

Collaborative Governance Study of Collaborative Governance in Community-Based Housing Development in Kendal, Central Java

Martin Rambe¹, Eko Prasajo²

^{1,2}Faculty of Administrative Sciences, Universitas Indonesia
mrambe5@gmail.com, e_prasajo@yahoo.com

Abstract

A total of 7.6 million Indonesians do not own a house (BPS, 2019). Housing is a citizen's right (UUD 1945) and the central government is responsible for its fulfillment (Law No. 1/2011). The Directorate General of Housing of the Ministry of Public Works and Public Housing (PUPR) initiated the Community-Based Housing Development (P2BK) program in order to accelerate the construction of livable houses. The program that is already running is P2BK for the Curugsewu Asri Community in Kendal Regency, Central Java. This development is carried out with the ABCG (Academics, Business, Community, Government) collaboration model. The implementation of this collaboration faces various problems: there are community members who do not have regular income, there are different perceptions about the concepts used in the collaboration, there are different conditions among actors, and others. Researchers use collaborative governance theory from Emerson, Nabatchi, and Balogh (2012) as a guide for researchers to collect research data and analyze findings. This research uses qualitative methods by collecting data through in-depth interviews and literature studies. The results showed that the collaboration went quite well. Each actor has resources that are empowered to achieve goals and collaboration is within a policy and administrative framework and also there's mutual trust. The most prominent factors that influence the success of collaboration are active leadership and consistent mentoring.

Keywords

collaborative governance;
community based housing
development



I. Introduction

The house is one of the basic human needs. The fulfillment of housing needs is an elaboration of the mandate contained in the 1945 Constitution. Article 28 H paragraph (1) reads, "*Setiap orang berhak hidup sejahtera lahir dan batin, bertempat tinggal dan mendapatkan lingkungan hidup yang baik dan sehat serta berhak memperoleh pelayanan kesehatan.*" The effort to fulfill the right to house also reflects respect for human rights as guaranteed by Law No. 39 of 1999 concerning Human Rights. Article 40 of this Law states that, "*Setiap orang berhak untuk bertempat tinggal serta berkehidupan yang layak.*"

However, the provision of housing is still a formidable challenge for the government. In 2019, a total of 7.6 million Indonesians do not have their own homes (Hutapea, 2019). Some of them are staying with relatives or parents, renting houses, living in river huts, and some even sleeping on the streets and under bridges. And according to the Ministry of Public Works and Public Housing, the demand for new homes in Indonesia is very high, reaching 800 thousand units per year. Meanwhile, people's purchasing power is very low, 70 percent of the people in Indonesia have low income (MBR).

To deal with the housing backlog, the government launched the One Million Houses Program (PSR) in 2015, it is an effort to provide as much housing as possible by encouraging the active participation of all stakeholders, namely central and local governments, developers, companies through social responsibility, non-governmental organizations, and society through self-help. This program is designed to target Low-Income Communities (MBR), namely people with an income of Rp 2.5-4 million. Since it was announced, the achievements of the PSR can be seen in table 1.

Table 1: PSR targets and achievements 2015-2019

Number	Year	Target (units)	Achievement
1	2015	1.000.000	669.770
2	2016	1.000.000	805.169
3	2017	1.000.000	904.758
4	2018	1.000.000	1.132.621
5	2019	1.000.000	1.257.282

From table 1 it can be seen that the PSR achievement was low every year even though it had increased. One of the main problems that caused the low performance of the PSR was that it was difficult for MBR to meet the requirements set by banks to buy a house on credit. This is especially the case for MBR who have non-fix income. Therefore, in 2018 the Directorate General of Housing of the Ministry of Public Works and Public Housing launched the Community-Based Housing Development (P2BK) program.

Community Based Housing Development is housing development for a particular community. To access this program, the community members must be at least 50 heads of families and the construction of houses must be done independently. This community-based program is expected to increase the achievement of housing development for Low-Income Communities. However, the public sector has historically played a high role in the social governance of the nation and undoubtedly played an indispensable role in maximizing labor participation and increasing productivity as well as social cohesion and inclusiveness (Smyth, 2008), including in the housing sector.

