

Conference Paper

Managing Goals in Collaborative Management: Program Implementation of Membara in Central Mamuju Regency

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Abstract.

The purpose of this research is to analyze the implementation of the Berbara policy in the Central Mamuju Regency through a collaborative management approach. A qualitative approach was used to comprehensively explain this phenomenon. Data collection methods included observations, in-depth interviews, and documentation studies. The data sources consist of two primary data points from observation and in-depth interview results and secondary data from supporting documents obtained from research results. The data analysis used interactive analyses that are related to each other. The results of the study show that in collaboration management, management objectives include level, origin, originality, relevance, content, and openness. The level of collaboration in the Berbara program is at the optimal level of collaboration. Stakeholders have the same perception and goal, which is to assist the community in providing decent housing for people from a low-income background. The origin of the objectives of the Membara program was the initiation of the Public Housing and Settlement Area office, and its original aims were authentic. The relevance of the Bakara program was achieved through collaboration with various other stakeholders, including non-governmental and community groups.

Keywords: managing goals, collaboration management, program implementation

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1. Introduction

MEMBARA is an innovation that was born as an answer to the problems faced by the Regional Government of Central Mamuju Regency in Handling Housing Minimum Service Standards (SPM) as well as IKU/IKK for public housing and residential areas, the poor who have not received housing assistance due to their inability to be self-supporting. Building People's houses (MEMBARA) is an activity that uses the Collaborative Governance concept. In providing Livable Houses, three main elements work together: the Central Mamuju Regional Government, the Private Party, and the Community. The implementation menu for the People's House Building Program can

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be in the form of new construction or quality improvement, whereas the amount of financing for each house depends on the needs of each beneficiary.

Building People's Houses (Membara) is one of the programs presented by the Regional Government of Central Mamuju Regency through the Office of Public Housing and Settlement Areas to facilitate and provide livable houses for Low-Income Communities (MBR) affected by disasters, development, or poor people. inside the slum area and outside the slum area in the Central Mamuju Regency. This program carries the concept of collaboration involving various stakeholders, such as Regional Apparatus Organizations for Central Mamuju, private parties, BUMN, Central Mamuju National Amil Zakat Agency (BAZNAS), Village Government, and the Community.

The Membara program is based on the mandate of the 1945 constitution in Article 28, paragraph 1, which states that everyone has the right to live in physical and spiritual prosperity, have a place to live, and have a good and healthy environment. This regulation assigns responsibility to the state for the administration of housing and settlement affairs. The government is obliged to facilitate and provide basic human rights, especially housing, which is supported by a healthy environment. This is also in line with Law Number 1 of 2011 concerning housing and settlement. This regulation provides direction for the implementation of housing and settlement affairs. How is the State present in creating livable homes for people, especially low-income people?

Furthermore, Law Number 23 of 2014 concerning Regional Government places housing affairs as a mandatory basic service affair, so that this matter is included in the category of priority affairs. Pursuant to this law, there are four regental/municipal government authorities related to housing matters: the provision and rehabilitation of houses for district/city disaster victims, facilitating the provision of housing for the community affected by the relocation of the Regency/City Regional Government program, Issuance of construction permits and housing development, and Issuance of building ownership certificates (SKBG).

As stipulated in Article 18, paragraph 3 of Law Number 23 of 2014 concerning the Regional Government, the Government issued Government Regulation Number 2 of 2018 concerning Minimum Service Standards. Article 8, paragraph 3, states that the types of basic services in the Regency/City Regional People's Housing SPM consist of two types: the provision and rehabilitation of livable houses for district/city disaster victims and facilitation of the provision of livable houses for people affected by the government's program relocation. Regency/city area.

From the regulations mentioned above, giving a mandate to the Central Government, Provincial Governments, and Regency/City Regional Governments to properly carry out

Housing and Settlement affairs throughout Indonesia. It is also on this basis that the Central Government, through President Joko Widodo, met the One Million Houses Program policy. From this program, the Central Government, through the Ministry of Public Works and Public Housing, created Self-Help Housing Assistance (BSPS) and Self-Help Home Assistance programs. The Central Government hopes that all Regencies/Cities in Indonesia will be able to produce similar programs or innovation programs, including the Central Mamuju Regency area.

The People's House Building Program (MEMBARA) is an elaboration of the vision and mission of regional development as contained in the Middle Term Regional Development Plan (RPJMD) for Central Mamuju Regency for 2016-2021, the Development and Development Plan for Housing and Settlement Areas for Central Mamuju Regency (RP3KP) 2017-2037, and Decree of the Central Mamuju Regent Number: 648.2/90/V/2020 concerning the 2020 Middle Mamuju Regency People's House Building Program.

