

## **Strengthening Public Administration with Good Collaborative Governance (Government and Civil Society Organizations Relation for Development Countries in Decentralization Era: Case Studies in Malang Regency)**

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### **Abstract**

This article discusses the strengthening of the science of public administration in achieving the goals of the state by building an empirical model of the interaction and relations of civil society organizations with the government in the development of decentralization. The concept of collaborative governance that was raised was intended to overcome public problems, implemented by involving multi-stakeholders in planning, implementation, and evaluation through integrated collective agreements in a governance system. This study uses a qualitative approach, and the data are analyzed interactively to answer the issue of interaction and relations between civil society organizations and local governments, especially in Malang Regency, East Java, which has a high level of development dynamics with the heterogeneity of the population. The initiation of cross-stakeholder collaboration in development policy shows the openness of the government in the context of autonomy which can be used as basic capital to improve the quality of services to the community, especially in basic services. The existence of civil society organizations is not only a regional strategic partner but as an agent of development. Interaction and relationships that are built can strengthen the distributive role of government in public affairs. The involvement of civil society organizations as a node of local democracy in regional development can strengthen public administration based on values to realize social equality. Therefore, good collaborative governance which is held must uphold local values as a locomotive driving the formation of strong institutions in implementing the country's vision.

***Keywords:** public administration, collaborative, development, decentralization*

### **Introduction**

Collaborative governance is a trending topic for public administration which is adapted from the development of the implementation of contemporary democracy. Historically, the science of public administration known since the era of (Wilson W. , 1887) has become a milestone in the development of thinking about public administration to the present day with the dynamics of thought that generated open scientific horizons about public administration oriented to community service. The government is the main actor in carrying out its role to fulfill all matters and interests of the public. Therefore, criticism built by public administration experts places the values of social equity to further improve the quality of service to the community organized by the government (Frederickson, 2010) so that it becomes the main pillar in strengthening the existence of citizens as citizens who are facilitated by government programs through interactions - relations between the community and the government that are limited by norms (Svara & Brunet, 2005).

The contextualization of the administration of public service-oriented governance becomes an icon for developed-developing countries. To maintain the stability of quality services provided by the government to its citizens, the adaptation of the concept of private organization services is carried out

by embracing the spirit of entrepreneurship into the elements of public service organized by the state through the concept of New Public Management (Osborne & Gaebler, 1992), as well as the improvement of the concept that places participation as the form of appreciation for the existence of citizens in the process of services provided by the government so that the concept of the New Public Service (Denhardt & Denhardt, 2007) so that citizens become determinants of the good and bad of a service provided, therefore public services provided by the government are based on needs.

The shift in understanding related to the process of providing good services to the community as citizens rest on the need to produce a new understanding of governance. The concept of governance is present in the dynamics of the development of public administration that opens up participatory spaces for all stakeholders in the administration of government affairs to improve the quality of services to the community. In the context of governance, the government has the role of "regulating", while the role of "taking care" is distributed to public actors such as private and civil society. Each of these actors strengthens the state in public affairs that are regulated through public norms to produce a value order that can be used as a media liaison between public interests.

The conception of governance-centric in development shifts to the paradigm of decentralization governance for the sustainability of democratic development to meet public interests and public affairs applied through local values as a catalyst for strategic relations between civil society organizations and the government in carrying out development agendas for the welfare of society especially in the local community. Therefore, the development of democracy which gives birth to freedom of association for its citizens is not as a burden of development, but as a milestone in regional development policies with the interaction and relations of civil society organizations with the government in strengthening the function in managing public affairs in the region.

A civil society with various shades can demonstrate its ability to fight for its rights and express its aspirations through a logical and visionary platform. As a benchmarking in several developing Asian countries such as China, civil society organizations are growing to support government performance in the field of community capacity building to increase productivity (Lu, 2009). In line with the times, in India and Pakistan, civil society organizations have become partners in improving the quality of public services (Brinkerhoff, 2003) so that all forms of public services organized by the state are far better. The existence of civil society organizations in China, India, and Pakistan has become an important part of development.

This research is a reinforcing idea about the existence and development of civil society organizations in regions with various features of the struggle that are highlighted as the identity of the movement. Also, social stigma towards the presence of civil society organizations tends to be "rent-seeking" for certain interests so that the relationship between the nodes of society and the government becomes an "illusion" in carrying out the concept of development with the involvement of various parties (Suleiman, 2013). The development of democracy by inculcating participatory values and raising the 'marwah' of the existence of citizens so that a new governance system emerges by involving various parties in the efforts of the state to realize equality and justice in the services provided by the government, especially in basic services. In the context of developments in Indonesia, a decentralized governance system encourages regional innovation to always be responsive to public needs. Therefore, this article discusses the interaction and relations between civil society organizations and the government in regional development to realize justice and equity for the people in the era of decentralization. The relationship model between civil society organizations and the local government based on local values will be able to answer all challenges in the dynamics of global development.