The P2BK program is implemented using a collaborative model. There are four types of P2BK program collaboration models developed by the Directorate General of Housing of the Ministry of PUPR, namely:

1. Collaboration pattern: Community (Community) - Central Government (Government) - Local Government (Government) - Financial Institutions Bank / Non Bank (Business) - Academics / Practitioners Housing / Higher Education (Academics), abbreviated as ABCG.
2. Collaboration pattern: Community (Community) - Central Government (Government) - Local Government (Government) - Bank / Non-Bank Financial Institutions (Business) - Development Actors (Developer), abbreviated as BCDG.
3. Collaboration pattern: Community (Community) - Central Government (Government) - Local Government (Government) - Bank / Non Bank Financial Institutions (Business), abbreviated as BCG.
4. Collaboration pattern: Community (Community) - Central Government (Government) - Local Government (Government), abbreviated as CG.

The first P2BK program to be implemented was housing construction for the Curugsewu Asri community in Kendal, Central Java. This housing development is a collaboration with the ABCG model: A is academics, namely the Inclusive Housing and Urban Development Research Center (IHUUDRC) from Diponegoro University, B is a business, namely the Bank Tabungan Negara (BTN), C is a Community, namely the Curugsewu Asri Community, and G is the government, namely the central government, namely the Directorate General of Housing of the Ministry of PUPR and local governments, namely the Public Housing and Settlement Services of Kendal Regency.

The central government plays a role in channeling housing development assistance in the Self-Help Housing Stimulant Assistance (BSPS) program. Meanwhile, the local government plays a role in providing basic infrastructure assistance to support the functioning of community housing in the form of axle roads, electricity networks and clean water networks as well as facilitating collaborative processes related to other stakeholders, such as issuing building permits, ratifying site plans, and issuing soil certificates.

This community housing development collaboration faces various problems. The actors do not have the same perception about the concepts used in the collaboration process, there are different requirements from actors regarding access to resources, there are actors who are not eligible to be involved in the collaboration, and so on. With the various problems that exist, researchers are interested in researching the collaboration of Community-Based Housing Development in Kendal. The research questions that will be answered from the research are as follows:

1. How is the collaboration process in the construction of the Curugsewu Asri community house in Kendal, Central Java?
2. What are the driving and inhibiting factors for collaborative community-based housing development in Kendal, Central Java?

This study aims to analyze how collaboration occurs in community-based housing development in Kendal, Central Java. The discussion of this research will begin by providing an overview of the theoretical framework, research methods, research results that are described in accordance with the variables and factors.

1.1 Collaborative Governance Theory

Collaborative governance studies emphasize collaboration between governments and institutions, regionalism, cross-sector partnerships, public service networks, consensus building, and public involvement (Morse & Stephens, 2012). The understanding of collaborative governance is also enriched by Ansell and Gash (2008: 544) who explain that collaborative governance is the existence of one or more public institutions that directly involve non-state stakeholders in formal, consensus-oriented, and deliberative collective decision-making processes and those that aim to create or implement public policies or manage public programs or assets.

A synthesis of a collaborative governance model that looks different from Ansell and Gash is suggested by Morse and Stephens (2012: 567). According to them, collaborative governance occurs after going through four phases, namely assessment, initiation, deliberation, and implementation. In each of these phases, identification of the background, purpose, process, and substance of the collaboration is carried out. For example, in the assessment phase, several questions will be asked, such as whether collaboration is important? Who are the stakeholders that will be involved? Who are the key holders in the collaboration? And have the preconditions for collaboration been met? In their analysis, Morse and Stephens describe that collaboration may not occur when actors arrive at the last phase, where when the stage towards collaboration begins to question who is doing what and

how it is structured, often what happens is that there are actors who back off and start to move away.

The concept of collaborative governance was also developed by Emerson, Nabatchi, and Balogh with the Collaborative Governance Regime (CGR) model (2012). They provide a more comprehensive definition of collaborative governance than the definition put forward by Ansell and Gash, namely crossing wider boundaries than just collaboration between public institutions and institutions outside the state. The following is the definition of collaborative governance from Emerson, Nabatchi, and Balogh (2012: 2):

“The processes and structures of public policy decision making and management that engage people constructively across the boundaries of public agencies, levels of government, and / or the public, private and civic spheres in order to carry out a public purpose that could not otherwise be accomplished.”

This definition allows the use of the concept of collaborative governance to discuss diverse topics, especially those related to actors involved outside the government, such as communities. The collaborative governance framework model, better known as CGR, has three dimensions, as shown in Figure 1.

