

THE MOBILIZATION OF SHARED PRINCIPLES IN THE COMMUNITY BASED DRINKING WATER SUPPLY AND SANITATION (PAMSIMAS) IN THE PERSPECTIVE OF THE COLLABORATIVE GOVERNANCE REGIM (CGR) IN MAROS REGENCY

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ABSTRACT

This study aims to describe the implementation of the collaboration process between actors by mobilizing shared principles in the implementation of the Community Based Drinking Water Supply and Sanitation (PAMSIMAS) in Maros Regency, analyzing elements related to the mobilization of shared principles which include: disclosure, definition, deliberation and determination that gives effect to the implementation of the PAMSIMAS program in order to meet the needs of drinking water and proper and healthy sanitation in Maros Regency in a sustainable manner. This research was conducted in Maros Regency using the Collaborative Governance Regime (CGR) perspective proposed by Kirk Emerson, Stefan Balogh, and Tina Nabach (2012) with a qualitative approach and an explanatory analysis level. The focus of this research is on mobilizing the shared principles between actors in the implementation of the Community Based Drinking Water Supply and Sanitation (PAMSIMAS) in Maros Regency. Data analysis was performed by data collection, data reduction, data presentation, verification, and conclusions. The results showed that in terms of Disclosure (Discovery), the custom of the community in the implementation of the PAMSIMAS in Maros Regency to express clearly and clearly what their wishes and interests were still very difficult to do. The general public does not yet have the courage, especially to be expressed in official forums/meetings. In the definition process, the activeness of the community to discuss with each other to describe the problems they face related to the provision of drinking water and proper sanitation have not been carried out optimally. In deliberation process, understanding and implementation of social values that become social capital are increasingly neglected in carrying out activities including activities carried out by the PAMSIMAS program, voluntary values, honesty for mutual respect and respect increasingly eroded by increasingly pragmatic and hedonistic views, the mutual cooperation of a sense of togetherness is increasingly tested. In determination, the implementation of the PAMSIMAS program stage is carried out based on technical guidelines. The meeting should be adjusted to be carried out between the busy times of the community, especially time that coincides with routine community activities. Meetings do not have to be held in the morning or afternoon but can also be held at night after the evening prayer (shalat) and the venue can also be held in a place that is easily accessible by the community.

Keywords: *Collaborative Governance Regime*, the mobilization of shared principles, discovery, definition, deliberation and determination

INTRODUCTION

Collaborative Governance is a model that involves the public and private sectors in collective forums with public institutions in consensus decision making. In other words Collaborative

Governance controls one or more public institutions and non-state stakeholders directly involved in the collective decision-making process that is formal, consensus-oriented, deliberation, and aims to make or implement public policies, manage public programs or assets. Ansell & Gash (Irfan Islamy, 2015). In handling and managing public problems, it is very necessary for the involvement of other institutions or non-governmental organizations including local non-governmental organizations or traditional institutions and indigenous peoples who live in the midst of the community. This is because public matters are not enough to be handled only by integrated or related government institution units. This collaborative approach is believed to be a bridge to develop more concrete solutions. Therefore, the Indonesian government needs to apply the Collaborative Governance Principles in solving various public problems in all sectors.

The Collaborative Governance approach taken by the government of the Republic of Indonesia by involving all stakeholders in the process, is expected to be a solution to various public problems including the provision of healthy drinking water and sanitation. Until now, it has not been able to be completed nationally, especially in Maros Regency.

Based on Law No. 23 of 2014 concerning Regional Government explains that related to drinking water and sanitation services has become a compulsory affair of the Regional Government in terms of meeting basic services in accordance with the capacity of the Regional Government in providing drinking water and sanitation services that meet the Minimum Service Standards (SPM). In accordance with the 2015-2019 National Medium-Term Development Plan [RPJMN], the Government of Indonesia is committed in 2019 to achieving 100% access to drinking water and sanitation for all Indonesians.

In 2008 the Government implemented Water Supply and Sanitation Based Community Program (PAMSIMAS), as one of the manifestations of the seriousness of the Government of Indonesia in solving public problems using the Collaborative Governance approach. This also continues the commitment of the Government of Indonesia on the successful achievement of the Millennium Development Goals target for the Water and Sanitation sector (WSS-MDG), which has succeeded in reducing half of the proportion of the population who do not have access to drinking water and basic sanitation in 2015.

