

Institutional Study of the Management of Tri-City Cooperation (IKN-Samarinda-Balikpapan) and its Surrounding Areas

Ugeng Wijanarko*

Deputi Bidang Perencanaan dan Pertanahan, Indonesia

Email: ugengw@gmail.com*

ABSTRACT

This study examines the institutional framework for managing cooperation between three cities (IKN, Samarinda, and Balikpapan) and their surrounding regions (East Kalimantan Province, North Penajam Paser Regency, and Kutai Kartanegara Regency). The research addresses critical challenges in inter-regional governance, particularly the need for coordinated metropolitan management to support IKN's vision as a global city. The objective is to identify a sustainable institutional model and the necessary regulatory mechanisms for effective collaboration that can accommodate both public service delivery and regional economic development. Utilizing a comparative analysis approach, this research examines similar cooperative models both domestically and internationally, focusing on governance structures, decision-making mechanisms, and their effectiveness in metropolitan contexts. The study employs policy review, comparative institutional analysis, contextualization through pros-cons evaluation, and focus group discussions with experts and practitioners. The findings suggest that integrating the regional management model (RM Barlingmascakeb) and the coordination board model (BKSP Jabodetabekjur) could serve as robust frameworks for collaboration, with international references from the Greater London Authority and Tokyo Metropolitan Government providing additional insights. Furthermore, the establishment of regulatory guidelines through the Head of OIKN Regulation will ensure smooth implementation and long-term success. This study provides valuable insights for local governments and the IKN authority to develop coordinated policies that foster socio-economic development while ensuring equitable growth across the regions involved. The research contributes to metropolitan governance literature by proposing context-specific institutional arrangements that address the unique dual status of OIKN as both a ministerial institution and a special regional government.

Keywords: institutional cooperation; metropolitan governance; regional management

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INTRODUCTION

Presidential Decree 63/2022 on the Details of the IKN Master Plan explains that the *Ibu Kota Nusantara (IKN)* has a vision as a world city for everything that is built and managed, with the aim of: becoming a sustainable city in the world; driving Indonesia's future economy; and becoming a symbol of national identity that represents the diversity of the Indonesian nation. This ambitious vision necessitates comprehensive cooperation or collaboration between regional governments and the *Ibu Kota Nusantara (IKN)*, which has become a critical requirement to realize the desired world city status (Perdana, 2024). The primary challenge lies in establishing effective governance mechanisms among inter-adjacent areas that have specific obligations to establish cooperation, particularly given the complexity of coordinating multiple jurisdictions with different administrative capacities and development priorities.

This vision also represents the direction of IKN development toward a metropolitan city (Kalalinggi et al., 2023; Laksono & Latief, 2024; Syaban & Appiah-Opoku, 2024; Ulimaz et al., 2024). Because "global cities" tend to be associated with metropolitan cities that are connected to the widest possible level of human interaction and function not only within regional networks but also as engines of globalization processes that reconfigure the geography of social relations. Global cities are strategic enablers for globalization. Therefore, in this direction, IKN development is oriented toward efforts to meet the standards or dimensions of

a metropolitan city, namely: first, the spatial-functional dimension, which is based on specialization and economic functions that complement each other in various places and the existence of an efficient network between them; second, the political-institutional dimension, which can be formalized by metropolitan governance structures and inter-regional cooperation networks. This dimension is particularly crucial as it determines the effectiveness of policy coordination, resource allocation, and conflict resolution mechanisms among participating regions (Andreoni & Chang, 2019; Hossu et al., 2018; Ratner et al., 2017; Vuković, 2015). Meanwhile, the symbolic-cultural dimension is supported by the processes of forming metropolitan identity and the expansion of IKN's attachment to the metropolitan scale. As a symbol of national identity (IKN), it is expected to represent the diversity of the Indonesian nation, its identity, social character, unity, and greatness, which reflect the uniqueness of Indonesia (Arief et al., 2021; Maryufani, 2022; Nole & Adi, 2024; Sidi, 2020).