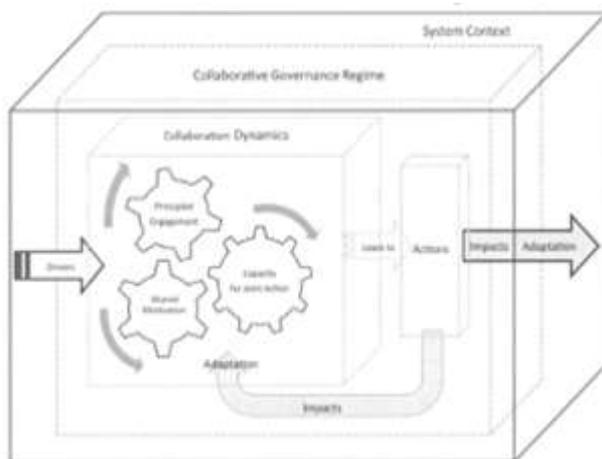


Figure 1. *The Integrative Framework for Collaborative Governance (Emerson, Nabatchi and Balogh, 2012:6)*

The first is the system context, which is a collection of influences from the surrounding context, such as politics, law, social, economy, environment, and others that influence and influenced by CGR. In depicting this model, the system context is placed in a box with broken lines which means that the system context affects the dynamics of collaboration from the start over time. From this system context then emerge the drivers, which include leadership, consequential incentives, interdependence, and uncertainty that help initiate and set the direction of CGR. Second, the CGR concept is the main feature in Emerson, Nabatchi, and Balogh’s collaborative governance framework. In this framework, CGR is in a box with a dotted line which means it covers the whole process of collaborative interaction, namely the dynamics of collaboration and collaborative action. Taken together, the dynamics and collaborative action create the overall quality and reach that make CGR thrive and work effectively. Public policy was meant as state wisdom, a decision meant to overcome certain problem, to conduct certain activity, or to achieve certain activity, which was done by the authorized institution as part of implementation of state’s task and development (Syakur, 2020). With a broader definition, the authors use collaborative governance theory from Emerson, Nabatchi, and Balogh as a guide for collecting data and analyzing findings in the field.

II. Research Methods

This study uses qualitative methods, that qualitative research helps gain insight into the processes involved in the construction of meaning, life experiences, and ritual culture (Atkinson, 2017: 65). In addition, in qualitative research, knowledge is not only built from the researcher, but also through interpretation from the perspective of the research informants (Creswell, 1994).

Researchers extracted information from sources, namely Bank BTN Semarang Sub-Branch, IHUDRC, Curugsewu Asri Community, Directorate of Self-Help Homes, Directorate General of Housing, Ministry of PUPR, and Kendal Regency Public Housing and Settlement Services.

The researcher collected primary data by in-depth interviews, while secondary data was collected through literacy studies from books, journal articles, media articles, and reports. Researchers analyzed data that had been collected from interviews and literature studies by first compiling them in descriptions. The data is then sorted into related ones and discarding those that are not. The data is then triangulated to analyze the degree of trustworthiness, developed and juxtaposed with the theory used, and finally conclusions are drawn.

III. Discussion

Field findings regarding community-based housing development for the Curugsewu Asri community in Kendal in accordance with the collaborative governance theory by Emerson, Nabatchi, and Balogh (2012) are described as follows:

3.1 System Context

Borrini-Feyerabend (1996) in Emerson, Nabacthi, and Balogh (2012: 8) explains that collaborative governance is built and developed in a layered context under the influence of resources, politics, mutual trust, law, socio-economy, environment, and others. In the following, the researcher describes these factors according to those found in the field.

3.2 Every Actor Has Resources

Resources are not just what they seem. For example, social capital, namely good relations among actors is also included as a resource (Coleman, 1988). Resources include anything tangible and intangible that has value and exists in the organization that can be empowered to form value. These resources can include physical, such as buildings, land, people, information, organizational attributes, and others (Sanchez and Heene (2004) in Rengkung, 2015).

In community-based housing development in Kendal, each actor has resources that are developed and empowered in a collaborative process to achieve goals. In the following, the authors compile some of the actors' resources in tabular form.

