

COLLABORATION ISSUES IN THE UNINHABITABLE HOUSE REPAIR ASSISTANCE PROGRAM IN BANTEN PROVINCE

Alam Muhana Nabil ^{a*)}, Herijanto Bektı ^{a)}, Elisa Susanti ^{a)}

^{a)} Padjadjaran University, Bandung, Indonesia

^{*)}Corresponding Author: alam19001@mail.unpad.ac.id

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Abstract. This article discusses the collaborative governance process that occurs in the uninhabitable house assistance program for the poor in Banten province. The problem that arises in this research is that the collaboration that runs from the actors is still not running optimally. This is characterized by a lack of face-to-face dialogue, decision-making dominated by the Regional Government, and low mutual trust between actors. This article uses qualitative research methods to explain the process of collaboration in the uninhabitable house assistance program in Banten Province. There are findings in this study that several acts of corruption cases committed by local governments or business entities are the main point of low trust between actors. Another finding is the lack of face-to-face dialogue to discuss decision-making that will be carried out in this program. In addition, community involvement that is only a formality fulfillment makes this program often mistargeted. There is a rejection of housing assistance from the indigenous people of the Baduy tribe because they feel that the houses provided by this assistance are not in accordance with the local wisdom of the Baduy community. Based on the research that has been conducted, this program has achieved several short-term targets, but in its implementation there are still several collaboration processes that have not been able to run well.

Keywords: Collaborative Governance; Local Wisdom; Policy Actor; Uninhabitable House

I. INTRODUCTION

Poverty is a fundamental issue in economic development, especially in developing countries like Indonesia. Essentially, poverty represents an individual's inability to meet their basic needs due to a lack of access to or control over economic resources. Economic development disparities are one of the causes of poverty. Therefore, poverty alleviation and equitable development are crucial aspects of the government's policy agenda. Poverty and development are closely interconnected processes, as various development initiatives often stem from ideas aimed at eradicating poverty. These development efforts are based on the premise that they will directly correlate with a reduction in poverty levels. However, in practice, many development efforts have not yet been able to significantly reduce poverty. (Firdaus, 2012).

Banten is one of the provinces in Indonesia with a relatively high poverty rate. Historically, Banten was established as a province through its separation from West Java Province. Several factors drove the formation of Banten as a province, one of which was economic concerns. While it was part of West Java, development in Banten progressed more slowly compared to other areas in the region. The people of Banten felt increasingly marginalized, experiencing inequities in economic, educational, and social development (Rohmah, 2018). Moreover, the elites in Banten Province believed that they possessed strong resources and economic potential to

establish themselves as a new province in Indonesia. With a solid vision for development and greater economic independence, there should ideally have been improvements in the poverty alleviation process. However, data on national poverty published by the Central Bureau of Statistics (BPS) indicates that poverty rates in Banten Province have continued to rise. In contrast, West Java Province, its original region, has managed to control and demonstrate significant progress in poverty reduction. This raises speculation or preliminary conclusions that there may be poor management in allocating the available resources in Banten Province for poverty alleviation efforts.

In 2019, the Provincial Government of Banten issued Regional Regulation (Perda) No. 5 of 2019 concerning Poverty Management in Banten Province. Regarding the collaboration among actors in poverty alleviation in Banten Province, the regulation outlines several objectives related to the cooperation between the actors involved in addressing poverty in the region. The following are some of the objectives of Banten Provincial Regulation No. 5 of 2019 related to the involvement of actors in poverty alleviation:

1. Enhancing the capacity, social awareness, and responsibility of the business sector in addressing poverty in an institutional and sustainable manner;

2. Enhancing the capacity and awareness of the community in addressing poverty in an institutional and sustainable manner; and
3. Improving the quality of poverty management

Based on the explanation, the purpose of this regulation is not solely focused on individual community members as the target of the policy or the policy's capacity to address poverty. Instead, it also emphasizes improving the quality of management by the actors involved in poverty alleviation in Banten Province. (Fahmi et al., 2018).

One of the programs aimed at implementing this strategy is the housing assistance program. Housing assistance, as outlined in the regulation, includes housing provision, home improvement assistance, and support for settlement infrastructure and facilities. The technical aspects of this policy are further regulated by Banten Provincial Regulation No. 5 of 2019 concerning Quality Improvement for Slum Housing and Settlements. This regulation specifies three activities that can be undertaken to address the issue of uninhabitable houses: 1) Repairs; 2) Renovations; and 3) Redevelopment. Despite the existence of this program, the actual implementation has shown that the number of uninhabitable houses in Banten Province remains significantly high. Below is the data on uninhabitable houses in Banten Province:

Table. 1 Data on uninhabitable houses in Banten Province

No	Regency/City	Number of Uninhabitable Houses
1	Pandeglang Regency	62.639
2	Lebak Regency	63.853
3	Tangerang Regency	8.959
4	Serang Regency	15.624
5	Tangerang City	575
6	Cilegon City	13.882
7	Serang City	732
8	South Tangerang City	38
Banten Province		166.302

Source: Department of Public Housing and Settlement Areas Banten Province, 2024

Based on the data, the highest number of uninhabitable houses is in Lebak Regency, with 63,853 houses, while the lowest number is in South Tangerang, with only 38 houses. This is influenced by the geographical aspects of the respective regencies or cities. The data also shows that regions closer to the capital city, Jakarta, tend to have fewer uninhabitable houses compared to areas in the southern part of Banten Province, such as Lebak Regency and Pandeglang Regency.