The current governance landscape presents several challenges that impede effective inter-regional cooperation (Chen et al., 2025; Telò, 2020; Yang et al., 2025). These include: (1) fragmented decision-making processes across multiple jurisdictions with varying levels of authority; (2) lack of standardized mechanisms for policy alignment and implementation coordination; (3) unclear regulatory frameworks for metropolitan-scale governance that transcend traditional administrative boundaries; and (4) limited institutional capacity for managing complex inter-regional relationships. These challenges are compounded by the unique dual status of *Otorita Ibu Kota Nusantara (OIKN)* as both a ministerial-level institution under Law No. 39 of 2008 concerning State Ministries and a special regional government under Law No. 21 of 2023, creating potential tensions in governance structures and authority distribution.

This cooperation requires a forum or institution that aims to facilitate coordination and communication between regions that work together (Fischer & Leifeld, 2015; Fischer & Maag, 2019). The institutional arrangement must address not only administrative coordination but also strategic planning, resource mobilization, and conflict mediation across multiple stakeholders (Liu, 2024; Oliveira & Hersperger, 2018; Vuković, 2015). Cooperation and institutional forms that can be built in the IKN and its supporting areas must be adjusted to IKN development, which is designed for the period between 2022 and 2045.

Despite the critical importance of metropolitan governance, existing research on inter-regional cooperation in Indonesia has primarily focused on established metropolitan areas such as Jabodetabek and Kartamantul, with limited attention to newly developing capital cities. Previous studies have examined institutional arrangements in mature metropolitan contexts but have not adequately addressed the unique challenges of establishing cooperative governance for a planned capital city that must simultaneously serve national symbolic functions and regional development objectives. This research fills this gap by examining institutional models specifically suited to the IKN context, considering both domestic precedents and international best practices in capital city governance.

The novelty of this research lies in three key contributions: first, it provides the first comprehensive analysis of institutional cooperation models specifically designed for IKN's unique dual status as a ministerial institution and special regional government; second, it develops a contextualized framework that synthesizes domestic and international metropolitan governance experiences to propose actionable institutional arrangements; third, it maps the

complete regulatory pathway for establishing and operationalizing inter-regional cooperation institutions, addressing a critical knowledge gap for policymakers and practitioners involved in IKN development. Unlike previous studies that focus on either structural or functional aspects of metropolitan governance, this research integrates both dimensions while accounting for the phased development timeline of IKN from 2022 to 2045.

The purpose of this study is to provide evidence-based recommendations on the concept of appropriate institutional forms and regulations for three cities (IKN, Balikpapan City, Samarinda City) and their supporting areas (East Kalimantan Province, North Penajam Paser Regency, Kutai Kartanegara Regency) that can facilitate effective metropolitan governance and sustainable regional development. To achieve this purpose, the study pursues two specific objectives: (a) to identify and evaluate institutional forms of cooperation between IKN, Samarinda City, Balikpapan City, and their supporting areas through comparative analysis of domestic and international models; and (b) to map the regulatory framework and propose a set of rules or policies to establish, control, and operationalize the institutional form of cooperation between the IKN and the surrounding areas, ensuring legal clarity and implementation feasibility. The research implications extend to informing policy decisions for OIKN leadership, providing guidance for regional governments in partner areas, and contributing to the broader discourse on metropolitan governance in developing countries.

METHOD

The research employed a multi-method qualitative approach combining policy analysis, comparative institutional assessment, contextualization, and stakeholder consultation. This design enabled comprehensive evaluation of institutional models while ensuring practical applicability to the *Ibu Kota Nusantara (IKN)* context. It involved systematic data collection and analysis across four complementary methods.

The policy review collected and examined key legal instruments, including Law No. 3 of 2022 (as amended by Law No. 21 of 2023) concerning *IKN*, Law No. 23 of 2014 on Regional Government, Government Regulation No. 28 of 2018 on Regional Cooperation, Presidential Decree No. 63 of 2022 on *IKN* Master Plan, and Minister of Home Affairs Regulation No. 22 of 2020 on Regional Cooperation Procedures. This review established the legal foundation and constraints for institutional design. Normative analysis mapped hierarchical relationships between national, provincial, and local regulations, identifying conflicts and gaps in the existing framework.

