

# Collaborative Management Model Public Sector (Study Support Achievement of Two Million Ton Surplus Rice between the Government of South Sulawesi Province with the Military Regional Command VII /Wirabuana)

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**Abstract-** The purpose of this study was to describe the implementation of the management of public sector collaboration and the management model of collaboration between the Government of the province of South Sulawesi with the regional military command VII / Wirabuana in order to support the achievement of overstock rice 2 million tons sustainable. The research was conducted within the scope of the Provincial Government of South Sulawesi and the regional military command VII/Wirabuana as the parties conducting collaborative management. The study was conducted using a qualitative approach that emphasizes the characteristics of the scientific background in which researchers act as an instrument of research. The focus of research is directed at efforts to obtain descriptive data in the form of written data and analyzed inductively. Where overall the research has been carried out in several stages of data collection, data reduction, data presentation, and conclusion and verification. From the research results have shown that : 1) Management collaboration undertaken between South Sulawesi Provincial Government and the regional military command VII/Wirabuana by mutual agreement the central government has followed orders in this case the Minister of Agriculture and the Army Chief of Staff. Then developed by the South Sulawesi provincial government along with regional military command VII/Wirabuana form overstock program to achieve the above two million tonnes of rice. Context collaboration can generally be adequately understood by both parties, but in particular have not been prepared together with a good strategy, goals, objectives, vision, policy and arrangement of personnel specifically in charge of the MoU and not to involve non-profit organizations and the private sector in the management of collaborative public sector. 2) collaborative management model used was Jurisdiction-Based Management Model and little in common with the collaborative management model Top-Down Model.

**Index Terms-** Collaborative Management, temporary task force, jurisdiction-based management and top-down models.

## I. INTRODUCTION

The Central Statistics Agency in April 2014 suggested that Indonesia still have to import rice from other countries as much as 31.145 tons. This is due in addition to the ways farmers planting is still not too modern as well as the rise of the shift utilization of agricultural lands were converted to development other than agricultural sectors. Productive land farming in Indonesia has experienced a deficit of fifty thousand to one hundred thousand hectare one year (Ministry of Agriculture RI, August 2014). Likewise with the weather conditions and climatic circumstances that lately more and more difficult to predict, has contributed to the number of crop failure in some areas in Indonesia. Efforts to increase agricultural production continues to be done by government and society through efforts to print new fields as well with increased technical capabilities to farmers so as to make efforts towards intensification of agricultural land at their disposal. But these efforts still have not shown optimal results.

The various problems facing the government can basically overcome by collaborating with various parties. In doing collaborations, there are various options such as by partnering with the private sector, non-governmental organizations, or with other government organizations late. One model of cooperation improving government performance by performing the collaboration in the field of public management where by O'Leary and Bingham (2009)[1] have called "*The Collaborative Management*" and Agranof and McGuire (2003)[2] have called "*The Collaborative Public Management*" or the management of public collaboration. Model public sector collaboration is seen is one effective approach used by the government, especially in overcoming the lack of resources of the organization. The forms of collaboration can be in the form of cooperation between the government and the private sector (*public private partnership*), the relationship between government (*Intergovernmental Relations/IGR*); *Intergovernmental Management (IGM)*, or invite the private sector to use its funds to assist the government in addressing the problems of development in their respective areas, the so-called form of

collaboration with *Corporate Social Responsibility (SCR)* and various other forms of partnership.

Conditions lack of resources owned South Sulawesi provincial government in achieving the program a surplus of 2 million tonnes of rice to be handled by management collaboration with the the regional military command VII /Wirabuana. In the period 2014-2015, collaboration management have shown results do not fit the expected target. In the case of support from the financial ceiling set in 2014 in South Sulawesi is large enough Rp. 359 007 678, - and realized only Rp. 173 142 400 (48.23%); physical realization in which the target of 214.823.00 and eventuate only at 65083.12 (30.29%). Optimization of the targeted land area of 70.785.00, but realized only area of 33488.85 (47.25%).