Furthermore, the implementation of this program involves collaboration among various actors. These actors participate from the initial stages of the program to its monitoring. At the outset, the Provincial Government of Banten has classified several target households (RTS) into different priority categories. Before providing assistance, the Provincial Government of Banten, through the Department of Housing and Settlement Areas (DPRKP), conducts verification and

validation. Based on initial observations, this process involves matching the recipients' names and addresses, commonly referred to as "by name, by address."

In the next stage, the program will be socialized, and technical planning for uninhabitable housing assistance will be carried out. At this stage, program information is delivered to the community through meetings or local media, explaining the recipients' responsibilities and the program's benefits, as well as discussing the preparation of technical designs for renovation or construction. This stage also includes discussions on budget allocation, building materials, and housing standards.

The subsequent stage involves the process of house construction. Renovation or construction is carried out with the support of local building materials and labor to optimize cost efficiency. This stage involves various actors in its implementation. Some construction projects are carried out by local governments, while others are undertaken by the private sector. For example, there is assistance for the rehabilitation of uninhabitable houses using a modular housing model provided by PT. Krakatau Steel, as shown below:



Figure 1. Handover of Housing Assistance by PT. Krakatau Steel to Beneficiaries

Source: Radar Banten, 2022

Referring to the explanation of the collaboration between actors in the uninhabitable housing improvement program in Banten Province, these collaborative efforts should ideally resolve the issue of uninhabitable housing. However, in practice, many challenges remain within the collaboration framework of this program. Some of the problems identified include:

1. Decision-making and resource utilization are still centralized at the provincial government level in Banten
2. Insufficient frequency of dialogue or meetings among the actors involved in the program
3. Low levels of trust among the actors, making the collaboration process difficult to implement

Based on these issues, the lack of optimal collaboration among the relevant actors in the Housing Assistance Program in Banten Province has led to suboptimal program outcomes. The collaboration in the Housing Assistance Program also tends to focus primarily on the government sector while underemphasizing the role of the private sector. Referring to

this explanation, the main issue identified in this study is the weak interaction between the actors involved.

The analysis process in this study considers the evolution of public administration paradigms. The field of public administration is currently undergoing a significant transformation, particularly in the adoption of collaborative approaches to managing social programs. Collaborative governance has become an essential approach in implementing government programs, especially in poverty alleviation efforts. In Banten Province, poverty remains a fundamental issue requiring collaborative interventions. The uninhabitable housing assistance program (RTLH) is one initiative designed to help impoverished communities access decent housing. However, the success of this program largely depends on the effectiveness of collaboration among various actors, including the government, private sector, and community. Collaborative governance is a governance model that directly involves stakeholders outside the government or state, emphasizing consensus and deliberation in collective decision-making processes aimed at formulating or implementing public policies and programs. (Ansell & Gash, 2008).

Literature Review

To explore the novelty of this study, previous research on collaborative governance was reviewed. First, a study by (Hikmawan et al., 2020). Titled "Collaborative Governance Model on Agricultural Business in Banten, Indonesia," aimed to elaborate on agriculture in Banten. The study addressed issues of food security and agricultural degeneration in Banten. Second, research by (Ramadhan, 2020) titled "Fintech and Collaborative Governance in Agriculture in Banten," sought to examine forms of collaboration to advance agriculture in Banten Province. This study highlighted the decline in agricultural productivity due to the lack of interest among young people in the agricultural sector. Third, a study by (Pratama, 2023). This research titled "Poverty Alleviation Schemes from the Perspective of Collaborative Governance in Mataram City," focused on identifying poverty alleviation schemes in Mataram City from the perspective of collaborative governance.

Based on the described phenomena and challenges, this study aims to describe the process of collaborative governance in the uninhabitable housing assistance program for impoverished communities in Banten Province.

II. RESEARCH METHOD

This study employs a descriptive qualitative approach. Referring to Creswell's explanation, qualitative research is a method used to explore and describe the meaning of a phenomenon or social issue (Creswell J. W., 2014). The research design utilized is a case study design, where the study analyzes the patterns of collaboration among actors in the uninhabitable housing assistance program in Banten Province.