The government is expected to be able to carry out collaborative management of the public sector in solving public problems because on one side of the current conditions are increasingly complex and dynamic, and on the other hand, the capabilities of the government (especially local governments) are still relatively unable to be fully relied upon. This condition certainly forces the government to be able to promote collaboration between actors (government, private sector, and civil society) in order to overcome public problems and be able to accelerate the resolution of various public problems, especially related to the fulfillment of drinking water and sanitation in Maros Regency.

The acceleration of achieving universal access to drinking water and sanitation in 2019 requires joint efforts from the central government to the village government and the community, as well as the private sector (CSR). PAMSIMAS is a water supply and sanitation program that can be used by various stakeholders to be a joint program in the context of achieving universal access to drinking water and sanitation in rural areas in 2019 in Maros Regency.

The implementation of Collaborative Governance in PAMSIMAS program has become one of the national flagship programs (Government and Local Government) to improve rural population access to improved drinking water and sanitation facilities with a community-based approach. The PAMSIMAS I program, which began in 2008 until 2012 and PAMSIMAS II from 2013 to 2015, has succeeded in increasing the number of rural and suburban poor who can access drinking water and sanitation services, as well as increasing the value and behavior of clean and healthy living in around 12,000 villages spread across 233 districts/cities and continue to increase access of rural and suburban residents to drinking water and sanitation facilities in the context of achieving the 2019 Universal Water Supply and Sanitation Access target, the PAMSIMAS Program will continue in 2016 to 2019 specifically for villages in the Regency. The PAMSIMAS III program was implemented to support two national agendas to increase population coverage for proper and sustainable water and sanitation services, namely (1) 100-100, namely 100% access to drinking water and 100% access to sanitation, and (2) Total Sanitation Community Based.

PAMSIMAS program is implemented with a collaborative approach to all actors. Community involvement (women and men, rich and poor, etc.) and a responsive approach to community needs (demand-responsive approach). The approach is carried out through a process of community empowerment to foster community initiatives, initiatives, and active participation in deciding, planning, preparing, implementing, operating, and maintaining the facilities that have been built.

Collaborative Governance Approach in resolving Water and Sanitation issues through the PAMSIMAS program in Maros Regency is still very difficult to realize this based on the conditions and phenomena in the field of the tendency of program implementation with an approach in public administration called the Old Public Administration (OPA) can be seen the more dominant role of the government, the PAMSIMAS program initiative was born from the Central Government's decision through several ministries such as the finance ministry, the village ministry, the interior ministry, the social ministry, and the National Planning Agency which subsequently hierarchically involved provincial, district/regency and village governments.

Technical guidelines and instructions for the implementation of the PAMSIMAS program have been determined by the central government through the ministry so that the provincial and district/regency and village governments are only technical implementers. This gives an illustration of the dominance of authority from the government element, as well as the role of government at the district/regency and village level, especially in determining the actors of the Community Self-Reliance Program (KKM) and Implementing Unit (Satlak) at the village level including decisions taken at the village level are still dominated by the government and village officials. Actors involved in the implementation phase of the PAMSIMAS program are only elements of the government and the private sector only involved in the post PAMSIMAS program relating to the development of activities that were not funded/handled by the program and the maintenance of the pipeline network

Another thing that becomes an obstacle in the implementation of the PAMSIMAS program in Maros Regency is that community involvement in the program agenda is still relatively low and also related to community awareness still needs to be improved. So the local government took the initiative to take tactical steps so that the stages of activities could go according to the plan that had been made, although it was also undeniable that the political will of the

village government was still very influential at all stages of the process of implementing the PAMSIMAS program in Maros Regency.

LITERATURE REVIEW

Collaborative Governance Regime (CGR) explains in detail how the process of collaboration that is dynamic and cyclic, with the dynamics of collaboration produces actions and impacts on outcomes, and adaptation to the effects of dynamics and collaborative actions.

