

Implementation of Collaborative Governance Program TNI Manunggal Building Villages in the Brebes Region, Indonesia

Haryo Mustoko¹, Rifdan², Sulaiman Samad³, Manan Sailan⁴

¹(Public Administration/ Universitas Negeri Makassar, Indonesia)

²(Public Administration/ Universitas Negeri Makassar, Indonesia)

³(Automotive Engineering/ Universitas Negeri Makassar, Indonesia)

⁴(Public Administration/ Universitas Negeri Makassar, Indonesia)

Abstract: The main task of the TNI other than military operations for war (OMP) is military operations other than war (OMSP) through the TNI Unity Building Village (TMMD) program. TMMD is an integrated operation of cross-sectoral activities between the TNI, ministries/non-ministerial government agencies, local governments, and other components of the nation in an integrated and integrated manner. This exploratory descriptive study found that there was a good collaboration process between stakeholders, such as official commitment, and public support, with the TNI as a single village building (TMMD) in Brebes. On the other hand, inhibiting factors such as geographical, social and cultural conditions, universities/students, the role of the private sector and local mass media have not been optimized.

Keywords: Policy Implementation, Stakeholders, Collaborative Governance, TMMD.

Date of Submission: 09-07-2021

Date of Acceptance: 24-07-2021

I. INTRODUCTION

The Central Statistics Agency (BPS) noted that there are still 14,461 underdeveloped villages in Indonesia. This figure is equivalent to 19.17% of the total villages in Indonesia, amounting to 75,436. Developing category villages have around 55,369 villages or 73.4%, independent villages have around 5,606 villages or 7.43%, (Village Potential Results/PODES, Monday, 10/12/2018). When compared to data between 2014 and 2018 with the same number of villages, the number of disadvantaged villages decreased by 6,518 villages, and independent villages increased by 2,665 villages. The government must make more efforts to improve the development of underdeveloped villages in eastern Indonesia.

From 75,436 villages in Indonesia, 14,461 underdeveloped villages or 19.17% of them are in Papua, Maluku and Kalimantan, so that national development that starts from the periphery and villages will run optimally if all elements of society support it. Including the Indonesian National Army (TNI). TNI support is strategic in developing villages, especially in disadvantaged villages and border villages so that there is equitable development nationally. The TNI, which has the main task in the field of national defense, of course needs to start this task with strengthening in other forms, such as adequate economic, cultural, health and political resilience.

The participation of the TNI in assisting development programs for rural, suburban, remote, isolated areas as well as assisting infrastructure development is realized in the form of service operations through the TNI Unity Building Village (TMMD) program. The TNI AD flagship program is implemented through 3 (three) models, namely 1) large-scale or national TMMD at the request of the central/regional government with strategic value targets, regular TMMD, 2) regular TMMD which is programmed centrally with predetermined targets and time. determine, and 3) a balanced TMMD, at the initiative and active participation of district/city governments whose areas do not receive the regular TMMD program. Therefore, this paper intends to photograph the implementation of the TNI Manunggal Village (MMD) program in collaboration with stakeholders.

1. Policy Implementation Model

Pressman and Wildavsky's work entitled "Implementation", in 1973 was the origin of the birth of the policy implementation model. This monumental paper is considered as the forerunner to the implementation of the urban economic development program in Auckland USA, by interviewing implementing actors and reviewing policy documents to find things that went wrong. The first is a top-down model and the second is a bottom-up model. Bureaucratic elites (high-level bureaucracy) mostly carry out the first model, so the policy itself will be more successful in its implementation. The second model uses a top-down model, which denies the

role of street level beaucroazy in the implementation process. From this point of view, it is also emphasized that the political process does not only stop when the policy has been decided, but also continues at the lower level of implementation, which largely determines the level of success of implementation.

In addition to the above model, the synthesis model that emerged in 1982 by Randall P. Ripley & Grace Franklin prefers to combine the two previous models (top-down and bottom-up) with the main stresses that can vary, ranging from the interaction network between implementing actors to the sociological, etc. This synthesis model is known as hybrid theory. This theory emphasizes that there is no perspective model that can be applied to every implementation problem. This synthesis model is very diverse, ranging from those that only state variables that are considered to affect implementation. This synthesis model category was actually carried out only to facilitate the categorization of various implementation study approaches that have emerged recently.