There are several strategic issues behind the birth of the Pemabara program, including the existence of a central program in providing livable housing for the community, such as the Self-Help Housing Stimulant Assistance (BSPS), both sourced from the APBN and from the Special Allocation Fund (DAK), which cannot target all society in need. In fact, there are still many people classified as poor who should receive assistance and cannot be accommodated to receive assistance because they collide with regulations (sulbaronline). Therefore, the MEMBRA program is a solution for helping poor people have livable houses.

In addition, the number of uninhabitable houses in the Central Mamuju Regency in 2017 was quite high at 7,375 units. (Source: 2017 RP3KP documents). In 2020, after updating the data, the number of uninhabitable houses reached 7,964 housing units and a housing backlog of 2,538 housing units. (Source: Middle Mamuju RP3KP 2017). The high number of uninhabitable houses is consistent with the increasing poverty rate. In 2020 the poverty rate in Central Mamuju is 6.79% and in 2021 it will increase where the poverty rate will reach 7.13% or around 9.74 thousand people. (Source: BPS Province, West Sulawesi 2022).

In the administration of the Government in the Central Mamuju Regency, the fulfillment of the Minimum Service Standards (SPM) for all matters is also a major issue, including housing matters that have not been carried out properly. This can be seen in the target and realization of fulfilling the Minimum Service Standards (SPM) for housing affairs in 2019. For the 100 percent target (100%), the realization was zero percent (0%). One of the obstacles to this achievement is the lack of APBD financing for SPM because of

the lack of funds available in the Central Mamuju Regional Revenue and Expenditure Budget (APBD).

In the administration of the Government in the Central Mamuju Regency, the fulfillment of the Minimum Service Standards (SPM) for all matters is also a major issue, including housing matters that have not been carried out properly. This can be seen in the target and realization of fulfilling the Minimum Service Standards (SPM) for housing affairs in 2019. For the 100 percent target (100%), the realization was zero percent (0%). With these constraints, the Membara policy was introduced as a solution to the existing problems. The involvement of multiple actors is seen as important in Membara activities. The role of Regional Government is not maximized without other parties involved in providing housing for the poor.

Collaborative advantage relates to creating synergies between collaborating organizations. Collaborative advantage is achieved when creative things can be produced and common goals can be achieved. Collaborative advantage explains that organizational goals cannot be achieved without collaboration Huxham, [1]. *Theory Collaborative Advantage* a practice-based theory of collaboration management, this theory focuses on the potential benefits and utilities derived from the relationship between actors who are members of an organizational network.

The Collaborative Advantage theory emerged after a lot of research that had previously been conducted related to collaboration, either involving only individuals or representing organizations involved as members. Collaboration is conceptualized as a partner relationship that often creates differences between the actors involved. The existence of this difference also has the potential to bring about advantages or benefits for each actor involved. The existence of differences between these actors can lead to benefits or collaborative advantages if the network organization is well managed or with collaborative management.

The development of the collaborative advantage theory was an ongoing effort that began in 1989. It has emerged from research into many varied types of collaborative situations and involves individuals whose roles range from leading large partnerships to representing the organizations involved as members. The types of cooperation range from dyads to international networks, have involved almost every aspect of the public and non-profit sectors, and have included public-private partnerships (PPPs), which also cover the commercial sector. They have covered various fields, including health, education, anti-poverty, substance abuse, community development and planning, career

development, policing, economic development, and many more. Collaborative Advantage theory provides a framework to support effective collaborative management Huxham, [1]; Vangen, namely, goals that are then conceptualized to solve problems, then tensions, and challenges in collaboration so that collaboration produces advantages rather than disadvantages.

Agreement on goals between actors who are members of a network organization is one of the absolute conditions for the success of achieving common goals, which departs from the assumption that the goals of collaboration will not be achieved or cannot be carried out when one of the many actors who are members of a network organization does not agree or disagree. accepts collaboration goals Agranoff and McGuire, [2]; Ansel, 2008).

Matching goals is very important for increasing shared commitment. However, dependence on goals in a collaborative context often leads to problems. This is caused by the diversity of expertise and resources, which creates a diversity of goals for each actor who is part of a collaborative organization. Under such conditions, makeactors are often reluctant to share resources, both financial and informational Provan, [3], while the uniformity of goals can lead to conflict between the actors involved Ansell and Gash, [4]; Agranoff and McGuire, [2]. Several factors affect action and direction in collaboration, namely, Level, Origin, relevance, content, and overtness. For more details, see the following table:

TABLE 1: Dimensions of Goals in Collaboration.