Starting/building collaborative governance has its own challenges and difficulties where everyone has individual interests so encouraging to work together is a difficult condition especially in heterogeneous societies, (Thomas 2003; Ostrom 1998; Schlager 1995), for that the challenges are different for strategies establishing/forming CGR

At this time will explain the conditions and factors that influence the formation and development and performance of CGR with a system approach. Collaboration does not occur in a vacuum but across boundaries within the organization, CGR develops in the context of complex systems including political, economic, social, and other environmental fields, but nevertheless has opportunities and challenges at the beginning of the formation of CGR occurring slowly over time. influence the dynamics and performance of CGR (Borrini-Feyerabend 1996).

CGR is a system where each stage is not separated from the other stages and mutual influence influences, the initial understanding of collaboration by the initial actors is very important to give effect to other individuals who will be involved in the collaboration, also expected to have an influence For those who deliberately create, maintain and exacerbate problems, various efforts are carried out inherently and continuously so that all individuals understand why we should collaborate so that changes and improvements will occur in accordance with the desired conditions together.

The Mobilization of Shared Principles

The mobilization of shared principles occurs naturally through dialogue from time to time, although perhaps at the beginning they have substantially different goals, relationships and different identities from the institutions they come from, differences in rules or problem solving that are sectoral by creating shared values for resolving conflicts/problems (Cahn 1994; Cupach and Canary 1997; Lulofs and Cahn 2000). The mobilization of shared principles based on normative assumptions about interaction between participants can also strengthen identity and resolve conflicts, thereby giving space for broad participation to be a principle, including building principles of justice to the public to communicate inclusively must be an understanding for all participants (Ansell and Gash 2008; Carlson 2007; Henton et al. 2005; Leach 2006a; O'Leary, Gerard, and Bingham 2006; Susskind, McKernan, and Thomas-Larmer 1999). The element of participant representation in the forum becomes an indicator of trust and perspective that is relevant for building awareness in CGR.

The mobilization of shared principles is something that happens continuously in collaboration. Some things such as face-to-face dialogue, or through technology intermediaries are ways to move the principle together. Within this component there is a reaffirmation of shared goals, the formation and development of shared principles, which are often expressed in the various perspectives of the actors involved. Therefore, the unification of principles is at the core of this (Emerson, Nabatchi, & Balogh, 2012: 10).

The characteristics of each actor, are key elements that influence how well the shared principle works. The critical first step is how the government selects actors who will be involved in the collaboration. Furthermore, after collaboration has developed, the addition of actors is also possible. Then the activity of moving the principle together will be realized

That mobilizing shared principles becomes a very important component in the dynamics of collaboration as well as shared motivation and capacity to take collective action. The mobilization of shared principles is intended to resolve or reduce conflicts between participants even though there are various differences, for example organizational culture, this process can also be used as a space to provide mutual understanding about the different desires before engaging in collaboration. Representatives of participants in the collaboration process are representatives who have been delegated by participants who will negotiate before making a decision. Skills for managing conflict are skills that are highly needed by leaders in CGR.

The mobilization of shared principles consists of four processes:

a. Discovery

The process of disclosure (discovery) of all interests, understandings, and values among participants is expressed in the forum because it is part of the material for dialogue between participants. They ask each other questions and know each other what are their individual skills and resources. They are given space to explore all their abilities and perspectives, creating a more open atmosphere. Disclosure can be the focus for identifying differences of interest then the focus will then be directed to the discovery of facts together in part from the investigation process (Ehrmann and Stinson 1999; Ozawa 1991).

Revealing the interests of each actor, the values of the actors, as well as efforts to construct shared interests. Disclosure both to the collaboration actor, and the individuals within it, can be analyzed from the interests of the actors joining in the collaboration. The analysis then looks at how big the impact and implications are, namely whether there are differences in interests that affect the collaborative process. However, Emerson, Nabatchi, & Balogh (2012: 12) emphasize disclosure at the level of individuals and actors, primarily in order to establish the formation of shared-meaning or continuous understanding. The formation of this will affect the process of joint discussion, in which there is deliberation as a "hallmark of successful engagement" or the main sign of the success of mobilizing shared principles.

