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Network Implementation Analysis on Democratic Public Service

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Abstract. This research aims at describing the implementation of a democratic public service (public transportation) among organizational networks in Makassar City. The researcher used a qualitative method and a study case strategy. Data gathering was done through observation, intensive interviews, and document analysis. A case study analysis was used for processing the data and a technical analysis description. Results of this research reveal that the implementation of an inter-organizational network public service (public transportation) is not yet effective. This can be seen from: 1) Regulations: the Makassar City Traffic and Public Transportation Forum, as an outlet for stakeholders of public transportation, has not been socialized in an effective manner; 2) Commitment: implementors in the field have not shown any commitment to the program; 3) Source: implementors do not share resources; 4) Cooperation: there is no cooperation with other institutions to support the implementation of the program that has been laid down by the Traffic and Public Transportation Forum; 5) Coordination: each implementor runs the program according to their main duties and functions from their respective institutions; 6) Collaboration: The Forum has not collaborated with other parties in implementing the program; 7) Participation: not all stakeholders or participants are involved in the Forum's programs.

Keywords: *inter-organizational network, public service, democratic public service*

Abstrak. Tujuan dari penelitian ini adalah untuk mendeskripsikan pelaksanaan pelayanan publik yang demokratis (kota transportasi) antar-organisasi jaringan di Kota Makassar. Penelitian ini menggunakan metode kualitatif dan strategi dengan cara studi kasus. Teknik pengumpulan data dilakukan dengan cara observasi, wawancara mendalam dan analisis dokumen. Pengolahan data dan teknik analisis deskriptif dengan menggunakan analisis kasus studi. Hasil penelitian menunjukkan bahwa pelaksanaan pelayanan publik (angkutan kota) antar-organizational jaringan tidak efektif. Hal tersebut dapat dilihat dari: 1) Peraturan: Makassar Kota Lalu Lintas dan Angkutan Jalan Forum sebagai tempat dengan pemangku kepentingan transportasi publik belum disosialisasikan secara efektif; 2) Komitmen: mereka belum menunjukkan komitmen dari para pelaksana di lapangan; 3) Sumber: para pelaksana tidak menggunakan sumber daya secara bersama-sama; 4) Kerjasama: tidak ada kerjasama dengan lembaga lain dalam mendukung pelaksanaan program yang telah ditetapkan dalam Forum Lalu Lintas dan Angkutan Jalan; 5) Koordinasi: pelaksana masing-masing menjalankan program sesuai dengan tugas pokok dan fungsi dari lembaga; 6) Kolaborasi: Tahapan pelaksanaan program di Forum belum berkolaborasi dengan pihak lain; and 7) Partisipasi: semua pemangku kepentingan atau peserta belum terlibat dalam program Forum.

Kata kunci: *jaringan inter-organisasi, pelayanan publik, pelayanan publik yang demokratis*

INTRODUCTION

Providing decentralized public service is the epitome of a regional autonomy and is the responsibility of a regional government. A regional government should provide quality public service because it is what the public demands. A new government administration also demands public service that is more effective, efficient, economic, and includes social justice (Frederickson, 1980). Oleh karena itu, peluang masyarakat untuk berpartisipasi

The implementation of quality public service still has not been realized yet. This is because bureaucratic services are still considered as a reference which places leaders and regulations as the central for providing public service. As

a result, services are not customer oriented. As revealed by Dwiyanto and friends (2002), approximately 76.7% of public services refer to implementation instructions (Juklak) and obey instructions from their superior, and only 18.7% of the community is satisfied with the bureaucratic service in Makassar. The government's main duty is to provide public services for the community. Therefore, they must place customer satisfaction (be customer driven) as their main reference when providing public services (Davis & Heineke, 2003; Doherty & Horne, 2002; Osborne & Plastrik, 2000; Osborne & Gaebler, 1995; Barzelay & Armajani, 1992).

This research is focused on one of the forms of public service which is public transportation. Service in this field

covers almost all of the social economic activities in the city's community. The importance of this matter resulted in the government issuing an implementation regulation through Law No. 22 Year 2009 about Traffic and Public Transportation, as an amendment for Law No. 14 Year 1992 about Traffic and Public Transportation. As stated in Article 3 Law No. 22 Year 2009, the regulation aims at:

"Transportasi jalan diselenggarakan dengan tujuan osbooruntuk mewujudkan lalulintas dan angkutan jalan dengan selamat, aman, cepat, lancar, tertib dan teratur, nyaman dan efisien, mampu memadukan moda transportasi lainnya, menjangkau seluruh pelosok wilayah daratan, untuk menunjang pemerataan, penggerak dan penunjang pembangunan nasional dengan biaya yang terjangkau oleh daya beli masyarakat". Road transportation is implemented in order to provide traffic and public transportation that is safe, secure, fast, smooth, regulated and organized, comfortable and efficient, able to be combined with other modes of transportation, can reach all land areas, supports equality, motivates and supports national development with at an affordable cost for the community's buying power."

Based on the goals of the law, there are a number of goal characteristics that road transportation implementors wish to achieve which involves the following aspects: safety, network integrity, reliability, equity, affordable. The law states that public service in the form of public transportation places users of the service as the main concern for the service provider. The service provider needs to prioritize safety, security, and customer facilitation.

In order to achieve the above goals, the Government has issued Decree (Surat Keputusan) SK No. 274/HK.105/DRJD/96 about the Technical Guide for Implementing Public Transportation in Urban Areas in a Constant and Regulated Lane. This regulation sets the ideal arrangement of traffic lanes for a Major City as follows: 1) main lanes should consist of Trains or large busses; 2) subsidiary lanes consist of medium busses; 3) small lanes consist of medium busses/ public minibusses; 4) direct lanes consist of large busses.

Based on the above regulations, Makassar City is considered a Major City because it has a population of 1.223.540 people (BPS Makassar City, 2007). However, the traffic lanes in Makassar City have not been configured based on these regulations. Makassar City is still dominated by "pete-pete", or minibusses, as their main form of transportation in all levels of traffic lanes. As a result, traffic congestion and chaos occurs every morning and late afternoon (rush hour) along the main roads of Makassar City. The results of this research are similar to the traffic conditions in other major cities in

Indonesia. Passengers of public transportation become uncomfortable due the traffic congestion and chaos they experience. This is in accordance with research results from Lubis and Isnaeni (1999) in Bandung City which revealed that around 47% of passengers say that public transportation is not comfortable because of congestion, especially during rush hour in the morning and afternoon, and 42% say that the drivers are rude when driving their vehicles.

