations.

## 3.2. Forms of Inter-Regional Cooperation

### 3.2.1. Formal Interregional Cooperation

The forms of inter-regional cooperation within the Gerbangkertosusila region can be classified into two main categories: Memorandums of Understanding (MoUs) and sectoral cooperation. In practice, such cooperation typically begins with an MoU as an initial instrument signifying mutual understanding among the parties regarding the strategic issues to be addressed through collaboration. According to Abhytama and Bagaskara (2025), an MoU serves as the initial foundation for drafting more operational cooperation contracts, while also serving as evidence of an agreement on key points of mutual interest. Thus, an MoU is not merely administrative in nature but also reflects the parties' initial commitment prior to entering the technical implementation phase of sectoral cooperation.

Meanwhile, sectoral cooperation is a continuation of the MoU, which has entered the technical implementation phase in specific fields, such as transportation, industry, and SME development. In the transportation sector, inter-regional cooperation in the Gerbangkertosusila region is reflected in the management of the Trans Jatim Bus service, which involves several areas, such as the City of Surabaya, Sidoarjo Regency, and Bangkalan Regency. According to Hadi and Subowo (2026), the Trans Jatim Bus program functions as an integrated mass transit service along the Sidoarjo–Surabaya–Gresik corridor within the Gerbangkertosusila metropolitan area. In the industrial sector, the interconnections between the regions of Gresik, Surabaya, and Sidoarjo demonstrate the existence of inter-regional relationships linked through industrial, economic, and labor networks. This interconnection reflects the formation of a mutually integrated regional economic system within the Gerbangkertosusila region (Putra & Salim, 2022).

### 3.2.2. Implementation Challenges

The implementation of inter-regional cooperation within the Gerbangkertosusila region still faces various challenges. A number of studies indicate a gap between national strategic policies and actual conditions on the ground. Ikhlas et al. (2025) reveal that a gap analysis shows a mismatch between policy and implementation, particularly regarding inter-regional disparities. This is reflected in the dominance of core regions such as Surabaya, Sidoarjo, and Gresik in economic growth, while peripheral regions like Lamongan, Mojokerto, and Bangkalan remain relatively underdeveloped. This situation indicates that policy implementation has not yet been fully effective in promoting equitable development.

Furthermore, institutional aspects and environmental sustainability remain largely normative without being supported by clear operational policies, thereby hindering spatial planning and increasing ecological pressure due to urbanization. These findings align with the research by R. D. W. Putra and Wilmar Salim (2022), which indicates that the development of the Gerbangkertosusila region is characterized by high levels of urbanization, development disparities between regions, and the emergence of new industrial

sites. This urbanization is generally driven by economic factors, namely people's efforts to secure higher-paying jobs and income in urban areas (Sabitha, 2022).

Furthermore, other challenges in implementing regional cooperation include weak inter-regional coordination and an uneven distribution of investment, which tends to be concentrated in core areas. This situation results in development benefits not being felt equally and reinforces the dependence of surrounding regions on the central city (Ikhlas et al., 2025). A lack of funding is one of the main obstacles, particularly when there is an imbalance in the division of roles and financing. In the case of the management of the Purabaya Terminal, the Surabaya City Transportation Agency bears the majority of the operational costs, while the Sidoarjo Regency Government is responsible for providing the land. This imbalance in contributions often triggers problems regarding the sustainability of the cooperation and the effectiveness of management (Husna, 2018).

### 3.3. Analysis of Collaborative Governance from the Perspective of Ansell & Gash

To understand the extent to which inter-regional cooperation in the Gerbangkertosusila region has achieved a degree of effective collaboration, this study employs the collaborative governance framework proposed by Ansell & Gash (2008). This framework comprises four main components: starting conditions, institutional design, facilitative leadership, and collaborative process. An analysis of each component will reveal the strengths and weaknesses of inter-regional collaboration in this region.

#### 3.3.1. Starting Conditions: Initial Conditions of Cooperation

Ansell & Gash (2008) state that the initial conditions of collaboration are influenced by three main factors: power and resource imbalance, incentives to participate, and the history of prior cooperation or conflict. If the initial conditions are unequal, the collaboration process will struggle to proceed fairly and effectively. In the context of Gerbangkertosusila, these three factors reflect conditions that are less conducive to equitable collaboration.

First, the imbalance in resources and power, particularly the significant disparity in fiscal and economic capacity among regions. As the core city, Surabaya has significantly higher Local Revenue (PAD) compared to its surrounding areas, giving it a stronger bargaining position in cooperation processes. This situation results in the financial burden of infrastructure and shared services tending to fall disproportionately on Surabaya, as seen in the management of the Purabaya Terminal (Husna, 2018).