Dimensions	Types
Levels	The Collaboration, The Organization(s), The Individual(s)
Origin	External Stakeholder(s), Members
Authenticity	Genuine, Pseudo
Relevance	Collaboration Dependent, Collaboration Independent
Content	Collaborative Process, Substantive Purpose
Overness	Explicit, Unstated, Hidden

The table above shows that goals relevant to collaboration will relate to aspirations not only for collaboration but also for the organizations and individuals involved; may have been generated by those involved but may also have been imposed or suggested by external stakeholders; may be original, but may also be created to provide a reason for involvement in a collaboration, not always related to cooperative activities, may relate to substantive or processual issues, and not all of them appear blatantly in the collaboration discourse. The six dimensions in managing goals are level, origin, originality, relevance, content, and openness.

1. The level of objectives intended at the collaboration level relates to the actor's view of what is to be achieved jointly with collaborating partners. There are differences in the goals of individual actors and institutions that influence and motivate actors' actions in collaboration.
2. Origin: The goals formulated by members of a collaboration are strongly influenced by the origin or background of the organization.
3. Authenticity: The goals conveyed by actors are sometimes not what they should be or are apparent due to organizational goals that are used to legitimize personal involvement or personal goals in collaboration.
4. Relevance: Identifying the specific goals of each actor in collaboration is important for the success of collaboration. In practice, it is not easy to identify which goals of each actor involved in the collaboration process can support the agenda of collaboration.
5. Content: The goals expressed by individuals are related to what is meant by collaboration, such as how to gain access to resources, expertise, sharing risks, coordination in service provision, and learning processes.
6. The disclosure of goals can be discussed openly and stated explicitly, but there are often goals that are not disclosed to other collaboration members.

Therefore, the authors consider it very urgent to carry out studies related to how to managing goal in collaborative management in program implementation of Membara in Central Mamuju Regency

From the several points of explanation about the goals in collaboration that have been described above, this paper focuses and aims to find out how to managing goal in collaborative management in program implementation of Membara in Central Mamuju Regency and there are several points that are the main points and the focus in the discussion, namely: 1) it is very difficult to align all the goals of different actors, both individual actors and organizational actors, 2). It is very unlikely that every member of the collaboration will know and understand its purpose. 3) There are differences in the perceptions of objectives that can lead to low levels of mutual understanding, knowledge, and understanding between actors. 4) The changing conditions of a dynamic organizational environment also have an impact on goals that often change, which can lead to short-lived collaboration.

2. Methods

A qualitative approach was used in this study. This approach is based on a theory or model as a reference for collecting research data, which will then be verified or confirmed using field data collected through qualitative analysis methods. This study was conducted in Central Mamuju District, West Sulawesi Province. The choice of this location was based on the consideration that Mamuju Tengah Regency is the only Regency in West Sulawesi Province that has a collaborative program in housing matters, namely the Building People's Houses (MEMBARA) program, where this program has received appreciation from the Central Government, including having received an award as 1st winner in the Contest. Regional Innovation at the Mamuju Tengah Regency level was organized by the Republic of Indonesia's State Administration Agency (LAN) at the 2020 Innovation Laboratory activity.

Data collection techniques are the most strategic steps in research, because the main goal of this research is to obtain data. Without knowledge of data collection techniques, researchers will not obtain data that meet established data standards. Data collection techniques used were observation (observation), interviews (deep interviews), and documentation. The data analysis is the process of organizing and systematically tracking interview data, field notes, and other materials so that researchers can present their findings. To explain collaborative management in the implementation of the Membara program and analyze it using the approach of managing goals. The data analysis technique in this study uses a model Miles and Huberman [5], that suggests that qualitative activities are carried out interactively and continuously until completion, so that the data are saturated.

3. Results and Discussion

Managing Goals in collaborative advantage is seen as an agreement on the goals to be achieved by the collaborating actors, and is an important factor in the success of the collaboration Huxham & Vangen, [6]. We assume that collaboration goals cannot be achieved when actors disagree with each other. The alignment of goals is an important foundation for increasing commitment between actors, where the diversity of actors has the potential to cause different goals.

Goal management includes the level of purpose, origin, originality, relevance, content, and openness. The level of objectives intended at the collaboration level relates to the actor's view of what is to be achieved jointly with collaborating partners. The origin of

the goals formulated by collaboration members is strongly influenced by the origin or background of the organization. The authenticity of the goals conveyed by actors is sometimes not what they should be or are pseudo due to organizational goals that are used to legitimize personal involvement or personal goals in collaboration. Relevance to identifying the specific goals of each actor. Content objectives relate to what is meant by collaboration, such as how to gain access to resources. The openness of the purpose is shown by collaborating actors.