Aside from consisting of unstructured lanes, Makassar City's public transportation stakeholders also vary. The stakeholders of Minibusses generally include the middle to low economical levels in society as its users; all Minibusses are individually managed by their respective operators, ORGANDA, and the Government as the implementor. This reveals that the stakeholders' own desires are prioritized. On one hand, some wish for quality service at an affordable cost. On the other hand, some desire for larger profits.

Several stakeholders need inter-organizational networks in order to solve many issues (Roberts, 2000). This was also revealed in a research conducted by Pfeffer and Salanick as quoted by Donaldson (1995), that 90 percent of the performance of an organization is determined by external factors and only 10 percent is determined by internal organizational factors. This portrays how inter-organizational networks are crucial in solving organizational problems or settling public service issues. The results of the research were backed by Becerra (1999), which stated that the success of an organization in reaching its objectives is determined by inter-organizational networks.

In relation to the above, inter-organizational networks or inter-implementator networks attempt to accomodate to the needs of all stakeholders that have the same objectives and interests. This accomodation is a facility for the people or stakeholders to discuss various complex issues in order to achieve a democratic service. Therefore, the combination of these two concepts into one inter-organizational network concept for a democratic public service is crucial. This is because on one hand, inter-organizational networking is a concept that aims at making use of effective and efficient resources. On the other hand, a democratic public service is a concept that aims at focusing public service on the public by involving them in settling public service issues. As a result, inter-organizational networking in a democratic public service has become a new concept in public administration.

Issues encountered by public transportation proves how the goals of implementing road transportation have not been met, which includes security, safety, speed, ease, orderly and organized, comfortable, and efficient.

The writer believes these issues can be overcome if the inter-organizational network for a democratic public service is implemented on the public transportation system in Makassar City. As an initial step, the research of Alwi and Suratman (2009) regarding this has birthed inter-organizational networks for democratic public service (public transportation) dimensions in Makassar City. Therefore, this research is an attempt to develop Alwi and Suratman's (2009) research that focuses on the implementation of inter-organizational networks for democratic public service (public transportation) in Makassar City. The attempt at developing the research is a process that will produce an inter-organizational network for democratic public service (public transportation) in Makassar City. Therefore, the goal of this research is to describe the implementation of an inter-organizational network for democratic public transportation service in Makassar City.

Public service has currently become the focus of many parties, especially those who use the service. This is because the bureaucracy of the implementor of public services do not prioritize the desires and needs of the people when providing quality public service (Alwi and Timbul Butarbutar, 2007). Implementors of public service base their performance on the bureaucracy, which is leader oriented; the leaders determine the performance of the public service implementors. This type of public service orientation considers the public to be a service object that is entirely determined by the performance of the implementors of the public service, - the regulation orientation, or in an old public administrative perspective, the public is viewed as clients. This is despite the fact that as a democratic nation, the implementor of a public service needs to follow democratic rules. As Abraham Lincoln once said, democracy is from the people, by the people, and for the people.

Therefore, a democratic public service is actually a public service that is held by a public bureaucracy that prioritizes the needs of the citizens (Gawthrop, 2002; Lynn, 1996). The implementor of a public service needs to 'listen' to the people instead of 'tell' the people and provide a 'service' instead of 'steer' the people's needs. The public and public officials are hoped to be able to work together and determine and resolve issues together in a cooperative manner that benefits both parties (Denhardt and Denhardt, 2003).

Democratic public service does not focus on how to provide public service in an efficient manner, but instead steers in the direction of how to provide a service that enables the public to live a better life (Denhardt and Denhardt, 2003). An efficient form of public service demands the best input and output comparison. Therefore,

efficiency always demands the best results at minimum cost. A democratic public service cannot be measured as such because it is more process oriented. For example, this type of process involves the public beginning from conceiving up until determining policies. Public participation in determining policies or governance will bring about a positive change to a better life. This is because in a decentralized approach, opportunities to participate in society is possible, so that public services can be tailored to the needs of the community (Utomo, 2008).

In a public administration study, there are many perspectives, or paradigms, that can explain the phenomena of public administration. However, experts in this field have been concerned about the three perspectives of 'major efforts' in management or public administration since the end of the 1980s and the beginning of 1990s. These perspectives include old public administration, new public management, and new public service. As a paradigm, these three perspectives have different points of views, especially from an epistemologic view.

The perspective of a new public service is a paradigm in public administration that emphasizes on the implementation of democratic public service. The implementor attempts to understand the public's interest when providing public service. The public's interests are fundamental when arranging various public service programs.

This perspective differs from the two above approaches, especially the approach of new public management that emphasizes on a public service implementation that is similar to a business organization. In that perspective, public service implementors do not emphasize on using management techniques in a business organization because a business organization and the public each have different orientations. This is in line with the opinion of Denhardt and Denhardt (2003) that states the, 'government shouldn't run like a business; it should be run like a democracy.both elected and appointed public servants are acting on this principle and expressing renewed commitment to such ideals as the public interest, the governance process, and expanding democratic citizenship.'

There are seven important points that can become a practical guide, and or a practical lesson, in providing democratic public service based on a new public service approach (Denhardt and Denhardt, 2003). These seven points include Serve citizens, not customers, Seek the public interest, Value citizenship over entrepreneurship, Think strategically, Recognize that accountability is not simple, Serve rather than steer, dan Value people, not just productivity.

The study of inter-organizational network is derived from a study conducted by Henry Fayol in 1916 (Seufert, Krough, & Back). In recent years, this study has been developed through management literature (Savage, 1996; Seufert, Krough, & Back). If viewed from the history of organizational development, an inter-organizational network is the final change in the organizational agenda theory that focuses on the improvement of inter-organizational cooperation (Leach, Stewart, and Walsh, 1994).

Roberts (2000) believed that, "collaboration, translated as working together is premised on the principle that by joining forces parties can accomplish more as a collective than they can achieve by acting as independent agents". The definition of collaboration among organizations in the statement can be understood as an emphasis of how it will be much better to join a group that has strengths in order to achieve a certain objective instead of doing something independently.

In addition, Gulati (1998) believed that, "interorganizational cooperation is thus a means by which organization manage their dependence on other organizations in their environment and attempt to mitigate the uncertainty generated by that dependence". This reveals how an organizational environment, as a place to obtain resources, has become even more difficult to predict resulting in its need to be reorganized through a cooperative network among organizations.

