

COLLABORATIVE MANAGEMENT MODEL FOR CONTROL POLLUTION AND DAMAGE CITARUM RIVER BASIN PROGRAM

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Abstract

This study aims to develop a collaborative management model in pollution and damage control programs in the Citarum watershed (DAS). This model is built on Agranoff's theory of Collaborate to manage, in which Agranoff develops standards for public leaders to compare their own behavior, and describes a series of theoretical frameworks to guide how to manage collaboration for multi-organizational public institutions outside of government to solve problems that cannot be managed. completed by the government itself. The research method used is exploratory embedded concurrent mix method design research that combines qualitative and quantitative research. The results show that the Control of Pollution and Damage to the Citarum River Basin is a Multi-Actor Model that is implemented only at the stage of identifying which actors who was invited to be involved in the implementation of the Citarum DAS PPK Program was active in the implementation and completion of the program. This model is based on coordination between stakeholders consisting of academia, business, society, government and the media who understand how to be involved and work collaboratively . Through this model, it is hoped that there will be an improvement in the quality of the environment in the Citarum watershed and improve the welfare of the people living around it.

Keywords: Collaborative Management Model, Pollution Control, Citarum Watershed Damage.

A. INTRODUCTION

The Citarum River Basin (DAS) is very strategic for the Province of West Java and Indonesia because the Citarum River is a contributor of water for hundreds of kilometers of riverbank residents, a supplier of raw water for regional drinking water companies serving 18 million consumers of West Java and DKI Jakarta , as well as a supplier of 187 Mega Watts of kinetic energy for the Saguling hydropower plant for the upstream watershed (DAS), the middle part of the Cirata hydropower plant and the downstream Jatiluhur region (Iskandar, 2014). The Citarum River, which originates at Situ Cisanti, at the foot of Mount Wayang, Bandung Regency, stretches for 297 km and ends at Muara Gembong, Bekasi Regency, passing through 13 Regencies/Cities, becoming a source of irrigation for hundreds of thousands of hectares of rice fields. The Citarum River is located from an altitude of 1,800 meters above sea level which is the central point of life for millions of people in West Java (Abdoellah et al, 2019).

The importance of preserving the river was stipulated on 27 July 2011 in Jakarta in Government Regulation no. 38 of 2011. The regulation regulates general provisions regarding river management, river conservation, river protection, pollution prevention, destructive power control, supervision, natural resource

management plans, programming and annual activity plans, information systems, government authority, and community empowerment (General, 2011)

The triumph of the Citarum River in the past as the pride of the West Java region was diametrically forced to accept *the World Bank crowning* and *The Sun* magazine Issue 4 December 2009 who stated that the Citarum River is the dirtiest river in the world. Likewise with the *National Geographic magazine news* series on pollution in 2011, saying that waste and pollution in the Citarum River were very worrying (Nurdiana, 2021). The results of previous studies indicate that the Citarum River contains toxic chemicals where the chemical content of the water is 1000 times higher than the safe drinking water limit set by the United States. Even though sociologically and philosophically, the quality of a region's river describes the quality of a nation's civilization (Putra, 2016).

Presidential Regulation No. 15. 2018 declared that Citarum River water must be fit for drinking by 2025, at the beginning of his duties the Governor of West Java Ridwan Kamil carried out an organizational reshuffle with more routine and directed communication. Ridwan Kamil as the Commander of the Task Force formed a special administrative area along the Citarum River. The reshuffle of the Citarum Watershed (DAS) management organization was carried out to prevent *overlapping* with parties with higher authority. Ridwan Kamil identified the root of the problem as pollutant and destroyer of the Citarum Watershed (DAS) (Prayoga et al, 2022). However, Riadi (2019) said that there were seven problems in Citarum recovery, including; (1) there was no indicator of success, (2) synergy with coordination is still weak, (3) the task force secretary has not been formed, (4) the action plan has not been formalized, (5) there is no reporting system, (6) there is no special budget post for the Citarum River Basin (DAS), (7) there is no implementation of risk management.