The research findings show that the actors involved in the Membara Policy have the same goal. The identified stakeholder clusters were local government, non-governmental, and community beneficiaries or assistance. The actors involved include Public Housing and Settlement Area Services and other OPDs from elements of the local government, the Sulsebar Bank, Baznas, and Business Entities as representatives of non-governmental actors. The following are the management goals based on the research results:

TABLE 2: Managing goals in Collaborative Advantage.

Dimensions Managing Goals	Stakeholder Response		
	Government	Non Government (Bank Sulsebar, Baznas, Business Entities)	Government Village
Destination level (Level)	Common goals	Common goals	Policy targets
Destination Origin(Origin)	Initiator	participant	benefit recipients
Authenticity of purpose (Authenticity)	Authentic	Pseudo	benefit recipients
Purpose relevance (Relevance)	Depends on collaboration	Depends on collaboration	Depends on the leading sector
Fill in the goal (Contents)	High resource accessibility High risk as a collaboration leader	Low resource accessibility Low risk as a participant	Low resource accessibility No risk
Openness of purpose (Openess)	Explicit	Explicit	Explicit

Source: Data Reduction, 2022

Based on the results of the research related to the level of collaboration in the Membara program, the collaboration level identified is because it involves many actors and organizations. With regard to the level of goals in managing goals, the research findings show that local government actors, non-government actors and the community are the beneficiaries

The same goal and motivation to collaborate in the Membara program in Central Mamuju District. The government, namely, all OPDs, collaborated with the aim of facilitating and providing decent housing for low-income people (MBR). The motivation for the local government OPD to collaborate is to show its existence to the central government that, when in a condition of limited budget, the regional government of the Central Mamuju Regency can still work with a collaborative pattern.

In the non-governmental element, in this case, business entities, Bank Sulselbar and Baznas, are involved in collaboration in the Membara program, which aims to distribute CSR funds as a form of corporate responsibility and contribute to helping the poor. Then, the business entity and the bank have the motivation to collaborate, namely, to help people have decent housing.

Meanwhile, on the part of non-governmental organizations, in this case the National Amil Zakat Agency (Baznas) of the Central Mamuju Regency, the aim is to collaborate in the Membara program, namely to carry out its function in helping the poor and motivated to help people who have inadequate housing. In addition, the village government and the community are also collaborating in the Barbara program in the Central Mamuju Regency, and the purpose of being involved in this collaboration is to help the poor through the village budget and to be motivated to help the community have decent housing.

The common goal shared by stakeholders, namely government actors, non-government actors, and the poor in the Membara policy, is very important for achieving policy effectiveness. On the other hand, if stakeholders have diverse goals, this will impact actors' reluctance to collaborate and share resources, both financial and informational Provan, [3]. Another impact if there are differences in goals between actors can lead to conflict between them Ansel, [4]; Agranoff and McGuire, [2]

The results obtained in the field also show that the village government has contributed to the policy of Building People's houses, but the budget is limited because many village programs are still prioritized for funding. The Policy to Build People's Houses is based on collaboration and involves various stakeholders from local government elements through Housing and Settlement Area Services and other Services; the private sector includes business entities and banks, Baznas and Village Government. The common goal of the stakeholders involved is to provide decent housing for poor- or low-income people.

table 4.8 above, shows the dimensions of managing goals or goals related to origin or origin. The results of the study show that the origin of the collaboration program's objective is that it comes from the government, namely the Housing and Settlement

Area Service, as the leading sector without any encouragement from external parties or certain interests. The government, the private sector, non-governmental organizations, the village government, and the community all consider that the Barbara program was initiated by the government, especially the Housing and Settlement Area Office. The findings in the field also show that the origins of the purpose of being involved in the Membara policy are based on the National Amil Zakat Agency because they are invited to collaborate with the Housing and Settlement Area Office, which is in line with their duty to distribute assistance as their main task and function without any particular interest. This is in contrast to the information obtained from BAPPEDA, which normatively answered that the origin of the Membara policy was in the context of achieving the governor's mission. Information from the Director of PT. Bumi Masagena emphasized that they were originally involved in the Membara policy because they were invited to collaborate with the Housing and Settlement Area Office and wanted to help poor people to get decent housing.