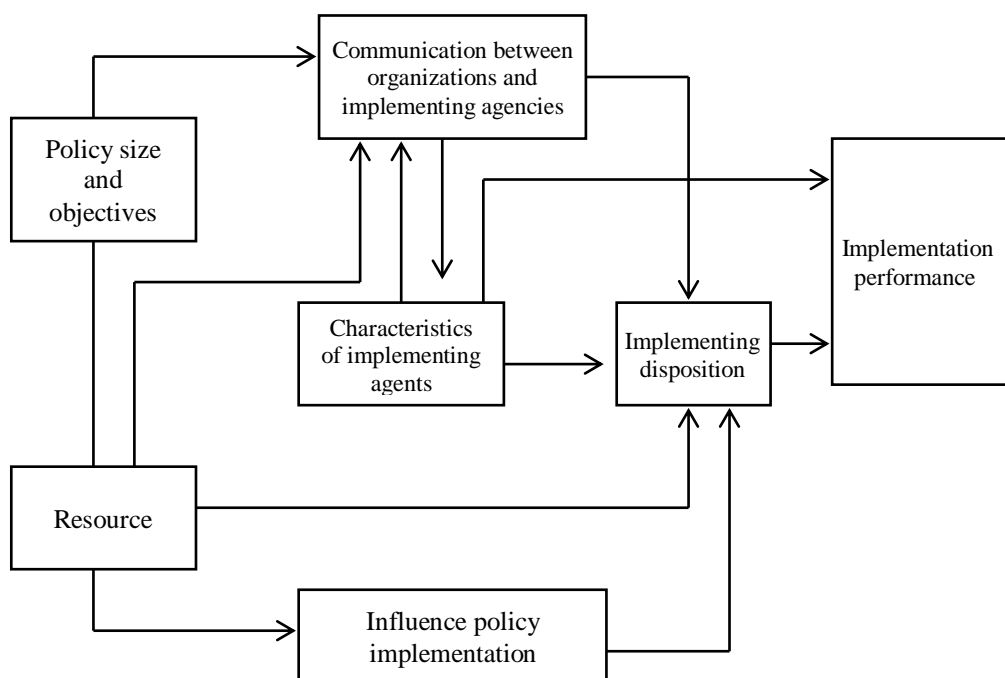
Meanwhile, Parsons (1997) divides the outline of the policy implementation model into four, namely: 1) The Analysis of failure (failure analysis model), 2) Rational Model (top down) to identify which factors make implementation successful, 3) Bottom-up approach model critiques the top-down approach model in relation to the importance of other factors and organizational interactions, 4) Synthesized theories (hybrid theories). This can be seen in table 1 below:

Table 1. Mapping of top down and bottom up approaches

	<i>Top Down</i>	<i>Bottom Up</i>
Initial Focus	Government Policy (central)	Implementation Network at the Bottom Level
Identify the main actors involved in the process	From the center (top) it continues downwards as a consequence of Implementation	From the bottom, namely the implementers at the local level and above.
Evaluation Criteria	Focuses on achieving formal goals stated in policy documents	It is less clear what researchers consider important and have relevance to policy
Overall Focus	How Implementation mechanisms work to achieve policy objectives	Strategy interaction between various actors involved in implementation.

Source: Sabatier (1984) in Purwanto & Sulistyastuti (2012: 48)

In addition to the policy model mentioned above, Van Meter and Van Horn in Subarsono (2005: 99) note several factors that influence policy implementation as can be seen in Figure 1 below:



Sources: Van Meter and Van Horn in Subarsono (2005: 99)

Figure 1 The influence policy implementation

Of the six variables proposed by Van Meter and Van Horn, what is somewhat different is perhaps the variable (5) social, political, and economic conditions, which are not included in the Edwards III model. In variable (5), it can be seen that the model proposed by Van Meter and Van Horn also considers external factors.