## Method

The study was conducted using qualitative methods. The FGD was conducted to explore interactively the role of each actor in development policy in Malang Regency. Free and in-depth interviews aimed at various parties (government, community, and civil society organizations) to find out the impact of development policies in the context of decentralization. Therefore, each of the data

obtained is interactively analyzed to obtain recommendations for a model of strengthening public administration through interaction and relations between civil society organizations and the government for regional development.

## Results and Discussion

Malang Regency with the territorial area of 353,486 hectares has a population of 2,591,795 people in 2018 with a population level of 0.65% in the 2015-2018 time frame (BPS, BPS Jawa Timur, 2019). Regional characteristics complete with agrarian and marine potential, geographically located between 112°17'10,90"- 112°57'00'00" East Longitude, 7°44'55,11"-8°26'35,45" South Longitude with administrative boundaries consisting of the North bordering Pasuruan Regency, Probolinggo Regency, Mojokerto Regency, and Jombang Regency; East is bordered by Lumajang Regency; The South is bordered by the Indonesian Ocean; Westside is bordered by Blitar Regency and Kediri Regency; while the Middle part borders Malang City and Batu City. From these geographical conditions, Malang Regency is an autonomous region with economic growth rates through Gross Regional Domestic Product of 5.43 (BPS, BPS Kabupaten Malang, 2019) so that it can realize local revenue in 2018 reached Rp. 587,622,481,261.79 above the target that has been set up to 109.82% (Bappeda Report, 2018). To carry out service functions to the community, government administration is distributed through 33 Subdistricts, 12 Sub-Districts, and 378 Villages with the support of 3,156 Community Associations (RW/Rukun Warga) and 14,695 Neighborhood Groups (RT/Rukun Tetangga).

Malang Regency with its development priorities is to improve the quality of basic services, reduce poverty through local economic development, optimize tourism potential, enhance environmental preservation and resilience in the face of disasters, and increase innovation and bureaucratic reform. These five priorities for the Malang Regency government are strategic agendas in building networks and implementing policy invitations for the realization of the RKP 2018. Development commitments carried out through multi-stakeholder engagement are more likely to involve public, cross-regional, BUMD, and tertiary organization organizations.

Table 1. Resume Form of Cooperation in Malang Regency in Development in 2018

No.	Form of Cooperation	Purpose	Actor
1.	Mutual agreement.	Accelerating regional development, enhancing the regional economy and community welfare by optimizing the resources of the parties.	Malang Regency Government - Blitar City Government.
2.	Product Partnership Featured Rural Areas.	Empowerment and coaching of coffee, chrysanthemum, and horticultural farmers in the Regency Poor.	Malang Regency Government - Ministry of Villages, Disadvantaged Regions and Transmigration.
3.	Cooperation on Poverty Alleviation Joint Affairs.	Encourage participation of the whole community, especially the poor and/or women's groups in accessing health and education services.	Malang Regency Government - Ministry of Villages, Disadvantaged Regions and Transmigration.
4.	Cooperation on Improving Community Health Center Programs.	Improving the quality of the Puskesmas Program which includes the Improvement of the Quality of Village Health Centers (Ponkesdes) and the Improvement of Inpatient Health Centers to become Inpatient Health Centers According to Standards.	Malang Regency Government - Provincial Government of East Java.
5.	Implementation of System Development Provision of Drinking Water.	Supporting the implementation of the development of a quality Drinking Water Supply System and the achievement of increased coverage of drinking water services in Malang Regency.	Malang Regency Government - Directorate General of Human Settlements Ministry of Public Works and Public Housing.
6.	Regional Development Cooperation.	To realize inter-regional development in the border region, efficiency and effectiveness and synergy in the provision of public services to the community.	Malang Regency Government - Batu City Government.

Source: Processed research data

From table 1 above, the efforts of the Malang Regency government in mobilizing resources for development in this case opening up multi-stakeholder participation space are still built at the level of formal institutions owned by public organizations. Other forms of collaboration involving universities are carried out in the form of health practices and community empowerment carried out at the Kanjempuan Regional Hospital. While BUMD cooperation is carried out by the PDAM to maintain the clean water supply in Malang Regency, the collaboration is carried out with the Batu City Government related to the utilization of "Cinde" and "Dandang" water sources until 2021. If judging conceptually, the concept of collaborative governance can be done by involving multi actors to encourage the effectiveness and efficiency of government so that it can produce development innovations with specific target achievements as public sector reforms (Donahue & Zeckhauser, 2011); (Kurniawan & Indriati, 2017) especially in the era of decentralization which will open the space for authority to regions in sustainable development for the welfare of society as a great hope for governance of the present time that is passed by opening a dialogue space across parties to reach a consensus (Zadek, 2006).

Consciously, the collaboration developed in achieving development targets in Malang Regency still depends on public actors as a resource management effort to improve public services on both sides. Sustainable development that is planned to improve services with innovation must facilitate participatory, innovative development and equality between actors such as market, state, and society with the encouragement of all available resources by aiming at improving service quality (Zadek, 2006); (Kurniawan & Indriati, 2017); (Yan-qing, 2013). Thus, in the era of decentralization, social resources (Yan-qing, 2013) must be able to become the glue of interaction - relations in the collaboration of regional development policy implementation.