Authenticity in a goal or managing goals is one of the elements of the dimension of managing goals proposed by Huxham and Vangen [6]. The findings show that the local government of the Central Mamuju Regency, non-government, and the community understand that the purpose of the Pemabara program is authentic or original from the Housing and Settlement Area Office to help provide livable housing for the poor and underprivileged.

While elements non-government, namely from business entities and banks, are involved in this collaboration, it can be said that it is different from the local government. Business entities and banks have an authentic goal of providing livable homes for the community. However, having a pseudo-purpose is another goal, which is as promotional material and introduced to the public.

The findings also show that the purpose of collaboration in the Building People's houses policy is authentic, which was initiated by the Housing and Settlement Area Service by inviting various stakeholders to collaborate, because the Housing and Settlement Area Service is aware of the limited resources it has in implementing the policy. To deal with the limited resources, they invite the private sector, Baznas and the Regional Government to get involved. A community is a beneficiary.

Based on the research results shown in the data reduction table above, the type of relevance, as explained by Huxham and Vangen [6], there are two types of managing goals, depending on collaboration or independence. The research findings show that this Membara policy can only be achieved through collaboration with various stakeholders from various OPDs, the private sector, non-governmental organizations or NGOs,

and the village government in the sense that it is indeed classified as collaborative-dependent or dependent on collaboration.

Research findings regarding the content of managing goals show that access to resources is limited based on the stakeholders who provide them. However, if the program is to be implemented, resources can be accessed simultaneously. The contributions made by each of the stakeholders involved in the collaboration of the Membara program provide diverse resources according to their respective capabilities and fields needed in the Kembara program.

For the regional government or OPD, such as the village government, it contributes to the village budget, the Social Service contributes in the form of data and human resources, Bappeda contributes to activity program planning and budgeting, and the Public Works Office contributes to the issuance of building permits (IMB) and human resources.; the Regional Disaster Management Agency (BPBD), which contributes human resources and disaster-related data; and the Housing and Settlement Area Office, which is the leading sector in the Pemara program, contributing planning and human resources to the budget. Then, the private sector, in this case, business entities and banks, contributes with the help of their CSR budget. A non-governmental organization, namely the National Amil Zakat Agency, contributed the data.

In addition, the above table shows that the various risks faced in collaboration are the responsibility of the government as the leading sector. Both the private sector and non-governmental organizations to the village government play the role of only participants in this collaboration of the Membara program, so that the risks faced are the responsibility of the leading sector.

Based on various findings obtained in the field, the *leading sectors* identified in policy collaboration on Building People's Houses (Membara) are the Settlement and Housing Services supported by the Social Services, Public Works Services, and Regional Disaster Management Agency. Other elements, such as the private sector, which includes business entities and banks, Baznas, and village governments, play the role of participants who are invited by the Housing and Settlement Area Office to participate and contribute to the Membara policy.

Each stakeholder, in collaboration, provides its own resources. However, in terms of accessibility, resources can be accessed only by each stakeholder. Furthermore, the resources prepared by each stakeholder will later be used together in the technical implementation of building people's houses.

As shown in the data reduction table above, openness or openness is in managing goals or objectives. As Huxham and Vangen [6] explain, there are three types of openness in managing goals: explicit, undisclosed, and hidden. The research findings show that the objectives of collaboration are explained and discussed openly and explicitly to all stakeholders. The entire process of collaboration for the Kembara program is transparent to all stakeholders involved, from planning and implementation to the completion of the output of the houses that have been built for the recipients of the Membara program assistance.

Various research findings regarding the implementation of Policies for Building People's Houses show that the dimension of managing goals (managing trust) in collaborative advantage is in accordance with the findings of Huxham and Vangen [6], where goal alignment is very important in collaboration between actors. Agreements between partners in collaboration are accompanied by the exchange of expertise and resources; therefore, objectives should be stated explicitly Agranoff and McGuire, [2]; Ansel and Gash, [4]. Therefore, goal alignment is important because it allows for greater alignment between partner goals and shared goals for collaboration, which in turn increases partner commitment.

4. Conclusion

Based on the results of the research and discussion described above, the conclusions of this study indicate that, in collaboration management, managing objectives include level, origin, originality, relevance, content, and openness. The level of collaboration in the Membara Program was at the level of collaboration. Stakeholders have the same perception and goal: to assist the community in providing decent housing for low-income people. The origin of the objectives of the Membara Program was the initiation of the Public Housing and Settlement Area Office, and its original aims were authentic. The relevance of the Bakara Program was achieved through collaboration with various other stakeholders, including non-governmental and community elements.

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