b. Definition

Participants in their discovery process have also been involved in the process of defining what problems and opportunities exist. Participants build understanding and provide mutual understanding related to concepts and terminology to describe problems and opportunities through discussion. They explained to each other through discussions about what they hoped. Give each other criteria made between them. In the process of disclosure they are very open and mutually enrich information. The process of definition forms a new understanding of their concept. The definition process provides an initial description of the boundaries of the problem or opportunity presented in the group.

c. Deliberation

Participants create progress through an initial cycle starting with the process of disclosure and definition as a first step to conducting extensive deliberations between

themselves, involvement based on honesty in communicating, and giving each other more structured information that is oriented towards solving common problems.

Deliberation is a characteristic that must be a principle so that participants want to be involved in achieving common goals. That deliberation is not only a matter of how to convey the interests/desires of participants but how we can listen to the perspectives of others and become input for public assessment of what is the value of good for the common good. Deliberation encourages all participants to take part in a more open and accessible discussion for all participants wherein the discussion they think carefully about what strengths and weaknesses and alternatives to the solutions will be taken for the existing problems.

Solutions that are born are not only based on data and facts but also on values and other technical considerations (Gastil 2005, 164). Another consideration must also be considered is to provide an equal opportunity for all participants to speak, listen to the opinions of other participants attentively and carefully consider all opinions and respect each other in the forum (gastil, 2008 9-10).

The quality of deliberation can be seen if there are differences in perspective but individually able to advocate for these interests. The ability to advocate individually is an effective strategy used to resolve conflicts / existing problems. The challenge in the discussion that is often encountered is the existence of questions and answers that are sometimes not constructive or openly disagree with the decision to be taken and this is part of the communication process carried out across borders / between organizations, therefore a conducive atmosphere is needed so decisions taken in accordance with shared desires.

Some of the deliberation analysis above, implicitly try to get an answer about the courage of the actors to act freely in collaboration, the presence or absence of pressure from the government or other parties so as to limit collaborative action, or there is coercion to do so. Deliberative democratic processes are able to make collaboration a place to develop innovation and creation, both in generating ideas, as well as in dealing with the practice of collaborative activities in the field, i.e. if unexpected problems are found, each actor is not afraid to act creatively, because there is no pressure to must act as instructed.

d. Determination

The final element in mobilizing shared principles is the determination related to the decision procedure for example: agenda-setting, discussion schedule, working group discussion agenda, and the substance of the decision is the achievement of the decision, the form of action, and final recommendations.

We use the general term determination rather than decision or agreement to show the great variety of decisions within the group that we will make in CGR. Efforts to collaborate continuously in a substantive manner can be made by determining procedural that is made together which is an important element in building interdependence/interconnectedness

Theory and practice of collaboration show that high intensity of involvement will produce a strong and ongoing commitment (Innes and Booher 1999, Sipe and Stiffler 1995: Sususkind and Cruikshank 1987)

In the theory of change explains that in principle participants must recognize some common interests, which encourage unite them even though they do not necessarily have the same goal. The birth of a shared goal is a very important first step in the dynamic cycle of collaboration. Through the cycle of disclosure, definition, deliberation and determination of shared goals will be realized and this is an effective strategy (Kellogg Foundation 2005: Thomas 2003)

RESEARCH METHOD

This research method uses a qualitative approach with an explanatory analysis level. The focus of this research is on the collaboration process between actors by mobilizing shared principles in the implementation of the PAMSIMAS Program in Maros Regency. Data analysis through data collection, data reduction, data presentation, verification, and conclusion. Sources of data in this study are primary and secondary data and documents in the form of supporting data from primary data which can be in the form of policy documents, regulations, statistical data, and various other quantitative data. This type of data can be obtained from various documents, archives, journals, dissertations, scientific works, statistical data, and others. This secondary data source is used as a starting material for researchers in the field and at the same time completes empirical data on conditions and conditions, especially in the analysis process in the implementation of the PAMSIMAS Program in Maros Regency

RESULT AND DISCUSSION

Based on the facts about the collaboration process between actors in building the mobilization of shared principles in the implementation of the PAMSIMAS Program in Maros Regency with the Collaborative Governance Regime (CGR) perspective, the following research findings will be described:

4.1 The Collaborative Process Between Actors in Developing Shared Principles in the Community Based Drinking Water Supply and Sanitation (PAMSIMAS)

The mobilization of shared principles occurs naturally through continuous dialogue, although perhaps at the beginning they have different goals in substance, relationships and the existence of different identities from the institutions they come from, differences in rules or problem solving that are sectoral by creating shared value to resolve conflicts/problems (Cahn 1994; Cupach and Canary 1997; Lulofs and Cahn 2000).

