

The Collaborative Management Model on Developing the Infrastructure of the Pomalaa's Airport, Indonesia

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Abstract

Collaborative management of public sector is being introduced as a new approach to solve the problems which is mainly on the restrictiveness of bureaucracy in answering such public demand. Therefore, collaboration approach presents new actors out of the government in processing the public sectors. The relationship among actors in its collaboration is well developed through consensus to gain valuable decision to all. Based on the problems mentioned, this study focuses on the model of collaborative management on developing the infrastructure of an airport. To answer the objective of the study, therefore, this research applied qualitative approach in which the respondents are those who were being involved in construction process of the airport. The data gained from interview will be analysed through interactive model consisting of some procedures; data reduction, data presentation, verification of the data/ drawing conclusion. The result showed that collaborative management model in infrastructure development of the airport was a management model, in this case *collective action* based on the principle of synergetic participation. In this context, there was no single actor on the development of infrastructure of the airport. Through collective action, the related aspects, in this case the development of infrastructure, was transparently communi-

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cated to avoid miscommunication among the members. Therefore, the actors which were being involved on the collaboration bore the needs reasonably and also there was no such member who were being burden. Thus, the implication of collaboration based on the consensus, the collaboration on the development of infrastructure of the airport is on the basis of participative, which pointed out the appointment and the continuation of the development.

Key words: Collaboration; collaborative and Governance; infrastructure; airport; Indonesia;

1. Introduction

Public service is being the issue of strategic policy, since the application of public service has not contributed to the revolution of social life in wide context. Before the reformation, government bureaucracy dominates the governmental implementation and public service. The government dominantly plays role as the actor in carrying out the public service, therefore the citizen plays only a limited part.

The process of carrying out the public service is recognised as more rigid and tend to be centralistic. In public administration perspectives, it defines the practical of the old public administration (OPA). Throughout the times, this perspective is valued incompatible with the principles of democracy. The emergence of the notion of Osborne and Gabler (1992) on the concept "*Reinventing Government*" as a new way of reformation over the administration.

The concept which is created from the perspective of *New public management* (NPM) demands the public bureaucracy requiring the public bureaucracy to be more active through "steering" (directing) rather than "rowing (paddling). The Idea of NPM explains the changing process from government to governance. Considering this, there is a need for synergy among government, private, and society in the application of public service. Furthermore, Peters and Piore (1998) in Pratikno (2008:3) confirm that the clue of governance is a consensus building and accommodation needs to basically develop synergy. In this case, it relies on the good process of national institution. In its definition, it also encourages strengthen the progress of market organisations and civil society.

According Rhodes and Mars (1992) in Pratikno (2008:5) the relation

between actors in governance is recognised as net theoretical. The theory is not merely based on assumption that the relation between actors is interdependent. On the basis of operational terms, it can be comprehended that the actors can not gain their targeted goals without involving the others actor's resources. This dependent mechanism works through the exchange process of the resources between the actors.

In Kolaka regency itself, since 2003 the public management participative service is already being applied. Three pillars of development, the government, private institution and society are collaboratively participating on the implementation of public service through the development of prosperity of society (GERBANG MASTRA). GERBANGMASTRA program is one of government's policy specifically in Kolaka regency in attempting to enhance public service through acceleration of physical and non physical development under the principle of mutual cooperation.

One of the developments which has been done is the construction of infrastructure of airport consisting *runway* (airplane landing based) which is approximately 1.400x meter length, the construction of *taxiway* (cross street between the airplane landing based with its airplane yard) which is about 100x80 meters and the construction of semi permanent building as the office and waiting rooms. The construction of that airport infrastructure which is not fully utilising the regional expense income fund abbreviated (APBD) and also National expense income fund (APBN). However, the infrastructure development of the airport carried out through " Airport surgery" by involving three governance actors (government, private institution and society). The financial restrictiveness becomes one of the factors making the government develop collaboration with society and labor domain.

