

Research Article

Model of Collaborative Governance in Housing Provision (Study on Social Rehabilitation Program of Uninhabitable Houses in Prabumulih City South Sumatra Province)

Aris Priadi

Sriwijaya University

Abstract.

This research was motivated by the high number of poverty in Prabumulih City as seen in data from 2014, which had a population of 174,477 people/km² with a percentage of poor people of 10.86%. From the integrated data on social welfare of the Prabumulih City social office which amounted to 12,525 in 2016 estimated uninhabitable houses of around 5100 houses. The central government has issued national policies that have been realized in various regions in overcoming uninhabitable houses, but in practice due to limited budgets, the central government program has not been able to solve the problem of uninhabitable houses to date. The problem in this study is how the collaborative governance model in the social rehabilitation program of uninhabitable houses in Prabumulih City. This study aims to find novelty in the use of concepts and theories of the collaborative governance model as a strategy for implementing social rehabilitation programs for uninhabitable houses and their results. This research uses a qualitative approach method with a descriptive research type. The results showed that there were tangible results in the quantity of participation, the number of stakeholder actors involved, both government, private and community, and the acceleration of the results of a large number of social rehabilitation of uninhabitable houses in Prabumulih City which created a positive impact in the socio-economic and health sectors. Based on the findings facilitative leadership can mobilize actors and stakeholders to collaborate which can encourage private and community participation with existing resources synergistically.

Keywords: collaborative governance, facilitative leadership, participation, social rehabilitation of uninhabitable houses

Corresponding Author: Aris Priadi; email: priadi.aris@yahoo.com

Published: 30 May 2024

Publishing services provided by Knowledge E

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Selection and Peer-review under the responsibility of the ICOSH VI Conference Committee.

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1. Introduction

Poverty is a condition that can be changed, even if it has existed for a long time. The term poverty is often defined as the lack of goods and services needed to achieve an adequate standard of living[1]. In principle, poverty stems from five main things: individual deprivation; cultural belief systems that support subcultures in poverty or

cultural poverty; political-economic distortions; geographical disparities; and cumulative and profound poverty[2]. The limitations of the poor in accessing healthy and decent housing are important things that need to be considered by the government[3]. Since no society is developed and happy if most of its population is in poverty and misery, therefore poverty is not only a problem of not meeting the basic needs of life of the community but also describes the situation of education and health that is not good, the decline in the field of science and communication, the inability to uphold human and political rights, and the lack of honor, confidence and self-esteem[4]. One of the problems in the housing and settlement sector in Indonesia is the small level of fulfillment of decent and affordable housing needs for the poor. This is due to the inability of the poor to get decent and affordable housing and the weak system and mechanism of housing subsidies for poor groups, both through formal and informal market mechanisms[5].

A livable home is the hope for every human being. Housing is a basic right to maintain human survival and dignity. Clothing, food and shelter are the three basic needs of every human being. In accordance with the provisions of Article 28H paragraph (1) of the Constitution of the Republic of Indonesia Year 1945 it is stated that every Indonesian citizen has the right to be mentally prosperous, have a place to live, and get an environment to live in a good and healthy life. The state has a responsibility to protect its country by organizing housing and residential areas so that Indonesian citizens have a clean, healthy, safe, harmonious, and sustainable place to live[6]. Anyone has the right to have a decent life and to live[7]. One of the efforts to improve the quality of housing and slums is that the quality of life must be improved through safe, clean, healthy, and orderly settlements and housing[8]. To achieve that, the government cannot only rely on its internal capacity in carrying out policies and programs. Because limited resources and networks are owned requires the government to encourage cooperation with various parties. There are six reasons why collaborative governance is said to be the best choice in government administration, one of which states that there are significant changes in intergovernmental relations at different levels. Central-regional government relations that allow the creation of working mechanisms based on the principles of cooperation, collaboration and information exchange[9]. Collaborative governance involves various stakeholders in the process of policy formulation and implementation to encourage participation in a public policy that leverages diverse expertise, resources, and stakeholder support[10]. Collaboration can occur when there is a public policy that can direct stakeholders to make a decision[11]. Public policy has complex component elements, so collaborative governance is designed to address these complex policy issues[12]. The

collaborative governance model is a policy implementation strategy that emphasizes involvement and collaboration between the government, the public and the private sector. Collaborative governance can also be understood as the creation of structures to organize the outcomes/products of interactions between multiple influential actors[13]. Collaborative governance is often used to describe how public agents work together with non-governmental stakeholders in the process of solving public problems or in creating public value[14].

The implementation of collaborative governance is critical to the success of the new scheme of housing development for low-income families in Indonesia, but it has not yet been implemented, while the need for housing continues to increase over time[15]. Efforts to strengthen institutions towards social interaction through collaborative cooperation among all stakeholders are important to make the implementation of community-based programs more effective according to community expectations[16]. The concept of Collaborative governance is very relevant to be applied to all actors, especially to the problem of poverty. Collaborative governance can be effective if the government establishes a management unit that specifically monitors poverty sustainably and collectively[17]. The existing concept of Collaborative Governance is used to determine the implementation of the evaluation process which is carried out on an unscheduled basis but will still be carried out if the community wants to hold a meeting to submit proposals to related parties[18]. Because each region has different strategic issues and local potentials, cooperation schemes between stakeholders must be in accordance with the authority and responsibility of each stakeholder[19].

From the description of the results of previous studies, there are still significant research gaps. Although research on social rehabilitation of uninhabitable houses has been conducted, research using the collaborative governance model is still very minimal, especially related to housing cases in Prabumulih City. The social rehabilitation program of uninhabitable houses is not a new program. The program is a national policy realized in various regions in Indonesia, but in practice, the central government's program to repair uninhabitable houses for the poor has not been able to eliminate and solve the problem of uninhabitable houses in Prabumulih City. This is because the amount of regional revenue and expenditure budget is limited, so the social rehabilitation assistance budget in Prabumulih City has been very small, so the impact has not been significant. Given the limited budget in Prabumulih City, the implementation of the uninhabitable house construction program as one of the efforts in poverty alleviation needs to involve government institutions and non-government actors such as the private sector and community organizations.

The main objective in this study is to find and find novelty concepts and theories of collaborative governance models in handling social rehabilitation programs for uninhabitable houses in Prabumulih City. By identifying existing research gaps, this study seeks to explore aspects of collaborative governance related to social rehabilitation of uninhabitable houses in Prabumulih City. In its own process, this research will provide a deeper understanding of the role of government and other stakeholders in collaboration to achieve goals. There are two problems in this study, namely: (a) how is the implementation of collaborative governance in the social rehabilitation program of uninhabitable houses in Prabumulih City?; and (b) What are the results of the social rehabilitation assistance program for uninhabitable houses in Prabumulih City?.