Conceptually, if the management of the collaboration undertaken between the provincial government of South Sulawesi with the regional military command VII /Wirabuana implemented consistently, the problems that arise in the context of joint collaboration program that should not happen. Departing from the phenomenon then that becomes a problem in this research is how the implementation and management model of collaboration that took place between the governments of South Sulawesi province with the regional military command VII / Wirabuana in order pen achievements surplus of 2 million tons sustained in South Sulawesi province.

## II. LITERATURE REVIEW

### A. Management Collaboration

Collaborative management of the public sector is an idea that has resonance in various fields, but have not had the lenses and the same definition. So that in this study had a clear definition of the notion of public management collaboration used a definition proposed by Arganof and McGuire (2003)[2] and also from O'Leary, Gerard and Bingham (2006)[1] which states that "*the collaboration of public management is a concept that describes the process of facilitating and the implementation of multi-organizational arrangements to solve problems that can not be resolved or easily solved by one organization*".

Collaboration management according Arganof and McGuire (2003)[2] is currently the main activities of the leaders or public manager. The interdependence of government and non-government sectors, and domain complexity of horizontal and vertical relationships between governments, bringing new challenges and potent man to have to partner. Actor purpose, to link, and the strategic choices vary from jurisdiction to jurisdiction.

According to Alter and Hage (1993)[3], needs to collaborate arise because of the interconnections between the players (actors in the organization), as well as each actor has a type, level of technology and resources are different, but they need to carry out his duties. Interconnections will encourage an increase in the frequency and intensity of communication between organizations, where each force cooperated in the form of action and collectivity on several levels.

### B. Collaborative Management Model

Collaborative management model has a variety of models in public management. Each model has a different type of

management when implemented. Activity trusted and most collaborative - jurisdiction based management - caused leadership strategy and program design consultation program are horizontal and vertical, and pointed in the direction of the adjustment program that can meet local needs rather than desires external parties. Jurisdiction based management geared to the strategic priorities for the region that includes a set of managerial skills and processes across the organization that are substantially different from the standard approach in the core public administration texts.

Collaborative management model like being the crossroads of two-dimensional variable dimensions; 1) the level of activity of the organization collaboration and 2) the extent to which the activity is strategic. Many different types or styles of management may be in hypothetical collaboration. For example, an organization may choose to exploit a complex governance environment by looking for opportunities, and actively operating with vertical and horizontal actors. Instead, organizations can choose to be inactive and passive collaboration, for various reasons. Organizations can also consider the situation in which the organization acting as a moderate, even very moderate, collaborating actively with the main vertical actor but still very passive, does not see the environment as an opportunity but rather viewed as a burden. The same thing organizations can become active and sometimes to bargain with vertical actor, while collaborating with the actors horizontal.

The dominant style of collaborative management of an organization can be measured by the level of cooperation in the form of the dimensions of activity and strategy. Arganoff and McGuire (2003)[2] dividing the collaborative model that is (1) based management jurisdiction (*jurisdiction-based management*), which is believed to be the dominant orientation in various organizations, (2) Model abstinence (*abstinence model*) occupy positions other extreme (low activity and passive). (3) *top-down* model, and (4) the recipient donors (*donor-recipient*), occupying various levels of activity and strategic else. (5) Management of reactive (*reactive management*), represented as the value of floating/hanging. Finally, the management has been satisfied (*contented management*) which represented as an extreme value (low activity and opportunistic)

## III. RESEARCH METHODS

This study uses qualitative approach, where the unit of analysis is the organization in both government conduct collaborative management namely South Sulawesi Provincial Government and Military Command VII / Wirabuana. For reasons region districts in South Sulawesi too much then the next chosen region considered can represent a picture of the implementation of the program a surplus of 2 million tons in South Sulawesi the Bone district (representing the products of rice reach the target of 2 million tons), Takalar District (reach half the target of 2 million tons), and Toraja Regency (production below average). Data was collected with interview techniques resources: Governor of South Sulawesi; regional military commander VII /wirabuana, head of agricultural and horticultural crops south sulawesi, regent, district commanders, head, commander kodim, the agricultural extension and NCO village builder in areas sedadi sample of the study area.

#### IV. RESULT AND DISCUSSION

Conceptually, collaborative management is an alternative approach for effective use by all levels of local and central government. Resources are scarce or less controlled by one of the parties can be covered by cooperating with partners that are outside the organization so that excellence can be achieved. The benefits will be felt by both sides can form a symbiotic mutual benefits as well as benefits solely to support one of the parties.