The above definitions have revealed various views. First, a cooperative network among organizations entails a single objective. Second, in achieving said objective, collaboration is necessary in order to produce togetherness. Third, this collaboration is done because there is uncertainty in an organizational environment as a means for obtaining resources or there is a dependency on resources. Fourth, a premise reveals that by joining various organizations is an effective way to achieve an objective instead of doing things independently. Fifth, in general, an organization works together with another organization because the latter has great potential for the other organization. In the perspective of inter-organizational networks, there are some theories to explain the phenomena, including:

RESEARCH METHODS

The research was located in Makassar City. The object of this research was the transportation service provided by the Regional Government and other institutions. The object of this research was determined by two considerations. First, the transportation service (public transportation) is an important form of public service because it covers

safety, comfort, and justice for the users of this service. Second, Makassar City, as a metropolitan city, has not proven itself to prioritize safety, comfort, and justice in its service as regulated in Law No. 22 Year 2009.

A descriptive qualitative and strategic study case research method was used as the design for this research. This design was useful in revealing how a democratic public service was provided based on the existing context.

The informant for this research was selected using a purposive sampling method, which included those who were considered competent in relevance to institutions that provide public transportation in Makassar City. The selection was based on the judgement of experts (or the researcher) for certain objectives or situations (Neuman, 1997). The informants for this research included: 1) Makassar City Mayor; 2) Officials and employees of the Makassar City Department of Transportation; 3) Officials and employees of the Makassar City Traffic Police (Polantas); 4) Members of the Makassar City Legislative Council (DPRD); 5) The leaders and members of Makassar City organizations; 6) The leaders and members of Makassar City non-governmental organizations; and 7) Users of public transportation in Makassar City.

The data collection techniques used in this research includes observation, in depth interviews, and documentation review. Observations were conducted primarily on tangible objects such as minibusses, traffic signs, and the behavior of minibus drivers in Makassar City. In depth interviews were done on informants. Documentation review was done by gathering documents in the form of regulations, journals, and research results related to this research.

In a qualitative research, data processing and analysis are two activities that are intertwined. This can be seen through qualitative data analysis procedures as suggested by Miles and Huberman (1992), which include: data reduction, data display, and conclusion drawing/ verification. Data reduction is defined as the process of selection, focus on simplicity, abstraction, and 'rough' data transformation of written notes in the field. The data reduction process can actually be categorized as data processing. The analyzing technique used on this case study is a descriptive analysis method and its setting (Creswell, 1008) to obtain an overview of the implementation of inter-organizational networks for democratic public service (public transportation) in Makassar City.

RESULT AND DISCUSSION

The theory of resource dependency is a theory that states the goal of an organization is to reduce its dependency

on another organization in supplying resources from its environment and attempts to find another way or strategy to obtain these resources. The theory of resource dependency attempts to face its environment's strengths by using proactive strategies to access available resources in its environment (Jones, 2004; Jaffee, 2001; Powers, 2001; Becerra, 1999; Gulati and Gargiulo, 1998).

The main basis of this theory is the reduction of resource dependency from other organizations that controls its needed resources. An organization cannot play a vital role in its environment if it cannot control its necessary resources because the control of resources is the organization's power to compete in an uncertain environment.

Resource dependency on another organization entails good management through two things. First, it must influence another organization in order to be able to obtain resources. Second, it needs to respond to the needs and demands of other organizations in its environment. The level of resource dependency of an organization is a function that is influenced by two factors including: first, the importance of the resource on the organization's durability. Second, how far the resource is being controlled by other organizations (Jonas, 2004).

Therefore, an organization needs a strategy in order to reduce its resource dependency that is controlled by other organizations through inter-organizational network or collaboration. Hodge and Anthony (1988) stated there are eight conditions or reasons that can drive an organization to form a working relationship with another organization, which includes: "1) Cost-benefit (inducement-contribution); 2) Power; 3) Resource Scarcity or Performance Distress; 4) Reaction to Super ordinate Goal or Outside Force; 5) Structural Conduciveness of the Environment; 6) Boundary Permeability; 7) Organization Goals; dan 8) Opportunities to Cooperate".

The institutional theory differs from the resource dependency theory mentioned above. The dependency theory relies on the importance of determining a network strategy in order to obtain resources while the institutional theory relies on the importance of values and norms in an organization in order to obtain the necessary resources needed to survive. In order to obtain the necessary resources, an organization must be accepted and considered legitimate by its particular environment.

Basically, an organization is the same as an institution. However, these two concepts differ when following economic and bureaucratic models. The difference can be seen by how goals are achieved in a rational manner through certain and formal instruments. An organization as an institution includes of sociological content consisting of values, norms, and culture that can directly influence

the human behavior in an organization. This theory states that viewing an organization as an institution is irrational and informal because a human being in an organization is controlled by emotions and traditions, not by formal rational instruments in order to achieve objectives as mentioned in the bureaucracy model (Jaffee, 2001).

The institutional theory is a theory that studies how organizations can improve their ability to grow and survive in a competing environment by becoming legitimate in the eyes of the stakeholders (Jones, 2004). Certainly, more attention needs to be paid at normative organizational values such as efficiency, effectivity, and economical as fundamentals in an organization's attempt at achieving its goals in order to improve the ability to compete. This needs to be considered in order for an institution to survive in this era of globalization.

Scott (2001) revealed that, "institutions consist of cognitive, normative, and regulative structures and activities that provide stability and meaning to social behavior. Institutions are transported by various carriers – cultures, structures, and routines – and they operate at multiple levels of jurisdiction". Based on this definition of an institution, there are three pillars of institutions that have formed the fundamentals of legitimacy for an organization which include a cognitive pillar, a normative pillar, and a regulative pillar. The cognitive pillar covers symbols, beliefs, and social identities. The normative pillar covers duties, norms, and social values. The regulative pillar covers regulations, laws, and sanctions (Powers, 2001).

Meyer and Rowan (Jaffee, 2001) stated that in order for an institution to be viewed as trustworthy by its stakeholder, institutional isomorphism is needed. Isomorphism is one unit that focuses on the mechanism of resembling other organizations in the same field or population. Mimetic, normative, & coercive mechanisms are necessary in order to make a successful organization as an example.

Mimetic mechanism can be defined as the tendency of an organization to imitate procedure and organizational structure that is used as a model in order to achieve higher prestige or success that is acceptable in its respective environment. Normative mechanism is the mechanism of behavior and organizational procedure that has is hopeful, trustworthy, and has a clear objective. Coercive mechanism is a formal mechanism that reveals the consequences if an institution's regulated procedure is not followed.