Following up on Presidential Decree 15 of 2018 the Governor of West Java took steps by lowering governor regulation No. 28 of 2019 as a basis in preparing the Action Plan for Pollution Control and Damage to the Citarum River Basin for 2019-2025 and seeking collaboration between government sectors including units and personnel of the West Java provincial government, regional heads, TNI, Polri, Attorney General's Office, academics, businessmen and members of society. With the involvement of many parties or the collaboration of pentahelix, it is hoped that the governor will serve as a settlement model in accelerating the completion of the Citarum River Basin Pollution and Damage Control (PPK) program to achieve its objectives according to the set plan (Zulhadi et al, 2023).

The large number of government and non-government organizations involved in resolving the Citarum River Basin problem shows that the scope of work on public service governance is very large so that public administration carries out tasks that are not easy because they cover all levels of public administration (KR, 2022). As stated by Bingham (2008) that combining interorganizational cooperation is not easy, but once this cooperation network is built, they will be interdependent and bound to each other or form cohesiveness among communities in solving common problems. O'Leary and Bingham reminded that the implementation of collaboration is a must. *The important of implementing collaborative public management in a way that engenders public trust and confidence cannot be over emphasized. Collaborative public programs that are both effective and efficient are a must.*

Completion of programs to control and damage the Citarum River Basin, as the implementation of Presidential Decree No. 15 of 2018 needs to be translated into regional policies. The process of managing 19 ministries, TNI, POLDA, academia, business, community, government and media will take time, because they

must be able to bring together various perspectives for decision-making, conflict resolution, develop organizations to reach consensus. As explained by Richard Margerum (2011) in Emerson and Nabatchi (2015) collaboration as an approach to solving complex problems in which a diverse group of autonomous stakeholders deliberate to build consensus and acterization of collaboration the individual, diverse and independent actors who, on and with their own authority.

In carrying out its duties, each organization has its own rules and values that influence or contradict each other, although basically the people of West Java have a philosophy of local wisdom values that have been agreed upon and shared because it contains socio-cultural values that are beneficial for sustainable community life. *sustainable development society*) (Rambe & Tarigan, 2015). Of course, the governance of the Citarum DAS KDP program that was implemented was not simple. Collaboration in controlling pollution and damage to the Citarum River Basin (DAS) is considered successful because it involves many parties. The Citarum SATGAS Commander has the task of managing the work by coordinating all elements in the implementation of the Citarum Watershed management program so that they work synergistically as a *teamwork* .

From the description of the problems mentioned above, the writer can draw the conclusion that efforts to control and pollute the damage to the Citarum watershed are still in progress, so the writer is interested in seeing how the collaboration management model works. in controlling pollution and damage (PPK) of the Citarum River Basin (DAS).

B. METHODS

The type of research used by researchers is exploratory research embedded concurrent mix method design which combines qualitative and quantitative. Qualitative and quantitative data were collected at the same time as the research procedure, then interpreted with more emphasis on qualitative data as primary data and quantitative data as secondary data. Qualitative data were collected through semi-structured interviews and observations, open-ended responses, documents and video recordings. Quantitative data were collected using a survey method by taking an accidental sample from a population using a questionnaire for data collection, using closed-ended scales or attitudinal behavioral scales, behavioral checklists. This understanding is in accordance with Creswell's understanding (2014: 5), that according to him the mix method is: an inquiry involving collecting both qualitative and quantitative data, integrating the two forms of data and using distinct designs that may involve philosophical assumptions and theoretical frameworks. The core assumptions of this form of inquiry are that the combination of qualitative and quantitative approaches provides a more complete understanding of a research problem than either approach alone. In contrast to Johnson and Christensen (2007: 145), they simply describe that the mix method is an approach that combines or links qualitative and quantitative research methods. The concurrent embedded strategy is a way for researchers to combine qualitative and quantitative data found through interviews, surveys and questionnaires to obtain quantitative data about the Collaboration to Manage Model in the Citarum River Basin Damage Management and Pollution Program in six West Java Sectors.