##### A. Collaboration Implementation Of The Provincial Government Of South Sulawesi With The Regional Military Command VII / Wirabuana

Management practices of collaboration undertaken by the Provincial Government of South Sulawesi with the regional military command VII / Wirabuana after investigation it turns out is not due to the initiation comes from South Sulawesi Provincial Government but because of the presidential instruction through the Ministry of Agriculture which then perform *Memorandum of Understanding (MoU)* with the Indonesian republic army particularly the Army where focus on the management of collaboration in the field of food security. Departing from the MoU of the central government further by South Sulawesi Provincial Government modified in accordance with the conditions of the region with special focus on increasing surplus of 2 million tons which has become a target of the policy since 2008. Therefore, this policy is typical of an initiation South Sulawesi Provincial Government.

In the implementation of collaborative management between the Government of South Sulawesi with the regional military command VII / Wirabuana done how the government of South Sulawesi utilize the network to succeed the program agreed through the steps to make decisions together a network of its (the regional military command VII / Wirabuana), sustainable relationship introducing tasks and objectives shared networks, as well as to manage jointly the impact of policies made. The process in building this collaboration is in line with what is meant by Leary and Gazley (2009) that the management of the collaboration is to facilitate the process and conduct multi-organizational arrangements to solve problems that can not be solved by one organization.

Collaboration done between the two government institutions are driven by the interests of both parties. for South Sulawesi Provincial Government interest is to improve the position of South Sulawesi as barns in the country and even reached 2 million tons of rice *overstock* sustainable. As for the the regional military command VII / Wirabuana to realize universal security defense system through real devotion of the military to create oneness between the military and the people. Both interests collaboration in achieving self-sufficiency in rice is in line with what was stated by Han, Hijern and Porter, 1978[4] and Hull in Hjern, (1987), and O'Toole, (1985)[5].

In the implementation of collaborative management are some aspects are not optimal in the implementation of the right, among others, the lack of organization that specifically handles collaboration management, the absence of a shared vision that is designed, there is no policy specifically created in order management collaboration, and the collaboration has not involving nonprofit organizations, and private, aspect elements

and nature resources combined shows resources used in the management of collaboration to succeed the rice self-sufficiency and a surplus of 2 million tons in the form of human resources. Parties the regional military command VII/Wirabuana providing resources called NCO village builder and of the Provincial Government in the form of Agricultural Extension agricultural extension field. Only the use of resources experienced problems mainly related to the quantity and quality of resources. Field data indicates that the number of villages and villages in South Sulawesi province totaled 3037 while NCO village builder available agricultural extension field still 2226 people and 2037 people. There should every village and village supervised by one person NCO village builder and one person agricultural extension field. Thus there is still a difference between the number of non-commissioned officer and agricultural extension field with village / urban villages. It is undeniable that the shortage NCO village builder and agricultural extension field affect less effective extension activities, supervision and assistance to the farmers. Moreover, according to information in the field of the quality of the knowledge and skills of agricultural extension field in providing engineering-related aspects of agriculture and education is still lacking. This condition is regarded as one of the causes less maximal achievement of targets in some areas.

The elements of resource management that exchanged in collaboration by the two parties relevant to the resource element characteristics proposed by Barbara Gray (1989)[6] of which there is interplay between the stakeholders in realizing the achievement of the objectives of the program, created cooperative ownership of decision done, and there is a collective responsibility for keep doing partnerships in the future. Similarly, if analyzed of the relevant dimensions of collaboration undertaken with what was raised by Seleden, Sowa, and Sandfort (2002)[7] also elements of existing resources in collaboration among those who collaborated, among others the organizational structure is used; there is a common goal; to bear the risk of joint as well as the award for the parties involved and man. Where collaboration management conducted collaboration dimension in public service. There by aged to reach the target. This is relevant with a view Thomson and Perry (2006)[8]. Similarly, the elements the existence of inter-personal trust; there are shared norms; resources involved requires quality; Formal agreements as a factor in forming collaborations and influencing its *outcome* and this is in line with the view Thomson and Perry (2006)[8].