This research did not focus on the formation of inter-organizational networks. It instead focused on the ability of an organization, as an institution, to work together with other organizations in order to provide democratic public service. Therefore, the "powerful" theory used in this study

Table 1. Informant Responses (Non-Government) About the Regulation of Inter- Organizational Networks for Democratic Public Service (Public Transportation) in Makassar City

Dimension	Informant			
	NGO	User	Driver	DPR
Regulation	The existence of a regulation is unclear because there has been no socialization about the new Traffic Law, about a traffic Forum	Did not know there is an outlet to discuss traffic congestion issues in Makassar City	Unclear regarding an outlet to discuss traffic congestion issues in Makassar City	Cannot see an outlet where people can discuss the issue of traffic congestion in Makassar City together

Table 2. Informant Responses (Government) About the Regulation of Inter-Organizational Networks for Democratic Public Service (Public Transportation) in Makassar City

Dimension	Informant	
	Dept. Of Transportation	Dityasa (Police)
Regulation	Makassar already formed a Traffic Forum as regulated in Law No. 22/2009 about Traffic and Public Transportation	There is an outlet to discuss traffic congestion in Makassar City which is the Traffic Forum as regulated in Law No. 22/2009 about Traffic and Public Transportation

is the the institutional theory. As stated by Becerra (1999) in numerous literary studies, the legitimacy and status of an organization can gain large economical benefits for an organization affiliated with inter-organizational networks. Aside from that, legitimate organizations can overcome public service issues (Hill, 2002' Becerra, 1999). In this case, the inter-organization of democratic public service can increase the quality of public service.

Based on the research results by Alwi and Suratman (2009), there are seven dimensions of inter-organizational networks for democratic public service (public transportation). These seven dimensions include 1) regulation, 2) commitment, 3) resources, 4) coordination, 5) cooperation, 6) collaboration, and 7) participation. All of these dimensions are described below based on the conducted research.

Regulation is a crucial element in an institution because it can generate order of all related components. All components will perform their respective roles. If all components or stakeholders uphold these regulations, order can be achieved in transportation institutions in Makassar City. Interviews conducted with stakeholders of transportation (public transportation) in Makassar City revealed that drivers of public transportation still do not use regulations as a guide in operating their vehicles. The drivers of public transportation (Pete-pete) in Makassar City still run their vehicles without prioritizing safety. They stop at random locations without taking traffic signs into account.

These incidents occur starting from MTC up until Pasar Sentral, near the Jalan Mesjid Raya traffic lights (next to Mesjid Raya), the intersection from Jalan Mesjid Raya to Pasar Terong up until the intersection on Jalan Cumi-Cumi, the intersection on Jalan Pongtiku and Jalan

Urip Sumiharjo and around Pintu Dua Unhas.

This phenomenon reveals that stakeholders are not cooperating in order to overcome various issues of traffic congestion and complications on the streets of Makassar City. Based on interviews with respondents and an FGD with public transportation users, there is not outlet where people can discuss the issue of traffic in Makassar City. This was revealed by the results of the interview in tabel 1.

Based on Table 1, the informants, consisting of public transportation users, minibus drivers, and members of the Makassar Legislative Council (DPR – Commission C) revealed that they have no knowledge of an outlet where stakeholders can discuss issues revolving public transportation in Makassar City. This reveals that the Makassar City Government, the Makassar Transportation Department, and the Makassar Police Department have not effectively socialized Law No. 22 Year 2009 about Traffic and Public Transportation. The Law states that an outlet should exist for stakeholders to discuss issues related to traffic. The “Sb” of the Makassar Drivers’ Union (NGO) also admitted that there is no clear regulation among them because there was never any socialization of the new Traffic Law consisting of a Traffic Forum. However, “TJP” (Traffic Unit, Makassar City Transportation Department), admitted that a Traffic Forum was formed in Makassar City as regulated in Law No. 22 Year 2009 about Traffic and Public Transportation. “Skr” (the Makassar City Dityasa Unit Chief of Major city police – KANIT DITYASA POLWILTABES) also stated that there is an outlet for stakeholders to discuss traffic congestion issues in Makassar City which is the Traffic Forum. These statements can be viewed in tabel 2, the interview results with informants.

Table 2 reveals that stakeholders from the Makassar

Table 3. Informant Responses (Government) About the Commitment of Inter-Organizational Networks for Democratic Public Service (Public Transportation) in Makassar City

Dimension	Informant	
	Dept. Of Transportation	Dityasa (Police)
Commitment	Commitment is mostly due to the Law. For example, Police are active in the Forum because they are following orders from their superiors. Others do the same. Before the existence of this Forum, there was a Traffic Board. However, the board hardly functioned at all. Each took matters into their own hands when dealing with the issue of traffic.	Before this Forum existed, there was a Traffic Board to discuss various traffic issues in Makassar City. A meeting was scheduled once every three months.

Table 4. Informant Responses (Non-Government) About the Commitment of Inter-Organizational Networks for Democratic Public Service (Public Transportation) in Makassar City

Dimension	Informant			
	NGO	User	Driver	DPR
Commitment	Before the socialization of the Traffic Law, there was no tendency to synergize among organizations. In this case, the commitment of the Makassar City government was still weak in resolving traffic issues.	The government and police were serious in trying to overcome issues of traffic congestion	There was no strong commitment in trying to overcome traffic because there are no police in many areas prone to traffic congestion	No commitment has been formed together because everyone refuses to take responsibility into their own hands and blames others.

City Government have long known and understood the existence of a Traffic Forum, yet they have not effectively socialized this forum to the public. No socialization has been made for the NGOs for transportation and drivers. This is despite the fact that the regulation mainly aims at NGOs.

The Traffic Forum is regulated by Law No. 22 Year 2009 about Traffic and Public Transportation, thus resulting in the Makassar City Government to create and issue the regulation through the Makassar Mayor's Decree No. 551.05/938/Kep/XII/2009 about the Formation of a Traffic and Public Transportation Forum in Makassar City. This forum has four duties. First, to coordinate among organizers that need cohesiveness in order to plan and overcome traffic and public transportation issues in Makassar City. Second, gather data about traffic and public transportation in order to obtain suggestions when creating a Mayoral decree/ policy. Third, conduct meetings/ gatherings at least once every three months. Fourth, report the results of implementation to the Makassar City Mayor.

The Makassar City Traffic and Public Transportation Forum is headed by the Makassar City Secretariat Assistant for Economic, Development, and Social Affairs. The members of this Forum consist of: 1) Head/

Member of Indonesia's Transportation Community (MTI) in South Sulawesi; 2) Head of the Makassar City Development Planning Board (Bappeda); 3) Traffic Unit Head (Kasatlantas) of the Makassar City Police Department (Polwitabes); 4) Head of Makassar City's Public Works Department; 5) Head of Makassar City's Park and Hygiene Department; 6) Head of Makassar City's Spatial and Building Department; 7) Head of the Makassar City Public Order Agency (Satpol PP); 8) Police Chiefs from the East Makassar, West Makassar, and Harbor Police Stations; 9) Board of Directors of PT. Jasa Raharja in Makassar City; 10) Head of the Makassar Secretariat Legal Bureau (Hukum Setda); 11) Public Figures in Makassar; and 12) Head of the Makassar City Regional Organizations.