Comparative analysis assessed institutional cooperation models from Indonesia and abroad by examining organizational structures, decision-making systems, and authority. Domestic cases included *Badan Kerja Sama Pembangunan Jabodetabekjur (BKSP)* (coordination board model), Kartamantul Joint Secretariat (horizontal cooperation), and Regional Management Barlingmascakeb (integrated economic management). International cases included Greater London Authority (strategic coordination), Tokyo Metropolitan Government (consolidated governance), Greater Paris Metropolis (decentralized coordination), Seoul Metropolitan Government (economic focus), Bangkok Metropolitan Area (Southeast Asian context), and Brasilia (planned capital).

Contextualization evaluated these models against *IKN*-specific criteria: (1) compatibility with Indonesia's decentralized system; (2) alignment with *Otorita Ibu Kota*

Nusantara (OIKN)'s dual status; (3) capacity for public service and economic coordination; (4) legal feasibility; and (5) scalability for *IKN*'s 2022–2045 timeline. An iterative scoring matrix weighted criteria by strategic importance, with models scoring 3 or higher deemed highly suitable. The process incorporated emerging *IKN* needs to ensure technical feasibility and political acceptability.

Stakeholder consultation used three focus group discussions (*FGDs*) with distinct groups: (1) 15 academic experts in public administration and metropolitan governance; (2) 12 government officials from *OIKN*, East Kalimantan Province, and local governments; and (3) 10 civil society representatives from business, professional organizations, and communities. Each 3-hour semi-structured session presented preliminary findings, gathered feedback on model preferences, and explored implementation challenges. Purposive sampling ensured expertise and involvement; sessions were recorded, transcribed, and thematically analyzed.

Integration of these methods enabled triangulation, enhancing validity. Policy review set legal boundaries, comparative analysis identified models, contextualization assessed fit, and *FGDs* validated with stakeholder input. This approach ensured technically sound and implementable recommendations.

RESULTS AND DISCUSSION

Comparison and Contextualization of Cooperation Institutions in Indonesia

- a. The Jabodetabekjur BKSP model is in accordance with the context of *OIKN* in terms of the institution of inter-regional cooperation in a democratic and decentralized government system; with the aim of improving coordination, synchronization of spatial planning and planning; and focus/scope on effective and efficient public services
- b. The model of the Kartamantul secretariat is in accordance with the context of *OIKN* in terms of the institution of inter-regional cooperation in a democratic and decentralized system of government; and focus/scope on effective and efficient public services.
- c. The RM Barlingmascakeb model is in accordance with the context of the *OIKN* in terms of the institution of inter-regional cooperation in a democratic and decentralized system of government; and focus/scope on effective and efficient public services and regional economic development.

Table 1 Recapitulation of Analysis of Cooperation Models in Indonesia

No.	Models	Score
1.	Kartamantul Secretariat	1
2.	BKSP Jabodetabekjur	3
3.	RM Barlingmaskeb	3

BKSP Jabodetabekjur and RM Barlingmascakeb obtained the same score, namely 3 (three). This means that both can be an alternative to institutional cooperation that can be implemented in the KSDD between *OIKN* and the four supporting regions. Both approach the context of the *IKN* with the following provisions:

- a. The Jabodetabekjur BKSP model: a government system with the type of Second-Level Metropolitan Regional Government Institutions, which is formed by a higher-level government. This is a separate metropolitan regional government for coordination/selective

functions. It aims to improve coordination, synchronization of spatial planning and planning. Focus/scope on effective and efficient public services. The organizational structure used tends to be a mixture of functional and divisional.

- b. The RM Barlingmascakeb model is an institutional type with a Horizontal Cooperation Mechanism between cities (in the case of a fragmented government structure). The institutions can be Committees, Associations, Consortiums, Consultative Platforms, etc. It is a temporary or permanent body for coordination. Aiming to accelerate regional economic development. In this case, regional cooperation is intended to improve welfare through local sources of income. Sectors managed: trade, tourism and investment. The organizational structure used tends to be functional.
- c. However, if you look at the scope for improving public services as well as regional economic development, then what is appropriate is the regional management model.
- d. The form of joint secretariat can be chosen if OIKN at the initial stage only focuses on public services.