The selection of informants in this study was carried out using a purposive sampling technique, in which the informants were chosen based on specific criteria. A total of 17 informants participated in this study, consisting of representatives from the provincial government of Banten, the private sector, academics, and the local community in Banten Province.

Data collection was conducted using techniques outlined by Creswell, including interviews, observation, and document review. The interviews were conducted using an in-depth interview technique, which can be described as semi-structured and more flexible compared to structured interviews. Additionally, the researcher performed observations or collected data related to the research object through non-participatory or passive participation observation. Finally, the researcher gathered data and documents from relevant institutions or previous studies

III. RESULT AND DISCUSSION

Overview of The Uninhabitable Housing Assistance Program (RTLH) in Banten Province

The Uninhabitable Housing Assistance Program (RTLH) in Banten Province is driven by the high poverty rate and substandard housing conditions that fail to meet health and safety standards for low-income communities. Many residents in both rural and urban areas live in inadequate housing conditions, with limited access to clean water, sanitation, and building structures that do not meet the standards (BPS, 2023).

The uninhabitable housing assistance program is derived from several policies and regulations that govern it. Both the central and regional governments have issued various regulations to address housing and slum area problems. The following are some of the legal frameworks that regulate housing and slum areas:

1. Law No. 1 of 2011 on Housing and Residential Areas. This law serves as the primary legal basis for housing and residential area management.
2. Government Regulation No. 14 of 2016 on Housing and Residential Areas Implementation. This regulation provides more detailed provisions regarding livable housing standards.
3. Minister of Public Works and Housing Regulation No. 14 of 2018 on the Prevention and Improvement of Slum Housing and Settlements. This regulation serves as a technical guide for slum area management efforts.
4. Banten Provincial Regulation No. 2 of 2011 on Housing and Residential Area Management. This regulation serves as a foundation for housing and residential area management in Banten Province.
5. Banten Provincial Regulation No. 5 of 2019 on Poverty Reduction in Banten Province. This regulation states that housing assistance is one of the efforts to alleviate poverty in Banten Province.
6. Banten Governor Regulation No. 5 of 2019 on Improving the Quality of Slum Housing and Settlements. This regulation outlines the technical implementation stages, including planning, execution, management, supervision, and financing.

Referring to the aforementioned regulations, the uninhabitable housing assistance program is closely linked to the policy of eradicating slum areas in Banten Province. As outlined in Banten Governor Regulation No. 5 of 2019 on Improving the Quality of Slum Housing and Settlements, substandard housing is a primary target in slum area resolution.

The regulation defines slum housing based on several aspects, including:

- a. Building structures;
- b. Environmental roads;
- c. Provision of drinking water;
- d. Environmental drainage;
- e. Wastewater management;
- f. Waste management;
- g. Fire protection; and
- h. Green open spaces.

From this explanation, it is evident that housing improvement efforts focus not only on the building itself but also on other aspects such as roads, water provision, drainage, and more.

In practice, the RTLH program has had a significant impact on poverty reduction, including:

- Improved Public Health: Adequate housing reduces the risk of diseases caused by poor environments, such as skin and respiratory diseases (Sudirman, 2022).
- Increased Safety and Comfort: Stronger housing structures provide better protection from disasters such as floods and strong winds, especially in vulnerable areas like South Banten.
- Positive Economic Impact: This program also stimulates local economic growth by utilizing local labor and building materials, thus creating job opportunities for the surrounding community (Permana & Suryani, 2022).

The RTLH assistance program is a tangible implementation of Banten Province's vision and mission to create a prosperous and dignified society. By integrating this program into the regional development strategy, the government can effectively reduce social inequality and improve the quality of life for impoverished communities. The success of this program requires synergy between the government, society, and the private sector in its implementation

Role of The Actor in Collaboration

The housing assistance and slum area management program in Banten Province involves various stakeholders, including the government, local communities, and the private sector. The government plays a crucial role as a facilitator and supervisor to ensure the program's success. Collaboration with these stakeholders is essential to achieve the program's goals, which focus on improving housing quality and living conditions in slum areas. Key factors contributing to effective collaboration include a shared vision, mutual trust, strong commitment, and accountability among actors. Despite the program's structured regulatory framework, challenges such as miscommunication, lack of trust, and cultural differences persist, affecting its overall effectiveness and sustainability.

The government serves as both a facilitator and supervisor in the collaborative process. As a facilitator, the government brings together stakeholders by fostering trust, ensuring open communication, and managing conflicts constructively. As a supervisor, the government enforces regulations and ensures compliance with established guidelines. The regulatory framework, such as Banten Governor Regulation No. 5 of 2019, provides a structured approach to slum housing and settlement improvements. This regulation outlines the objectives and

technical aspects of the program, aiming to enhance the quality of housing and residential environments for healthy living conditions. However, despite these efforts, practical implementation issues arise due to misalignment of visions among stakeholders.