C. RESULTS AND DISCUSSION

Based on the results of research using indicators from Agranoff's theory of Collaborate to manage, where Agranoff developed standards for public leaders to compare their own behavior, and outlined a series of theoretical frameworks to guide how to manage collaboration for multi-organizational public institutions outside the government to solve problems that cannot be resolved by the government alone (Agranoff & McGuire 2003). With regard to the Citarum Watershed Pollution and Damage Control program, when the author conducted research, literature searches and interviews, from an element of academic involvement all tertiary institutions carried out Thematic KKN by extending the KKN 40 days to a whole year, the West Java government collaborated with Monash University Australia to formulate a river revitalization concept. From the Business element, carry out Corporate Social Responsibility and comply with waste management regulations even though waste management is still carried out communally (Achmad & Yulianah, 2022). The community or community as the largest population that receives benefits from the program is involved, whether physically directly taking part or not in the implementation of the Citarum DAS PPK program by forming new organizations, communicating with other organizations and sharing information.

Government or the government as the director and person in charge of implementing the mobile program divided by region/sector according to its main duties and functions, provides direction, technical guidance and program facilities. The media carries out news coverage according to facts to socialize policies, programs, and participates actively in the implementation of the Citarum Watershed PPK program through the establishment of a media community of environmentalists who are concerned with developing public knowledge by providing training to the community to protect the river and protect the environment.

The writer conducts interviews with the five elements in different times and places. The results of the interviews using the seven Agranoff indicators aim to see how the collaboration management in the Citarum DAS PPK program is managed. The results of the research can be collected as follows:

a. Organizational realities of administering public programs (the historical factors that have led up to collaborative governance)

1) Knowledge of Presidential Regulation No. 15 of 2018)

According to Agranoff (2012) before carrying out collaborative work, an understanding of the same knowledge, instructions, regulations, the same documents and understanding the history of previous problems is needed to then proceed to action (a way to link from thought to action).

Knowledge is important to confirm from the five actors involved in the program, namely knowledge about Presidential Regulation and knowledge about collaboration. How do they understand presidential regulations and collaboration which are then translated into the actions of the actors. Following are the conclusions and analysis that the authors compiled:

- All elements of academia, business, society, government and media know about Presidential Decree no. 15 of 2018, meaning that the socialization of the presidential regulation has spread to all elements of society and all actors welcome the presidential regulation and implement it down to the village level. As a whole the Citarum DAS PPK program has become collective knowledge to be accepted and implemented and all have work targets and completion times.
- Regulatory provisions are understood and implemented by all elements according to their perspectives and learning experiences as well as organizational values.

- The knowledge of the five actors about presidential regulations becomes input for reinforcement/motivation to carry out the process and for the purpose of achieving the results of program implementation for the benefit of the region and saving the necessities of life.
- The very high response from the community towards the implementation of this program, shows that the community has great awareness and desire to solve problems.
- The assessment of the five actors is based on their knowledge and perceptions as well as standard values of their needs, and is carried out jointly with mutual *respect* for the values adapted by each organization.
- The government is an important pillar that has the most control over regulations because as the main actor that distributes regulatory information to the public, the government is the bearer of the presidential decree's mandate, as the executor and responsible for the process and success of the program.
- The academic element as *the mother board* and drafter of regulations, becomes the estuary or leads the thought of regulation to solutions. In the program implementation process, academics provide *self-correction or* evaluation about the deficiencies that exist in the regulations and the consequences of the deficiencies of these regulations according to academic studies. The scope of the academic assessment is carried out thoroughly from the historical perspective of previous program failures, from the perspective of community rights and obligations

2) Knowledge About Collaboration

The understanding of collaboration is very important to ask the five actors because working collaboratively means going through a process of unifying values, ideas, programs, arrangements and division of tasks and funds together on the basis of building mutual understanding and agreement to achieve program goals . Community data from 30 respondents who understood collaboration was 86.7.0% and 10% of respondents answered doubt. This means that collaboration becomes the community's collective knowledge as a model in the implementation of the Citarum DAS PPK program, and its success is felt by all actors.

Collective knowledge places the flow of situations on how to carry out joint collaborative actions (knowledge carrying out tasks). Wagenar (2004) in Agranoff calls this a context that influences how they understood and carried out. Agranoff ranks early knowledge as a principle of equal collaboration management. They would apply equally to collaborative management, in that also always situated, involving the search for and application of knowledge, and requires both interaction and ultimately actions (Agranoff 2012).