Table 2. Actor Resources

The Curugsewu Asri Community	IHUDRC	BTN	Government
<ul style="list-style-type: none"> - Community members: 58 - Each member has a job with a fixed and 	<ul style="list-style-type: none"> - Capacity to develop a collaboration model - Capacity in community assistance 	<ul style="list-style-type: none"> - A housing finance scheme - Has an 	<p>Regional government:</p> <ul style="list-style-type: none"> - Capacity on regulation - Capacity to establish

<ul style="list-style-type: none"> - non-fix income - Has an organizational structure - Has a decree on the determination of community organizations - Willingness and enthusiasm of members to have their own livable houses - A good relationship with other actors 	<ul style="list-style-type: none"> - Capacity to socialize and educate about housing programs, the importance of proper housing, housing policies, and so on - Capacity to establish communication with government and private actors - A good relationship with other actors 	<ul style="list-style-type: none"> organizational culture - A good relationship with other actors 	<ul style="list-style-type: none"> communication with related agencies - Capacity to establish communication with the district head - Capacity to establish communication with other government actors, such as BPN - A good relationship with other actors Central government: - Has a Self-Help Housing Stimulant Assistance (BSPS) program - Capacity to establish communication with relevant government actors - Capacity to establish communication with related private actors - A good relationship with other actors
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3.3 The Existence of a Supportive

a. Policy and Administration

In Nugroho (2014: 125) there are several definitions of public policy, of which public policy is related to government activities (Easton, 1965; Dye, 2011); programs for specific purposes (Laswell and Kaplan, 1970); and action aimed by a set of actors (Anderson, 2011). Meanwhile, administration on the Aris Kurniawan page (2021) summarizes 31 definitions of administration according to experts, where administration at least means a process or activity (Siagian, 1973; White, 1958; 1980); cooperation and mobilization (Siagian, 1973; Terry, 1958; Gie, 1980); performed groups (Siagian, 1973; White, 1958; Gie, 1980); and achieve goals (Terry, 1958; Siagian, 1973; Gie, 1980).

b. There is a Sense of Mutual Trust between Actors

Trust is a dynamic emotional relationship that requires responsibility (Flores & Solomon, 1998: 205). They explain that trust is not something that just happens, or is discovered or intuited. Trust is created through interaction and in relationship building. They therefore divide four levels of trust: simple trust, that is, trust in unquestioned naivety; blind trust, which is stubborn, self-deception; basic trust, namely the existence of a sense of physical and emotional security where there is an attitude to accept something for granted; and authentic trust, namely trust that is truly based, it is understood that there is a risk of that trust. Trust is a very important factor to stimulate online purchases (Fadhillah, 2021).

Referring to Flores & Solomon (1998) the trust built by the actors in P2BK in Kendal is at an authentic level, where the actors build trust on the basis of intense interactions so that the trust formed has a basis and it is understood that there is a risk to trust.

3.4 P2BK as a Political Campaign

Tofik Khaeruddin, Head of the Sub-Directorate for Planning and Technical Analyst at the Directorate General of Housing, Ministry of PUPR, admits that the P2BK program inevitably becomes a political substance because housing issues are a basic problem and touch the grassroots community. Not only that, according to Tofik Khaeruddin, even this P2BK program is widely used by politicians, for example House of Representatives members asked the PUPR Ministry to allocate the P2BK program in their constituent areas. However, Tofik Khaeruddin explained that the emergence of the P2BK program was purely due to the problem of fulfilling livable houses in Indonesia, it was not driven by political factors. The P2BK program then becomes a political tool after the process and completion, especially when the President inaugurates housing development for the community.

Political dynamics in 2018 are indeed preparing for the 2019 democratic party. The political campaign has certainly begun. So the incumbent also tries to maintain his status quo, trying to win the presidential and legislative elections in 2019. Housing as a basic need and touching all levels of society is an important substance in political campaigns. So it is not surprising that the P2BK program as a political tool of the government in power can be seen from the coverage of mainstream media, such as Kompas.com, Tempo.co, Bisnis.com, cnnindonesia.com with the following titles:

In 2020, the Government Starts Community-Based Housing Program (Kompas.com)
Community-Based Housing Development Relevant During a Pandemic (Bisnis.com)
Kaleidoscope 2018: Broken Eggs, One Million Houses Program Targeting (Kompas.com)
PUPR: One Million Houses Program 2018 Translucent 1,132,621 Units (Tempo.co)
One Million Houses Program 2018 Translucent 1,132,621 Units (Bisnis.com)
Ministry of PUPR Believes that the One Million Houses Program Exceeds the Target (cnnindonesia.com)

After all, media and digital media are the transmission belt between citizens and elites in the political process (Schroeder, 2018: 28). Schroeder further explained that the media elite translate the political elite agenda into the media agenda because political elites not only consist of strong and influential leaders but also that these elites are mostly government officials or have links with government officials as news sources. They can control what the public will read which can influence public political perceptions..