Local governments possess regulatory authority, financial resources from local budgets, and access to demographic data and infrastructure necessary for program implementation. These resources enable the government to provide strategic direction and oversight. However, without effective communication and collaboration with local communities and the private sector, the program may face significant obstacles in achieving its objectives.

Local communities are valuable partners in the program, offering local knowledge, labor, and active participation. Their involvement is crucial for the program's success and sustainability, as they provide insights into the specific needs and cultural aspects of the targeted areas. However, their participation requires empowerment and the inclusion of their perspectives in decision-making processes to ensure program acceptance and effectiveness.

The private sector, through Corporate Social Responsibility (CSR) initiatives, plays a vital role in supporting the program. CSR contributions can provide additional funding, technical expertise, and innovative solutions for housing design and construction. However, past instances of CSR fund mismanagement have undermined public trust and hindered collaboration. In Banten Province, misuse of CSR funds has led to skepticism among stakeholders, raising concerns about the transparency and accountability of private sector involvement.

Overview of Collaboration Issues in the Uninhabitable House Assistance Program

There are several issues hinder the effective implementation of the housing assistance and slum area management program:

1. Lack of Direct Dialogue.

Direct dialogue and face-to-face meetings are essential for fostering trust and ensuring clear communication among stakeholders. Since 2022, the absence of structured meetings has negatively impacted collaboration efforts, leading to misunderstandings and decreased commitment from actors. Studies by Sari and Rahmawati (2019) highlight the importance of regular meetings to ensure role clarity and shared responsibility.

2. Trust Issues

Trust is a foundational element of collaboration, and its absence can significantly impede progress. Mismanagement of CSR funds has eroded public trust, making it difficult to foster cooperation and align stakeholder interests. Addressing these trust issues requires improved transparency, accountability measures, and consistent engagement with all actors.

3. Cultural Differences

The rejection of housing aid by the Baduy indigenous community underscores the challenges posed by cultural differences. Indigenous communities often have unique values and perspectives that may not align with government-driven initiatives. Studies by Schmidt et al. (2020) emphasize the need for culturally sensitive approaches that prioritize empowerment and active participation of indigenous groups.

4. Regulatory Framework Limitations:

While regulations provide structured guidelines, they may not fully address the dynamic and context-specific challenges faced during implementation. Misunderstandings regarding program objectives have led to resistance and project delays, indicating the need for continuous stakeholder engagement and adaptive implementation strategies.

5. Coordination Challenges

Effective collaboration requires well-defined roles and responsibilities among actors. Inconsistent coordination and overlapping functions can create inefficiencies and confusion, hampering the program's progress.

Discussion

Banten Province, located in the western part of Java Island, is known as one of the regions with rapid economic growth but still faces socio-economic challenges, including housing issues. One of the programs initiated by the local government is the assistance for improving uninhabitable houses (RTLH), aimed at enhancing the quality of life for low-income communities. According to data published by the Provincial Government of Banten, over 100,000 housing units are categorized as uninhabitable and require urgent attention (Provincial Government of Banten, 2023). This program is implemented through collaboration among the central government, local government, private sector within the framework of corporate social responsibility (CSR), academics, and the community (Suryani & Indrayani, 2020). The collaborative process involves several stages, including house data collection, fundraising, and renovation implementation, which is monitored transparently. This approach seeks to create synergy in reducing poverty and sustainably improving housing conditions (Satria, 2019). This study focuses on the collaborative processes within the program for improving uninhabitable houses.

A. Initial Conditions

In the process, the initial conditions significantly influence the dynamics of collaboration. It is essential to ensure that no power or resource imbalances exist during collaboration. When there are disparities in power or resources, collaboration can be hindered. Less empowered parties often require additional support to be on equal footing in the collaborative process. Moreover, the level of trust between actors is another critical factor in successful collaboration. When power or resource gaps exist, collaboration may face obstacles, and additional support for weaker parties becomes crucial to ensure equity in the process (Ansell & Gash, 2008).

The program for uninhabitable house assistance is comprehensively regulated under Banten Governor Regulation No. 5 of 2019 on Quality Improvement for Slum Housing and Settlements. This policy outlines several stages, including: a) Planning; b) Implementation; c) Management, development, and supervision; d) Financing. Collaboration points are embedded within these stages. Each actor involved has specific roles and responsibilities in these stages.

Power Resources

To analyze the initial conditions of the collaboration process, it is crucial to examine the distribution of power among the actors involved. Power imbalances often pose significant

challenges in collaborative governance (Gray, 1989; Short & Winter, 1999; Susskind & Cruikshank, 1987; Tett, Crowther, & O'Hara, 2003; Warner, 2006). If some actors lack sufficient capacity and resources to participate, the process of collaborative governance is prone to domination and manipulation by more powerful actors.