Comparison and Contextualization of Foreign Metropolitan Governance Institutions

- a. The Greater London Authority model is contextually compatible with the IKN in terms of: first, the institution of inter-regional cooperation in the system of government; second, it aims to improve coordination, synchronization, and effective and efficient public services; third, the managed sector supports an economic superhub that creates a stronger inter-regional sustainable economy.
- b. The Greater Paris Metropolis model is contextually compatible with the IKN in terms of Institutional inter-regional cooperation in a democratic and decentralized system of government; and Managed sectors support economic superhubs that create a stronger inter-regional sustainable economy.
- c. The Tokyo Metropoltan Government model is contextually appropriate with the IKN in a democratic and decentralized system of government; aims to improve coordination, synchronization, and effective and efficient public services; and the managed sector supports economic superhubs that create a stronger inter-regional sustainable economy.
- d. The Seoul Metropolitan Government model is contextually compatible with the IKN in terms of the sectors managed to support economic superhubs that create a stronger inter-regional sustainable economy.
- e. The Bangkok Metropolitan Area model is contextually compatible with the IKN in terms of Institutional inter-regional cooperation in a democratic and decentralized system of government; and Managed Sectors supporting economic superhubs that create a stronger inter-regional sustainable economy.
- f. The Brasilia model has a compatibility with the IKN in terms of the institution of inter-regional cooperation in a democratic and decentralized system of government.
- g. The Shenzhen MG model is contextually compatible with the IKN in terms of the sectors managed to support economic superhubs that create a stronger inter-regional sustainable economy.
- h. This Abuja metropolitan model has a contextual suitability with the IKN only in terms of the goal of improving coordination, synchronization, and effective and efficient public services.

Table 2 Recapitulation of the Analysis of the Metropolitan Governance Foreign Cooperation Model

No.	Model	Shoes
1.	<i>Greater London Authority (GLA)</i>	3
2.	<i>Greater Paris Metropolis</i>	2
3.	Tokyo Metropolitan Government (TMG)	3
4.	Seoul Metropolitan Government	-2
5.	Bangkok Metropolitan Area	1
6.	Shenzhen	-2
7.	Abuja	0
8.	Brasilia	0

GLA and TMG obtained the same score, which was 3. In particular, OIKN has in common with the Tokyo Metropolitan Government, which is geographically located in the middle of the country's archipelago. His government is held by the equivalent of the governor. Culturally, they have similarities because they occupy the same continent. The composition of the livelihood of the population is also almost the same, namely the primary industries of agriculture, forestry, and fisheries; secondary industries of mining, construction, and manufacturing; and the tertiary industries of trade, transportation, communication, and services. However, the institutional governance system is consolidated (merger/merger), namely the supporting areas are merged under OIKN as a province.

Meanwhile, with GLA, it is possible to choose a Comprehensive Governance system (one coordinating unit supported by an autonomous local government). This coordinating unit manages strategic administration for the sectors that are cooperated in the form of business entities.

Analysis of the Institutional Regulation Flows of KSDD Cooperation

Table 3 Description of regulatory flows

Description of Figure 6	
Top image	Image of the bottom
<p>a. That as a ministry-level institution, OIKN is also regulated by the provisions of Law No. 39 of 2008 concerning State Ministries, including:</p> <ul style="list-style-type: none"> • OIKN as a ministry is in charge of certain affairs in government, including government affairs in the context of sharpening, coordinating, and synchronizing government programs. In carrying out its duties, it carries out 4 functions, namely: a. formulation and determination of policies in their fields; b. coordination and synchronization of policy implementation in their fields; c. management of state property/assets for which it is responsible; and d. Supervision of the implementation of duties in their fields; • also applies to the provisions for OIKN that determination/administrative matters can be contained in legal products issued by Ministers/Minister-level officials; • functional relations between ministries and non-ministerial government institutions are carried out 	<p>In the flow of the form of Cooperation Regulations, and Regional Cooperation Institutions (OIKN, Samarinda City, Balikpapan City, Kutai Kartanegara Regency, North Penajam Paser Regency) which includes:</p> <p>a. The KSDD and KSDPK scheme between OIKN and supporting regions and third parties is regulated in Permendagri No.22 of 2020 concerning Procedures for Regional Cooperation with Other Regions and Regional Cooperation with Third Parties. This Permendagri also mandates the establishment of a Regional Cooperation Coordination Team (TKKSD) in local governments, including OIKN as a special regional government;</p>