However, practically, the collaboration among government, private institution and society in the infrastructure development of the airport is not constructing based on the basic principle of collaboration. Besides, it is non formal and in the process of collaboration, it is not balanced in terms of its roles and responsibility of the actors particularly in dividing process of the resources. The private institution actors have a big responsibility providing resources like (non material consisting water, soil pit, oil or gasoline and asphalt) which is needed in the infrastructure development of airport. As a result the inequitably can be seen on the dimension aspect on the basic contribution between the actors. Based on that thing, then the purpose of the research is to find out how the management model of

collaboration on the development of infrastructure of airport in Tanggetada, Kolaka Regency Southeast Sulawesi.

2. Literature Review

1. *The concept and collaboration process*

Collaboration is well known as the cooperation between the actors, organisation or between institution on the process of achieving the purpose which can not be attained or done independently. In Indonesian word dictionary, the terms of cooperation and collaboration is still applied interchangeably and there is no effort which shows the difference and deepens the meaning of that term. Generally, the term of cooperation and collaboration is frequently being used. There is no deep understanding over the appropriate paradigm which should be applied.

Accordingly, Imperial (2001:3) stated that collaboration is one of the strategies which is being used by the practitioner to improve the governance in implementing the policy on regulation between organisations. Furthermore, Imperial (2004:13) explains collaboration as the activity which is done together between two or more of organisation aims to improve the value of public by cooperatively doing the activity rather than as separated items. Collaboration is an interactive process which employs the autonomous of the group of actors which utilise the roles norms and the structural organisation to solve the problems and to gain the agreement based on the joint act, dividing resources such as information, fund or staff.

Moreover, Huxham dan Siv Vangen (1996) in Raharja (2008:64) state six collaboration processes between organisations, they are:

1. *Managing aims: Aims, goals or objectives* (purpose) are the main reason of why the collaborations exist and why they are parts of it. There are three levels proposed by Huxam and Vangen, they are (a) "*meta goals*" on *top level*, is an explicit statement about the purpose which is needed to attain (b) the clear description of the importance of purpose of each organisation that is being involved. (c) the clear description of individual purpose of each organisation.
2. *Compromise*: compromise is needed to overcome the different way of how they work, cultural and working styles of each individual, norm and value of each organisation. Compromise is being implemented through creating the midst way to accommodate another actor to

omit the stereotype perception to the others actor.

3. *Communication*: Language is the prominent issue of communication in collaboration which should be adjusted based on the context, profession, ethnic, and formal language. An effective communication can avoid misunderstanding in interpreting each vocabulary and also to comprehend what another actor wants.
4. *Democracy and equality*: In collaboration, there are three aspects to be noticed; *first*, who will be involved in collaboration. *Second*, the process of collaboration that is compatible and of value to each person. *Third*, the accountability and representative on the form of responsibility toward the organisation and constituent.
5. *Power and Trust*: *psychologically being used to overcome the emotional feeling like*
6. *“less of confidence”* local community and concurrently reduce *“over confident”* of government and global institution. *Power* and *trust* are being illustrated as government organisation becoming the specialist in collaboration. Meanwhile, the small groups of a community contribute to the importance specially in the form of local knowledge.
7. *Determination, Commitment and Stamina*; in collaboration the frequent thing that happens is *collaborative inertia*, that is a situation in which the collaboration is not balanced (one well grounded actor, while the others are less of experience) therefore the purpose of collaboration becomes difficult to achieve. This situation is well solved through the commitment. The commitment itself relies on how close their agenda matches the collaboration process, *determination* (benefit of the continuation of cooperation) and dependability and energy to keep collaborating.

Thomson and Miller (2002) in Whangmahaporn (2012:270) mention that there are four dimension of the collaboration process. *First*, related to the government. Government concerns decisions with guidelines and also the roles consisting negotiation and the joint agreement. *Second*, management dimension. The management aspect involves multi roles and different supports such as: facility supporting financial support to achieve the purpose of the community. *Third*, the autonomous dimension. There is importance of combining with public. *Fourth*, the changeable and this is an integral part. The organisations get the valuable information, discuss and develop the sense of belief among them.