Researchers agree and prove that the government and all elements involved and not involved are moving because they have information and knowledge that has messages, orders and hopes for improving the source of life. The power of information that is confirmed in the rules and all the institutions involved, encourages all actors to be involved both in terms of thought, effort, time and cost. Knowledge is feedback to the component organization as a way to extend its use. Knowledge or *knowledge* depends on the magnitude of collaborative actions or the occurrence of connections from social networks, because in the public sector, by using knowledge to solve problems, there will be several *public values*. (Muttaqin et al, 2022).

b. The conductive nature of public administration

The "conductive" nature of public bodies requires them to accommodate input from external stakeholders. The term conductive institution gives meaning, how is the ability of institutions to flow

information, motivation to their partners who work between institutions as an important vehicle of knowledge management. There are three sub-indicators proposed in interviews with key informants, the conclusions are as follows :

1) Involvement in Design Formulation

The Citarum River Basin Control and Damage Program was developed without involving the five actors. All actors stated that collaboration had never been involved in the formulation of the design. In accordance with statements from academics and government elements, the Citarum DAS PPK Program has not had a *grand design* since the launch of Presidential Decree No. 15 of 2018. Implementation of the Citarum DAS PPK program was immediately executed referring to Presidential Regulation No. 15 of 2018. Coordinating Minister for Maritime Affairs and Fisheries No. 8 of 2018, Governor Decree No. 614/Kep 565-DLH/2020 Concerning Amendments to the Decree of the Governor of West Java Number 614/Kep1304-DLH/2018 concerning the Working Group on Pollution and Damage Control of the Citarum Watershed, Document Action Plan for Control of Pollution and Damage to the Citarum Watershed 2019-2025 which was revised to review policies, targets, indicators as well as programs and activities in the Citarum Watershed PPK Action Plan which have been stipulated through Governor Regulation 28 of 2019 due to the Covid-19 pandemic.

2) How is the information obtained

All elements obtain information through outreach, engaging directly with the community in implementing Citarum watershed improvements, face to face meetings, social media, each organization exchanges information. At the provincial level, Command Center media is provided as a means of interoperability for each sector and all connected networks, as monitoring program implementation. This is the strength of the program because it uses interoperability. Interoperability allows existing information systems to work together across organizational boundaries. So that the impact on the effectiveness of existing services, increasing user satisfaction, as well as other potentials that can be explored in the future. One side of the strength of support at the central level is the existence of a Command Center platform, as a media and technological instrument capable of receiving, recording, monitoring all activity data to respond quickly (quick response) to assist decision making in solving problems and re-deploying to all sectors/villages.

3) How to Support the Institution

All actors explained that institutional support for all collaborative actors did not exist legally, only at the central and provincial levels. At the provincial level the legitimacy of collaborative organizations has not yet been formed. The management of collaboration in the PPK DAS Citarum program illustrates that the actors involved in collaborative work in the PPK DAS Citarum program do not yet have formal institutional support. The government needs to accommodate and plan ahead to provide legal support, guide work based on the collaboration model, the importance of preparing for the transition from the bureaucracy to a "conductive institution", namely an institution that is able to immediately convey needs, which is closed to be more open and coordinative, from communication and one-way information and orders into various channels of communication and accommodative quickly (quick response), rearranging institutional structures that are capable of dismantling the boundaries of their structures and functions to connect to various organizations and interests to improve their operational strategic performance. This transformation does not imply abolishing

hierarchies, but must be restructured to meet new requirements to achieve success in an accelerated, flexible, innovative and integrated manner.