2. Collaborative Governance

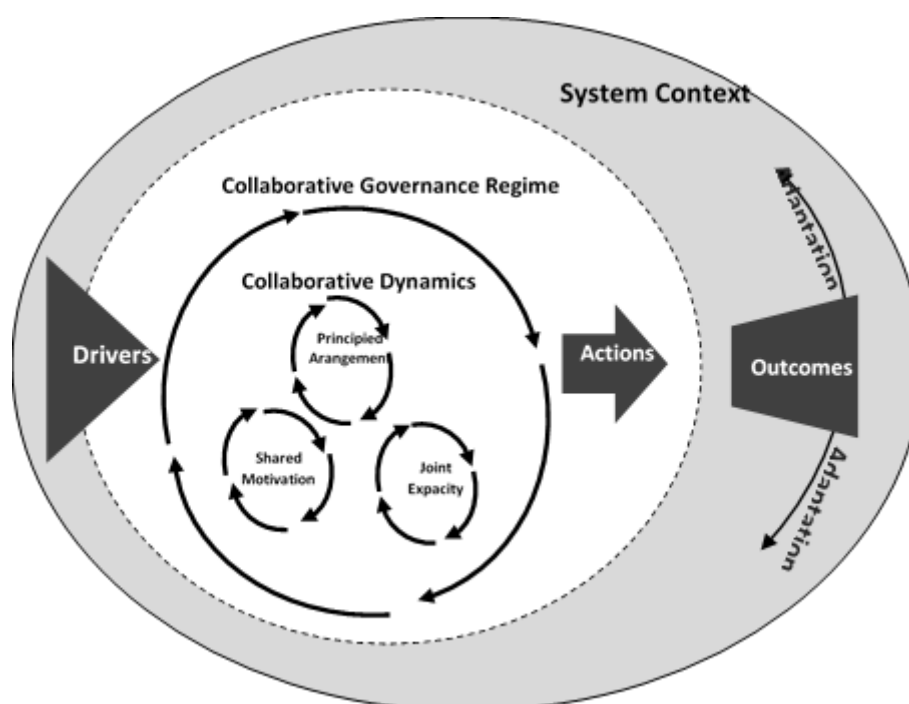
A collaboration allows the emergence of principal and agent relationships, namely between the government and non-profit organizations to provide public services, (Milward & Provan, 2000). So, collaborative governance is an effort to modify governance through the involvement of government actors and non-state actors in solving public issues or creating public value. Collaborative governance is an umbrella that directs the process to knit various activities in public administration, including collaboration between governments and institutions, intersect oral, regional partnerships, public service networks, efforts to reach a consensus, and public involvement. (Morse & Stephen, 2012).

Rasche (2010) asserts that government collaboration requires change, not just an acknowledgment of the existence of multi-stakeholders, but the government's contribution in the long term to effectively address social and environmental problems. In other words, there needs to be a shift from mere multi-stakeholder collaboration to collective action among stakeholders. Thus, a collaborative approach can be used to leverage resources and entrepreneurship from the private sector, and to improvise novel, flexible solutions to today's most pressing societal challenges. (Donahue & Zeckhauser, 2012)

Balogh (2011), Emerson & Nabatchi (2015) reinforce Ansell & Gash (2007) that collaborative governance is a structured process within a management for government policy decision making and management that engages people constructively across the boundaries of public bodies. , government level, and/or public, private, and community to carry out unsolvable public goals.

Ansell & Gash (2007) require that collaborative government governance occurs if it meets six important criteria, namely; 1) the forum is initiated by a public institution; 2) there must be non-government actors involved; 3) all participants are directly involved in policy making and not just “consulting”; 4) the forum is formal and there are regular meetings; 5) policies are made based on consensus; and 6) collaboration focused on public policy or public management.