The members of the Forum lack 'field experience' and is extremely occupied with their daily duties and functions according to their respective positions. Discussions in the Traffic and Public Transportation Forum do not revolve around issues that occur or develop in the field. The issue of traffic congestion and complications in Makassar City is an issue that has been occurring for a long time and requires a serious solution. However, this has not become the focus of discussion in the Forum. The Forum merely discusses areas set as examples of traffic organization

and arrangement in Makassar City. This information was relayed by two of the informants (“TJP” and “Skr”) who stated that there are no comprehensive discussions regarding traffic congestion and complications in Makassar City. The members of the Forum should design or map out the issues of traffic congestion and complications that occur in Makassar City.

The institutional theory discusses regulations that focus on rules, laws, and sanctions. The Forum does not discuss all components covered by the regulation. Upholding the regulation is crucial in overcoming these traffic complications. Based on observations on the field, many minibus drivers deliberately violate traffic signs. This is because these drivers have do not understand the traffic signs and do not have a driver’s license, especially assistant or reserve drivers (Alwi and Suratman, 2009).

One of the most important dimensions in an inter-organizational network for democratic public service is the commitment of its members. Commitment must exist because the members of the Forum are not bound by an instructive regulation, but only by a sense of togetherness and concern, plus the expertise of each member in their respective fields. The network consists of autonomous organizations so no single organization is more superior to the rest. In this case, the police should not feel more superior to the others. Members of the Forum are hoped to aid each other in the growth of potential synergy or resources in order to resolve the complications of traffic.

Law No. 22 Year 2009 about Traffic and Public Transportation regulates the Government’s commitment in overcoming the issue of traffic. However, the commitment has not been realized yet. This can be viewed based on interviews with the informants as revealed in the table 3.

Table 3 above revealed how their participation in the Makassar City Traffic Forum once every three months did not portray a certain form of commitment. Instead, it revealed how their participation was merely a burden of duty. This was due to the meetings (in the Traffic Forum) being more driven by vertical duty responsibilities. Those who were involved in the Forum were instructed to report to their superiors. It is merely a formality. Before this Forum, there was an outlet formed by the Makassar City Government. This outlet was named the Traffic Board and was used to discuss traffic issues in Makassar City. However, it did not run smoothly and many stakeholders did not even have knowledge of this outlet.

The above was according to the opinions of many stakeholders such as the Makassar Legislative Council (DPR), Minibus drivers, and non-government organizations. The opinions are indicated in Table 4. Table 4 reveals how a synergy of commitment cannot

yet be seen in overcoming traffic in Makassar City. The Makassar City Commission C Legislative Council (DPRD) believed stakeholders lacked commitment because they refuse to take responsibility into their own hands. This was also stated by other respondents such as non-government organizations and Minibus drivers in Makassar City. Their opinions differ from the opinions of Minibus users who believe that their seriousness in dealing with the issues can be seen during certain times and in certain places, especially on the main streets of Makassar City. Based on the writer’s observation, their commitment can be seen on main roads such as Jalan Urip Sumiharjo and Jalan Perintis Kemerdekaan where some Traffic Police are deployed to regulate traffic during certain hours. However, Traffic Police rarely ever regulate the traffic on other streets consisting of Minibus lanes during traffic congestion.

A program was developed since the Traffic and Public Transportation Forum was established in December 2009. This program was named Secure, Safe, and Regulated, and Orderly Conduct Example Areas for Traffic (KAMSELTIBCAR LANTAS). This program was formed into a policy by the Makassar Mayor named the Mayor’s Decree about the Implementation of the Secure, Safe, Regulated, and Orderly Conduct Example Areas for Traffic. KAMSELTIBCAR LANTAS streets in Makassar City include Jalan Jenderal Sudirman, Jalan H. Bau, Jalan Penghibur, Jalan Pasar Ikan, Jalan Ujung Pandang, Jalan Riburane, and Jalan Jenderal Ahmad Yani. A Comfort Street (Jalan Penghibur) was also formed as Pollution Free Area every Sunday from 05.00 WITA to 10.00 WITA.

Conditions in the field portray how most of the community does not have knowledge of the program. One of the people on the streets said, “I did not know about that area (program) despite the fact that I always pass through KAMSELTIBCAR LANTAS areas in Makassar City” (Informant, DMA). This means that a joint commitment has not been formed because people in the streets did not know that the KAMSELTIBCAR LANTAS areas in Makassar City were areas set to be examples of traffic orderly conduct. The writer observed that many motorcycle drivers did not turn on their lights when passing through these areas. Many other traffic violations still occur despite the informant, “SK”, stating that the area was a zero accidental area and no traffic violations should occur there.

The Government was shown to be committed to the City’s urgency on traffic and public transportation. This can be seen by the existence of the outlet named the Makassar City Traffic and Public Transportation Forum, as regulated in Law No. 22 Year 2009. However, the

Table 5. Informant Responses (Government) About Resources in Inter-Organizational Networks for Democratic Public Service (Public Transportation) in Makassar City

Dimension	Informant	
	Dept. Of Transportation	Dityasa (Police)
Resources	Resources are prepared by each institution respectively, for example: road construction is handled by the Department of Public Works	Resources are prepared by the involved institutions respectively

Table 6. Informant Responses (Non-Government) About Resources in Inter-Organizational Networks for Democratic Public Service (Public Transportation) in Makassar City

Dimension	Informant			
	NGO	User	Driver	DPR
Resource	The quality of Human Resources in the Transportation Department is inadequate compared to the police force (<i>note: each use their resources respectively</i>)	1. Joint resources are hardly ever used in order to overcome traffic congestion except when there is an important guest in the city 2. The police own a map that reveal areas prone to traffic in Makassar City	The Police and the Transportation Department never deal with traffic issues together	Resources have not yet been integrated

commitment has not been entirely realized yet. There was no clear initiative to produce a joint policy or program to overcome traffic congestion and complications in Makassar City. The Makassar City KAMSELTIBCAR LANTAS is a policy created in the Traffic Forum, yet it is not a policy that demands a joint commitment from the stakeholders to overcome the issues of traffic congestion and complications in Makassar City. This policy was implemented without the involvement of all public transportation stakeholders in Makassar City. Each stakeholder only runs its duties according to the main duties and functions of each respective organization as regulated by the Makassar City Government. Police continue to perform their duty as an enforcer and regulator of traffic. The Makassar Transportation Department runs its duty as the manager and engineer of traffic in Makassar City. The Department of Public Works performs its duty in maintaining and developing the streets of Makassar City. In this case, there is no policy or program that was constructed together in the Traffic Forum and then implemented together in the field. The quintessence of inter-organizational networks existing in the Traffic and Public Transportation Forum in Makassar City has not yet been accomplished.