Agranoff (2012) suggests that collaborative management can still implement POSCORB (*Planning, Organizing, Staffing, Directing, Coordinating, Reporting and Budgeting*) management standards but must have flexible and more open measures to work with external agencies within the government, but still use the rules of governance. Institutional support to legitimize collaborative organizations is very important to realize so that the goals of this organization are clear, to whom the organization is responsible, and to know that the organization has succeeded in achieving its goals. McGuire & Agranoff (2011) say that *Conductive public management is another way to explain the networks we are part of and how to support them. Take this new knowledge and think about it the next time you're on a call with someone outside your organization. Think about how you can bring community partners in to support your mission.*

c. Forging External Agreement

Forging external agreement, is an external agreement that describes the formal structure and the importance of interacting with various external stakeholders from outside the government, along with various related regulations, politics and administration that are inherent in the system. In the PPK DAS Citarum Program, the organizational structure of the collaboration of five actors was not legalized at the district and city levels. A new organizational structure was formed at the provincial level, although Bandung Regency legalized Citarum and environmental care communities , but collaboration institutions that are closely related to one organizational tree with the provincial government have not been formed.

The importance of forming an organization is outlined in the preparation of a formal organizational structure that will bind each actor to carry out the tasks outlined in the job description, division of tasks, responsibilities in program implementation and achievement in a measurable and accountable manner. A collaboration structure that is only centered on the top organization even though the program requires deployment to the deepest level throughout the village government area, will cause the program implementing nodes to become weak and loose. Without structure means there are no contracts and no awards or incentives are given, so collaboration runs without buildings and managerial principles. Non-binding regulations cause an organizational void in achieving big goals. The organizational structure in each City District in the PPK DAS Citarum program must be followed up with recognition with formal approval from the provincial level.

d. Managing Agency Connection

The management of institutional connections is very important because institutions with different values, work principles and areas of work unite, so it is necessary to manage the relationship between institutions. The results of the study show that the relations between the networks involved in the Citarum DAS PPK program are quite good in communication and coordination among stakeholders, but at the community level as a whole they are still not intense and optimal in managing the linkages between the five actors. According to Agranoff, without managing relations between external agencies, it means that nothing can be implemented (Agranoff 2012).

The environment culture perspective in the matter of connecting between institutions is the basis for the strength of the relationship. Improvement of the Citarum and the environment needs to be strengthened by considering and accommodating local wisdom values to strengthen policies, especially because the Citarum Watershed program is implemented directly in all City Districts in West Java, where each City District has

local knowledge and diverse cultural values so that it can be used as an environmental culture approach. The lack of involvement or non-involvement of elements of the cultural community in the implementation of collaborative programs is due to a lack of communication between the government and the cultural community.

The cultural community is a potential element or actor that needs to be considered to be involved in taking part because they have historical knowledge and local wisdom values, local skills or knowledge can influence the strength of the region in its human resources which can be conserved to develop natural resources as a means of survival. community (sustainable development). As revealed by Mintzberg (1989) in management, one of the management standards that must be used in management is the Standardization of norms, in which it is the norms infusing the work that are controlled, usually for the entire organization, so that everyone functions according to the same set of beliefs (as in a religious order).

e. Processing Deep Collaboration

Agreement and coordination are actual processes as the depth of collaboration, value information sharing is the result of deep collaboration so that it creates hope and value for the continuation of collaboration-based programs. The development of the Citarum DAS program in every sector has a positive influence on harmony and it is believed that by agreeing on mutually adaptable values (relate to network organization) based on local wisdom values as principles (trust based values) will foster collaborative respectful behavior, so that a unified organization has common values and each organization represents culture collaboration. The strength of local values is something that is expected to strengthen collaboration.

In reality, even though collaboration has a positive influence on organizational experience in working together to solve problems, it does not deny that this creates new problems due to land conversion which requires a change of profession. To address this problem collaborative actors find ways/innovations by developing Local Knowledge in each sector for their life goals, so that it becomes a unique innovation in itself. The leadership element is the core power for collaboration, the existence of the TNI which acts as a sector commander in each city-district is one of the elements that mobilizes the community and other elements to work to solve problems. The influence of his leadership on the community is to motivate and respect the Sector commanders and village heads as well as the program, so that the government, media, businessmen and the community are confident in completing the program. As suggested by Klijn in Agranoff (2012) they facilitate interaction, decision making, cooperation and learning, and thus supportive resources, such as recognized interaction patterns, common rules and organizational forms and sometimes even a common language.

f. Identifying and Overcoming The Barriers to Collaboration

To assess collaboration governance, it is necessary to carry out an identification process to overcome obstacles in collaboration as an actual process. Cigler in Agranoff (2012: 162) says certain situations or antecedents have been associated with collaborative success, and the absence of these conditions is associated with collaborative breakdown. Conflicts that occur between entrepreneurs controlling land and people who plunder because they do not own land are still thorny issues that cannot be resolved. The problem of the lack of knowledge of leaders and the community regarding the management of land, mountains and rivers is an obstacle that occurs in the Citarum problem.