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- synergistically as a system of government in the Republic of Indonesia in accordance with laws and regulations;
- the relationship between the Ministry and the local government is carried out within the framework of the government system of the Republic of Indonesia by paying attention to the principles of the implementation of regional autonomy in accordance with laws and regulations;
- b. That the affairs of cooperation between OIKN and other local governments are regulated in Law No. 23 of 2014, Government Regulation No. 28 of 2008, and Permendagri No. 22 of 2020 concerning Procedures for Regional Cooperation with Other Regions and Regional Cooperation with Third Parties;
 - c. Regulations related to the authority of the Head of OIKN to make regulations or decisions/determinations are regulated in Law No. 21 of 2023 concerning Amendments to Law No. 3 of 2022 concerning IKN which states that the Nusantara Capital Authority organizes central government affairs and special regional government affairs within the scope and boundaries of the territory based on the OIKN special authority regulated in this Law; in exercising special authority, OIKN establishes norms, standards, procedures, and criteria for activities for the preparation, development, and relocation of the National Capital, as well as the implementation of the Special Regional Government of the Capital City of the archipelago; norms, standards, procedures, and criteria are determined by the Regulation of the Head of the Nusantara Capital City Authority;
 - d. Government Regulation No. 27 of 2023 concerning OIKN Special Authority states that the determination of Partner Regions in the context of the development and development of economic superhubs in the Capital City of the archipelago, in collaboration with OIKN is stipulated through the Decree of the Head of OIKN;
 - e. Regulations related to the authority of the Head of OIKN to make regulations or decisions/determinations are regulated in Presidential Regulation Number 62 of 2022 concerning the Nusantara Capital Authority, which states that the Regulation of the Head of the Nusantara Capital Authority is a law and regulation determined by the Head of the Nusantara Capital Authority, to carry out higher laws and regulations or based on authority that is regulating and binding in general (article 1 number 19);
 - f. OIKN Regulation No. 1 of 2022 concerning OIKN Organization and Work Procedures also stipulates that one of the functions of OIKN is the implementation and management of cooperation with Regional Governments in Partner Regions and other Regional Governments.
- b. TKKSD OIKN was formed through the Decree of the Head of OIKN;
 - c. OIKN in the KSDD and KSDPK schemes is determined through the Decree of the Head of OIKN;
 - d. The establishment of regional cooperation institutions (OIKN, Samarinda City, Balikpapan City, Kutai Kartanegara Regency, North Penajam Paser Regency) is regulated by the Regulation of the Head of OIKN or the Joint Regulation of five heads of local government a quo;
 - e. The procedures for cooperation and institutions in the OIKN area and the Supporting Areas (Samarinda City, Balikpapan City, Kutai Kartanegara Regency, North Penajam Paser Regency) are regulated by the Head of OIKN Regulation.
 - f. The regulation of the metropolitan institutions of the archipelago is regulated by presidential regulations
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- g. **Meanwhile, Law No. 26 of 27 concerning Spatial Planning stipulates that the master plan of metropolitan areas is regulated through a Presidential Regulation.**
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CONCLUSION

This study identifies that the most viable institutional models for fostering effective cooperation among IKN, Samarinda, Balikpapan, and their supporting regions are a hybrid approach integrating elements from Indonesia's BKSP Jabodetabekjur (for public service coordination and strategic planning) and RM Barlingmascakeb (for regional economic development), with supplementary insights from the comprehensive governance structures of the Greater London Authority and Tokyo Metropolitan Government. The proposed framework must navigate the unique dual status of OIKN as both a ministerial institution and a special regional government, with implementation anchored in a clear regulatory pathway initiated by a Regulation of the Head of OIKN. For future research, it is recommended to conduct longitudinal and empirical studies to evaluate the implementation efficacy and socio-economic impact of the proposed hybrid model post-establishment, as well as to explore digital governance tools and citizen engagement mechanisms that can enhance transparency, accountability, and collaborative decision-making within this novel metropolitan partnership.

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