Resource is one of the dimensions of an inter-organizational network for democratic public service. In

a network organization, the resource sharing is its main characteristic. The Traffic and Public Transportation Forum is an inter-organizational network that makes use of resources together in determining a decree or policy. This forum is an outlet for traffic and public transportation stakeholders in Makassar City. This was revealed by informants from the City Government and Major City Police (Polwiltabes) as can be seen in Table 5.

Table 5 above reveals that the Makassar City Traffic and Public Transportation Forum has used their resources together in discussing the various issues of traffic in Makassar City. The Makassar City government is not alone in dealing with the various issues of traffic. Along with other stakeholders, such as the Makassar Police (Polwitabes), non-government organizations, and other figures, the government deals with these issues in an outlet named the Traffic and Public Transportation Forum. The main resources in this forum are human resources and information. Based on these resources, the Makassar City Government formed a policy to regulate traffic in certain areas named the Makassar City KAMSELTIBCAR LANTAS. The objective of this policy is to teach the community about traffic regulation and orderly conduct on the streets. However, objective has not yet been achieved since the implementation of this policy. Non-government informants believed that this because the

Table 7. Informant Responses (Non-Government) About Coordination in Inter-Organizational Networks for Democratic Public Service (Public Transportation) in Makassar City

Dimension	Informant			
	NGO	User	Driver	DPR
Coordination	Each perform their duties according to their authority	Police, as coordinators, are hardly present at traffic prone areas unless they are stationed there	No coordination	No coordination can be seen

resources of the stakeholders have not been integrated and put into good use, as revealed in Table 6.

Table 6 reveals that non-government stakeholders believe that resources owned by each stakeholder have not been integrated in discussing issues of traffic in Makassar City. As stated by some members of the Makassar City DPRD, Commission C, organization resources related to traffic have not been integrated in dealing with traffic issues in Makassar City. Other stakeholders, such as non-government organizations and the Head of the Makassar City Drivers Union, stated that each use their own resources respectively when dealing with traffic issues in Makassar City. Meanwhile, Minibus users and Minibus drivers can all see the use of resources along every lane from the perspective of field operations. As a result, they stated that the police and Department of Transportation never dealt with traffic issues in Makassar City together, except if there is an important guest in the city.

This reveals that the community has no knowledge of the duties assigned to each of these institutions – the Police and Transportation Department – in order to overcome traffic issues. The police are more focused on regulating and upholding traffic discipline while the Department of Transportation is more traffic management and engineering oriented. Therefore, these two institutions are never seen managing Minibusses in Makassar City together.

The members of the Makassar City Traffic and Public Transportation Forum have not yet made use of their resources together. Sharing resources in the inter-organizational network is more focused on forming and implementing a policy or program, such as the Makassar City KAMSELTIBCAR LANTAS. This policy is a policy that is discussed among the stakeholders in this Forum. However, its implementation does not involve all parties. Therefore, the effectivity and efficiency of this program has not resulted in the achievement of this program's objectives. In this case, for the Makassar City KAMSELTIBCAR LANTAS, only the City Police (Polwiltabas) have a crucial role in the success of the policy because the essence of the policy is traffic orderly

conduct. The Department of Transportation lacks a role in the policy because they are only competent in the management and engineering of traffic, as are the other stakeholders.

The Makassar City KAMSELTIBCAR LANTAS policy portrays the values of democracy because their was a joint contribution in the creation of the regulation. However, the efficiency and effectiveness of using human resources has not yet been seen. In this case, the objective of an inter-organizational network has not been made. Therefore, in the future, this Forum is hoped to be able to create a policy or program that can overcome traffic congestion and complications in Makassar City that contains democratic, effective, and efficient values.

Coordination is a crucial sub-componenet in the concept of an inter-organizational network for a democratic public service. This is needed because there are many autonomous institutions related to traffic and public transportation. Aside from that, the issue of public transportation is a complex matter that requires the involvement of various related institutions. Many issues appear in the field such as Minibus complications that arise because the ineffective function of the coordination of stakeholders in Makassar City's traffic and public transportation. This can be seen based on results of interviews and an FGD of the stakeholders as revealed in Table 7.

Based on Table 7, the coordination among stakeholders in the field is not yet effective. The Head of the Makassar City Drivers' Union (an NGO) said they each perform their authorized respective duties. This was also stated by other stakeholders. In this case, the Makassar City Department of Transportation manages and engineers traffic without coordinating with the others. This is also the same for the Makassar City Department of Public Works when they construct roads on streets that do not often encounter traffic congestion. For example, the intersection on Jalan Abdullah Dg. Sirua with Jalan Leitumena in Tello is quite a busy street consisting of private vehicles and Minibusses but the roads there are not fixed and there are no traffic lights. Also, the intersection on Jalan Leitumena with

Table 8. Informant Responses (Government) About Coordination in Inter-Organizational Networks for Democratic Public Service (Public Transportation) in Makassar City

Dimension	Informant	
	Dept. Of Transportation	Dityasa (Police)
Coordination	Coordination is still an issue due to budget mechanisms. For example, road fixtures will be financed by the Department of Public Works next year	Coordination is still an issue when dealing with traffic problems

Table 9. Informant Responses (Non-Government) About Cooperation in Inter-Organizational Networks for Democratic Public Service (Public Transportation) in Makassar City

Dimension	Informant			
	NGO	User	Driver	DPR
Cooperation	There is no synergized cooperation among stakeholders in overcoming traffic issues	No knowledge	No knowledge	No existing MOU

Jalan Borong has traffic lights (they do not function) but the streets are still damaged resulting in traffic congestion.

The above phenomenon reveals how the coordination by the Makassar City Government is not effective yet. If viewed from structure of the Makassar City Traffic and Public Transportation Forum, the implementor of this function is unclear. The Forum is led by two institutions including 1) the Makassar City Secretariat Assistant for Economic, Development, and Social Affairs; 2) the Makassar City Government Secretariat Assistant. The situation of having two leaders (joint leadership) in an organization is uncommon in an organization. The party responsible for the implementation of activities becomes unclear. If a problem arises, there is a big possibility that these two leaders will blame each other.