The role of the government as a facilitator and supervisor is vital at this stage. Collaboration with the community and the private sector ensures that the program progresses in line with its established goals. Factors such as a shared vision, mutual trust, strong commitment, and accountability among actors contribute to the effectiveness of the collaboration (Bryson, Crosby, & Stone, 2015). Additionally, local governments possess regulatory authority, financial resources from local budgets, and access to demographic data and infrastructure needed for program implementation. Local communities bring valuable local knowledge, labor, and active participation to the program, which is essential for its success and sustainability. Meanwhile, the private sector, through Corporate Social Responsibility (CSR) programs, can provide additional funding, technical expertise, and innovative solutions for housing design and construction.

Incentives to Participate

With participation being largely voluntary, it is important to understand the incentives that drive stakeholders to engage in collaborative governance and the factors shaping these incentives (Andranovich, 1995; Chrislip & Larson, 1994; Gray, 1989; Nelson & Weschler, 1998; Susskind & Cruikshank, 1987). This includes analyzing the incentives for public institutions to support collaborative governance processes. For instance, Ebrahim (2004) compared various incentives faced by forestry and irrigation agencies in India, showing that positive financial incentives were crucial for successful collaboration in irrigation cases.

In the implementation of this program, several incentives are provided to actors involved. The incentives for local governments include improving residents' quality of life, reducing slum areas, and achieving regional development targets. These objectives align with the government's primary responsibility to provide optimal public services. For local communities, benefits include receiving more adequate housing, improved health, and better living environments, ultimately enhancing social and economic well-being. Meanwhile, businesses or private-sector entities gain benefits such as enhanced corporate image, fulfillment of social responsibilities, and opportunities to explore new ventures in the housing sector.

During the realization of this program, the Provincial Government of Banten introduced a policy granting certificates to companies consistently providing social aid or engaging in Corporate Social Responsibility (CSR) activities. These certificates facilitate smoother licensing processes, administrative tasks, and tax matters for the companies. Indirectly, this policy serves as an incentive for private enterprises operating within Banten Province.

Prehistory

The literature suggests that prior histories, particularly negative experiences or past collaborations among stakeholders,

can either hinder or facilitate future collaboration (Andranovich, 1995; Gray, 1989; Margerum, 2002). However, it is important to note that when stakeholders exhibit a high level of interdependence, even significant conflicts can serve as strong incentives for collaborative governance. In some instances, policy deadlock may generate a compelling motivation to adopt collaborative governance approaches (Futrell, 2003).

In the context of various policies and programs in Banten Province, the provincial government has undertaken previous collaborative efforts. For instance, the Housing Improvement Program for Inadequate Housing in Banten was executed through collaboration between the local government, the National Amil Zakat Agency (BAZNAS), and the private sector. Among private sector entities, PT Krakatau Steel was one of the most active participants in several government programs. These collaborations aimed to improve community welfare by enhancing the condition of unfit housing.

However, in some of the prior programs of the Provincial Government of Banten, issues arose involving individuals who engaged in corrupt practices with CSR funds. Instead of being allocated to benefit communities surrounding the companies, these funds were misappropriated by irresponsible individuals. This led to complications in collaborations between local governments and private enterprises. As a consequence, the Provincial Government of Banten temporarily halted the CSR fund data collection process due to these corruption cases.

In addition to corruption issues, there were problems involving indigenous communities, particularly the Baduy people. During the implementation of the housing improvement program, the Provincial Government of Banten, through the Department of Public Housing and Settlement Areas, constructed adequate homes for the Baduy community. However, the homes were ultimately rejected by the Baduy people, who chose not to reside in them. This was due to the design and specifications of the houses, which followed urban housing standards and were inconsistent with the traditional housing norms of the Baduy. This case highlights a lack of consideration by the Provincial Government of Banten for the local culture, despite regulatory guidelines. The Governor of Banten Regulation No. 5 of 2019 on Enhancing the Quality of Slum Housing and Settlements explicitly states that all changes in residential areas and government-built housing must take into account local culture.

B. Institutional Design

Institutional design refers to the fundamental protocols and key rules for collaboration, which are crucial for ensuring procedural legitimacy in a collaborative process. Access to the collaboration process itself is one of the most critical issues in design. Several studies on Collaborative Governance emphasize that the process must be open and inclusive (Andranovich, 1995; Burger et al., 2001; Chrislip & Larson, 1994; Gray, 1989; Gunton & Day, 2003; Lasker & Weiss, 2003; Margerum, 2002; Martin, Tett, & Kay, 1999; Murdock, Wiessner, & Sexton, 2005; Plummer & Fitzgibbon, 2004; Power et al., 2000; Reilly, 1998). This principle underscores that collaboration can only be conducted by groups with a legitimate opportunity to participate. Several literature stated, "The first condition of successful collaboration is that it must include all stakeholders who are impacted by or concerned with

the issue." This includes stakeholders who might have reservations about or challenges regarding the issue at hand. (Chrislip & Larson, 1994)