2. Collaborative management model

Accordingly, Agranoff and McGuire (2003:4-5) state that collaborative management is the concept of defining the facilitation and operation in multi organisation planning aiming at solving the complex problems easily by involving single organisation. Therefore, the collaborative public management covering policy, planning and the implementation of the project in processing the financial aspect. Furthermore, Prefontaine Lise, *at al*, (2000:7) divide the collaborative model into two types:

1. *Publics collaboration model*; it covers the agreement between public institution that can be classified into two categories, they are horizontal and vertical. The first one concerns on the agreement between two institutions or departments on the same level on governance, Meanwhile the second one concerns on the specific alliance between local government and province (state), or national government.
2. *Public-private collaboration Model*: it is a type of collaboration which serves the multi variety. *Sub-contracting* and *out-sourcing* are two types of this kind of collaboration. In this case, the government is still responsible of one service totally or half a part to be organised by the private sector.

Agranoff and McGuire (2003:45) introduce some collaborative management models namely:

- a) *Jurisdiction-Based Management Model*; The main thing of this Model is that it highlights the manager/the leader of an area to take a strategy from a variety of actors and organisations from different governments and sectors (Agranoff and McGuire (2003). This Model defines the leader of an area as the impetus of strategic rational steps. This Model is based on jurisdiction. This model strategically employs an attitude which is more complex, it has mutual relationship between the leader which is based on jurisdiction limitation consisting the searching process over the collaborator at the same time contacting with the other actors which also have resources (including legal authority, donation, organisation, specialist, and information) which is needed by the leadership to gain their goals. The attainment of such target that has complex finishing process and requires interaction and the adaptation of importance position or approved actors.

- b) *Abstinence Model*; This model perceives that some areas keep at a distance from collaboration. An area can choose to directly involve obviously on the overall national program or specific area, specifically from discretion characteristic, as an internal issue of operational policy. The implementation of *abstinence model* emerges because of the pressure of avoiding the administration decision. There is no decision due to there is no reason of the relevant goals and also incapability of implementing the collaboration (Argnof dan McGuire, 2003).
- c) *Top-Down Model*. This model is based on two normative assumptions: that the system government of an area should consider a single system and de facto there is a interdependent government system with an area that applied executive logic which puts emphasise on the system (Sundquist dan Davis, 1969). This model emerges resolution of bureaucracy over the basics about how to achieve the target and purpose which has been approved by the state of government through another action of the government, province or area which is legal based on political assumption as the whole. If the program emerges with the weaknesses of the whole strategy, it will be proved by the confusion of legislative in deciding the overlapping of authority, uncertainty responsibility, and duplication of effort. As the consequence, the functionary of area and the state can complain about this problem.
- d) *Donor-Recipient Model*; based on the *donor-recipient model*, the manager accepts assistance (*recipient*) which frequently changes the scheme based on what he or she wants and jurisdiction. The process of providing suitable resources and discretion and jurisdiction. Some actions are not done but by employing (top-down model) the whole actions are eventually being confirmed with the targeted donor. The recipient can ignore another national standard without doing anything or even breaking the rules explicitly and putting jurisdiction as the risk such as withdrawal of the fund, receiving the penalty of financial aids in wider context penalty, even overwhelming litigation.
- e) *Reactive Model*; the basic assumption of this model is that the area can be recognised through the dominant response from area as the specific type or collaborative management model of an area. A reactive area without the dominance orientation moderate with a few activities and moderate with a few strategy (Argnof and McGuire,

2003). In a formulation, a reactive collaborative management model of collaboration consists of an approach that “may not be” from reactive model. Sometimes, an area can choose to participate, or not at all. A decision to participate basically can be strategic or not.

- f) *Contented Model; Contented model* (satisfied model) is one of the opportunistic models and it has chance to exploit economical developmental environment. Hence, this model considers to not need assistance and finds a few collaboration with the other actors (Arganoff dan McGuire, 2003).

3. Research Methodology

This research employed qualitative approach. This qualitative approach is employed by researcher since the object of the research was the social phenomena related to human behaviour and the work process. The type of research methodology was specific on observational case study. Then, the object of the research were government (executive and legislative), society and private institution as the actors who are being involved in constructing the airport. To collect the data, the source is gained from secondary and primary data. The data which is collected from interview and observation was analysed interactively. In this interactive model, there are three components according to Miles and Humberman (1992:16-19), they are: data reduction; data representation; and conclusion/ verification.