Aside from that, these two officials are staff members who are 'unfamiliar in the field' of traffic. As a result, what actually happens on the field is undetected. The above phenomenon is an example of lack of coordination, either in creating policies or in its implementation. Based on observations on the field, the Makassar City Department of Transportation has never taken responsibility for the management and engineer of traffic along with the Makassar City Department of Public works as the one being responsible for fixing roads. These two institutions have never worked together to clear up and fix road facilities and engineer the traffic in Makassar City. This reveals how weak the function of coordination is in dealing with traffic congestion and complication issues in Makassar City.

The above explanation portrays how ineffectively the Makassar City Government coordinates. The Makassar City Department of Transportation and Makassar Police (Dityasa Polwiltabas) admitted this situation, as revealed in Table 8.

Based on Table 8, the issue of coordination not only lies in implementation, but also in analyzing the problem and planning. Members of the Traffic Forum do not discuss the issues and activities that involve all related institutions together. In this case, they do not have a joint map about the areas that need traffic facility improvements in Makassar City. As a consequence, there is not joint budget/ project in the regional budget. Each runs their own activities which do not include working together in improving traffic facilities in areas prone to traffic congestion.

Traffic congestion and complications can become a serious issue in the future due to lack of coordination. Aside from that, based on the calculation of additional vehicles in Makassar City, Harian Fajar newspaper (July 14 2010) published that Makassar City may experience total traffic congestion in 2015 if the amount of vehicles is not controlled. Based on data from the Vehicle License (STNK) Section at the Makassar City Subdirectorate of the Integrated Administration Service (Subdit Min Regident Samsat – source: Harian Fajar, July 14 2013), the growth of motor vehicles in Makassar City reach 11.6 percent per year. By the end of July 2010, the amount of motor vehicles in the city reached 824,326 units consisting of 665,183 units of motorcycles and 159,143 units of cars. This was due to the lack of coordination of Makassar City's Government when handling traffic issues in Makassar City.

Based on the writer's observations on the streets consisting Minibus lanes, it is undeniable that the issue of Minibus complications and traffic congestions are related to the behavior of Minibus drivers, damaged roads, and ineffective management and engineering of traffic. This situation was also mentioned in the research conducted by Alwi and Suratman (2009) that reckless Minibus drivers

Table 10. Informant Responses (Government) About Cooperation in Inter-Organizational Networks for Democratic Public Service (Public Transportation) in Makassar City

Dimension	Informant	
	Dept. Of Transportation	Dityasa (Police)
Cooperation	There is cooperation in the Forum	There is no cooperation in the form of an MoU with other organizations

and damaged roads result in Minibus complications and traffic congestion in Makassar City.

A crucial dimension in the concept of inter-organizational network for democratic public service is cooperation. Cooperation is necessary in order to resolve an issue or perform an activity that relates to other institutions. The issue of traffic congestion and public transportation complications in Makassar City requires related institutions to work together in order to resolve these problems. Aside from the Law on Traffic and Public Transportation, the City Government also needs to build a cooperatoin with other related organizations. However, stakeholders have no knowledge of the existence of any cooperation as can be viewed in Table 9.

Based on Table 9 above, the Makassar City Government has not cooperated with related organizations to deal with traffic and public transportation issues. Stakeholders, such as the Makassar City Legislative Council (DPRD) have no knowledge of the Makassar City Government and other organizations working together to overcome traffic congestion. This is proven by the fact that no MoU exists on this matter. The same issue was relayed by other stakeholders such as NGOs, Minibus users, and drivers on all lanes of Makassar City who had no knowledge of this matter. This is despite the fact that cooperation aims at obtaining resources, including financial resources. In order to overcome the issues of traffic congestion and Minibus complications, Makassar City requires substantial financial resources. For example, Makassar City needs 2667 units of traffic signs while only 2465 units have been put up (Makassar City Dept. Of Transportation, 2009). More traffic signs are needed compared to the ones that have been placed in Makassar City. In addition, the length of the streets (city street) in Makassar City requires 197.071 km marks and only 44.569 km are completed with marks (Makassar City Dept. Of Transportation, 2009). Makassar City also still needs 4047 units of street lights and only 3230 units have been placed ((Makassar City Dept. Of Public Works, 2009). As many as 63 bus stops are needed and only 45 are currently available (Makassar City Dept. Of Public Works, 2009).

Based on data regarding street support facilities in Makassar City, there are still many more that need to be placed compared to the ones that have already been set up.

This reveals how the Makassar City government still needs a lot of funding in order to provide street support facilities in Makassar City. The same situation was also revealed by an informant from the Makassar City Department of Transportation, “HB”, (Interview, 2009). The required funds can actually be obtained by cooperating with other institutions, either government or non-government institutions in Makassar City. The Department of Transportation can work together with other institutions (departments) in the government, such as the Department of Public Works, in order to build street support facilities in Makassar City. As for non-government institutions, the Department of Transportation can cooperate with private organizations or non-government organizations or the Makassar Police in order to build street support facilities and hold trainings about traffic awareness in Makassar City.

As for the Makassar City Government, the Department of Transportation only works together with organizations involved in the Makassar City Traffic and Public Transportation Forum. This cooperation was due to the new regulation in the Law on Traffic and Public Transportation. However, they have not cooperated with other institutions, as can be viewed in Table 10.

Table 10, reveals that the Makassar City Government has not managed to cooperate with related organizations in dealing with traffic. If the government lacks cooperation with related organizations, there is a big possibility issues with public transportation in Makassar City will continue to occur in the future. Organizations directly related to the issues of traffic congestion and complications in Makassar City, such as the Makassar City Department of Transportation and the Makassar City Police, have not shown any effort in cooperating with other organizations in order to obtain resources despite the fact that they actually lack resources in order to be able to provide good public transportation service, as revealed above. Cooperation is one of the ways to overcome issues by seeking aid from other organizations in the form of resources.

Collaboration is one of the dimensions of inter-organizational network for democratic public service. Collaboration here is defined as all of the activities in a network outlet that is planned and implemented together.

Table 11. Informant Responses (Government) About Collaboration in Inter-Organizational Networks for Democratic Public Service (Public Transportation) in Makassar City

Dimension	Informant	
	Dept. Of Transportation	Dityasa (Police)
Collaboration	Collaboration has been done up to the point of planning activities. perencanaan kegiatan	Collaboration is done in the Makassar City Traffic and Public Transportation Forum

Table 12. Informant Responses (Government) About Collaboration in Inter-Organizational Networks for Democratic Public Service (Public Transportation) in Makassar City

Dimension	Informant			
	NGO	User	Driver	DPR
Collaboration	No collaboration can be seen	No knowledge	No knowledge	Collaboration unclear

Collaboration is not merely cooperation. The concept focuses more on actual and planned activities that can be done together. In handling complex issues such as the complications of public transportation, collaboration is vital because many related organizations will sit down, discuss these issues, and implement the solution together. However, collaboration can only be seen in the Makassar City Traffic and Public Transportation Forum, as can be viewed in Table 11.