In the implementation process of this collaboration, all protocols and rules are regulated under Governor of Banten Regulation No. 5 of 2019 on Improving the Quality of Slum Housing and Settlements. This regulation outlines the roles and responsibilities of actors, particularly the Provincial Government of Banten, private enterprises, academia, and the community. However, the regulation highlights that the collaboration will primarily focus on government sectors. It specifies that the role of academia is limited to providing support during the collaborative process, while private enterprises are primarily involved in funding aspects. On the other hand, the community plays a significant role. Apart from the fact that this collaboration aims to benefit the community, the regulation also states that community input will be included in the planning process, and local communities will be directly involved in the construction activities.

According to additional literature, several studies indicate that effective collaboration in addressing slum settlements requires active participation from all actors. Governments heavily rely on the support of social actors and organizations in implementing policies to tackle complex issues (Noor et al., 2021). Additionally, Lantika (2020) emphasizes the importance of negotiation, commitment, and proper implementation within the collaborative process to achieve shared goals. Her study on the City Without Slums (KOTAKU) program underlines the crucial role of local governments as primary actors in managing slum settlements, advocating for collaboration among government entities, communities, and the private sector to achieve habitable settlements.

Regarding the limitation of the academic role as mere support and private enterprises as funding sources, these restrictions could reduce their potential contributions in terms of innovation and program implementation. Research conducted in Serang City demonstrates that active collaboration among government, community, and the private sector in the KOTAKU program significantly enhanced program effectiveness (Suryani & Kurniasih, 2020). Therefore, there is a need to enhance the involvement of all actors in the collaborative process to achieve optimal results in addressing slum settlement issues.

C. Leadership

Leadership is considered a key element that influences the collaborative process. The leading sector in a collaboration must be capable of building trust among actors, facilitating open and productive communication, managing conflicts constructively, and acting as "enabling leadership," focusing on creating spaces for dialogue and cooperation (Ansell & Gash, 2008). Leadership is critical in bringing together the parties involved in a collaborative process and helping them navigate challenges during the process (Burger et al., 2001; Chrislip & Larson, 1994; Frame, Gunton, & Day, 2004; Gilliam et al., 2002; Gunton & Day, 2003; Heikkila & Gerlak, 2005; Huxham & Vangen, 2000; Imperial, 2005; Lasker & Weiss, 2003; Margerum, 2002; Murdock, Wiessner, & Sexton, 2005; Reilly, 1998, 2001; Roussos & Fawcett, 2000; Saarikoski, 2000; Smith, 1998; Vangen & Huxham, 2003). Although in some situations

negotiations can proceed without leadership assistance, literature suggests that facilitative leadership is essential to unify stakeholders and motivate them to engage with a collaborative spirit (Chrislip & Larson, 1994; Ozawa, 1993; Pine, Warsh, & Maluccio, 1998; Reilly, 2001; Susskind & Cruikshank, 1987).

The leadership role of Banten Province's leaders, particularly the Governor and the Department of Public Housing and Settlement Areas (DPRKP), is significant in the housing assistance program for unfit housing (RTLH) and slum area management. They act as initiators, facilitators, and coordinators in efforts to improve settlement quality in the region. The facilitative leadership of the Governor and DPRKP, as the leading sector, plays a critical role in setting the vision, building trust, and facilitating dialogue among various stakeholders. According to Ansell and Gash (2008), facilitative leadership is necessary for maintaining rules, fostering trust, and promoting dialogue in the collaborative process. In the context of Banten Province, the Governor and DPRKP successfully transformed 109.42 hectares of slum areas into habitable housing in 2023. Since 2017, the Banten Provincial Government has rehabilitated approximately 1,800 RTLH units in various areas, including slums.

Collaboration among the government, the community, and the private sector is vital for slum management. The City Without Slums (KOTAKU) program emphasizes the importance of cooperation between the government, society, and private parties to achieve habitable settlements (Suryani & Kurniasih, 2020). In Banten Province, the DPRKP has built more than 1,400 pieces of infrastructure, facilities, and public utilities (PSU) as part of slum area management. This collaboration involves community participation in program planning and implementation, aligning with the concept of collaborative governance.

Despite significant achievements in addressing unfit housing and slum areas, challenges remain, including budget constraints and the complexity of settlement issues. The limited budget highlights the minimal involvement of private enterprises in the funding process. The local government, as the leading sector, must serve as a facilitator for private enterprises and offer various alternatives to encourage greater participation in the funding process.