2. Methods

This research uses a qualitative approach with a descriptive type of research. Descriptive research is a type of research that seeks to explain problem solving of data that occurs today which includes data description, data analysis, and interpretation of data. This research can be comparative and or correlative[20]. The qualitative approach in this study is used to conduct a collaborative governance model in the provision of housing in the social rehabilitation program of uninhabitable houses in Prabumulih City, South Sumatra Province by describing or describing the state of the research object based on facts obtained from in-depth interviews with the government, private / private, as well as professional communities and the general public; documentation; and observations related to the collaborative governance model in housing provision in the social rehabilitation program of uninhabitable houses in Prabumulih City, South Sumatra Province. Then, the type of descriptive research is used by researchers to adjust or compare facts in the field with the use of theory and try to provide solutions to problems. This research is intended to collect qualitative type data with research methods and techniques specifically designed to collect non-quantitative or qualitative data. The focus of this study is collaborative governance, where collaborative governance to provide clarity on the concept of an arrangement that governs one or more public institutions directly involved with non-public stakeholders in a formal, consensus-oriented and deliberative collective decision-making process aimed at making or implementing public policies or managing public programs or assets.

3. Results and Discussion

3.1. Synthesis of initial collaboration conditions and first minor propositions

3.1.1. Unbalanced resources and knowledge

The problem for the sustainability of collaborative governance is one of the problems of resource imbalance. If some stakeholders do not have a strong organization, capacity, status and resources to participate or have limitations and expect a balanced and equal treatment with other stakeholders, then collaborative governance will be vulnerable to manipulation from stronger actors[21]. In addition, existing resources in the community and the business world have not been optimal in handling housing and settlement development. Especially for local governments, increasing the participation of the community and business world to build and maintain housing and settlement infrastructure, creating effective partnership mechanisms between local governments, communities, and the business world is a challenge that must be faced and resolved[22]. Specifically, at the beginning of the program implementation level there are egosectoral tendencies both in planning and implementing regional poverty reduction programs; contextualization of programs and beneficiary indicators are prepared based on perceptions and indicators of each regional apparatus work unit; lack of maximum assistance from the central government and companies/private sector because many do not have assistance programs for handling uninhabitable houses; and there is no awareness from the community to provide donations / assistance. This finding indicates the low level of integration of poverty reduction programs in Prabumulih City. This condition will have an impact on the implementation of poverty reduction programs, where the results obtained do not provide significant changes to improve the standard of living of beneficiaries, because each regional apparatus work unit program targets different beneficiaries.

Based on the description above, it can be seen that a balance of resources is needed from the parties to cover each other's weaknesses and shortcomings in implementing the social rehabilitation program of uninhabitable houses in Prabumulih City. The potential resources and budgets of various parties, both government, private and private, can still be relied upon by collaborating in accelerating the realization target of social rehabilitation programs for uninhabitable houses. Resource imbalances can occur when multiple stakeholders have greater access to the resources needed to participate in the collaboration process. This can lead to gaps in the ability to contribute and influence collaboration outcomes. Then to overcome this imbalance problem, efforts

are needed to strengthen participation from stakeholders who have limited resources and knowledge. This can be done through an inclusive and participatory approach in the collaboration process. Efforts are also needed to build strategic partnerships and promote fair and sustainable collaboration among stakeholders with disparate resources and knowledge.

3.1.2. Incentives (benefits) to participate

Meaningful participation is the right of the community to be involved in the decision-making process at every stage of development in general, starting from planning, implementation and supervision. Society is not just an object or just a beneficiary, but as a subject of development. But actually the benefits obtained in collaboration depend on how the participation of actors involved in the collaboration itself, such as by participating together can create a togetherness and dependence between each other because it covers each other's shortcomings, so that it will facilitate the collaboration process[23]. However, the implications of this interdependence can sometimes be opposite, for example stakeholders contradict each other and interdepend on each other and move towards a process of collaboration[24]. The perception of interdependence is often linked to the political context. Thus the advantages of participation are often shaped by state shadows, such as regulatory or legal threats[25].

The Prabumulih City Government invites stakeholders to cooperate and collaborate in the implementation of poverty alleviation, especially in the implementation of social rehabilitation programs for uninhabitable houses in Prabumulih City, although in the implementation of the program the Prabumulih City Government has not provided direct incentives to companies and communities. One of the reasons for joining stakeholders in the implementation of the program is because the program is only social, and more as a form of compliance with a decision that has been determined. The private sector only carries out corporate responsibilities as a form of concern for the poor around the company's area in general. Meanwhile, the community assists in the implementation of the uninhabitable house program, it is still only awareness and compliance. However, almost all stakeholders agree and are very supportive, and contribute when their institutions or organizations are involved in the implementation of the program because stakeholders have the same hope, namely in solving the problem of poverty in Prabumulih City will be resolved faster if done together.

Based on the description above, it can be seen that incentives (benefits) to participate have not been given. This causes private and community cooperation and involvement

has not benefited much in collaboration, and the limitations of the government have not been covered. Incentives to participate in collaboration can be implemented and provide benefits if the government, private sector and public all know and understand the purpose of collaboration and how technical it is to implement. The results of the study also show that in providing incentives, it is important to note that each stakeholder has different interests and motivations. Therefore, the incentives provided must be tailored to the needs and preferences of each stakeholder, so as to motivate them to participate in the collaborative process actively and productively.

3.1.3. There is a fear of conflict

It has been written in previous research that conflicts in cooperative relationships between stakeholders can cause hampering of the collaboration process[26]. Collaboration process hampered due to conflict[27]. When stakeholders are interdependent, a high level of conflict can provide great benefits for collaborative governance[21]. However, in collaborative governance, dependence and cooperation that have occurred have not been able to create a strong impetus in collaborative governance that runs on most components of the social rehabilitation program of uninhabitable houses, this shows that there is still a low incentive to participate in collaboration. Differences of opinion can be said to be common, including differences of opinion between regional apparatus organizations and government institutions outside the regional apparatus organizations, as well as with the community in Prabumulih City. In the implementation of the social rehabilitation program of uninhabitable houses, the Prabumulih City Government can say that there is no significant conflict, although there are still sectoral egos at the beginning of social rehabilitation of uninhabitable houses. Furthermore, in the implementation of the program, the private sector has not received awareness and compliance for participating companies because there has been no mutual agreement or joint commitment between the government and the private sector. Meanwhile, in the implementation of programs in the community sector, there is no fear of conflicts in the preparation and planning and implementation of social rehabilitation programs for uninhabitable houses.