Obstacles that occur in the process of implementing collaboration cannot be separated from the existence of conflicts that have been going on for a long time and until researchers conduct research in the field of these conflicts there is no solution, this is due to the problem of the interests of industrial entrepreneur

groups, BUMN which control land so that people who do not own land, and people looting. Conflicts at the city and provincial levels, due to factory violations and people's behavior in disposing of garbage. The unfulfillment of community needs or the length of time in solving problems has given rise to various problems that arise from various elements and are interrelated. To assess collaboration governance, it is necessary to carry out an identification process to overcome obstacles in collaboration as an actual process.

For this settlement, the actors hope that there will be strengthening of laws governing rivers so that people know how to use water and maintain rivers wisely, the community is given education about managing land, mountains, rivers. This new knowledge is expected by the community and the government to be given assistance by academics. In terms of local wisdom law, the pamali culture is applied as *social control*, which is expected to be reapplied so that people want to return to using Sundanese cultural values in preserving the river.

g. New Public Organization

The birth of new organizations is the impact of the involvement of actors in running the Citarum Harum program. The institute was formed with the hope of continuing program work. The establishment of a new institution is a new regional asset in forming collective intelligence regarding river and ecosystem maintenance as an effort to create a new culture or mindset to maintain Citarum. The important thing is that the existence of a new organization becomes a network that opens up new possibilities because the problems faced are difficult to be achieved by one, two, or even three organizations working together. All organizations will share space in many cases arising from program influence, multiple deals, grants, contracts, and even informal contacts involving issues such as seeking information or some form of program adjustment. It's not an easy thing to manage many organizations, but it's a challenge in managing collaboration.

The many organizations involved in the Citarum DAS PPK program are important vehicles for gathering resources, joint exploration, new knowledge and the birth of new public values. In the Article of the Republic of Indonesia Ministry of Finance it is stated that the creation of public value (public value creation) is based on the assumption that public value can be achieved when the decision-making process is based on the existence of a close relationship between institutional, political and corporate dimensions to ensure a shared commitment among related parties in alignment to achieve a common goal.

Basically, the creation of public value is built from an organizational strategy, namely the Strategic Triangle (a strategic triangle) by Mark Moore (1995). According to this concept, the duties of public managers are analogous to those of private sector managers. As private sector managers create economic value for shareholders or capital owners, public managers are expected to create public value in the programs they run. Public values according to Mark Moore (2013) that public values are rhetorical devices, management tools and substantive ideas. Where do these ideas come from, and what functions do they need to serve.

Creating and sustaining cross-sector collaboration should be the result of "public value" that cannot be created by a single sector alone (Moore, 1995). Public value in cross-sectoral collaboration is most likely created by leveraging the characteristic strengths of each sector while also finding ways to minimize, overcome, or compensate for each sector's characteristic weaknesses. Logically, playing to the strengths of different sectors will be related to how to manage costs effectively and pay attention to the diverse needs and aspirations of members. What is particularly valuable is the creation of "win-win regimes" that generate broad and lasting public benefits at reasonable costs and tap into people's deepest interests and desires for a better

world (Crosby and Bryson, 2005b). an implied or explicit set of principles, rules, norms, and decision-making procedures whereby the expectations of actors are met in a particular area” (Krasner, 1983). Such a regime must effectively link the vested interests and sectoral capabilities of individuals and organizations toward the common good.