4. Finding and Discussion

To analyse the collaborative management model of airport transportation service of Kolaka, the notion which is stated by Agranoff and McGuire (2003:45-63), they divide six types of collaborative management models namely (1) *Jurisdictional-Based Management Model*, (2) *Abstinence Model* (3) *Top-Down Model*, (4) *Donor-Recipient Model*, (5) *Reactive Model*, and (6) *Contented Model*. Based on the finding and discussion of this research that the empirical model in constructing the airport in Kolaka, it is found that only two of six aspects fulfil the criteria proposed by Agranoff and McGuire.

The collaborative management model were jurisdictional-based management and reactive model. The main point of jurisdictional-based management highlighted on strategic consideration that is more rational in

taking the action and some actors of institution from different government and some sectors. To take strategic movement, the manager searched for and contacted the actors who have good resources and capability to achieve the goals in constructing the infrastructure of the airport. The bargain and negotiation process are the essential instruments to provide alternative solution on construction process.

Meanwhile, the reactive model is defined by private actors and society to willingly participate based on the strategic reason, that is for an area's needs and the improvement of prosperity rather than a specific community or actor preference. Therefore, they will be actively involving themselves in the collaboration process especially if it is in the collaboration activity, the government provided autonomy to every actor on their activity particularly in decision making to participate. The collaboration among government, private institution and society in Kolaka contradicts with the other models of collaborative management according to Agranoff and McGuire (2003) such as abstinence model, top-down model, donor-recipient model, and contented model. In abstinence model, the actors try to avoid collaboration due to the lack of resources and also avoid the roles of collaboration process. On the other hand, the implementation of public service in Kolaka, the private institution and society give response over the government purpose that involve them in infrastructure construction of the airport. Furthermore, the involvement of private institution and society is based on an open communication about the procedure and construction mechanism. Besides, the collaboration process is not based on the formal roles binding all sides, but through the principle of cooperation.

On infrastructure construction of the airport. It highlights the collective cooperation which put lots of emphasise on democracy principles. This relation contribute to assurance of construction fund because it is not the government load but becomes their responsibility. Therefore, in decision making process the construction is already not top down but more than the discussion and consensus result of private institution and society. The collective models of cooperation are not in line with the top down and donor recipient model proposed by Agranoff and McGuire and emphasise more on control rather than on governance.

On top down model, the success of program depends on the pursuance of local government to follow the rules. As a result, it does not affect autonomy of local government since the are always being controlled by the state of government. Likewise, the collaborative management model; top

down, in its implementation, emphasises more on strength control of one of the actors. The policy being chosen in this model fulfils the needs and purpose which is aimed by the specific actor on collaboration. This model does not provide space to the other actors thus there is no freedom to be independent to utilise the resources.

The collaboration management of government, private institution and society in the infrastructure construction of the airport emphasises on collective action dimension. There is no single actor hence the aspects of relationship among actors are not based on hierarchy. Through collective action, the related aspects of the infrastructure construction of the airport is being consulted and communicated to make the actors well comprehended. As a result, the involved actors on collaboration can bear together proportionally and there will be no actors being burdened. Moreover, the implication of collaboration based on consensus can result cooperation in constructing the airport infrastructure which is participative in nature and emphasises on the agreement and the continuation of construction. Although the form of collaboration is not developed formally in the form of lease or written agreement.

The main principle of collective action management model through synergic participation is the construction which is conducted based on "non project" approach or does not merely depend on the fund from government. But it utilises private institution and society based on the sense of having an integrity related to commitment and the same consciousness. Then, the government's power on triggering the society and private institution to actively participate on construction process is the local wisdom value (local value) of Kolaka. This local wisdom is perceived as the strength and spirit in developing togetherness of the stakeholders of Kolaka. Besides, this local wisdom covers; local struggle, local culture and religious.

Beside that, the government emerges the integrity as the form of commitment to build responsibility on the governance and public service in Kolaka regency. In applying emotional and religious approach. The emotional approach is based on idealism and instinct, innovation, vision to improve the prosperity of society as a whole. The emotional approach relates to the commitment of the entrepreneur and society which has social attention or care toward the development of an area.

