

## WASTE MANAGEMENT MODEL BASED ON PARTNERSHIP IN THE COASTAL AREAS OF MAKASSAR CITY INDONESIA

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**Abstract:** Reformation of Bureaucracy produces a bureaucracy that is responsive to the needs and demands of an increasingly complex society. Waste management aims to improve hygiene, public health, and environmental quality and to utilize waste as a resource that must be managed properly. From the standpoint of health and environmental hygiene, waste management is deemed necessary because waste can become media for germs to breed and disease to spread. This research aims to analyze the pattern of public-private partnership in the management of hygiene in the coastal area of Makassar. A qualitative approach was used in this research to describe aspects of the partnership among government, privately-owned companies, and the community in an efficient waste management. The research was conducted the coastal zone of Makassar City in the Sub-District of Ujung Tanah, Tallo, and Ujung Tamalate.

**Key words:** *Coastal Area, Public-Private Partnership, Reformation of Bureaucracy, Waste Management, the coastal area of Makassar*

### INTRODUCTION

Reformation of Bureaucracy produces a bureaucracy that is responsive to the needs and demands of an increasingly complex society. According to Christensen and Leargreid [3] in the perspective of New Public Management (NPM), public bureaucracy as means of directing (steering) instead of sculling (rowing) in undertaking its duties. The bureaucracy acts as the facilitator in the administration of public affairs. The idea of NPM emphasized the need for holistic involvement of all elements of the stakeholders (government, private, public) in managing public affairs, especially the problem of waste to realize a clean and healthy city. The essence of governance is a consensus building and accommodation of interests as a base to build synergy, encourage the strengthening of the private sector and the community (civil society) to be involved in the development process. The relationship amongst the powers of government, private sectors, and the community becomes autonomous and horizontal. Thus, negotiations of interests become the center point of formulation, decision, and implementation of each public policy.

Osborne [11] offered the concept of public-private partnerships as a way of improving public services and welfare. Furthermore, he brought up an example that the governors and

mayors in the United States during the global recession in 1982, adopted a system of public-private partnerships as well as some alternative ways to provide services to the people. A step further made by the city of Phoenix, Arizona, that wrote a contract with the private sectors in handling the garbage collection, road reparation, and other public services. The partnerships are in the form of contractual agreements that involve the private sector in public services. In the arrangements, responsibility for service provisions is shared by the public sector and the private sector in an institutional cooperation designed to improve the efficiency and effectiveness of public service delivery.

According to Savas [13], the Public-Private Partnership approach is essential to meet the needs of basic urban infrastructure and facilities, and to improve the core services for the community. Given the limited resources available to the government, both in financial resources and human resources, it is important that private sector actively involves in public affairs to provide basic urban infrastructure and improvement of essential community services, including waste management which is often a problem in the major cities.

Waste management aims to improve hygiene, public health, and environmental quality and to utilize waste as a resource that must be managed properly. From the standpoint of health

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and environmental hygiene, waste management is deemed necessary because waste can become media for germs to breed and disease to spread. Other advantages of a good waste management are to prevent water, air, and soil pollutions; bad odors (aesthetic values); and fire from happening.

With the tremendous burden of waste management, especially in the major cities and metropolitans, including Makassar, several policies have been issued to address the waste problems. Law No. 18, year 2008, on Waste Management, mandates the formation of cooperation and partnership among local government, businesses, and community empowerment institutions in managing environmental cleanliness, especially garbage.

This research aims to analyze the pattern of public-private partnership in the management of hygiene in the coastal area of Makassar.

## **RESEARCH METHODS**

A qualitative approach was used in this research to describe aspects of the partnership among government, privately-owned companies, and the community in an efficient waste management. The research was conducted in the coastal zone of Makassar City in the Sub-District of Ujung Tanah, Tallo, and Ujung Tamalate. The respondents were purposively selected on the basis they could provide useful and valid data related to the research subject. Key informants were Department Head, Head of the Department of Spatial Planning, Head of the Cleaning Service Unit, Heads of the sub-district, Directors of enterprises, and the Community Leaders who are concerned about the importance of cleanliness of Makassar.