Based on the description above, it can be seen that Prabumulih people with the regional philosophy of “seinggok sepemunyian” which means that along with being in line as a basis in society, from there there there will be less possibility of conflict with the community both conflicts originating from the government, private sector and the community itself, especially in implementing social rehabilitation programs

for uninhabitable houses. Each party has different goals and interests in collaboration so that mutual agreement is needed for the goals, interests, and strategies to be taken can help reduce the fear of conflict, mutual agreement can help ensure that all parties have the same understanding of the direction and priorities of collaboration. The results of the study also show that fear of conflict must exist, for that discussion and communication are always built effectively between governments and related parties and efforts are needed to improve coordination between related parties to strengthen public participation in decision making, this aims to achieve common goals, so that these efforts can help overcome the fear of conflict in implementation of collaborative governance in public procurement.

Furthermore, based on the description of the initial conditions of collaboration, the first minor proposition can be formulated, namely “If there is an imbalance of resources, there is no incentive (benefit) to participate, it will be an obstacle to the implementation of social rehabilitation programs of uninhabitable houses”.

3.2. Synthesis of facilitative leadership and second minor propositions

The word leader comes from a foreign language, namely “leader,” and leadership is “leadership”. So that the leader in a broad sense is someone who leads by initiating social behavior by organizing, directing, organizing, and controlling power or position. While a leader in a limited sense is someone who guides, leads with various qualities, and voluntary acceptance by his followers[28]. Facilitative leadership is a factor that influences success in the collaboration process[21]. Leadership plays a broad role in outlining to all actors involved in collaboration to achieve a common goal[29]. This is in line with the results of interviews and the results of field research conducted by researchers, where the results found that in his leadership Mayor Prabumulih played a role as a visionary, initiator and mediator who took social, cultural and religious approaches in the collaboration process, and these findings can be used as recommendations in the implementation of programs and activities that use collaborative governance, where the description can be seen below:

3.2.1. Unbalanced resources and knowledge

Vision is an ideal picture of the future, which may imply the memory of the current culture and how its activities will be in the future, even vision can also make a change[29].

A visionary leader is a personality who has a vision that can attract and encourage stakeholders of an organization and employees to realize the achievement of the vision well[30]. Visionary leaders are able to develop a long-term vision of an organization, because they understand very well what the organization will need and what the organization will become in the future[31].

Taking into account the condition of the limited budget capability of Prabumulih City regional expenditure compared to the amount of costs in order to realize the vision and mission to meet the needs of overcoming these problems, the Prabumulih City Government through the Mayor of Prabumulih conveyed ideas and motivations by implementing a collaborative governance strategy by gathering employee participation support with the issuance of Mayor Regulation Number 38 of 2013 concerning monetary allowances Meals for Civil Servants and Non-Civil Servants stipulate specifically for Civil Servants and Non-Civil Servants sincerely and voluntarily without coercion willing to cut zakat, infak and alms. Furthermore, in 2022 the Prabumulih City Government again issued Prabumulih Mayor Decree Number 141/KPTS/X/2022, concerning additional cuts in employee income and wages for freelance daily employees as zakat, infak and alms through the national amil zakat agency which is a source of social assistance funds such as social rehabilitation of uninhabitable houses and assistance programs for the poor and disabled in Prabumulih City. So that poverty alleviation in Prabumulih City does not only rely on the regional budget, but also through assistance from civil servants and non-civil servants of the Prabumulih City Government, State-Owned Enterprises, Banks, Regional People's Representative Councils and others. Meanwhile, to prevent suspicion between groups due to financial transparency, the Mayor of Prabumulih entrusted the financial management of the uninhabitable house program to the National Amil Zakat Agency of Prabumulih City as the person in charge of managing infak/shodaqoh funds for Prabumulih City Government employees.

Based on the description above, it can be seen that the discussion that has been built so far in the social rehabilitation program of uninhabitable houses in Prabumulih City which places the Mayor of Prabumulih as a visioner, initiator and mediator in the collaboration process to make deliberation spaces always open in Prabumulih City. In practice, a good facilitative leader should be able to combine these three roles to create an environment conducive to effective collaboration and produce significant results for society. The results of the study also show the importance of visionary roles, initiators and mediators in facilitative leadership in collaborative governance that can facilitate collaboration between government, community organizations, and the private sector in

the context of resource management in the framework of sustainable energy planning so as to manage conflicts and improve the quality of interaction between participants.

3.2.2. Social, cultural and religious approaches in collaboration

Collaborative governance emerged in response to implementation failures, expensive costs and politicization of public sector regulations. The focus is on every stage of public policy[32]. In Prabumulih City itself, the culture of mutual aid cooperation in the community still exists and is known as “saling benekan” or “saling keruani” which means helping each other, this is also in line with the regional philosophy of Prabumulih City “seinggok sepemunyian” which means in line as a basis in society. Then in the process of implementing the program carried out by the Mayor of Prabumulih Mr. Ir. H. Ridho Yahya, M.M was not only carried out through a social approach, but also a religious or religious approach was carried out in accordance with the Qur’an Surat Al-Hajj Verse 41 which reads “those who, if We establish their position on earth, will surely establish prayers, perform zakat, command to do ma’aruf, prevent from unfortunate deeds and to Allah return all affairs”.

Based on the description above, it can be seen that in an effort to develop a social rehabilitation program for uninhabitable houses in Prabumulih City, the Mayor of Prabumulih acts as a key figure who uses social, cultural and religious approaches, both to the private sector and the community. In collaborative governance, it is important to consider cultural and religious differences between participants. Effective leadership must be able to understand different cultural and religious values, and accommodate those differences to build trust and reach mutual agreement. Sociocultural and religious approaches can help increase the effectiveness of facilitative leadership in government collaboration by strengthening relationships between participants, increasing mutual understanding, building trust, and promoting collective consciousness. The results of the study also show that socio-cultural and religious approaches can strengthen and help improve the effectiveness of facilitative leadership in collaborative governance in government collaboration. This approach also helps in building trust and good communication between participants, reinforcing the values of togetherness, and promoting collective awareness.

Furthermore, based on the description of facilitative leadership above, the second minor proposition can be formulated, namely “If the management of social rehabilitation of uninhabitable houses uses facilitative leadership that establishes visionaries, initiators

and mediators and approaches socially, culturally and religiously, then optimal results will be obtained in the formation of institutional design and collaboration processes”.