3.5 Actors' Culture that Support Collaboration

Socio-economy means an agency or association that has a main social goal, is based on democratic values and moves in its community or association with the main driving force of public interests, not personal interests (Westlund, 2003: 166). Thus, this socio-economy also tends to have guidelines that become the culture within the organization.

From the aspect of culture and diversity, of course the actors have their own culture and diversity. Diversity can be seen from various aspects, for example religion and ethnicity. In the context of this collaboration, the majority of actors are Muslim and Christian. Meanwhile, in terms of ethnicity, the majority are Javanese and Sundanese.

3.6 Driving Factors for Collaboration

The CGR collaboration model is like a spinning wheel. The main wheels as drivers or drivers in the CGR collaboration model put forward by Emerson, Nabatchi, and Balogh play a role in moving other factors to take collective action to achieve goals. The driving factors are leadership, consequential incentives, dependence, and uncertainty. These four factors are the main wheels driving principled engagement and shared motivation to achieve a capacity for collective action. In the following, the authors present these factors at work in the collaborative process of community-based housing development.

a. Active Leadership

The presence of a leader in a collaboration occurs with the collaboration process (Huxham & Vangen, 2000: 1161). Huxham & Vangen cites previous research that leadership in collaboration emphasizes 'shared responsibility' (Murrell, 1997), 'getting the most out of the diversity of perceptions, competencies, and resources' (Vansina, 1999), 'shared leadership' (Brysoan & Crosby, 1992). In P2BK collaboration, it can be seen that every actor involved has a shared responsibility to achieve common goals. The actors make maximum use of their respective resources so that the program runs smoothly. The presence of a leader in collaboration is also a form of need for interactions that are carried out in the collaboration process.

Leadership in community-based housing development collaboration in Kendal is a determining factor in the collaboration process until the program is successfully implemented. All actors involved acknowledge the important role of a leader in the collaboration. As stated by Juni Isyanta, the leader actively encourages that it is necessary to hold discussions with other parties, provide a list of who needs to be invited, with whom to discuss, what actions need to be facilitated, and what potentials is needed to carry out this collaboration, and the leader is present in the processes being carried out.

Asnawi Manaf supports that without leadership, collaboration will not run smoothly. According to him, any collaboration may not run smoothly, there will always be friction. However, it is leadership that makes all friction an impetus to get back together on purpose. He explained that the commitment of the leaders of each actor to implement the community housing development program in Kendal can be seen from the process that is being carried out. Asnawi Manaf as the head of IHUDRC is always active in program socialization, being part of the socialization initiator and focused discussions related to the implementation of this program. Through direct meetings, both discussion and outreach become a forum for each actor to express their interests, resources, and goals. With the existence of a common interest and purpose, there will be a mutual commitment to achieve goals by empowering the resources owned by each. These resources can of course be different or the same, this is where each actor can then analyze the list of resource requirements to be equipped and empowered.

b. A Consistent Mentoring

In the Kamus Besar Bahasa Indonesia, mentoring is defined as a guiding activity from someone who is good at certain things to others who need guidance. In this mentoring process, there are interactions and activities to transmit knowledge. Kalyanamitra, the organization of the Women's Communication and Information Center, revealed that mentoring aims to strengthen community capacity to face problems faced by the community. Assistance activities can be in the form of dialogue, knowledge provision, democratic deliberations, and continuing education.

c. Internal Problem

In the CGR collaboration model, each actor can experience internal problems that make them make their own internal efforts to remain in the collaboration process. If the internal actors are unable to solve their internal problems, it can affect the relationship with other actors which in turn can hinder the sustainability of the collaboration process.