In Malang Regency which has quite heterogeneous characteristics of community life can be used as capital for development announced by the local government. Therefore, public spaces are opened to build a communal power in development through collaboration between actors with a consensus of vision on the welfare of the community. All economic, social and political resources managed by involving multi actors will become an infiltration towards a prosperous country. The dynamics of the life of civil society through democracy can boost the freedom of society in Malang Regency to associate so that the growth of civil society organizations grows up to 178 containers with various patterns of movement in 2018 based on data obtained from the National Unity and Politics Agency (Bakesbangpol), but it has not touched on collaboration in development in the regions. The existence of civil society organizations is still limited to social control for governance. Yet if it is returned to the intact concept desired by collaboration in development is the building of a consensus and sharing of resources to realize the communal movement in development controlled by the government.

In the current development agenda that is bottom-up (McDougall & Banjade, 2015; Eckerberg, Bjärstig & Zachrisson, 2015; Guerrero, Bodin, McAllister & Wilson, 2015), the concept of collaborative governance comes in response to the failure of policy implementation with a focus on government as a main actors in the formulation, implementation, and evaluation (Ansell, 2007) so that administrative polarization in governance experiences the political dynamics of the interests of certain groups. Therefore, to maintain the rhythm of multi-stakeholder collaboration in regional development policies can be done with an institutional approach (Jung et al, 2003) more specifically institutional facilitated by the government by utilizing the social potential that exists in civil society organizations to be developed as a great force for the achievement of current development goals (Call & Jagger, 2017). A multi-stakeholder interaction model (figure 1) in a collaboration that was built by involving society actors through civil society organizations with local values as a glue for the sustainability of the program so that it makes it a multi-party collective action in development policy.

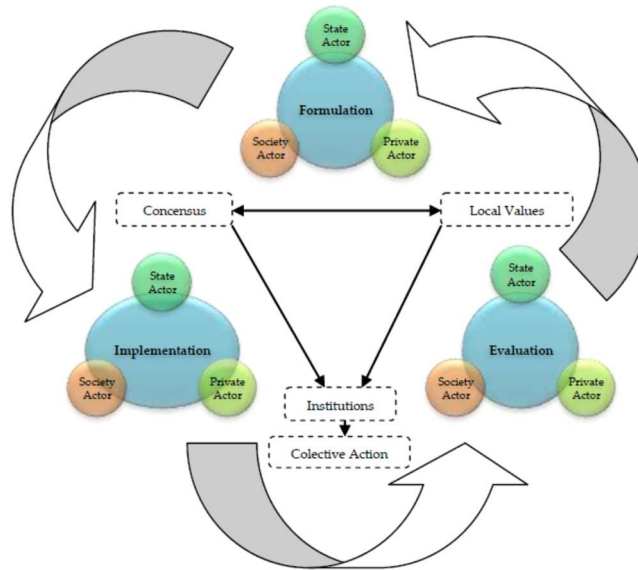


Figure 1. Interaction Model - Multi-Party Relations in Good Collaborative Governance  
Analysis of Research Results

The concept of governance renewal shown in the picture above places local values and consensus to fill the entire policy process involving state actors, private actors, and society actors so that the existence of each actor can play a role in an institution that makes it a collective action in the development agenda and service to the community. In the context of the involvement of civil society organizations, the decentralization of development policies launched by local governments will be strengthened by local values as an institutional glue for implementing collective agreements. At least the existence of civil society groups that are institutionalized through consensus to determine the direction of development together and produce transparency and accountability in the development agenda with equality and justice. From the multi-stakeholder involvement scheme in development, the negative stigma about civil society organizations that tend to emphasize the government for certain interests (Kurniawan & Indriati, 2017) can be eliminated into a major force by distributing resources owned through concessions and institutions formed between the government and community groups.

## Conclusions

Amid the democratization of the economic and political system, decentralization is carried out to shorten the span of control of public services from the government to the people. Therefore, the dialogical and participatory space that is built into good collaborative governance can be used as a force in carrying out the role of public administration through directed and planned development policies. The consensus that is built with the order of local values will influence and at the same time strengthen institutions in collaborating for development. In the context of the Malang Regency, the collaborative collaboration paradigm must shift to multi-stakeholder collaboration by placing civil society organizations as agents in the implementation of development policies. With local values, institutions in implementing the development agenda in the regions will be easily realized.

Collaboration in governance is still an interesting topic in the science of public administration, therefore multi-stakeholder dialectics in the development agenda must always be open to realizing a just society. The context of the research conducted is still at the level of interaction and relations of civil society organizations, there are still many dynamics of interest in collaboration presented by other actors. Therefore, studies are still needed in future studies to explore the pattern of private actor relations in development in the era of decentralization.

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