Based on the finding, there were some factors affecting the collaboration among government, private institution and society on the implementation

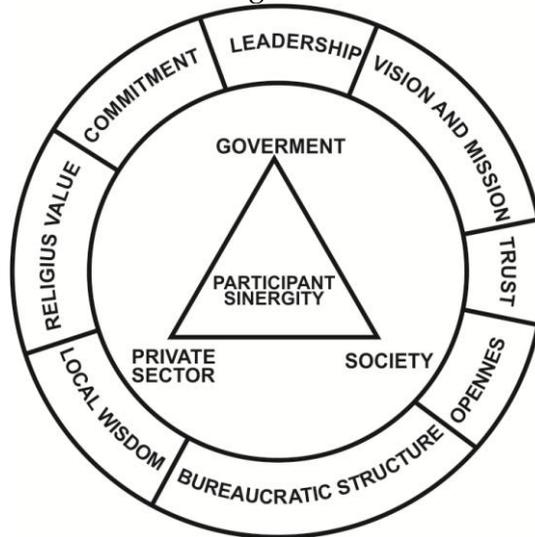
of public service in Kolaka namely:

1. Vision and Mission: focuses on organisation management, it is the formulation of vision and mission. Vision and mission in an organisation is the direction and framework
2. Commitment; in this part, the organisation develops collaboration based on some reasons such as economics, social and politics. The collaboration aims at overcoming the limitation of resources and on the governance and public service. The strong commitment encourages the organisation to have responsibility on the government.
3. Transparency; this aspect is one of the important factors in improving active participation of the collaborator on governance and public service. The transparency should be done through the collaboration process including the reasons of collaboration and mechanism of the decision making and on collaboration. The transparency can increase the collaborator's belief in doing the collaboration related to resources.
4. The structure of Bureaucracy; as one of the factors which becomes the basic consideration on government process and public service of bureaucracy concerning on coordination mechanism, authority and responsibility of each part of organisation. The structure of bureaucracy should be modified to face and carry out the services.
5. The Local Wisdom Values; as the value and cultural order which become the guidelines of society on their lives and it can be adjusted in supporting the government. The local wisdom becomes the transformational in enhancing the sense of togetherness as the result of triggering the collaborator.
6. Religious value; implements the religious value based on the understanding and the implementation of religion and the process how government motivates the society to have the good state of mental health, in this case to trigger the dependability and commitment in achieving the vision, mission and the purpose of the organisation.
7. Belief: Belief becomes the basic consideration in developing collaboration. It enhances the active participation of collaborator on construction which is developed through communication, transparency, and commitment.
8. Leadership: it is the essential variable in implementing collaboration.

The success of collaboration depends on how far the leader's commitment in developing communication to the stakeholders in providing the public service.

Based on the above explanation, the collaborative management model of government, private, and society in the infrastructure construction of airport of Kolaka can be drawn as follows:

Figure 1: The Collaborative Management Model



Source: Author's own analysis and drawing

Collective action management model through synergic participation in infrastructure construction of airport, it defines the correlation between *stakeholders* who work collaboratively and communicate with each other and support based on each responsibility. The collaborative relationship among government, private institution and society which is horizontal in nature by involving the society. The approach based on the involvement are supposed to enhance society's emotional states to actively participate on the process of construction. The significance result of active participation of society and private in developing the airport infrastructure shows that there is no decided policy without the agreement from society and private institution.

In providing the available room for participation on governance, it is

one of the principles of good concept of participation on *good governance* that is to achieve the governance which provides participation space for society and private sector since the formulation process until the implementation of the program conducted by the government. Therefore, the private institution and society have the same responsibility and roles as government in the governance and the implementation of public service. This contributes to the attainment of synergy of the three aspects to create the prosperity of society.

5. Conclusion

Based on the discussion and analysis of the research, the writer formulated conclusion as follows:

1. The collaboration process of the government, private institution, and society in developing the infrastructure of the airport of Kolaka is done through non formal framework or implicit lease. However, every actor has responsibility to share the resource. This happens because there is commitment, the same vision, mission and purpose. Then the leadership factors, transparency, belief and bureaucracy and communication factor.
2. The collaborative management model of the government, private institution and society on the construction of infrastructure of the airport as *collective action* management model through synergetic participation. This model is as an approach which draws the development program design by involving all the *stakeholders* from society and bureaucracy from the unit works of area (SKPD), subdistrict government and kelurahan based the principle of cooperation.

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