D. Collaborative Process

This dimension forms the core of the collaborative governance model, encompassing face-to-face dialogue. Firstly, this process emphasizes that collaboration must establish direct communication, allowing for mutual understanding. Secondly, it stresses the importance of building trust among actors involved in the collaboration. Thirdly, the collaborative process must have a shared commitment, where all actors are dedicated to collectively addressing the issues. Fourthly, collaboration should be based on mutual understanding, requiring all parties to share information transparently to develop joint solutions. Lastly, the collaborative process must define goals and expected outcomes, focusing not only on program effectiveness but also on strengthening relationships among actors, enhancing collective capacity to manage and resolve issues, and creating policy solutions acceptable to all stakeholders (Ansell & Gash, 2008).

Face To Face Dialogue

Collaborative governance relies on direct dialogue among stakeholders. As a consensus-oriented process, intensive communication through direct interaction is vital for stakeholders to identify opportunities for mutual benefit. However, direct dialogue is more than just a negotiation tool; it is central to overcoming stereotypes and other communication barriers that could hinder the exploration of shared benefits (Bentrop, 2001). Moreover, direct dialogue plays a crucial role in building trust, mutual respect, shared understanding, and commitment to the collaborative process itself (Gilliam et al., 2002; Lasker & Weiss, 2003; Plummer & Fitzgibbon, 2004; Schneider et al., 2003; Tompkins & Adger, 2004; Warner, 2006).

Face-to-face dialogue forms the foundation of success in collaborative governance as it creates an environment where stakeholders can deeply engage, resolve prejudices, and build mutual trust. This process not only enhances understanding but also fosters a collective commitment to shared goals, ensuring the successful implementation of collaborative efforts (Kurniadi, 2020).

In practice, structured face-to-face dialogue in the housing assistance program for unfit housing and slum areas has not been adequately conducted. Based on accounts from informants, face-to-face meetings were regularly held quarterly during the program's initial implementation. However, since 2022, such meetings have entirely ceased. The suspension of face-to-face meetings in the housing assistance and slum area management program since 2022 can significantly impact its effectiveness. Face-to-face dialogue is a vital component of the collaborative process, as it provides opportunities for stakeholders to build commitment, trust, and shared understanding that are essential for achieving common goals (Angel & Nasution, 2023).

The lack of direct dialogue can hinder collaboration, reduce trust among stakeholders, and result in miscommunication that might obstruct the program's objectives. Several studies indicate that routine and incidental face-to-face meetings are essential to ensure all parties understand their roles and responsibilities in addressing slum area management issues (Sari & Rahmawati, 2019). Additionally, other research emphasizes that direct dialogue enables interactions that help build trust and commitment among actors involved in collaboration (Wibowo & Santoso, 2021). Therefore, the absence of face-to-face meetings since 2022 could diminish the quality of communication and coordination among stakeholders, ultimately affecting the success of the housing assistance and slum area management program. Reinstating structured face-to-face dialogues is crucial to ensure the effectiveness and sustainability of the program.

Trust Building

The lack of mutual trust among stakeholders often marks the starting point in the collaborative governance process (Weech-Maldonado & Merrill, 2000). Literature clearly states that collaboration is not merely about negotiation; it also involves efforts to build trust among stakeholders. In this context, establishing trust between actors becomes one of the most challenging aspects of collaboration. This difficulty often stems from issues that arose prior to the collaboration being formed,

such as cases of corruption involving CSR (Corporate Social Responsibility) funds, which have made trust-building more complicated.

In the context of collaboration, building trust among actors presents a significant challenge, particularly when prior issues such as the misuse of CSR funds have occurred. The misappropriation of CSR funds can erode public trust and hinder collaborative progress. When CSR funds are misused, as has been the case in several instances in Banten Province, public trust in the involved companies and institutions diminishes. This negatively impacts the effectiveness of CSR programs and the success of both ongoing and future collaborations.

Commitment to the Process

Commitment is closely related to the initial motivation of stakeholders to participate in Collaborative Governance. However, the reasons for participating can vary widely, such as ensuring that their views are not ignored, gaining legitimacy for their positions, or fulfilling legal obligations. On the other hand, commitment to the collaborative process involves the belief that negotiating in good faith for mutual benefit is the best way to achieve desired policy outcomes (Burger et al., 2001). This belief is not an altruistic act but rather a practical strategy. For example, a property developer may believe that negotiating with environmental groups is the best way to complete their project.

At the beginning of the implementation of this program, particularly during the planning stage, the actors were committed to addressing issues related to uninhabitable housing and slum areas. With the high number of uninhabitable homes in Banten Province, this became an urgent matter that needed to be addressed. The local government made efforts to verify and create a table or data list of aid recipients. In the process, the Provincial Government through the Housing and Settlement Area Office of Banten Province conducted a by-name and by-address data collection. During this process, the local community assisted the government in gathering the data. As for businesses, this program is not necessarily a priority for their business continuity. Therefore, in practice, it is difficult to determine the level of commitment from businesses in this program. However, there are some companies that have demonstrated commitment to assisting communities living in uninhabitable homes and slum areas. For example, PT. Krakatau Steel has built 100 modular homes for the surrounding community in Cilegon City, near its location.