Second, incentives to participate in cooperation are not evenly distributed. Smaller regions tend to have a high degree of dependence on the economic hub of Surabaya, so their participation typically occurs only when circumstances necessitate collaboration—such as during conflicts or when specific interests are at stake. Putera & Wahed (2025) note that some regions act as resource-absorbing centers (backwash), while others remain passive or merely receive external influences.

Third, regarding the history of previous cooperation or conflict, in the context of Gerbangkertosusila, existing cooperation has generally been sectoral and ad hoc, rather than arising from a shared awareness of collective regional development goals (Sofyan & Nasruddin, 2020). Thus, the starting conditions in the Gerbangkertosusila region reveal a fundamental imbalance that must be addressed so that the collaboration process can proceed fairly and productively.

### 3.3.2. Institutional Design: Institutional Framework for Cooperation

Ansell & Gash (2008) emphasize that collaborative governance requires a clear institutional design, encompassing formal forums, mutually agreed-upon rules, transparency, and the inclusive involvement of actors. Without a strong institutional design, the collaboration process will easily stall and fail to function effectively. In the Gerbangkertosusila region, the current institutional design remains very limited. Inter-regional cooperation is still dominated by declarative MoUs, without the establishment of a permanent coordinating body possessing clear mandates, authority, and resources (Abhytama & Bagaskara, 2025). There is currently no permanent cross-district/city forum that routinely coordinates labor, investment, and infrastructure policies in an integrated manner.

Furthermore, institutional and environmental sustainability aspects remain largely normative in nature, lacking clear operational policies to support them, thereby hindering spatial planning efforts and increasing ecological pressures resulting from urbanization (Ikhlas et al., 2025). The absence of a permanent coordinating body also means there is no joint monitoring and evaluation mechanism based on SDG indicators. This situation means that collaborative governance in the Gerbangkertosusila region lacks an adequate institutional structure to carry out sustainable coordination oriented toward shared goals.

### 3.3.3. Trust Building: Building Trust Among Regions

Trust among actors (trust building) is a crucial element of collaborative governance. Ansell & Gash (2008) state that trust is built gradually through consistent interaction, transparency of information, and mutually beneficial experiences of cooperation. Without trust, actors tend to adopt a defensive stance and prioritize their respective sectoral interests. In the context of Gerbangkertosusila, trust among local governments has not yet been optimally established. This is reflected in the dominance of sectoral self-interest in development planning, where each region tends to prioritize its own territorial interests over the interests of the region as a whole (Sofyan & Nasruddin, 2020). Inequalities in financial contributions, such as those occurring in the management of the Purabaya Terminal, also create dissatisfaction that has the potential to weaken the trust of satellite regions in the core city (Husna, 2018).

Furthermore, existing cooperation tends to be pragmatic and transactional in nature, lacking shared ownership or a sense of collective commitment to the region's development goals. As a result, the trust that is built is fragile and easily eroded when conflicting interests arise. To strengthen trust-building, open communication mechanisms, a fair distribution of roles and benefits, and a track record of positive and sustainable cooperation are required.

### 3.3.4. Collaborative Process: The Collaborative Process in Policy Implementation

Ansell & Gash (2008) identify the collaborative process as the core of collaborative governance, encompassing face-to-face dialogue, commitment to the process, shared understanding, and the achievement of intermediate outcomes. This process is cyclical and continues to evolve as trust and commitment among actors increase. In the Gerbangkertosusila region, the collaborative process currently underway remains very limited. Inter-regional dialogue generally occurs incidentally in irregular coordination meetings, without a structured joint evaluation mechanism. Cross-regional development planning has also not been consistently consolidated, so that policies in each region often proceed in parallel without adequate synchronization (Ikhlas et al., 2025).

Furthermore, the absence of a shared data platform or an integrated regional monitoring system has resulted in a lack of a strong shared understanding of labor market conditions, investment distribution, and the achievement of SDG indicators in the region. This situation reinforces the conclusion that collaborative processes in Gerbangkertosusila remain at the stage of administrative coordination and have not yet evolved into integrated joint decision-making as envisioned by the collaborative governance framework proposed by Ansell & Gash (2008).