The promotion of shared principles in the Community Based Drinking Water Supply and Sanitation program in Maros still needs to be improved. This is because the level of community participation in implementing the program agenda is still relatively low, this causes space to convey hopes, needs/desires that are substantial are not conveyed in the forums that have been previously scheduled. Villagers and program actors at the village level are still not accustomed to dialogue in the forum so they prefer to be quiet despite many things they want to express.

The mobilization of shared principles based on normative assumptions about interactions between participants can also strengthen identity and resolve conflicts, thereby giving space for broad participation to be a principle. Including establishing principles of justice to the public to communicate inclusively must be an understanding for all participants. This is in line with what was expressed by Dwiyanto (2005: 79-81) which states that governance is the value of justice which is the basis for the use of power. Traditional

public administration values such as efficiency and effectiveness have shifted to the values of social justice, freedom and humanity

The conclusion that can be drawn is that in order to mobilize the shared principles in the PAMSIMAS program in the deliberation forum even though the community, in general, is still less active, there must be an element of community representation in the forum including representatives who are able to express what are the principles adopted by the community. Because this condition will trigger the birth of trust and relevant perspective to build awareness in CGR. As revealed by Ansel and Gash, (2008)

In line with Kirk Emerson, Stefan Balogh and Tina Nabachi (2012), that the Characteristics of each actor, is a key element that influences how well the shared principle works. The critical first step is how to choose the actors who will be involved in the collaboration. Furthermore, after collaboration has developed, the addition of actors is also possible. Then the activity of moving the principle together will be realized.

That the mobilization of shared principles becomes a very important component in the dynamics of collaboration as well as shared motivation and capacity to take collective action, (Kirk Emerson, Stefan Balogh and Tina Nabachi, 2012):

a. Discovery Process in the Community Based Drinking Water Supply and Sanitation (PAMSIMAS)

The process of disclosure of all interests, understanding, and values between the PAMSIMAS program actors and the community has not been able to be comprehensively disclosed, for example, relating to water sources, technical piping network installation, mechanisms for involving citizens to the In-Kind and In-Cash requirements, water fees if have been used and other matters relating to the fulfillment of drinking water as well as matters relating to sanitation and changes in healthy behavior (PHBS) the condition of participants in the forum is still relatively passive and which dominates the discussion comes from elements of the government or facilitator.

Disclosing issues that are a problem and hope is very important in the forum because it is part of the material for dialogue between participants. They ask each other questions and know each other what are their individual skills and resources. They are given space to explore all their abilities and perspectives, creating a more open atmosphere. As expressed by experts (Ehrmann and Stinson 1999; Ozawa 1991), that disclosure can be a focus for identifying differences of interest and then the focus is directed at finding facts together with part of the investigation process

It can be concluded that the process of disclosure of expectations, values, interests, and understanding in the activities of the PAMSIMAS program in Maros Regency must still be pursued on an ongoing basis and is the duty of all PAMSIMAS program actors at all levels. Because if the community is brave and able to express their wishes and hopes in the forum then it will certainly build a positive dynamics of collaboration in the implementation of the PAMSIMAS program in Maros Regency and for other development agendas even though the PAMSIMAS program has ended.