## **ANALYSIS AND DISCUSSION**

### ***Concept of Governance***

According to Nye, S. Joseph and Donahue, D. J. [10], governance is the mechanism of social and economic resource management involving the influence of the governmental and non-governmental sectors in a collective activity. Furthermore, the governance described as an exercise of government's power and authority in the management of government affairs in general and economic development in particular. Economic governance includes decision-making processes that affect the country's economic activity or connection with other economies, both directly and indirectly. Thus, the economic governance has effect or implications for equity, poverty, and quality of life. Political governance refers to the process of decision-making and implementation of policies of a country/government in legitimate and authoritative ways. Therefore, the State consists of three separate branches of government, namely the

legislative, executive, and judicial, representing a pluralist political interests and allow every citizen to choose their representatives freely. Administrative governance is the system of policy implementation to efficiently implement in the public sector in an impartial, accountable, and open manner. From the description, the main elements involved in governance according to UNDP consist of three pillars, namely the state (State / Government), the private sector (private), and civil society organizations (community organizations). The relationship among the three most important elements in the structure of governance certainly affect each other, need each other, or even interdependent in efforts to achieve good governance.

### ***Partnership Concept***

The main thought of partnership mainly lays on the argument about the role and position of the country in its relation to the community. It is clearly seen from the perspective of the New Public Services by Denhardt and Denhardt [4], that the fulfillment of public (community) needs must be carried out jointly by the government, private sector, and society itself. In the 1990s, public organizations went through a tremendous change to become less hierarchical, more decentralized, and willing to give up more roles and policies to the private sector. The development of administrative theory, in turn, lead to the use of market-based management and resource allocation techniques, organizations are increasingly relying on the private sector to deliver public services and trying to streamline and decentralize themselves.

The implications of the changes are the development of the theory of governance and the New Public Management in public administration to encourage governance to apply the principles of effective and efficient management. According to Kapucu, Yuldahev, Bakiev [7], there are two types of governance studies, namely: (1) institutionalism believing that the structural arrangement shapes behavior within the organization, determines the performance of the organization, and its relationship with external actors. (2) Network study, emphasizes the role of a variety of actors in the network negotiation. This is similar to Peter and Pierre [12] proposing four characteristics of governance, namely: (a) the dominance of the network, the dominance of a collection of actors that influence how the goods and services of public produced, (2) the capacity of governments for direct control diminishes, (3) A mixture of public and private resources, (4) using traditional methods in implementing a public policy.

Implementation of Governance and NPM theory [11] on reinventing government emphasizes 10 principles in bureaucracy transformation, namely: (1) catalytic government; steering rather

than rowing, (2) Government owns people; empowering rather than serving, (3) competitive government; injecting competition into service delivery, (4) mission-driven government; transforming rule-driven organizations, (5) result-oriented government; funding outcomes, not inputs, (6) customer-driven government; meeting the needs of the customer, not the bureaucracy, (7) enterprising government; earning rather than spending, (8) anticipatory government; prevention rather than cure, (9) decentralized government; from hierarchy to participation and hard work, (10) Market-oriented government; leveraging change through the market.

The theory of Democratic Citizenship by Denhardt and Denhardt [4] encourages governments to maximize the value of participation and new partnerships involvement in public policy. The government provides ample space for citizen participation for several reasons: (a) the involvement of various stakeholders will help reach targets that citizens wish to achieve, (b) participation by different parties will improve the quality of service since the government will have larger resources, information, and creativity, (c) greater participation will help the process of policy implementation, (d) an extensive participation will increase the need for transparency and accountability by citizens, (e) a large participation would increase public confidence in the government, (f) greater participation will foster the information society, (g) increased participation will create the possibility of developing new partnerships between government and society, (h) a broad participation would produce an informed public.

According to Denhardt and Denhardt [4], a partnership between government and citizens, both as private corporations and civil society, creates participation with citizen power. Denhardt and Denhardt implemented democratic citizenship theory in the new public administration approach called New Public Service. Active participation is a relationship that is based on a partnership with communities in which citizens are actively defining the process and contents of policy-making. In this respect, there is recognition of the equality of citizens in determining the agenda, proposals on policy options and the establishment of dialogues. The state management responsibilities lay on the power of the partnership between government and citizens. However, the final responsibility in decision-making and policy formulation remains in the hands of the government.

Bell and Watkins [2] stated that a partnership is within the four typologies of an inter-organizational relationship, namely: a. Competition, b. Cooperation, c. Coordination, and d. Collaboration. According to Jamal and Getz [6], what is required in the partnership collaboration,

not a short-term cooperation. Mahmud [1] in his study of organizational cooperation in Shanghai showed that the partnership is a new cooperation model. This model is different from a strategic alliance. The concept of partnerships has a different meaning based on a balance of power among all participants. With this approach, the Shanghai Cooperation Organization creates more partnerships rather than organizational expansion.