## 3.4. Impact on SDG 8

### 3.4.1. Impact on Regional Economic Growth

Inter-regional cooperation in the Gerbangkertosusila region has had a positive impact on regional economic growth through improved regional connectivity and industrial network integration. Through the integration of the transportation, industrial, and local economic sectors, there is potential for improved connectivity and efficiency in the distribution of goods and services, which in turn drives regional economic productivity. This aligns with the findings of Yulisya et al. (2025), who state that inter-regional cooperation is one form of local government efficiency in optimizing the role of cross-border development.

Furthermore, economic interactions between Surabaya and its surrounding regions are highly intensive, particularly in the industrial, financial services, and transportation sectors, thereby fostering positive spillover effects for neighboring areas such as Sidoarjo, Gresik, and Mojokerto (Putera & Wahed, 2025). The integration of industrial networks between Gresik, Surabaya, and Sidoarjo reflects the formation of an interconnected regional economic system (Putra & Salim, 2022).

However, the resulting economic growth has not been evenly distributed. Putera & Wahed (2025) indicate that some regions act as resource-absorbing hubs (backwash), while others are more passive or merely recipients of external influences. This situation underscores that regional economic integration has not yet fully succeeded in fostering equitable development, and its contribution to achieving SDG 8 regarding inclusive economic growth remains suboptimal.

#### 3.4.2. Impact on Job Creation

Inter-regional cooperation within the Gerbangkertosusila region also contributes to expanding employment opportunities. Economic sector integration across regions drives increased labor absorption, particularly in the industrial and trade sectors. Labor mobility between regions, facilitated by integrated transportation infrastructure such as the Trans Jatim Bus, also supports increased cross-regional labor productivity.

The high rate of urbanization in this region is generally driven by economic factors, namely people's efforts to secure better jobs and income in urban areas (Sabitha, 2022). This indicates that the Gerbangkertosusila region serves as a magnet for workers from various regions; while this signifies the presence of job opportunities, it also places pressure on the capacity of infrastructure and public services in the core region.

#### 3.4.3. Challenges in Achieving Decent Work under SDG 8

Although inter-regional cooperation has led to an increase in the number of jobs, achieving decent work as targeted in SDG 8 still faces serious challenges. First, the high proportion of workers in the informal sector indicates that labor protections remain inadequate,

particularly regarding minimum wages, social security, workplace safety, and job contract security. Nialda et al. (2022) note that the implementation of decent work is still hindered by weak labor oversight at the regional level.

Second, regional disparities within the area also create gaps in job quality. Core areas such as Surabaya tend to have better working conditions, including higher wages and access to social security, compared to surrounding areas like Bangkalan and Lamongan. Kuncoro (2020) highlights the development disparities within the metropolitan area that contribute to the uneven quality of jobs. This disparity indicates that an increase in the number of jobs in the region has not automatically been accompanied by an improvement in the quality of decent work.

Third, inter-regional cooperation that is not supported by integrated labor regulations has the potential to result in unequal distribution of benefits. Issundari & Yani (2020) emphasize that inter-regional cooperation without strong regulations risks creating disparities in benefits, including in the quality of jobs available to workers in each region. This underscores the need for integrated labor policies across regions as part of a more comprehensive regional cooperation model.

### 3.5. The Ideal Model of Collaborative Governance in the Gerbangkertosusila Region

#### 3.5.1. Framework of the Collaborative Governance Model

Based on various empirical findings, the model of inter-regional cooperation in the Gerbangkertosusila region needs to be directed toward a more integrated and region-based approach through the strengthening of collaborative governance. This approach enables the integration of planning, implementation, and evaluation of cross-regional development. In this context, the collaborative governance approach, as articulated by Chris Ansell and Alison Gash (2008), emphasizes the importance of involving various actors, mutual trust among parties, and effective coordination mechanisms in achieving shared goals. In line with the findings of Cahyaningrum et al. (2025), it is stated that a collaborative governance approach can explain how interactions between local governments, businesses, and local

communities can be optimized to enhance inter-regional economic growth. This is supported by research on spatial synergy in Gerbangkertosusila, which highlights development fragmentation resulting from sectoral ego and recommends strengthening collaborative institutions for economic integration (Sofyan and Nasruddin, 2020).

This model brings together four key groups of actors within a single integrated collaborative system. First, district and city governments throughout the Gerbangkertosusila region serve as the primary policymakers. Second, the East Java Provincial Government acts as a facilitator and mediator with cross-regional legitimacy. Third, the private sector and business operators serve as strategic partners in investment and job creation. Fourth, civil society and academics as sources of input based on real-world needs on the ground. These four groups of actors must be brought together within a permanent regional collaboration forum with a clear mandate.