According to Emerson, et al (2012) revealed four components that are the first steps in building collaborative governance, such as a) trust, in which each actor must be trusted by other actors; b) mutual understanding, in which each actor must share their understanding of a problem; c) mutual commitment, which each actor must commit to the course of collaboration; and d) internal legitimacy, where each actor must have credibility, so that it gets legitimacy from other actors. This can be seen in Figure 2 below:



Source: Emerson & Nabatchi, 2015

Figure 2 Integrative Framework for Collaborative Governance

From Figure 2 above, it can be seen that collaborative dynamics and collaborative actions shape the overall quality and level so that collaborative governance regimes can be developed effectively. The outer circle in Figure 2 above describes a darker color indicating a surrounding or host system that has political, legal, socio-economic, environmental and other influences that influence and are affected by the collaborative governance regime. The context of this system generates opportunities and constraints and influences the dynamics of collaboration starting from the beginning and progressing over time. From the context of this system emerge drivers in the form of (1) leadership, (2) consequential incentives, (3) interdependence, and uncertainty that help initiate and set the direction for a collaborative governance regime. In addition, George C. Edwards III uses four variables in analyzing public policy, namely a) communication, b) resources, c) attitudes (dispositions or attitudes), and d) bureaucratic structure.

II. MATERIAL AND METHODS

The case study on the implementation of the Collaborative Governance TMMD program involves stakeholder actors, especially regional heads, Dandim, heads of services, non-departmental government agencies, academics/universities, private parties, media, village heads and other stakeholders through qualitative research, (Strauss & Corbin , 20013:5). The selection of a descriptive qualitative approach is based on the aim of obtaining a complete and realistic description to find out and describe the reality of the events being studied, making it easier to obtain objective data on research in the Brebes Regency, Indonesia.

III. RESULT AND DISCUSSION

1. Implementation of the TMMD Collaborative Governance Program

The implementation of the TMMD program collaboration in Brebes involves various stakeholder interests using the Edward III approach model in order to support Kodim 0713/Brebes as field implementers and the Permades Office as program coordinator. The model emphasizes how the communication established by TMMD can be effective or not.

a. Effective communication

Implementation of collaboration between actors/stakeholders, communication between implementing staff involved in the TMMD program is quite clear and consistent by using several transmissions/communication media such as: circulars or official notifications, meetings, meetings attended by implementing staff, which are carried out after the issuance of the letter. Notification from the Governor of Central Java regarding the opening and closing of the TMMD and then the decree of the Regent of Brebes and the Regent of Brebes regarding the determination of the location of the village for the TMMD cooperation program in the district of Brebes. As stated by the Head of Socio-Cultural Dinpermades, Ms. SR, who stated:

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“In order to prepare for the TMMD, a preliminary meeting was held which was attended by the Brebes Kodim, Dinpermades, the related Subdistrict Head, Danramil and the related Police Head, the Village Head affected by the TMMD location, the Assistance Team (Baperlitbangda, DPU and Dinperwaskim), women's organizations and related agencies that carry out counseling. While the material discussed in the meeting/meeting includes an overview of the TMMD, non-physical target materials, as well as the opening and closing ceremonies. (Interview, Monday, April 20, 2020).

According to Danramil Bantarkawung, the TMMD program in his area can be implemented thanks to good and effective communication between various elements. This was explained during the interview as follows:

“Before the start of the implementation of the TMMD program in the region, it was preceded by outreach through direct meetings/meetings with the target group community and representative program implementers from the Dinpermades, Danramil, Bantarkawung sub-district, and the related village head at the District Office and the Village Hall Office. During the meeting, the program coordinator told the village to immediately make a development proposal through the TMMD, while indirect communication could be done through social media” (Interview, Wednesday, April 22, 2020).

From universities, such as Muhadi Setiabudi University (UMUS) Brebes, as conveyed by the Chancellor, stated that we from universities are very happy if the campus is included in KKN at the TMMD location carried out by the TNI, only so far, neither the regional government nor the TNI have invited we. However, if we are involved it will definitely be supported. (Interview, Tuesday, May 5, 2020).

b. Resources available

According to George Edward III Resources include physical resources (facilities) or facilities and infrastructure, staff resources (number and competencies) or human resources, information resources and

authority resources (Authority). In this study, it was found that sufficient cost and budgetary resources in the accuracy of allocation, in addition to human resources are very important. Resources that influence the implementation of the collaboration between actors/stakeholders of the TMMD program in the Brebes area include (a) physical resources (facilities and infrastructure), (b) staff resources (humans), (c) financial resources (funds/budget), (d) for information resources and authority (Authority) is not too dominant in the resources for implementing this TMMD collaborative governance program.