Description of Questionnaire Data

Due to the large number of community elements involved in the Citarum DAS PPK program, the researchers selected an accidental sample of people living in sector 1 and sector 23 by collecting data in the form of a questionnaire which was distributed to 30 community members who were actively involved in the Citarum program. The results of the questionnaire are as follows:

Table 1 Compilation of Questionnaire Answers

No	Statement Answer Table	Results
1	I participated in PPK DAS Citarum with the government and other community organizations because of my own free will	76.6%
2	I joined PPK DAS Citarum formally because of an order	70%
3	The Citarum Harum program was successful because it involved many parties	90%
4	I agree to the agreements in implementing the Citarum watershed program	86.7%
5	I held a meeting in the PPK DAS Citarum program	76.6%
6	I communicated with other organizations regarding the Citarum DAS PPK program	86.6%
7	I Understand About Collaboration	86.7%
8	The collaboration carried out by the Citarum DAS PPK program was very effective	96.7%
9	Collaboration in the implementation of the Citarum DAS PPK Program went well	83.4%
10	Among the organizations committed to implementing the Citarum DAS PPK Program	86.7%
11	I received instructions regarding the PPK DAS Citarum program	83.4%
12	I have a goal in my participation in the PPK DAS Citarum program	90.0%
13	The government assists the community in implementing the Citarum DAS PPK program	90.0%
14	PPK DAS Citarum succeeded because of the TNI	80.0%
15	The government and the community have the same role in implementing the Citarum DAS PPK program	76.7%
16	I accept the consequences of implementing the Citarum program	90%
17	The implementing organizations of the Citarum DAS PPK program support each other and provide information	76.7%
18	With the PPK DAS Citarum program, new communities or organizations are growing	60%
19	During the implementation of the Citarum program, conflicts/problems arose	90.0%
20	I and other communities made a joint agreement in implementing the Citarum Watershed program	86.7%
21	The village government records and documents the Citarum watershed program	93.2%
22	The village government makes regulations in the implementation of the Ciatrum DAS PPK program	90.0%

23	I and another organization created a Citarum maintenance program	76.7%
24	PPK DAS Citarum's goals have achieved their goals	86.7%
25	The PPK DAS Citarum program can be accounted for	60%

From all the results of questions through interviews and questionnaires as well as the results of observations, it can be concluded that: The Collaborative Management Model for the Pollution and Damage Management of the Citarum River Basin, from Agranoff's point of view with reference to seven indicators:

Table 1 Recapitulation of the Seven Agranoff Indicators

1	<p><i>Organizational realities of administering public programs (the historical factors that have led up to collaborative governance .</i></p> <p>This indicator shows that historical factors that gave birth to presidential decrees, regulations and governor regulations were the driving factors for the implementation of collaborative work involving five ABCGM actors (<i>Academician, Business, Community, Government and Media</i>) to accelerate the improvement of Citarum watershed problems. All actors move by having <i>collective knowledge</i> as initial knowledge or a context that influences how they understand and implement programs as a principle of equal collaborative management of knowledge.</p>
2	<p><i>The "conductive" nature of public agencies (learning collective).</i> In this indicator, out of three (3) sub-indicators, only one is implemented, namely the flow of information (<i>information delivery</i>) through socialization on the implementation of pollution control over the Citarum watershed problem which is carried out simultaneously in each district/city. Not involved in design formulation (because there is no <i>Grand Design</i>) or action plan formulation, and collaboration is not legalized at the program implementation level in each sector. So the collaboration mission has not been realized.</p>
3	<p><i>Forging external agreement .</i></p> <p>Collaboration at the District/City level was carried out without building a formal structure and managerial principles.</p>
4	<p><i>Managing agency connections .</i></p> <p>Relations between institutions are quite good, but how to manage relations collaboratively has not yet been regulated , it is still limited to the participation of the public, media, business and academia. Communication and coordination are less intense and have not involved all elements of society, namely cultural communities who have the potential to understand the environment and local wisdom values as factors that can strengthen the strength of areas that are connected to one another which can be used as a basis for policy</p>
5	<p><i>Processing deep collaboration;</i> processes of deeper collaboration through agreement and coordination.</p> <p><i>collaborative respectful behavior</i> , all organizations have <i>common values</i> as a representation of <i>culture collaboration</i>. The figure of the TNI as a leader becomes <i>the core power for collaboration</i></p>
6	<p><i>Identifying and overcoming the barriers to collaboration ;</i></p>