3.3. Synthesis of institutional design and third minor proposition

3.3.1. Basic rules

That everyone has the right to have a place to live with a decent and healthy living environment[6]. Housing is one of the mandatory areas of provincial government and district/city government[33]. Then in an effort to help the provision of assistance can be carried out more accountably and more targeted, the government can develop various instruments that are used as a basis by the local government in determining which communities are priorities for assistance, one of which is the “housing queue” system[34]. The Prabumulih City Government strongly supports the implementation of the National Program for poverty alleviation with the issuance of Prabumulih Mayor Decree Number 72/KPTS/DPKP/2017 concerning the Determination of the Location of Residential Neighborhoods and Slums in Prabumulih City. Prabumulih City’s priority program for 2018-2023 is the optimization of social assistance and protection programs, social rehabilitation of uninhabitable houses, one of the concrete forms that can be felt by the community[35]. In implementing this priority program, the Prabumulih City Government also invites and builds the commitment of the private sector (entrepreneurs and the private sector) to facilitate the implementation of social rehabilitation programs for uninhabitable houses in Prabumulih City with the issuance of Prabumulih City Regional Regulation Number 3 of 2016 concerning Social and Environmental Responsibility of Companies in Prabumulih City. Collaboration is a concept similar to cooperation but has a deeper meaning[36]. Collaboration is a collective process in the formation of a unity by cooperative relationships, the common goals of organizations or individuals who have an autonomous nature.

In the implementation of the social rehabilitation program of uninhabitable houses in Prabumulih City, there are rules as a basis for planning for budgeting in the regional medium-term development plan; There is a basic regulation for slum mapping and development planning in Prabumulih City as a priority for the social rehabilitation program of uninhabitable houses, but there is no regional regulation that specifically regulates the social rehabilitation of uninhabitable houses. Furthermore, the private sector is under the umbrella of the Prabumulih City Regional Regulation Number 3 of 2016 concerning Social and Environmental Responsibility of Companies in Prabumulih

City as the basis for the company's contribution to support the social rehabilitation program of uninhabitable houses as a form of concern for the community. While the community sector is only based on customary rules, the habit of working together / local wisdom for the people of Prabumulih City is known as mutual benekan or mutual keruani, which means mutual help.

Based on the description above, it can be seen that the existing basic rules will strengthen the foundation used to plan and implement social rehabilitation programs for uninhabitable houses by the government, private sector and community together. The above basic rules must be applied consistently in the institutional design of collaborative governance in order to achieve common goals and strengthen relationships between government, society, and the private sector. The results of the study also show that the basic rules are implemented through various mechanisms, such as the formation of work teams, the preparation of planning and evaluation, and monitoring and evaluation activities. For this reason, the basic rules must be applied consistently in the institutional design of collaborative governance in order to achieve common goals and strengthen relations between government, society, and the private sector.

3.3.2. Limited forum

In theory, collaborative governance is managed by a cooperation body, where the cooperation body is a forum that carries out a cooperation whose members are representatives who are trusted to carry out cooperation. The object of cooperation includes all matters that are the responsibility of local and regional governments, regional assets and regional potentials and the provision of public services. The bottom line is that the forum is officially organized and meets regularly consisting of public, private, non-state institutions including the general public who are directly involved in decision making[21]. The Mayor is in charge of the city's poverty reduction coordination team, while the Deputy Mayor occupies the position of Chair of the poverty reduction coordination team, as well as the Chair of other working groups[37]. In implementing the social rehabilitation program of uninhabitable houses, the Prabumulih City Government formed a coordination team for poverty reduction through the Prabumulih City Regional Development Planning Agency; establishing a corporate social responsibility forum for partnership and community development programs; established the National Zakat Charity of Prabumulih City; As well as being a coordinator of several professional communities and the general public community who have contributed directly.

Based on the description above, it can be seen that the collaborative relationship between the government, the private sector and the community was obtained by the findings of a forum formed in order to develop a social rehabilitation program for uninhabitable houses in Prabumulih City. With a good limited forum, collaboration between stakeholders can run more effectively and can achieve common goals. The results of the study also show that with the existence of a limited forum that has a significant role in the institutional design of collaborative governance, especially in facilitating community participation in the decision-making process, thus collaboration between stakeholders can run more effectively so as to achieve common goals.

3.3.3. Participation

How to strive for community engagement with all its potential is key in creating an effective institutional system for a community-based program. The requirement for successful collaboration is to embrace all stakeholders who are affected by or care about the problem, this also includes involving stakeholders who have the potential to cause problems. Programme managers recognise that exclusion of critical stakeholders is one factor in collaboration failures. Where the supporting framework in institutional development places institutions as a place for better growth of social capital, law enforcement, education and a good democratic culture[38]. After the establishment of a common vision among stakeholders, each actor will participate voluntarily without orders or commands from any party. The so-called private governance is the private sector that dominates public affairs which eventually controls the state[39].

In implementing the poverty alleviation program in Prabumulih City, the local government also scheduled and held meetings with several other parties, including the Prabumulih City Government held meetings and coordination meetings with the corporate social responsibility forum – partnership and community development programs as well as presented awards for companies that played an active role in development in Prabumulih City in 2016 which was located at the Kampung Restaurant Cemara Prabumulih City. Participation in the implementation of the social rehabilitation program for uninhabitable houses in Prabumulih City is the result of a joint decision from various sectors that consider that each sector has equal position, because equality of position is one of the most important parts of collaboration. In Prabumulih City itself, which has participated in the implementation of the social rehabilitation program of uninhabitable houses, it consists of the public sector through the Central Government which uses the state budget and through local governments that use village fund allocations, then

the private sector through corporate social responsibility funds, as well as professional communities and the general public through infak and shodaqoh.

Based on the description above, it can be seen that the collaborative relationship between the government, private sector and the community found that there is an equality of position between the three in formulating and discussing appropriately based on inputs from the private sector and the community. The public can be given the opportunity to express their information and opinions[40]. The results of the research mentioned above, very clearly show that participation is an important stage in the collaboration process. This level also shows that each related party has an equal position in expressing their opinions because high participation will affect the formation of partnerships between the government and companies and the government and the community.