Shared Understanding

At a certain stage in the collaboration process, stakeholders must develop a shared understanding of what they can collectively achieve (Tett, Crowther, and O'Hara, 2003). In the literature, this concept is often expressed using various terms such as "shared mission" (Alexander, Comfort, and Weiner, 1998; Roussos and Fawcett, 2000), "common ground" (Wondolleck and Yaffee, 2000), "shared goals" (Tett, Crowther, and O'Hara, 2003), "joint targets" (Huxham, 2003), "shared objectives" (Padilla and Daigle, 1998), "shared vision" (Manring and Pearsall, 2004; Walter and Petr, 2000; Wondolleck and Yaffee, 2000), "common ideology" (Waage,

2001), "clear goals" (Glasbergen and Driessen, 2005; Robertson and Lawes, 2005), "clear and strategic direction" (Margerum, 2002), or "alignment of core values" (Heikkila and Gerlak, 2005).

Banten Governor Regulation No. 5 of 2019 on Improving the Quality of Slum Housing and Settlements states that its purpose is to enhance the quality of housing and residential environments to ensure healthy living conditions. In addition to this goal, the regulation serves as a guideline for implementers or actors to ensure that the program is carried out in a more structured manner according to the plan. Based on this regulation, the actors involved are expected to already understand the shared vision of the program. However, in practice, despite regulating several technical aspects, misunderstandings still arise during its implementation. Several cases highlight the lack of understanding regarding the program's objectives. One such case is the rejection of aid housing and residential areas for the Baduy indigenous community. This rejection indicates a misalignment of visions between the local government and the indigenous community.

The rejection of aid housing by the Baduy indigenous community reflects differences in cultural values and perspectives between the government and the indigenous community. Studies show that collaboration with indigenous communities requires culturally sensitive approaches, focusing on empowerment and active participation of the indigenous people in the decision-making process (Schmidt et al., 2020). Top-down approaches often fail to address the specific needs of communities, resulting in resistance to programs intended to improve their welfare (Pahl-Wostl & Hare, 2004).

Intermediate Outcomes

Based on several case studies, collaboration is more likely to occur when its goals and benefits are formulated concretely and when opportunities exist to achieve initial outcomes or small wins. These early results are not only tangible achievements within the collaboration process but also serve as crucial elements to sustain the process (Chrislip & Larson, 1994; Roussos & Fawcett, 2000; Warner, 2006; Weech-Maldonado & Merrill, 2000).

These small wins can create positive feedback loops that strengthen mutual trust and commitment among actors, fostering a virtuous cycle in the collaboration (Rogers et al., 1993; Vangen & Huxham, 2003). Thus, these minor achievements not only function as initial motivators but also provide a foundation for building momentum toward broader and more successful collaboration.

Referring to the targets outlined in Banten Governor Regulation No. 5 of 2019 on Improving the Quality of Slum Housing and Settlements, Article 3 Paragraph 1 specifies the objectives of the restructuring efforts. The regulation states that the quality improvement of slum settlements is targeted to cover an area of 10 (ten) to 15 (fifteen) hectares. While this target does not encompass all uninhabitable houses in Banten Province, it represents progress toward enhancing settlement quality, even if not comprehensively.

Between 2019 and 2024, there has been significant progress in this program. The improvement of Uninhabitable Houses (RTLH) in Banten Province has reached 10,383 houses. According to the data shown in Figure 1, there are 166,302

RTLH in the province. While the number of houses improved is still far from the total, achieving the repair of 10,383 houses meets the short-term target. This achievement aligns with the concept of "small wins" often referred to in Collaborative Governance.

IV. CONCLUSIONS

Based on field research and literature studies, it can be concluded that the collaborative governance process in the program to improve the quality of uninhabitable houses has been able to operate and achieve short-term targets in several regions. However, there are still issues and shortcomings encountered during the process. Findings indicate flaws in the collaboration process that have hindered the program's goal achievement. The main issue is cases of corruption involving CSR funds, which have ultimately obstructed collaboration between local governments and businesses. This has also resulted in a decline in mutual trust between these actors. Another problem is the excessive dominance of local governments in the collaboration process, leading to implementation outcomes that do not align with community expectations. The rejection of housing assistance by the Baduy indigenous community is one of the findings highlighting the shortcomings in the collaboration process for this program. This issue also stems from a lack of face-to-face dialogue between the actors involved. Additionally, academic actors have had limited roles in this program. Their involvement has been restricted to providing guidance during the implementation phase, rather than being actively engaged throughout the process.

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