	<p>This indicator is to identify and overcome whether there are obstacles in collaboration in the actual process.</p> <p>Conflicts that occur, differences of opinion, elements of one party's interests (namely entrepreneurs who damage ecosystems), transfer of professions and transfer of functions, looting are conflicts that are always discussed as problems but have not yet found a solution. Although the community's creativity continues to be tried and applied as an effort to save the ecosystem and the direction of people's lives.</p>
7	<p><i>New public organization :</i></p> <p>The emergence of new organizations (<i>network organizations</i>) working in the environment sector is a <i>human resource</i> that can be used as an <i>environmental movement</i> that deserves to be accommodated and legitimized so that <i>environmental public values</i> become a <i>culture mindset</i> of all actors and other elements, not just five actors but multiple actors.</p>

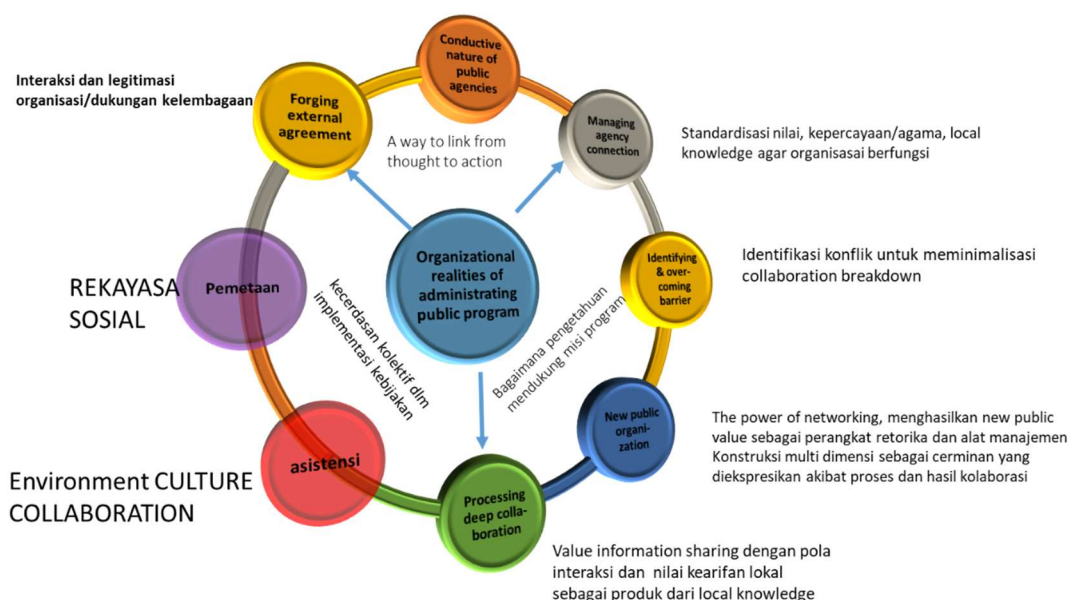


Figure 1 Collaborative Management Model of Robert Agranoff

D. CONCLUSION

The Collaborative Management Model applied in the Citarum River Basin Pollution and Degradation Control program is the Multi Actor Model which is implemented only at the stage of identifying which actors are invited to be involved in the implementation of the Citarum Watershed PPK Program and are active in implementing and completing the program. At the identification stage, the actors consisting of academia, business, community, government and media have understood how to be involved and work collaboratively, between organizations exchanging information and coordinating between agencies and sectors, providing outreach and directions, conducting meetings directly face to face, create information media, informal agreements occur (because the formal agreement has not been fully implemented for the organizations

involved and the five actors have not been included in the legal structure of collaboration), actors other than the government are only involved in the program limited to mobilization and public participation without legitimacy. Without legitimacy, the collaboration that has taken place will be released from its bonds (floating organization), especially when the TNI figure who is a role model and shared hope cannot continue its leadership in revamping Citarum Harum . The collaboration management model in the PPK DAS Citarum program has not been designed and regulated in detail for the division of tasks of each actor, responsible to whom there is no standardization of values and norms so that the organization can function according to the tasks and goals of the organization. The experience and knowledge (learning experience) gained by each institution has created new public values that must be accommodated and realized in the continuation of the program going forward.

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