The results of the researcher's interview with Mr. Dirwanto, Secretary of the Brebes Public Works Office, said:

"The facilities and infrastructure owned by the Brebes Public Works Department in implementing collaborative governance in the TMMD Program in Brebes district are: 1 backhoe, 1 unit loader, and 1 unit three wales "but not all of them are used because they see the target". (Interview, Monday, April 20, 2020).

The presence of equipment from the DPU is sufficient to support the implementation of activities, when needed for target work, the Kodim and Dinpermades coordinate with the DPU for the need for heavy equipment, the equipment is in good condition and ready to use. In addition to facilities/facilities and infrastructure, staff resources/human resources play an important role in implementing policies, especially program implementing staff.

The researcher's interview with Tris, the Head of the Regional Human Resources Development Personnel Agency (BKPSDMD) of Brebes, stated that the condition of human resources in Brebes Regency was quite significant, from the level of education and skills of the apparatus; they were very adequate in carrying out their duties. (Interview, Tuesday, 9 June 2020).

c. Policy Implementing Disposition

The implementor has a good disposition, so he will be able to carry out the policy well as desired by the policy maker. The willingness and willingness of these implementers is influenced by three elements. First, the level of knowledge and understanding; Second, their response to the policy; Third, the intensity of their response to the policy. If the three dimensions show a positive direction, the level of willingness to implement policies will be high, and vice versa (Agustino, 2006).

The TMMD program certainly raises positive assessments and supports from program policy implementers through awareness and commitment to carry out their respective duties and functions with a full sense of responsibility. As the statement from the Head of the Sosbud Office of the Permades Service, Mrs. S, who gave a statement?

"The assistance team from the Kodim, Baperlitbangda is related to activity planning, DPU is related to physical development, Dinperwaskim is related to physical development, Dinpermades is the supervisor. The assistance team began to be involved from field surveys, determining locations, and monitoring activities so that they already understood the TMMD program. Because from the beginning the assistance team has been involved, they have responded to this program." (Interview, Monday, April 20, 2020).

In the field implementation, the staff involved in the assistance coordinate with each other when carrying out activities, these officers move to the field at any time when needed, especially under the direction of field implementers in this case Kodim 0713/Brebes and the program coordinator in this case Dinpermades. This is as revealed from the statement of Dandim 0713/Brebes Lt. Col. Inf. Faisal Amri who stated:

"The stakeholders involved in supporting TMMD activities in the Brebes Regency area are ready to move to the location at the request of the Dinpermades as the field coordinator and the Brebes Kodim as the direct implementer in the field". (Interview, Monday, April 20, 2020).

Because the understanding of the TMMD program is quite good. The stakeholders respond to the implementation of the program and hope that the TMMD program can be maintained because with TMMD it is able to overcome the difficulties of work carried out by contractors. The Head of Dinperwaskim, Mr. NM said:

"The assistance team in this case Bapperlitbangda, DPU, Perwaskim and Permades is tasked with checking whether the location is in accordance with the planned material for the work to be carried out and monitoring the work being carried out so that it conforms to the plan. They hope that the TMMD program will be maintained because the majority of the work cannot be done by contractors, but the quality of the work can be improved even though it is not in accordance with the technical/bestek specifications". (Interview, Monday, April 20, 2020).

According to the former head of Baperlitbangda that the assistance team is a team that is administratively the actor in planning, implementing and evaluating TMMD activities led by the Regent of Brebes with members consisting of several agencies (9 agencies) with at least 1 person in each agency and at most a lot of 5 people (specially for Baperlitbangda staff).

d. Bureaucratic Structure

One of the most important structural aspects of any organization is the existence of standard operating procedures or SOPs. By using SOPs, implementers can optimize the available time and can function to uniform the actions of officials in a complex and widespread organization, so that it can create great flexibility in the application of regulations.