Nowadays, the model of command and control is no longer appropriate and becoming increasingly obsolete. Bureaucratic rigidity is deadly to an organization that wishes to effectively develop in a rapidly changing environment where innovation and flexibility are key factors. In a partnership organization with patterns that lead to a more gentle and flexible form of hierarchy, variations in the role of the manager of "policeman" to facilitator and supporter. Overpower turns into power to/with teamwork, diversity, gender balance, creativity, and entrepreneurship.

The primary condition for a partnership is the principle of mutual benefit (win-win solutions or positive sum game). Partnership concept between local governments and the private sector is also known as the privatization policy. The core of this partnership is the granting of authority from local government to private sector to carry out some or all of the work components in financing, construction, rehabilitation, operation, maintenance or management of the public service, by way of:

- a. Give authority to the private sector to build, use, utilize, implement or manage the work, which provides public services within a period, then provides service to the community at a particular rate stipulated by the local government.
- b. The rights granted in utilizing the wealth belongs to Regional Owned Enterprises (BUMD), either on its own, in cooperation, or in connection with these institutions.
- c. Activities in the form of long-term cooperation contracts provide job concessions to the private sector and enable implementation through financing projects with significant investments and a long payback period.

### ***Public-Private Sector Relations***

A governmental domain (state) holds the most important role of the three domains in achieving good governance. Playing the most important role does not mean the state has greater authority and dominates the other domains, but rather because of the importance of regulatory functions of the government that facilitates the development of the private sector and the public sphere (society), as well as administrative duties of governance inherent in this domain.

The role of government through public policies is vital in facilitating the right market mechanism so that deviations that could occur can be avoided. Therefore, according to Adi sasmita [1], efforts towards shaping good governance can be started by building a foundation of democratization of the State while simultaneously making an effort to revamp government administration to enable the creation of good governance. The private sector can generally be classified as: (1) Private for-profit organization, included in this category are the organizations engaged in classic businesses, whether small scale or large scale, as well as modern businesses at the international level with network-based businesses; and (2) Private non-profit organization, included in this organization classification are independent organizations, i.e. non-governmental organizations (NGOs), charities, other independent associations positioning itself as a non-profit oriented organization even though they are private organizations.

In the concept of governance, the private sector is a strategic partner of the government that has resources not owned by the government so that they are in equal positions. The role of the private sector as a strategic partner of the government in this regard is needed to support the creation of the balance of authority that takes place in good governance [14]. The government no longer appears to be the center of authority that governs all aspects of community life, but instead is a facilitator in the administration of public affairs. The private sector is increasingly charged with its role as a producer or a provider who produces the goods and services needed by the community, creates jobs and increases income [5].

According to Hall, M. [9], the pattern of this partnership must be built in a synergetic model involving competent parties. In general, the model recommended in patterns of partnership is to provide an equal role among the three actors of development, the government, the private sector, and the community.

Furthermore, organizing governance involves three main elements – the state, the private sector, and society (community) – which interact and carry out their respective functions [14]. Government institutions functions to create jobs and income, while the community plays a decisive role in social, economic and political interactions,

including inviting groups in society to participate in economic, social and political activities.

Government or State, as an element of governance, includes political institutions and of institutions in the public sector. The private sector includes private companies engaged in other informal sectors in the market. There is an assumption that the private sector is part of the community because it has an effect on social policies, politics, and economics to create a more conducive environment for the market and the companies. Society in the concept of governance is composed of individuals and groups (whether organized or not) interacting socially, politically, and economically with formal and informal rules. Society includes non-governmental organizations, professional organizations, and others.

Privatization implies a connection or involvement in public service or affairs, participation in service tasks commonly performed by, and is usually the responsibility of, the government. Savas [13] stated that privatization is the key to a limited and better government; limited in size, scope, and relevant authority to other institutions in the community, and better in meeting the community's needs in an efficient, effective, and equitable manner.

Private organizations/businesses sector is an organization that provides goods or services to consumers who are distinguished from their ability to pay for goods and services by the market mechanism. Private sector organizations aim to generate profits from the goods they produce or the services they offer. The size of the performance is measured by how the organization can produce products or services to generate profits for the organization.

## CONCLUSION

Waste management in Makassar-based on partnerships between the government, the private sector, and community participation is a strategic review that theoretically, normatively, and empirically recommends waste management policy formulation in the short and medium term. The long-term strategic recommendations are in the form of modeling the management of the city's success.

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