3.3.4. Transparent

Besides inclusiveness, the basic rules that must be met in the collaboration process are between a clear basis and process transparency as a design feature in collaboration[41]. The process of dialogue collaboration must be authentic dialogue, not rhetorical or ritual. In building collaboration, transparency is carried out on the basis of mutual respect between collaboration actors, regarding the budget must be open to each other and the profit and loss of collaboration is also required to be open to each other. Transparent means that there is no cover-up between the government, the public and the private sector must be in line[42]. Every process of implementing the program starting from the process before to the process of handing over the keys to the house renovation is also carried out publications both through social media, and through online media, so that the community and related parties can know and be motivated to participate jointly in implementing poverty alleviation programs in Prabumulih City. Furthermore, in the implementation of the program, the private sector provides information and is transparent regarding its contribution in supporting the social rehabilitation program of uninhabitable houses in Prabumulih City by always publishing through information media both print and online. Meanwhile, in the implementation of programs from the community sector, in general, they know and follow information and transparency in the management of social rehabilitation programs for uninhabitable houses, both procedures and budgeting sourced from government budgets, state-owned enterprises, and community groups.

Based on the description above, it can be seen that in building collaboration, each collaboration actor provides transparent information related to program implementation, so that each actor knows each other's limitations and shortcomings. Starting from the preparation of program funds, implementation procedures and budget sources for social rehabilitation of uninhabitable houses of each actor. Because in collaborative governance, transparency is the key to success in creating trust and getting support from the community and other stakeholders. The results of the above research also show that in building collaboration, mutual openness is needed, both in the process of implementing the program, and transparent in budget. This is done so that there is no mutual suspicion that causes misunderstandings, then becomes a problem that causes divisions in a collaboration. Transparency is very important in collaborative governance institutional design because transparency impacts public engagement, accountability, and information sharing that can increase trust between institutions, resulting in better decisions and encouraging public participation.

Furthermore, based on the description of institutional design above, a third minor proposition can be formulated, namely "If the management of the social rehabilitation program of uninhabitable houses is based on the establishment of a clear institutional design starting from the existence of basic rules, limited forums, participation and transparency, it will result in the achievement of program objectives in a sustainable manner".

3.4. Synthesis of collaborative processes and fourth minor propositions

3.4.1. Face to face dialogue

The Prabumulih City Government schedules meetings and conducts coordination meetings with related parties to discuss how to implement poverty alleviation programs in Prabumulih City, as well as distributing tasks for each program implementation, one example is the agenda of the Prabumulih City Government coordination meeting with the public sector, private sector and coordination meetings conducted with the professional community and the general public. This coordination meeting was also held to provide an understanding of the importance of the social rehabilitation program for uninhabitable houses in Prabumulih City.

Based on the description above, it can be seen that face to face dialogue in the social rehabilitation program of uninhabitable houses in Prabumulih City continues to

be carried out on an ongoing basis both with private parties and with the community. Socialization and dialogue are carried out not only during events that are directly related to the activities of social rehabilitation programs for uninhabitable houses, but also often inserted in other formal and informal events. The results of the study also show that face to face dialogue in the governance process is very important because open and inclusive face to face dialogue can increase trust, improve communication and encourage active community participation in collaborative processes.

3.4.2. Sharing understanding of vision, mission and problems

Building a vision together can move people as individuals or part of a group. In the context of the organization, if the situation of sharing understanding of the vision has been achieved, then without the need for requests from leaders, organizational members will be willing to make efforts in achieving a common vision. To achieve certain goals, every organization or group of people must have a clear vision that challenges the future by carrying out existing missions. Moreover, every business carried out involving various stakeholders will definitely establish a good relationship if it is based on a common vision[43]. A vision of success is a vision that is an ideal picture of the future that must be achieved by an organization or group. The vision of success, in addition to being a shared commitment from the entire organization's members, is also a vision that must be widely disseminated among other stakeholders. In government, the vision must be well accepted by the government, private / private and the community who have a common commitment in order to become a vision of success that will always be a source of motivation so that collaboration between the three actors will be created on an ongoing basis[44]. The initial stage of collaborative governance is a common vision that is understood by all stakeholders[45].

The Prabumulih City Government itself has a vision to realize "Prabumulih City as a Prime and Quality City in 2023" with the following missions:

- a. Improved good governance and achievement;
- b. Increasing quality, achievement and religious community resources in every line of life;
- c. Improvement of environmentally friendly environmental and settlement facilities and infrastructure, as well as improvement and development of quality regional infrastructure;

d. Community empowerment by creating a wide range of employment/business opportunities, as well as by strengthening the competitiveness of local economic businesses, product and service innovation, and the development of creative industries.

To realize the vision and mission, the Prabumulih City Government cannot carry it out alone and requires support and cooperation from various parties involved, in general, the vision and mission of the Prabumulih City government has been understood by the government sector, private sects and the community in implementing social programs in the field of poverty alleviation, namely the social rehabilitation program for uninhabitable houses in Prabumulih City. In implementing the social rehabilitation program of uninhabitable houses, the Prabumulih City Government realizes that there are still problems or obstacles such as there are still many poor people who do not have land for housing, so they cannot be touched by the house renovation program, because every citizen who will be assisted is required to have their own land, this is a challenge in the future how to make people who do not have land or shelter can have a livable house. The Prabumulih City Government and all levels of stakeholders must develop an understanding of the vision and mission together to achieve the goals in poverty reduction, especially the social rehabilitation program of uninhabitable houses that have been determined in collaboration, and an understanding of existing problems will be easily resolved if faced together.

Based on the description above, it can be seen that both the government, the private sector and the community develop mutual understanding to achieve the agreed goals in collaboration. With the equalization and unification of harmonious perceptions between actors in collaboration, collaboration actors can learn together, and in the process can find strategies to succeed social rehabilitation programs for uninhabitable houses in poverty alleviation efforts. Challenges in sharing understanding can be overcome by strengthening dialogue between stakeholders, using participatory approaches in decision making, and building a transparent and accountable evaluation system[46]. The results of the study also show that sharing common understanding can create trust, strengthen communication and dialogue between stakeholders, increase active participation, build a clear and structured framework, and build awareness of common interests that require patience, rigor, and strong commitment from all stakeholders involved can facilitate sharing of understanding in the collaborative governance process.

3.4.3. Build commitment among collaborating actors

Commitment is closely related to the initial motivation of stakeholders to participate in collaborative governance. Commitment will arise when stakeholders feel confident that the negotiations that occur have integrity. This is very much related to transparency. Stakeholders who have commitment, will be willing to comply and implement the results of the collective agreement even if the agreement is skewed towards other stakeholders who are less supportive[21]. In order to build a joint commitment, the Prabumulih City Government invites Prabumulih City Government employees, both state civil servants and non-state civil servants, to participate in implementing and assisting the implementation of the uninhabitable house program. This invitation is not just empty talk, because the invitation has been supported by the issuance of Mayor Regulation Number 38 of 2013 concerning Food Allowance for Civil Servants and Non-Civil Servants willing to be cut *ikhlas* and voluntarily without coercion for *infak / shodaqoh*. A concrete example of a form of commitment to the social rehabilitation program of uninhabitable houses in Prabumulih City is that from 2014 to 2022 there have been construction of house renovations from the public sector totaling 3,383 housing units, the private sector totaling 43 housing units, and the professional community sector and the general public totaling 964 housing units.