The bureaucratic structure in the implementation of collaborative governance involves several stakeholders/stakeholders or part of the program implementing organization. Each part of the implementer has different functions and duties in accordance with the established guidelines and instructions for implementing the TMMD program. Coordination and cooperation through harmonious collaboration between stakeholders can work towards the goals to be achieved.

The results of an interview with one of the former heads of the Bapperlitbenda Brebes Mr. A stated:

“Understanding the SOP/TMMD implementation guidance team is certainly an important thing that must be known because how to play a role in TMMD activities without understanding the main tasks and functions of each member in the implementation of TMMD. So that the implementation of tasks can be carried out as well as possible in order to achieve the targets to be achieved in the implementation of TMMD in accordance with their respective roles”. (Interview, Wednesday, May 6, 2020).

In the fragmentation where the distribution of responsibility for a policy to related stakeholders certainly requires good coordination and communication, especially since the TMMD task force has been formed, in general, greater coordination and intensive communication are needed to provide understanding and comply with the SOPs to be implemented. The speed of communication and coordination in the field certainly cannot be separated from using communication tools (HP). As stated by the former TMMD Dansatgas, Lt. Col. Inf. Hadi Hariono, who said that:

"Dandim as Dansatgas will always coordinate and communicate with other stakeholders to reaffirm their functions according to their agencies, during preparation and implementation there are obstacles, then they coordinate with each other, and at that time the decision is made quickly, because the speed and accuracy in making decisions with the task force members will impact on the completion of activities” (Interview, Wednesday, May 6, 2020).

2. The TMMD Program Collaborative Governance Model in the Brebes Region

The collaborative governance model in this study refers to the Ansell Gash (2008) model which states that the TMMD program in the Brebes area implements (1) a collaborative process, (2) initial conditions, (3) institutional design, and (4) facilitative leadership. Details of the findings can be seen in table 2 below:

Table 2 TMMD Program Collaborative Governance Model

NO	CG MODEL	IMPLEMENTATION
1	Collaboration Process	1. Face to Face Dialogue 2. Trust Building 3. Commitment to Process 4. Share Understanding 5. Intermediate Outcome
2	Initial Condition	1. History/previous cooperation experience 2. Imbalance of Resources and knowledge. 3. Incentives (advantages) to participate 4. There is a fear of conflict
3	Institutional Design	1. Participation 2. Limited Forum 3. Ground Rules 4. Transparent
4	Facilitative Leadership	The leadership of the Regent of Brebes for the 2017-2022 period with his Vision-Mission strongly supports the TMMD Program, especially the rural area development program and infrastructure. This is indicated by the TMMD budget support taken from the APBD, compared to other regions, the Brebes Regency TMMD budget is relatively larger. So that the Brebes Regent's policy received a positive response from the relevant stakeholders

3. Determinant factors in the implementation of collaborative governance of the TMMD program in the Brebes Region

a. Driving Factors in the Implementation of the TMMD Collaborative Governance Program in the Brebes Regency

Based on the results of the study, the researchers determined that the driving factors in the implementation of the TMMD program in Brebes depended on three important elements, namely (1) the Commitment of Brebes Regional Government Officials, (2) Public Support, and (3) Influencing Interests.

- b. There are two inhibiting factors in the implementation of the TMMD Collaborative Governance Program in the Brebes Regency Region, namely (1) geographical, social and cultural conditions, and (2) the lack of involvement of academics/students or the role of the private sector/state-owned enterprises and local media has not been optimal.
4. New Values of Research on the Implementation of the TMMD Collaborative Governance Program in the Brebes Region

The results of the study found that there were novelty values related to the implementation of the collaborative governance program of the TNI Manunggal Building Villages in the Brebes Regency Region, the novelty values included:

- a. College/student involvement is very important, because during the TMMD program. Students in the Brebes Regency area were never involved, citing the lack of socialization and communication from the Regional Government/Satgas to universities.

There are several considerations that universities are involved in TMMD, including:

- 1) Universities in the Brebes area have thousands of students from various scientific and scientific backgrounds who are ready to help TMMD activities, especially strengthening human resources.
- 2) In the future, the TMMD program will be discussed as a substitute for the Student Real Work Lecture (KKN) program
- 3) The TMMD program realizes the unity of the TNI with students.