### 3.5.2. Operational Components of the Model

The ideal model for inter-regional cooperation in the Gerbangkertosusila region can be formulated into four interconnected main components.

First, the strengthening of operational collaborative institutions, where cooperation does not stop at the signing of a memorandum of understanding but is supported by a joint institution with authority, clear coordination mechanisms, and fair and transparent decision-making. A concrete manifestation of this is the establishment of the Gerbangkertosusila Region Joint Secretariat, which functions as a permanent coordination unit, with the East Java Provincial Government acting as a neutral facilitator. This Secretariat is tasked with managing the agenda for periodic inter-regional meetings, documenting agreements, and monitoring the implementation of joint programs.

Second, the integration of planning and inter-regional connectivity through the synchronization of cross-regional development, including transportation, logistics, and regional economic networks, which serve to reduce regional disparities. This planning integration aims to reduce policy overlaps and ensure that

the benefits of development are felt more equitably. In practice, this can be achieved through the formulation of the Gerbangkertosusila Regional Master Plan, which is mutually agreed upon and serves as a reference for cross-regional development.

Third, economic development based on local potential and the diversification of peripheral regions to reduce the concentration of economic activity in the core area, by strengthening leading sectors in regions such as Bangkalan, Mojokerto, and Lamongan to create new growth centers that are not entirely dependent on Surabaya. Thus, the concentration of economic activity in the core area can be gradually reduced, and regional disparities can be minimized

Fourth, synergy between fiscal policy and regional investment through coordination to optimize Local Own-Source Revenue (PAD). Overall, these four components are integrated into a collaborative governance framework to promote inclusive economic growth and reduce disparities among regions. A revenue-sharing scheme for joint infrastructure projects, as well as the establishment of a fair and proportional financing contribution formula in accordance with each region's fiscal capacity. This mechanism is crucial to avoid disparities in contributions, as occurred in the management of the Purabaya Terminal (Husna, 2018), while simultaneously strengthening a sense of shared ownership among regions.

Thus, this model emphasizes not only the formal aspects of cooperation but also the effectiveness of implementation and the sustainability of cross-regional collaboration. Conceptually, this model positions inter-regional cooperation as a strategic instrument for integrating economic growth with equitable development, thereby addressing the persistent issues of inequality in the region. Through institutional strengthening, policy integration, and synergy among actors, the implementation of this model is expected to strengthen regional economic integration, reduce disparities between regions, and promote the creation of inclusive and sustainable jobs in line with SDG 8 targets, namely sustainable economic growth and the provision of decent work for all.

### 3.5.3. SDG 8 Indicator-Based Monitoring Mechanism

For this model to function in an accountable and results-oriented manner, a monitoring mechanism grounded in specific SDG 8

indicators is required. Key indicators that can serve as benchmarks for cross-regional monitoring include: (1) the growth rate of per capita GRDP in each regional area; (2) the employment rate in the formal sector; (3) the proportion of workers covered by social security for employment; (4) wage disparities among regions within the area; (5) the proportion of the workforce in the informal sector; and (6) labor productivity levels.

These indicators need to be monitored regularly through the Gerbangkertosusila Region SDG Dashboard, which is accessible to all member local governments in the region. With this shared data platform, the process of shared understanding—as required by Ansell & Gash’s (2008) model of collaborative governance—can be effectively realized, and joint decision-making can be based on valid and consistent data.

#### **4. Conclusion**

This study concludes that inter-regional cooperation in the Gerbangkertosusila region has not yet been realized in a collaborative and integrated manner as envisioned by the collaborative governance framework proposed by Ansell and Gash (2008). The cooperation mechanisms in place to date remain dominated by declaratory memorandums of understanding and ad hoc sectoral coordination, lacking support from permanent institutional forums, shared data platforms, or a sufficient foundation of trust among stakeholders. These conditions have caused cross-regional collaboration to stagnate at the level of administrative coordination and have not evolved into an integrative joint decision-making process. The implications of this weak collaboration are reflected in the uneven progress toward SDG 8, where economic growth remains concentrated in core regions such as Surabaya, Sidoarjo, and Gresik, while buffer zones like Bangkalan and Lamongan lag behind in terms of investment, formal employment, and meeting decent work standards. To address these structural issues, this study proposes a regional collaborative model comprising four operational components: institutional strengthening through the establishment of a Joint Regional Secretariat; cross-regional planning integration via the development of a Regional Master Plan; local-potential-based economic development in

peripheral areas; and the synergy of fair and proportional fiscal policies among regions, all of which are supported by a monitoring mechanism based on SDG 8 indicators through a Regional Dashboard that is accessible to all.

