

Collaborative Governance in Poverty Reduction in Bandung City

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ABSTRACT

The main strategy of poverty alleviation in Bandung is directed to reduce the poverty rate. But the countermeasures that have been done by the relevant parties have not reached the target set. BPS data in 2019 showed the number of poor people reached 84,670 or 3.38% of the total population. In the last five years the poverty rate has never reached 1% in accordance with the RPJMD target. On the other hand, all parties agree on the importance of building a system of partnership, coordination and collaboration between local governments, communities, and non-governmental organizations in a collaborative governance. The establishment of the Coordination Team for The Acceleration of Poverty Alleviation (TKPK) Kota Bandung became an important forum in achieving the target of reducing poverty rates. This research aims to find out how the implementation of collaborative governance principles at TKPK Kota Bandung. This study uses qualitative approach with descriptive analysis method to find out the existing condition of ongoing collaboration. The data source is obtained from in-depth interviews, field observations as well as secondary data. The results showed that the principles of collaborative governance by TKPK Kota Bandung have not been optimal. The existence of a special meeting forum that is more often very important to build a common understanding of the roles and responsibilities of each stakeholders. Optimization of phasilitative leadership and institutional design is also indispensable to provide encouragement to the collaboration process that tends to be slow to show temporary results.

Key words: collaborative governance, poverty, Bandung City

INTRODUCTION

Various challenges in poverty reduction policies occur nationally and in regions, both at the provincial and district or city levels. The city of Bandung, like other big cities, is experiencing various problems due to inequality in development. The city of Bandung, with a fairly high economic growth rate of 7.79% in 2016, is precisely followed by high economic inequality between the upper and lower classes. This inequality is shown by the Gini ratio where income or welfare inequality is shown with zero as perfect equity and one as perfect inequality (Todaro, 2000). And the city of Bandung has the highest Gini ratio in West Java at 0.44 (Central Bureau of Statistics of Bandung City, 2016).

The poverty rate in Bandung City in the last four years has been fluctuating with an average decrease in the percentage of poverty of 0.14% per year. This figure is far from the target of reducing the poverty rate of the Bandung City RPJMD for 2013-2018 of 1%. The decline in

the poor is inversely proportional to the Poverty Depth Index and the Poverty Severity Index, which increased in 2017. Where the index is almost the same in 2015. This means that even though the poor population of Bandung City has decreased in number, from 2015 the gap between the poor and the rich in Bandung are getting bigger.

Based on the analysis of TKPK Kota Bandung, the government has not succeeded in achieving the target of reducing the poverty rate due to several factors. First, the focus of poverty alleviation programs based on strategic issues with the determination of priority areas for poverty reduction program targets is not adjusted to the five areas of poverty problems in the Regional Action Plan, namely employment, basic infrastructure, education, health and food security. Each of these fields was re-ranked to find out which sub-district had the lowest ranking in service to the poor. However, this ranking overrides the pockets of poverty that have been stipulated in the RPJMD. So that when the five sectors of service to the poor increase, it does not affect the reduction in the poverty rate because it does not directly touch poverty pockets in Bandung City. This shows the number of overlapping programs that are just as good but there is no synchronization.

The multidimensional problem of poverty reduction policy as above makes poverty reduction requires the involvement of various parties. Hadna (2016) offers a concept, namely by building a collaborative governance model which is expected to be able to increase the effectiveness of poverty reduction programs. According to Hadna (2016), the meaning of collaborative governance is the uniting of public institutions and related parties (stakeholders), in this case non-government parties, in the participation process that results in jointly borne policies. According to him, the collaborative governance model, which he calls a "populist perspective", has the ability to understand the root causes of poverty. It is intended that policy design and program management related to poverty alleviation can be more targeted.