The resource properties characteristic collaborated characterized as proposed by the experts. Between the characteristics of the resources that are easily interchangeable namely human resources in such matters, is NCO village builder where relatively available and already skilled (O'Leary and Bingham (2009)[1]. Similarly, the views Provan and Milward (1995)[9] which states that once a collaboration developed then then collaboration can further be improved by providing the necessary resources for those who collaborate.

##### B. Management Model Collaborative Provincial Government of South Sulawesi with the regional military command VII / Wirabuana



Agranoff and McGuire (2003)[2] provides a classification model that is often used by the government in conducting inter-governmental collaboration. The classification is a) *jurisdiction-based management models*; 2) *abstinence models*; 3) *top-down models*; 4) *donor-recipient models*. The four models of collaborative management have differences when applied. The fourth type of this model can be either horizontal collaboration can also be vertical in the sense that government leaders can invite local partners (horizontal) or partner from the top level of government (vertical) in order to overcome the scarcity of their resources. The options available for local governments to collaborate depends views on the environment facing and internal conditions.

Result studies done show that collaboration between the Government of South Sulawesi province with the regional military command VII / Wirabuana classified as management model of collaboration "*Jurisdiction-Based Management model*" as proposed by Agranoff and McGuire (2003)[2]. The reason, after MoU signed between a Ministry farm with Army Chief of Staff, then immediately followed up by regional leaders to take action with a variety of other government organizations. First of all internal SKPD immediately coordinate with the Provincial Government of South Sulawesi among others Department of Agriculture and Horticulture, Secretary coordination counseling, local staffing agencies, utilization of water resources and regional development planning. After coordinating with the internal local work unit South Sulawesi province immediately MoU with the regional military command VII / Wirabuana with a number of points of understanding. So that the main drivers of this collaboration is the regional leaders.

What did the South Sulawesi Provincial Government to encourage collaboration the regional military command VII / Wirabuana as a follow up of the MoU level, the central government is considered very strategic and done with jurisdictional boundaries that exist. It's just that the decision to collaborate was not based on calculations and negotiations but more because mutual accommodation over the use of resources owned by the military command. Therefore this collaboration in the form of vertical and horizontal is correct. Collaboration conducted between the two government agencies is an instruction from the central government (vertical), and after elaborated the instruction becomes a collaboration between South Sulawesi Provincial Government with the regional military command VII / Wirabuana for collaborate in accordance with the agreed MoU is a form of collaboration that is horizontal. Collaboration that took place between the Government of South Sulawesi province with military command can also be said to be a little VII. Wirabuana meet the elements of a model of collaboration management top-down model, because this collaboration occurs as a result of orders from the central government, which is hierarchy South Sulawesi Provincial Government is a government of the central government sub.

## V. CONCLUSION

Based on the results of research and discussion that has been done, following conclusion of the study are described as follows:

1. Implementation management collaboration that took place between the Provincial Government of South

Sulawesi with the regional military command VII / Wirabuana achieve self-sufficiency in rice surplus of 2 million tons sustainable in the province of South Sulawesi already lasted from 2010 to 2015. Management collaboration that occurs not merely because of instructions from the central government, but a continuation of the policy of the Government of South Sulawesi existing and proclaimed since 2008, instruction of the central government into momentum for the Government of South Sulawesi province in order to get a new energy policy that has existed for this can be upgraded more quickly and sustainably. In the implementation of Risk Management n collaboration there are still some aspects of the characteristics of collaborative management is not optimal in its implementation, among others, the lack of organization that specifically handles collaboration management, the absence of a shared vision that is designed within the framework of collaboration management, specific policies were issued as part of an agreement to conduct collaborative management does not exist, no direct involvement of other organizations as part of a collaborative management as nonprofit organizations, and private.

2. Collaborative management model used by the Provincial Government of South Sulawesi the regional military command VII / Wirabuana in achieving self-sufficiency in rice surplus of 2 million tons of sustainable resembles the model proposed by Agranoff and McGuire (2003)[2] the *Jurisdiction-Based Management Model* and little in common with the collaborative management model *Top-Down Model*.

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