The PAMSIMAS program in Maros Regency is expected to be a trigger for the community, in general, to fully involve themselves in the agenda related to the public interest starting from the planning, implementation, maintenance and evaluation stages of

all development activities carried out, especially in the villages. This is confirmed by Emerson, Nabatchi, & Balogh (2012: 12) which emphasizes disclosure at the level of individuals and actors, primarily to build the formation of "shared-meaning" or shared understanding continuously, (Emerson, Nabatchi, & Balogh 2012: 12)

b. Definition Process in the Community Based Drinking Water Supply and Sanitation (PAMSIMAS)

The process of disclosing the interests, expectations, and various issues related to the fulfillment of drinking water and sanitation in Maros Regency also coincides with defining or explaining/describing issues that are highly related to the agenda of the PAMSIMAS program. The process of defining problems and expectations is carried out by government elements, especially the Maros Regency government and PAMSIMAS program facilitator elements at all levels who understand more about how the technical implementation of activities related to the scope of objectives of the PAMSIMAS program. The PAMSIMAS program facilitator explained the entire set of stages of the activity including the roles of all program actors and the role of the community as beneficiaries of the results of the PAMSIMAS program.

The PAMSIMAS program as a program that uses an empowerment strategy always sees that the process approach is an effective method for building understanding and mutual understanding, making criteria/standards, enriching information, and defining processes to form new understandings into their concepts.

It can be concluded that the ability to define various problems and community expectations for the PAMSIMAS program in Maros Regency has not been running optimally is very important in order to provide understanding and understanding of what the PAMSIMAS program will do in their area and this must be initiated by the PAMSIMAS program facilitator in all level of level to explain this because the facilitator has the task of carrying out overall mentoring related to the implementation and success of the PAMSIMAS program agenda. Outlining the problem of drinking water and sanitation needs in the community is very important to build understanding and togetherness and this has been done intensively by the PAMSIMAS program actors in Maros Regency especially facilitators in order to strengthen the role of all actors in the implementation of the PAMSIMAS program in Maros Regency, this also in accordance with the results of research conducted by Abdul Sabaruddin (2014) that collaboration is based on mutual agreement or compromise with the consensus mechanism. Communication in the collaboration process is carried out reciprocally or two-way communication.

c. Deliberation Process in the Community Based Drinking Water Supply and Sanitation (PAMSIMAS) in Maros

The PAMSIMAS program facilitator in Maros Regency has made progress through an initial cycle starting with the process of disclosure and definition as a first step to conducting extensive deliberations between them. Involvement that is based on honesty in communicating and exchanging more structured information which is oriented towards solving shared problems.

The deliberative conditions in each process in carrying out the agenda of the PAMSIMAS program in Maros Regency have not been maximized in providing significant results, especially those related to the dialogue process and mutual advice and even criticism of

program activities carried out both related to activities that are technical (physical) or those that are capacity building for PAMSIMAS program actors and for the community in general. Because formal meetings tend not to reveal a very substantive problem so it is necessary to further maximize informal meetings because people are usually more willing to open and feel not pressured by the conditions of the forum.

Deliberation is a characteristic that must be a principle so that participants want to be involved in achieving common goals. That deliberation is not only a matter of how to convey the interests/desires of participants but how we can listen to the perspectives of others and become input for public assessment of what is the value of good for the common good. Deliberation encourages all participants to take part in discussions more openly and can be accessed by all participants wherein the discussion they think carefully about what strengths and weaknesses and alternatives to the solutions will be taken for the existing problems

In a theoretical approach the conclusion can be drawn that, the solution that is born is not only based on data and facts but also values and other technical considerations as revealed (Gastil 2005, 164). Another consideration must also be considered is to provide an equal opportunity for all participants to speak, listen to the opinions of other participants with full attention and carefully consider all the opinions that exist and respect each other in the forum (gastil, 2008 9-10), this also very relevant to the results of the study described by Abdul Sabaruddin (2014) that the collaboration relationship is built on the principle of democracy that emphasizes the values of equality, freedom of expression of ideas and thoughts.

The quality of deliberation can be seen if there are differences in perspective but individually able to advocate for these interests. The ability to advocate individually is an effective strategy used to resolve conflicts / existing problems. The challenge in the discussion that is often encountered is the existence of questions and answers that are sometimes not constructive or openly disagree with the decision to be taken and this is part of the educational process carried out across borders / between organizations, therefore a conducive atmosphere is needed so decisions taken in accordance with shared desires.