Theoretically, this study contributes to the development of the application of a collaborative governance framework in the context of Indonesia's metropolitan areas, which are characterized by significant inter-regional disparities in fiscal capacity, thereby demonstrating that trust-building and institutional design are far more critical prerequisites than the initial conditions for collaboration. From a policy perspective, this study recommends three strategic steps: first, the East Java Provincial Government needs to issue technical regulations that operationalize Presidential Regulation No. 66 of 2022 into a binding cross-regional coordination mechanism. Second, the central government needs to provide fiscal incentives to buffer regions to achieve a balance in funding contributions for joint projects. Third, all member local governments within the region must integrate SDG 8 indicators into their respective Regional Medium-Term Development Plans (RPJMDs) as a basis for evaluating the region's collective achievements, so that the resulting model has the potential to be adapted by other metropolitan regions in Indonesia facing similar challenges.

This study is limited by its reliance on secondary data and literature sources without direct field observations or interviews with stakeholders involved in inter-regional cooperation. Therefore, the findings should be interpreted as a conceptual and policy-oriented analysis rather than a direct empirical evaluation of collaborative governance practices in the Gerbangkertosusila region.

### **Declaration of Conflict of Interest**

The authors declare that there are no conflicts of interest in the research and publication of this article. The entire research process was conducted independently, without any influence from any party that could affect the results, analysis, or conclusions presented. This article also did not receive any financial support or involve any personal interests that could potentially introduce bias in its preparation or publication.

## References

- Ansell, C., & Gash, A. (2008). Collaborative governance in theory and practice. *Journal of Public Administration Research and Theory*, 18(4), 543–571. <https://doi.org/10.1093/jopart/mum032>
- Astuti, R. S., Warsono, H., & Rachim, A. (2020). *Collaborative governance dalam perspektif administrasi publik*. Universitas Diponegoro Press.
- Badan Perencanaan Pembangunan Nasional. (2020). *Rencana Pembangunan Jangka Menengah Nasional (RPJMN) 2020–2024*. Kementerian PPN/Bappenas.
- Badan Pusat Statistik Provinsi Jawa Timur. (2022). *Produk domestik regional bruto kabupaten/kota di Jawa Timur 2022*. BPS Provinsi Jawa Timur.
- Badan Pusat Statistik Provinsi Jawa Timur. (2023). *Indikator ketenagakerjaan Jawa Timur 2022*. BPS Provinsi Jawa Timur.
- Badan Pusat Statistik Provinsi Jawa Timur. (2024). *Jawa Timur dalam angka 2024*. BPS Provinsi Jawa Timur.
- Cahyaningrum, P. A., Ismandar, M., Priyambodo, N. A., & Rohadatul' Aisy, K. Z. (2025). Integrasi rantai nilai pertanian dan perikanan Sidoarjo untuk sektor HORECA Surabaya: Pendekatan strategi kolaboratif dalam ekonomi lokal. *JMA*, 3(11).
- Creswell, J. W. (2013). Steps in conducting a scholarly mixed methods study. *DBER Speaker Series*, 48(1), 1–54.
- Hadi, A. A., & Subowo, A. (2026). Analisis kualitas layanan program transportasi publik Bus Trans Jatim pada Koridor 1 jurusan Sidoarjo–Surabaya–Gresik. *Journal of Management and Public Policy*, 15(2), 167–179. <https://doi.org/10.14710/jmpp.v15i2.56796>
- Husna, V. Z. (2018). Kerjasama antar daerah dalam hal pengelolaan pelayanan publik dan kaitannya dengan Pendapatan Asli Daerah (Kerjasama Pemerintah Kota Surabaya dengan Pemerintah Kabupaten Sidoarjo dalam pengelolaan Terminal Purabaya). *Jurnal Ilmu-Ilmu Sosial*, 15(2), 212–222.
- Ikhlesi, H. H., Astuti, S. C., Putri, G. E., & Aulia, B. U. (2025). Strategi pengembangan kawasan Gerbangkertosusila berbasis pertumbuhan ekonomi dan pemerataan pembangunan di Jawa Timur. *Jurnal Pembangunan Pemberdayaan Pemerintahan (J-3P)*, 10(1), 21–48. <https://doi.org/10.33701/j-3p.v10i1.5359>