Based on the description above, it can be seen that the form of commitment to this collaboration is that the responsibility and sense of concern between actors is in accordance with the role that the social rehabilitation program of uninhabitable houses in reducing poverty in Prabumulih City is a very beneficial and positive program for underprivileged communities. The results of the above research also show that factors such as the formation of work teams, trust, effective communication contribute, power dynamics and organizational culture are key factors in building commitment between stakeholders in order to create good collaboration.

3.4.4. Building trust between collaborating actors

Building trust becomes something very important in collaborative governance, especially when there has been conflict between stakeholders which is a process that takes time and requires long-term commitment to achieve collaboration results[21]. In the collaboration process on the elements of building trust between actors, collaboration is carried out in collaboration with the implementation of social rehabilitation programs for uninhabitable houses in Prabumulih City, namely: there are socialization

meetings for social rehabilitation programs for uninhabitable houses; the launching of the groundbreaking and handover of assistance from the National Zakat Charity to the community; There were working visits from various regions (Bengkulu, Bandung and Musi Banyuasin) to Prabumulih City to learn about the social rehabilitation program of uninhabitable houses without the state budget, as well as the launching of houses built by corporate social responsibility through proposals from the community.

Based on the description above, it can be seen that the social rehabilitation program of uninhabitable houses can continue to be carried out until now, in addition to the government always providing a good example in the management of social rehabilitation of uninhabitable houses both carried out through regional budget funds, state budget and facilitating infak and shodaqoh employees, Prabumulih City government also because of the trust of the private sector and the community who also contribute directly to social rehabilitation activities of uninhabitable houses through corporate social responsibility funds and donations of infak and sodaqoh employees and their respective members. Building trust through, and effective communication can influence the success of governance collaboration[47]. The results of the above study also show that effective communication, good conflict management, inclusive participation and transparency in decision making are key factors in building trust between stakeholders that encourage the creation of successful collaborative governance.

3.4.5. Intermedite outcome

3.4.5.1 Small wins

Small wins can provide hope again in the collaboration process to encourage a virtuous cycle of building trust and mutual commitment[48]. If the previous antagonism is high and a long-term commitment to building trust is important, then intermediate outcomes that result in small wins are very important, but if in the same situation stakeholders are unable to anticipate it, then the collaboration process is better not carried out[21]. There is literature that shows collaboration will occur when the goals and benefits of collaboration are real when there are small possible wins from the collaboration[49].

For example, the small gains achieved by the Prabumulih City Government are the construction of community houses (road sweepers, scavengers and pedicab drivers) using state budget funds from the Ministry of Public Works and Public Housing of the Republic of Indonesia, an award from the Indonesian World Record Museum for the Record for the Record for the Most House Construction Without Financing at the

City Level within 2 years and 8 months acceleration of the development of social rehabilitation of livable houses in Prabumulih City which does not only rely on regional budget funds with an accumulated amount of 2,000 houses until 2016; an award from the Community-Based Total Sanitation Award from the Ministry of Health of the Republic of Indonesia; the existence of house renovation assistance from companies/private companies for the poor of Prabumulih City through corporate social responsibility funds; and house renovation assistance from the community for the poor of Prabumulih City through infak and shodaqoh funds.

Based on the description above, it can be seen that small victories have been achieved, both by government, private (private) and community actors in an effort to implement a social rehabilitation program for uninhabitable houses in Prabumulih City. In collaboration, intermediate outcomes are an important part of the process that helps ensure successful collaboration and the achievement of the desired ultimate outcome. Therefore, intermediate outcomes must be effectively managed and evaluated regularly to ensure that collaboration goes according to plan and achieves the expected results. The results of the above study also show that the intermediate outcomes of the small wins collaborative governance process have many benefits for more effective and efficient decision making in various sectors that are managed effectively and evaluated regularly to ensure that collaboration goes according to plan and achieves the expected results.

3.4.5.2 Simple success in strategic planning

The success of a collaborative effort can be determined by the leadership and design of the institution. In an effort to explain the critical success factors of collaboration on social rehabilitation of uninhabitable houses [21]. A success in collaborative governance according to most of the literature can be assessed from the point of view of process and results[50]. The criteria for the effectiveness of collaboration include process problems which include institutional sustainability, network growth, interaction between members, service coordination and outcome problems at several service levels[51].

Broadly speaking, it can be seen that the modest success achieved by the Prabumulih City Government regarding the social rehabilitation program of uninhabitable houses in Prabumulih City is illustrated in the success of the Prabumulih City government in implementing the social rehabilitation program of uninhabitable houses with the assistance of the Ministry of Public Works and Rakya Housing of the Republic of Indonesia as evidenced by the existence of Technical Development Activities and

Partnerships for the Implementation of Region I Self-Help Houses, from the Ministry of Public Works and Rakya Housing of the Republic of Indonesia which was attended by Prabumulih Mayor Ir. H. Ridho Yahya, M.M the implementation of the activity itself was carried out at the art building of the Prabumulih Mayor's official house on Thursday, April 29, 2021. Furthermore, the uninhabitable house construction program in Prabumulih City received appreciation from the Central Government by providing assistance in the construction of hygiene community houses in Prabumulih City.

Based on the description above, it can be seen that the social rehabilitation program of uninhabitable houses can run smoothly and successfully, of course, because it begins with strategic planning by the government by involving and supported by both private / private and community. This collaboration will be successful if the goals and benefits felt by both the government, the private sector, and the community can be seen in real life on the ground. The results of the above study also show that the intermediate outcome of strategic planning of the collaborative governance process acts as a way to clarify the objectives of collaboration and determine the strategic steps that need to be taken and plays an important role in the collaborative governance process, both as a measure of success, an evaluation instrument, a learning mechanism, as well as a communication and participation tool.

Furthermore, based on the description of the collaboration process above, the fourth minor proposition can be formulated, namely "If the management of the social rehabilitation program of uninhabitable houses is carried out in collaboration involving the government, private sector and community, it can accelerate the results of program implementation".