Based on Table 11, the stakeholders, both the Makassar City Transportation Department and the Makassar City Police (Dityasa) admit that collaboration has only reached the stage of decision making and planning in the Makassar City Traffic and Public Transportation Forum. Collaboration at this stage resulted in policies including the areas that were set as an example for traffic orderly conduct and the pollution free area at Pantai Losari on Sunday beginning from 05.00 until 10.00. However, collaboration at this stage was conducted by officials in organizations related to traffic and public transportation. It has not yet involved stakeholders at grass root levels. As a result, the problems encountered due to traffic in Makassar City are still based on the perspective of these officials.

Collaboration was only done for one stage, such as the planning and or policy making stage, and has not been useful for network organizations, such as the Makassar City Traffic and Public Transportation Forum, because the responsibility of the implementation falls to only certain organizations. A collaboration demands joint responsibility, beginning from forming a policy up until the implementation and evaluation. This means that all parties will be accountable for the success or failure of the program. In this case, it will be difficult to obtain maximum results from the Makassar City KAMSELTIBCAR LANTAS program because the police is the only institution that is entirely responsible instead

of all stakeholders of traffic and public transportation in Makassar City.

Actually, the Makassar City KAMSELTIBCAR LANTAS policy formed by the Makassar City Traffic and Public Transportation Forum does not portray a collaboration because the policy was only discussed in the Forum. However, only related institutions are responsible for the implementation of the policy. As for implementation on the field (the determined areas), only the Police are active. Other institutions, such as the Makassar City Department of Transportation, cannot be seen. The planning and implementation of a program is not the duty of all stakeholders for traffic and public transportation in Makassar City. As stated above, the views of non-government stakeholders reveal that no collaboration has been made, as portrayed in Table 12.

Table 12, reveals that non-government stakeholders, such as the Makassar City Drivers' Union (NGO), Makassar City Legislative Council (DPRD), Minibus users, and Minibus drivers on all lanes in Makassar City, do not believe any collaboration has been made. This also portrays how the existence and activities in the Traffic Forum have not been socialized well to the Makassar City transportation community.

Stakeholders from the community have not been involved in the activities of this Forum. For example, the Makassar City Legislative Council (DPRD) has not been involved in Forum activities. This is despite the fact that they are representatives of the people and have a crucial role in determining policies and budgets, not to mention monitoring. In order to overcome complex issues, such as Minibus complications and traffic congestion in Makassar City, collaboration with all related elements is necessary.

One of the vital dimensions in the concept of inter-organizational network for democratic public service is participation. Participation is the involvement of stakeholders beginning from determining issues up until

Table 13. Informant Responses (Non-Government) About Participation in Inter-Organizational Networks for Democratic Public Service (Public Transportation) in Makassar City

Dimension	Informant			
	NGO	User	Driver	DPR
Participation	Public participation (Drivers Union) still cannot overcome traffic congestion issues	Never (students)	Never heard	DPR is often involved in discussion on transportation issues in Makassar City

Table 14. Informant Responses (Government) About Participation in Inter-Organizational Networks for Democratic Public Service (Public Transportation) in Makassar City

Dimension	Informant	
	Dept. Of Transportation	Dityasa (Police)
Participation	All of the community/ stakeholders have participated	Stakeholders have been involved in discussions on traffic issues

resolving them. A democratic public service demands implementors to understand the needs of the people and involve them discussions regarding various issues and its solutions. By involving the public, all will take responsibility for the success and failure of a program. However, in reality, this has not yet occurred in Makassar City, as stated by stakeholders in Table 13.

As stated by Minibus users and Minibus drivers in Makassar City, Table 13 above reveals how stakeholders never participated. The Makassar City Drivers' Union also claimed that the public was hardly ever involved in discussions revolving traffic in Makassar City. The stakeholder that is sometimes involved in discussions on traffic in Makassar City is the Makassar City Legislative Council (DPRD). The accessibility of involvement for non-government stakeholders differs. The Makassar City Legislative Council (DPRD) is often involved because as an institution, it must be involved. However, other stakeholders, such as Minibus users and drivers, were never involved in discussions revolving traffic complications in Makassar City because they are not bound by any institution.

Traffic congestion and Minibus complications in Makassar City is joint problem which must be resolved together. In this case, the public is largely involved in this issue, thus resulting in their involvement as a crucial fundament when policy makers form policies. Therefore, the Makassar City KAMSELTIBCAR LANTAS is a program birthed by the Makassar City Traffic and Public Transportation Forum that needs to be assessed. Does that policy reflect the needs of the people related to public transportation in Makassar City? Can this policy provide quality, comfortable, and safe Minibus service to the

people in Makassar City? These questions have become the focus of democratic public service. The democracy that is hoped for here is a participative democracy because with that type of democracy, the interests of the various levels of society in Makassar City can be integrated when forming a policy.

This differed from the opinions of government stakeholders that stated that the government has involved stakeholders in discussions revolving traffic in Makassar City. This can be viewed in Table 14. Based on the Table, informants from the Government consider the involvement of stakeholders in discussing traffic issues in Makassar City to be their involvement in the Makassar City Traffic and Public Transportation Forum.

Before the Traffic Forum was established, the community was barely involved. The involvement in this Forum was the involvement of certain groups. It did not represent the interests of the public transportation community in Makassar City (as portrayed by the arrangement of leaders and members mentioned above). Therefore, the Makassar City Traffic and Public Transportation Forum needs to gather the interests of the city's residents by involving them in activities that will enable them to gather information on the interests of Makassar City's public transportation community.

CONCLUSION

Based on the elaboration of results and discussions above, the implementation of an inter-organizational network for democratic public service (public transportation) in Makassar City is not yet effective. This is due to several reasons, such as : 1) regulations have

not yet been socialized to stakeholders in the Forum; 2) there is no strong commitment from stakeholders in implementing the Forum's programs; 3) the Forum has not implemented its programs using shared resources; 4) each organization in this Forum performs their duties based on their respective Duties, Standards, and Functions (Tupoksi); 5) there is no cooperation with other organizations to support the implementation of the Forum; 6) there is no clear collaboration in implementing the Forum's program; and 7) not all stakeholders participate in the activities of the Makassar City Traffic and Public Transportation Forum.

In order to develop the public administration, the results of the research regarding the implementation of an inter-organizational network for democratic public service that is not yet effective in Makassar City still needs to find cause of the problem through further research in order to obtain a model for an inter-organizational network for democratic public service.

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