- Issundari, S., & Yani, Y. M. (2020). Implementasi pembangunan berkelanjutan dalam mengatasi kemiskinan melalui kerja sama internasional daerah. *Jurnal Studi Diplomasi dan Keamanan*, 13(1).
- Khasanah, R. P., & Purwaningsih, T. (2021). Analisis collaborative governance dalam implementasi kebijakan PSBB pada penanganan pandemi Covid-19 di DKI Jakarta tahun 2020. *Jurnal Pemerintahan dan Kebijakan*, 2(3), 155–169. <https://doi.org/10.18196/jpk.v2i3.12792>
- Kuncoro, M. (2020). *Ekonomi pembangunan: Teori, masalah, dan kebijakan*. UPP STIM YKPN.
- Kurniasih, D., Yusuf, M., & Saputra, A. S. (2023). The era of collaborative management: Navigating the challenges faced by Indonesian local governments. *Jurnal Studi Pemerintahan*, 14(3), 283–304. <https://doi.org/10.18196/jsp.v14i3.332>
- Miles, M. B., Huberman, A. M., & Saldaña, J. (2014). *Qualitative data analysis: A methods sourcebook* (3rd ed.). SAGE Publications.
- Nialda, R. A., Kaawoan, J. E., & Sampe, S. (2022). Peranan dinas tenaga kerja dalam mewujudkan SDGs pekerjaan layak. *Jurnal Governance*, 2(1), 1–10.
- Novandaya, Z., Wijaya, H. B., Wijaya, M. I. H., Azmi, H. N., & Kurniawati, H. (2022). Pemanfaatan penilaian indeks daya saing daerah untuk optimalisasi sektor unggulan dan berkembang pada aglomerasi wilayah Kedungsepur. *Journal of Comprehensive Science*, 1(6). <https://doi.org/10.36418/jcs.v1i6.108>
- Peraturan Presiden Republik Indonesia Nomor 66 Tahun 2022 tentang Rencana Tata Ruang Kawasan Strategis Nasional Kawasan Perkotaan Gresik, Bangkalan, Mojokerto, Surabaya, Sidoarjo, dan Lamongan.
- Prihatiningsih, M. D., Deliarnoor, N. A., & Hermawati, R. (2024). Collaborative governance dalam mewujudkan Kota Singkawang sebagai kota tertoleran tahun 2023. *Ganaya: Jurnal Ilmu Sosial dan Humaniora*, 7(4), 324–340. <https://doi.org/10.37329/ganaya.v7i4.3496>
- Putera, A. M., & Wahed, M. (2025). Analisis spillover effect pertumbuhan ekonomi antar kabupaten/kota di kawasan Gerbangkertosusila Provinsi Jawa Timur. *Al-Kharaj: Jurnal Ekonomi, Keuangan & Bisnis Syariah*, 7(9), 3523–3539. <https://doi.org/10.47467/alkharaj.v7i9.9164>
- Putra, R. D. W., & Salim, W. (2022). Struktur ruang wilayah Gerbangkertosusila berdasarkan teori pusat-pinggiran: Sebuah kajian. *TATALOKA*, 24(3), 186–201. <https://doi.org/10.14710/tataloka.24.3.186-201>
- Rijali, A. (2018). Analisis data kualitatif. *Alhadharah: Jurnal Ilmu Dakwah*, 17(33), 81–95.

- Sabitha, F. A. (2022). Analisis pengaruh tingkat urbanisasi terhadap ketersediaan lahan permukiman perumahan di Kota Surabaya. *Jurnal Lemhannas RI*, 10(1), 19–26. <https://doi.org/10.55960/jlri.v10i1.268>
- Sofyan, R., & Nasruddin. (2020). Analisis sinergisme keruangan pada konsep pengembangan kerjasama wilayah Gerbangkertosusila. *Jurnal Geografika (Geografi Lingkungan Lahan Basah)*.
- Sugiyono. (2022). *Metode penelitian kuantitatif, kualitatif, dan R&D*. Alfabeta.
- United Nations Indonesia. (2025). *Sustainable Development Goal 8: Pekerjaan layak dan pertumbuhan ekonomi*. <https://indonesia.un.org/id/sdgs/8>
- Yulisya, D., Nugroho, A., Avia, P. N., & Pradana, G. W. (2025). Kerja sama antar daerah untuk meningkatkan pembangunan daerah dan pelayanan publik di Kabupaten Sidoarjo dan Kota Surabaya. *BISMA: Business and Management Journal*, 3(2). <https://doi.org/10.59966/bisma.v3i2.1848>