3.5. Results or impacts of the implementation of collaborative governance for social rehabilitation of uninhabitable houses in Prabumulih City

The effectiveness / success of collaborative governance can be seen from the following perspective: the extent to which collaboration can obtain and maximize the resources needed as network input; The degree of success achieved by each level of networking or collaborative effort undertaken. A collaborative building process that is carried out to achieve results through each level of networking[52]. The definition of collaborative governance not only focuses on stakeholders consisting of government and non-government but is also formed by the existence of "multipartner governance" which includes the private sector, society and civil society, and is built on the synergy of

stakeholder roles and the preparation of plans that are hybrid as well as public-private and private-social cooperation[53]. The implementation of the social rehabilitation program of uninhabitable houses in Prabumulih City itself can have a positive impact on the beneficiary community because they get a livable house for them to live in so that their lives become better, and also for the surrounding environment can reduce the level of slums. From the data on the implementation of collaborative governance of the social rehabilitation program of uninhabitable houses that have been provided by the Public Sector, Private Sector and Professional Community and the General Public to underprivileged communities in Prabumulih City from 2014-2022, 4,390 housing units were obtained with a description that can be seen in the table below:

Based on the table above, it can be seen that the construction of uninhabitable houses that have been provided by the Public Sector, Private / Private Sector and Professional Community and the General Public to underprivileged communities in Prabumulih City with the highest development in 2020 with the amount of assistance of 905 housing units and the lowest construction in 2015 with the amount of assistance of 466 housing units. While the most assistance was provided by the Public Sector with a total of 3,383 housing units, followed by the Community Community with 964 housing units, and the Private Sector with 43 housing units. Referring to the three categories of outcomes in a collaborative governance, although not yet comprehensive the performance of the social rehabilitation program of uninhabitable houses in Prabumulih City, it has met these three categories. These outcomes have been very important and useful to encourage the performance of the social rehabilitation program of uninhabitable houses in the next stage as a whole covering all the constituent components of the social rehabilitation program of uninhabitable houses[54].

Then with the social rehabilitation program of uninhabitable houses in Prabumulih City has a broad positive impact, where with the construction of many social rehabilitation of uninhabitable houses in Prabumulih City equipped with latrines, so that it automatically makes residents used to have the habit of open defecation, now defecating in their respective homes, this is one of the efforts to realize the people of Prabumulih City Stop Open Defecation or Open Defecation Free which is also one of the assessment indicators from the assessment team of the community-based social sanitation competition from the Ministry of Health of the Republic of Indonesia at the South Sumatra Province level.

TABLE 1: Uninhabitable House Construction Program from the Public Sector, Private Sector and Professional Community and General Public in 2014-2022.

Description	Year									Total
	2014	2015	2016	2017	2018	2019	2020	2021	2022	
PUBLIC SECTOR										
Ministry of Industry (PU&PR)	756	259	325	366	489	100	673	-	54	3.022
APBD-City Government	33	60	-	38	-	-	81	42	-	254
Indonesian Army	-	-	-	-	-	-	-	-	1	1
Village Government (ADD)	-	-	-	-	-	-	-	-	106	106
SUM	789	319	325	404	489	100	754	42	161	3383
PRIVATE SECTOR										
Private – CSR (Pertamina)	4	6	5	5	1	1	-	-	-	22
Private – CSR (Perta-Samtan Gas)	-	-	-	2	-	2	2	2	-	8
Private – CSR (PT. Taspen)	-	-	-	-	-	-	-	1	-	1
Private – CSR (PT. TitisSampurna)	-	1	-	-	-	-	-	-	-	1
Private – CSR (Bank Sumsel Babel)	1	1	-	-	-	-	-	-	-	2
Private – CSR (BRI Bank)	1	1	1	-	-	3	-	-	-	6
Private – CSR (Bank Mandiri)	1	-	-	-	-	-	-	-	-	1
Private – CSR (Bank SyariahMandiri)	-	-	-	-	-	-	-	1	-	1
Private – CSR (Bank Indonesia)	-	-	-	-	-	-	-	1	-	1
SUM	7	9	6	7	1	6	2	5	-	43
COMMUNITY										
Professional Society										
BAZNAS (Employee Zakat)	96	138	117	120	83	116	145	106	16	937
Employees of the Ministry of Law and Human Rights	-	-	-	-	-	1	1	-	-	2
Members of Prabumulih Police Station	-	-	-	3	-	1	1	-	-	5
Kodim Members	-	-	-	3	-	1	1	-	-	5
Koramil Members	-	-	1	1	-	2	-	-	-	4
Employees of the Prabumulih Inspectorate	-	-	-	-	-	1	1	1	2	5

TABLE 1: Continued.

Description	Year									Total
COMMUNITY										
Professional Society										
Leaders and Members of DPRD Prabumulih	-	-	-	3	-	-	-	-	-	3
Bazma Baituzakka Per-tamina Prabumulih City	-	-	-	-	-	-	-	-	2	2
TOTAL	96	138	118	130	83	122	149	107	20	963
General Public										
DKM Masjid Muhajirin Kel. Sukajadi	-	-	-	-	-	-	-	-	1	1
TOTAL	-	-	-	-	-	-	-	-	1	1
SUM	96	138	118	130	83	122	149	107	21	964
Grand Total	892	466	449	541	573	228	905	154	182	4.390

Source : Primary Data and Secondary Data Processed by the Author

3.6. Collaborative governance model recommendations

The recommendations of this model are based on the existing model that has been submitted and then modified which refers to the major proposition “If the management model of the social rehabilitation program of uninhabitable houses is carried out based on a collaborative governance perspective, then facilitative leadership moves actors and stakeholders to collaborate who pay attention to the initial conditions, while to provide clear direction a collaborative process is needed institutional design that is able to encourage private and community participation with existing resources synergistically with various stakeholders”.

Collaborative model recommendations based on the results of research on major propositions of facilitative leadership are key factors in the need for collaborative model changes, so as to reposition the function of facilitative leadership which was previously only a supporting factor. Based on empirical findings on the results of research for facilitative leadership in the Collaborative Governance model, the social rehabilitation program of uninhabitable houses in Prabumulih City uses visionary leadership, initiators and mediators and requires social, cultural and religious approaches.