- b. Maintaining the CSR program of the Central Java BPD through the Uninhabitable Houses (RTLH) program in the TMMD.

Approval of the Kodim Information Task Organization (Pendim) by the Army Chief of Staff (Kasad), because the Pendim's role is so important in publishing every TMMD activity, to support that of course the information budget should be allocated to the Kodim and not to the Kodam Information (Pendim) in order to improve mobility of information from the Kodim (pendim) for the deployment of local mass media journalists/correspondents.

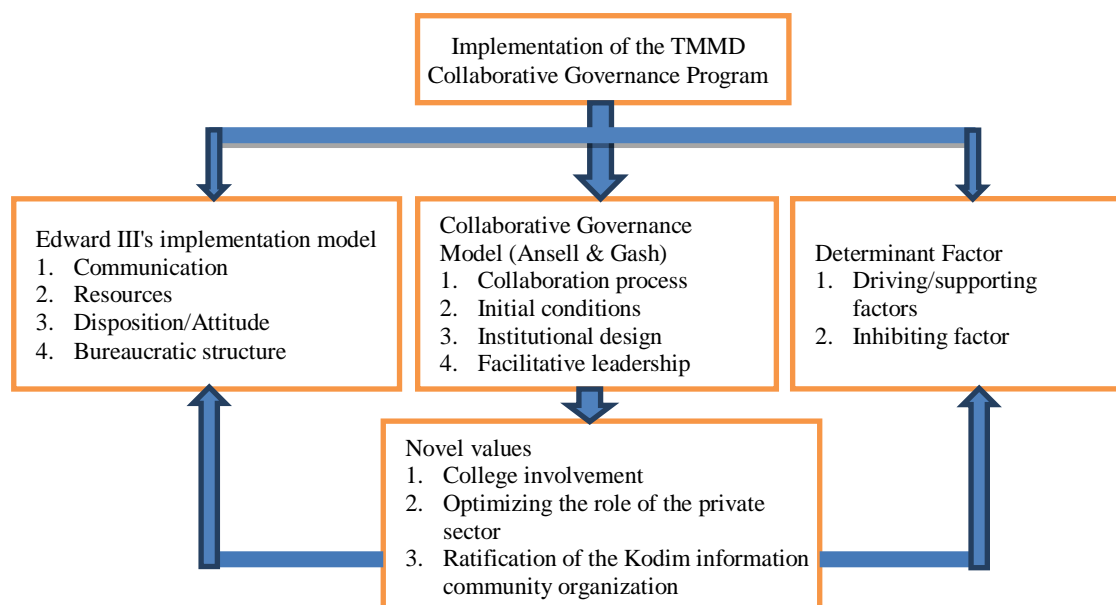


Figure 3 Novelty Values

IV. DISCUSSION AND IMPLICATION

- i. Implementation of collaborative governance program TMMD in Brebes is very effective. This is marked by a process of distributing information carried out by the TMMD Task Force that can be accepted by stakeholders/stakeholders except for universities/academics.
- ii. The collaborative governance model of the TMMD program in the Brebes region uses the collaboration model of Ansell and Gash (2008) where the dialogue/meeting of the initial coordination meeting held at the Dinpermades office was attended by several elements including: Dandim, related Kodim staff, Representatives of Dinpermades, Department of Public Works, Bapperlitbangda, Forkopimda sub-district where TMMD is located, village head.

- iii. There are two determinant factors in the implementation of collaborative governance of the TMMD program in the Brebes Region. First, the supporting factors or influencing factors, namely (1) the commitment of local government officials, who institutionally support the TMMD program through budget approval, and (2) public support, and (3) influencing interests. And, the two inhibiting factors, namely a) Geographical, Social and Cultural conditions, and b) the absence of universities/academics, the less than optimal role of the private sector and local mass media.

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Haryo Mustoko, et. al. "Implementation of Collaborative Governance Program TNI Manunggal Building Villages in the Brebes Region, Indonesia." *IOSR Journal of Humanities and Social Science (IOSR-JHSS)*, 26(07), 2021, pp. 01-08.