In internal conflict resolution, often involving external parties. The presence of a third party is usually because the internal team cannot solve the problem so they need a mediator (Hiller, 1977: 60). According to Hiller, third parties can successfully solve the internal problems of a group if they have a creative understanding and responses to the problems that occur. In addition, openness has an influence on the level of conflict (Magee & Massoud, 2011: 59-60). Magee & Massoud revealed that open groups tend to have lower levels of conflict than closed groups.

d. Lack of Information

Lack of information in the collaboration process can cause uncertainty that affects the collaboration process. Therefore, if the actors involved in the collaboration have sufficient information and knowledge about the substance of the collaboration (Bentrup, 2001 in Emerson, Nabatchi, and Balogh, 2012: 10), then uncertainty can be minimized.

In the development of community housing in Kendal, the uncertainty that arises without prior calculation is the difference in criteria between BSPS assistance and criteria from banks. When the IHUDRC, the Community, and the Kendal Public Housing and Settlement Service agreed to take advantage of the BSPS program from the Ministry of PUPR, there was no information about the criteria for receiving assistance and financing. Therefore, the number of potential beneficiaries at that time was made. Along with the development of collaboration, it is known that there are differences in the requirements of the BSPS program and the micro credit from BTN. At first glance the differences seem contradictory. On the one hand, banks want prospective debtors with fixed monthly income and have the ability to pay in installments and do not have a bad record in the banking world. On the other hand, one of the criteria for the BSPS program is that the recipients of assistance are members of the low income community, under four million rupiah. The criteria for these two different actors were problematic.

Lack of information can lead to problems. Therefore, the lesson that can be drawn from the uncertainty experienced by the actors in collaboration is to involve all actors from the start of the collaboration and to gather as complete information as possible. In addition, it is necessary to carry out a comprehensive calculation of any information received.

In the following, the authors describe the findings in the field in tabular form.

Table 3. Tabulation of Research Results Based on Collaborative Governance Theory Emerson, Nabatchi, and Balogh (2012)

Variable	Dimensions	Result Indicator
The scope of Collaborative Governance (described in seven elements, namely resource conditions, policy and legal frameworks,	Resource Condition	Each actor has resources that are empowered in collaboration. For example the community has 58 members who have permanent jobs with fixed and irregular income, IHUDRC has the capacity to conduct socialization related to collaboration programs to stakeholders, BTN has a housing finance scheme, local governments have the capacity to establish relationships with related agencies in Kendal Regency, and the Central Government has a BSPS program.
	Legal and Policy	There are policies and administration that support

levels of conflict / trust, dynamics of politics / power relations; socio-economic; health; culture; and variety, prior failure to address issues, and network .	Framework	collaboration, for example, the Joint Agreement with the Kendal Regency Government, Diponegoro University, and PT Bank Tabungan Negara (Persero) Tbk Number 600/21 / KB / 2018, Number 5379 / UN7.P / KS / 2018, and Number 001 / MoU / SPD / HFC / IX / 2018 concerning Fulfillment of Decent and Affordable Housing and Environmental Needs for Low-Income Communities (MBR) in Kendal Regency through the ABCG Collaboration (Academic, Business, Community, Government).
	Level of Conflict and Trust	There is mutual trust between actors. This is marked by the awareness of actors to be involved in collaboration, namely awareness of risks. Referring to Flores & Solomon (1998) the trust built by the actors in P2BK in Kendal is at an authentic level, where the actors build trust on the basis of intense interactions so that the trust formed has a basis and it is understood that there is a risk to trust.
	Political dynamics and power relations	<p>√ Community Based Housing Development as a political campaign. This is marked by mainstream media coverage. As stated by Schroeder, (2018) that digital media is a transmission belt between citizens and elites in the political process.</p> <p>√ There is a power relation. Power relations influence the collaborative process according to the strength of the relationship. For example, by bringing the national program to the regions, the Kendal District Government supports this collaborative program. This is influenced by the power relations between the center and the regions.</p>
	Socioeconomics and Culture	There is the culture of each actor. For example the Curugsewu Asri Community was formed with the motto "Paseduluran Sak Lawase" which means "to have a brotherhood forever"; Bank Tabungan Negara has six cultures that serve as guidelines for its organization, namely trustworthy, competent, harmonious, loyal, adaptive, and collaborative; and the Directorate General of Housing as one of the organizational units of the Ministry of Public Works and Public Housing also has an organizational culture called IPROVE, namely Integrity, Professionalism, Mission Orientation, Visionary and Ethics.
	Network Connectivity	<p>√ The actors are connected within the framework of shared goals, interests, and organizational goals.</p> <p>√ The actors carry out intense interaction, in discussion meetings and program socialization.</p>
Factors that influence the collaboration	Leadership	√ There is active leadership. For example, Noor Fauzi as the Head of the Housing and Settlement Service of Kendal Regency, initiated various meetings with