This model recommendation is made based on empirical findings, expert opinions and based on research results found by researchers, as well as based on the results of previous research, where in handling social rehabilitation programs of uninhabitable houses begins with facilitative leadership that has a vision, initiator and mediator in motivating participation so as to build trust from participants. Then the handling of

the program also requires several approaches, especially social, cultural and religious approaches in attracting participants, therefore the need for reconstruction of the model as it has been developed, so the general model recommendations proposed can be seen in the figure below:

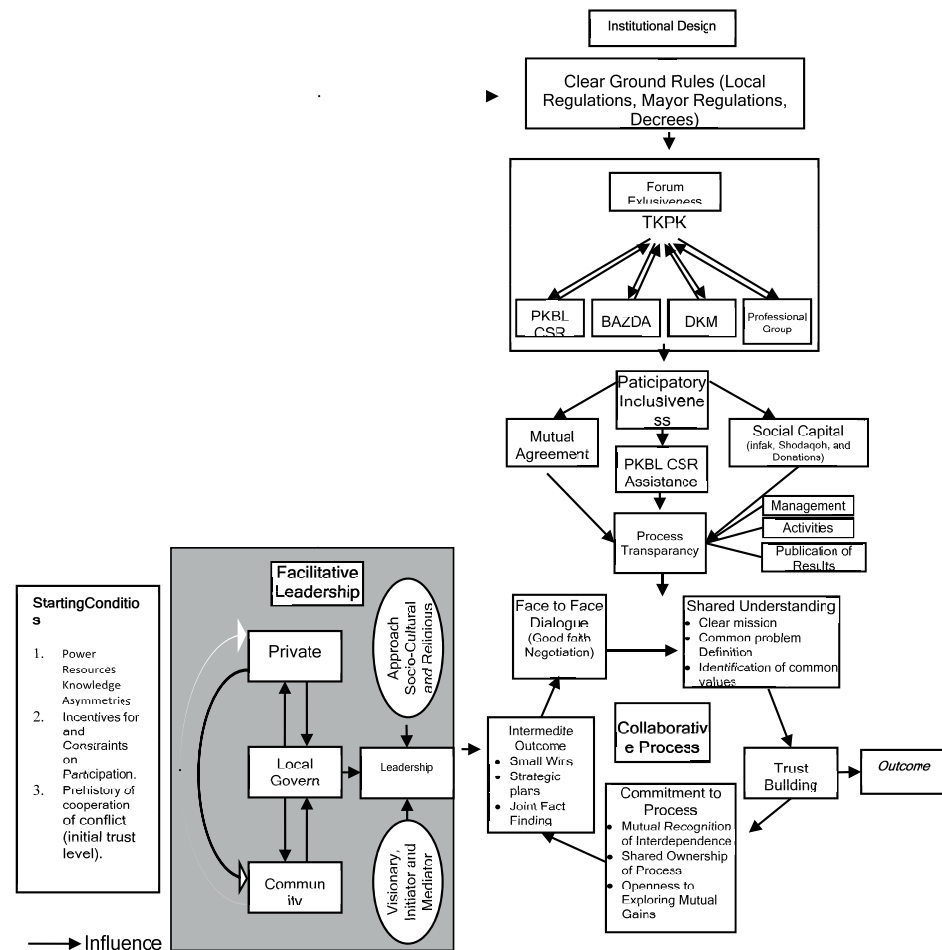


Figure 1: Update of the Collaborative Governance Conceptual Framework Model in the Social Rehabilitation Program of Uninhabitable Houses.

The Figure shows recommendations for the collaborative governance model of social rehabilitation of uninhabitable houses in Prabumulih City, the cycle that revolves around maintaining and running the integrity of collaboration begins by looking at the initial conditions of collaboration (imbalance of resources and knowledge, lack of incentives (benefits) to participate and fear of conflict) as the basis for initial consideration for facilitative leadership to develop strategies with apply visionaries, initiators and mediators of collaboration as well as social, cultural and religious approaches in order to discuss, agree and implement institutional design: participation (collective agreement, private assistance/CSR and social capital), limited forums (local governments, communities,

and private/private), ground rules, and transparency to encourage the stages of the collaborative process (face to face dialogue, sharing understanding of the vision and mission and problems, building trust and commitment between actors collaboration requires determining strategic planning, and up to intermediate outcomes so as to produce outcomes.

4. Conclusion

Overall, the collaborative governance process in social rehabilitation of uninhabitable houses in Prabumulih City has been going well. The collaborative relationship between the government, private sector and the community was obtained by the findings of a forum formed in order to develop a social rehabilitation program for uninhabitable houses in Prabumulih City. With a good limited forum, collaboration between stakeholders can run more effectively and can achieve common goals. However, in the implementation of the social rehabilitation program of uninhabitable houses in Prabumulih City, in fact, there are several obstacles, like some problems encountered by some parties. Some of the obstacles and challenges encountered by the government since starting the plan for the implementation of the social rehabilitation program for uninhabitable houses in Prabumulih City to date are: a) Data on the names of beneficiaries change; b) There are people who do not want their houses demolished; c) Land title certificate does not exist; d) Some are not willing to be moved to the location to be built, because the recipients of group assistance are not from the location where the aid is built; e) All administrative completions and supporting documents for activities are assisted by the Prabumulih City Government.

Then in facilitative leadership, Mayor Prabumulih acts as a key figure who uses social, cultural and religious approaches, both to the private sector and the community, where in collaborative governance it is very important to consider cultural and religious differences between participants. Effective leadership must be able to understand different cultural and religious values, and accommodate those differences to build trust and reach mutual agreement. Sociocultural and religious approaches can help increase the effectiveness of facilitative leadership in government collaboration by strengthening relationships between participants, increasing mutual understanding, building trust, and promoting collective consciousness. Small victories or modest successes have been achieved, both by government, private (private) and community actors in an effort to implement social rehabilitation programs for uninhabitable houses in Prabumulih City such as the Award from the Indonesian World Record Museum for the Record for the

Most House Construction Without APBD Financing at the City Level within 2 Years 8 Months, the Pakarti Utama II PHBS Award at the National level in 2019, and the existence of the STBM Award in 2022, ranked II National for Stop Open Defecation, and the 2016 BAZNAS AWARD for Satisfactory Performance.

Construction of uninhabitable houses that have been given by the Public Sector as many as 3,383 housing units, construction of uninhabitable houses that have been given by the Private / Private Sector to underprivileged communities in Prabumulih City as many as 45 housing units, construction of uninhabitable houses that have been given by the Professional Community and the General Public to underprivileged communities in Prabumulih City as many as 964 housing units Based on the results of the construction of uninhabitable houses that have been carried out from the results of infak / shodaqoh employees of the Prabumulih City government, both civil servants and non-civil servants whose finances are managed by BAZNAS Prabumulih City makes Prabumulih City the most cities that carry out house renovations through social rehabilitation programs of uninhabitable houses from the results of infak / shodaqoh employees among other districts / cities in South Sumatra Province.

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