Deliberative democratic processes are able to make collaboration a place to develop innovation and creation, both in generating ideas and in dealing with the practice of collaborative activities in the field, i.e. if unexpected problems are found, then each actor is not afraid to act creatively, because there is no pressure to must act as instructed.

d Determination Process in the Community Based Drinking Water Supply and Sanitation (PAMSIMAS) in Maros

The final element in mobilizing shared principles is determination related to decision procedures, for example: agenda-setting, discussion schedule, working group discussion agenda and substance of decisions is the achievement of decisions, the form of action, and final recommendations.

The implementation of the PAMSIMAS Program agenda has been patented according to the implementation instructions and technical guidelines which guide all program actors at all levels including the community and village government to comply with the rules relating to the implementation of the PAMSIMAS program

The stages of the PAMSIMAS program activities starting from the planning, implementation, and maintenance stages are scheduled for each fiscal year. The scope of the PAMSIMAS program activities is not only related to technical/physical work issues such as installation of pipelines or making reservoirs and so on activities related to sanitation development are also related to non-physical / non-technical activities such as increasing the capacity of actors in the village and community in general and changes healthy lifestyle in the life and environment of the community. The implementation of the PAMSIMAS program activities has been formally organized in the institutional structure that has been formed.

From a structuralist perspective as argued by Lynn, Heinrich, and Hill cited by Frederickson, an important element of notion governance includes the level of institutional theory (institutionalism), governance is related to an institutional level. This dimension includes a system of values, formal or informal rules with a fixed level of institutionalization: how the hierarchy is organized, the extent to which its boundaries are agreed upon, what is the procedure, what are the collective values of the regime. Furthermore Dwiyanto (Nurhaeni, 2010: 25-26) explained that the first dimension of governance is the institutional dimension, which explains that governance is a system that involves many actors (both stakeholders), both from the government and from outside the government in carrying out various activities to respond to problems and public needs.

Determination of relatively dense meetings that are scheduled for patents by the PAMSIMAS program is expected that the high intensity of involvement will result in strong determination and to continue in a sustainable manner (Innes and Booher 1999, Sipe and Stiftel 1995: Sususkind and Cruikshank 1987)

In the theory of change explains that in principle participants must recognize some common interests, which encourage unite them even though they do not necessarily have the same goal. The birth of a shared goal is a very important first step in the dynamic cycle of collaboration. Through the cycle of disclosure, definition, deliberation, and determination of shared goals will be realized and this is an effective strategy (Kellogg Foundation 2005: Thomas 2003).

CONCLUSION

The mobilization of shared principles in building a collaborative process as expressed by Kick Ememerson (2012) is still difficult to realize due to various conditions at the local level. Political polarization after the election of the village head also influenced the composition of PAMSIMAS program actors at the village level, which in turn influenced community involvement in general. The process of dialogue in the implementation of the PAMSIMAS Program agenda to convey the principles of building healthy collaboration in the forum has not been effective / this is because of the increasingly pragmatic and consumptive behavior of the community. In the discovery process, the custom of the community in the implementation of the PAMSIMAS Program in Maros Regency to express clearly and clearly what their wishes and interests are still very difficult to do. the general public does not yet have the courage to speak in official forums/meetings. Mastery of the Indonesian language is also an obstacle for the community in expressing their desires and problems. In the definition process, the activeness of the community to discuss with each other to describe the problems they face relating to the provision of drinking water and proper sanitation has not been carried out to the fullest. The process of defining the problems faced by the community,

especially those related to the need for healthy drinking water and sanitation in Maros Regency, is a very important stage to create understanding and mutual understanding between them. Deliberation or understanding and implementation of community social values that become social capital is increasingly neglected in carrying out activities including in activities carried out by the PAMSIMAS program. The values of willingness, honesty for mutual respect, and respect are increasingly eroded by increasingly pragmatic and hedonist views, the mutual cooperation of a sense of togetherness is increasingly tested. In the Determination process, the implementation of the PAMSIMAS Program stage is carried out based on technical instructions. The meetings should be adjusted to be carried out between the busy times of the community, especially the time that coincides with routine community activities. Meetings do not have to be held in the morning or afternoon but can also be held at night after the evening prayer and the venue can also be held in a place that is easily accessible by the community.

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