process from the driver's side		<p>other stakeholders to formulate concepts in collaboration.</p> <p>√ Consistent Assistance by IHUDRC to the Curugsewu Asri Community. This assistance is one of the key factors for successful collaboration.</p>
	Consequential Incentives	<p>BTN is facing internal problems, namely there was a rejection in the internal team because not all of the community members as prospective debtors had salary slips and fixed income. This internal problem is then discussed first internally at BTN to find a solution, then taken to a collaboration forum. The solution is to prioritize banking regulations by conducting strict checks on prospective customers who do not have a fixed income, namely checking their homes and jobs.</p>
	Interdependence	<p>The actors depend on each other with different interests and resources. The community has an interest in owning a livable house but does not have the funds to build a house, on the other hand the central government has a housing assistance program with certain conditions, likewise the peban has an interest in expanding its business, and the local government has the responsibility of providing livable houses for its citizens but have a limited budget. This difference in interests and resources makes the actors interdependent.</p>
	Uncertainty	<p>There is a lack of information at the beginning of the collaboration, namely the difference in the terms of micro credit from BTN and the conditions for receiving BSPS housing assistance from the Directorate General of Housing of the Ministry of PUPR. The difference is, the requirement for a prospective micro credit customer to have a salary slip with a minimum income of IDR 4 million. Meanwhile, the BSPS requirement is that prospective beneficiaries have a maximum income of IDR 3 million To solve this problem, the actors met in a forum, until it was agreed that those who did not have an irregular income had to check their house and check their work which was at least one year long and the amount of installments and tenure was adjusted to the ability and agreed with the prospective customer.</p>
Factors that influence collaboration in terms of Collaboration Dynamics	Principle engagement	<p>The actors are consciously involved in collaboration knowing that through direct interaction in discussion forums and outreach, each actor has common attitudes, values, goals and interests. Thus the actors are involved in formulating supporting administration such as Mutual Agreement on actors and Spatial Information.</p>
	Shared Motivation	<p>There is a sense of mutual understanding, where when BTN faces internal problems and formulates solutions, other actors accept these solutions and understand the situation of the</p>

		Bank Tabungan Negara as a business actor.
	Capacity for Joint Action	Each actor has their respective duties that have been agreed upon. These tasks are formally contained in the Joint Agreement and Decree of the Facilitation Team for Community-Based Housing Development in Kendal Regency for Fiscal Year 2018.

IV. Conclusion

Based on the research conducted, Community-Based Housing Development in Kendal was successfully implemented through the collaboration of the ABCG (Academics, Business, Community, Government) model. Based on the collaborative governance theory guidelines from Emerson, Nabatchi, and Balogh (2012), the findings in the field show that the collaborative housing development process for the Curugsewu community in Kendal is going quite well. Each actor has their own resources that are empowered in the collaborative process.

The factors that influence the collaboration process are active leadership and consistent mentoring. The organizational leader of each actor plays an important role in the course of collaboration. The existence of a commitment from each of the leaders of the organization and the actors makes the members of the organization support the collaboration process. The involvement of the leader in every process is a form of commitment, such as in discussions, outreach, and meetings with other stakeholders. In addition, there is consistent assistance from academics to the community to encourage the smooth collaboration process.

The obstacles faced in the collaboration process are differences in understanding of the concepts used in the collaboration process, namely the concept of self-help and the different conditions between housing assistance from the central government and microcredit from the BTN. However, the problem of differences in views can be resolved by holding discussions and each actor expressing his opinion to find the best solution. With the existence of shared perceptions, collaboration can continue until it reaches a common goal, building livable houses for members of the Curugsewu Asri community in Kendal, Central Java.

Theoretically, according to this study, in order for collaboration to run well, the dynamics of collaborative governance need to include mentoring factors. Supporting between actors can be carried out by a stronger actor to a weaker according to the conditions of the actors. In practice, another factor that can encourage successful collaboration is the consistent transfer of knowledge from before collaboration, during collaboration, and post-collaboration from stronger actors to weak actors as needed.

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