Collaborative governance is a new governance model strategy that has been developed to replace adversarial and managerial models in policy making and implementation. According to Chris Ansell and Alison Gash (2008) in collaborative governance, in a joint forum, various stakeholders and other public institutions are present to be involved in consensus-oriented decision making. Thus, the concept of collaborative governance is in line with one of the important points mandated in Presidential Decree Number 15 of 2010 concerning the Acceleration of Poverty Reduction, namely that poverty reduction policies need to be implemented in a coordinative, integrated, measured, synergistic, sustainable and planned manner based on partnerships and the involvement of various parties and managed as a joint poverty reduction movement.

There are two relevant studies in Indonesia discussing poverty reduction from the perspective of cooperation between organizations. First, research conducted by Fitriani (2017), this study explains how the principles of collaborative governance and the inhibiting factors in TKP2KD Kebumen Regency in carrying out their duties and functions. This study shows the need for facilitative leadership, innovation from stakeholders and control and supervision in the collaborative process. However, this research has not shown how the stages of collaboration were carried out from the beginning of TKPK formation.

Another study conducted by Dikson Junus (2010) examined the role of actors and forms of partnerships in the P2KP Integrated Poverty Reduction Program (Package) in the City of Gorontalo. This research shows how the stages that are passed together, starting from preparation, planning, implementation to accountability of programs involving various actors. This research also shows that the actors who play the biggest role in order are the government, the Community Self-Help Agency, the Community and the Package Working Group. However, this study has not shown any factors that inhibit collaboration.

The rapid dynamics of the environment today are creating increasingly complex public problems. In many cases, the government with its limitations faces various challenges in achieving its mission. Because of this complexity, the traditional bureaucracy has been unable to solve the problems faced by the government effectively (McGuire, 2006). This is shown by the increasing involvement of actors outside the government in solving public problems.

An administrative system that involves many actors (multistakeholders) both from the government and outside the government has shown that public administration practices have implemented governance values (Ansell & Gash, 2007). And collaboration as a concept of cooperation in public administration can be seen from the use of the terminology of governance in explaining the relations between organizations. In brief, Rhodes (1997) explains that governance is a network of governance. Governance as networks according to Rhodes (1997) has several characteristics, namely: 1) interdependence between organizations; 2) continuous interaction among its members; 3) game-like interactions based on trust and agreed rules of the game; 4) networks as self-organizing that are not responsible for the state, although the state can still control the networks.

The challenges faced above are not only accompanied by developments in governance terminology, but also with developments in the paradigm of public administration up to new public governance. According to Alfon and Hughes in Haryono (2012) New public governance is present as "the one best way" in responding to the challenges of implementing public policies and public services in the 21st century. New Public Governance focuses on five principles including: 1) social political governance, 2) public policy governance, 3) administrative governance, 4) contract governance, and 5) network governance (Haryono, 2012).

From the explanation above, collaboration explains the form of relations between organizations as an optimization that is carried out by the government in carrying out its role. These relations then form networks. By Raharja (2008), the relationship between networks and collaboration is explained by stating that the concept of collaboration is the core mechanism of networks. Networks that are formed from these relationships are one of the characteristics of the new public governance paradigm described above. Thus collaboration as a cooperative network formed between governments and other organizations is a study in public administration.

In this research, collaboration can be interpreted as cooperation between the government, the private sector and the community. In the context of public administration, the concept of collaboration is a collaboration concept in which there are various forms of collaboration between the government and the business sector and the government and the government (Bryson, Crosby, & Stone, 2015).

Basically, collaboration is carried out because of the limited organizational capacity to provide public services so that by involving several stakeholders, services are expected to be provided to the public (Chen, 2010). There are several points of view regarding the definition of collaboration from experts in their research.

Collaboration as part of management is described by Agranoff and McGuire in the following explanation.

“Collaborative management is a concept that describes the process of facilitating and operating in multiorganizational arrangements to solve problems that cannot be solved, or solved easily by single organization. Collaboration is a purposive relationship designed to solve a problem by creating or discovering a solution within a given set of constraints (e.g., knowledge, time, money, competition,, and conventional wisdom)” (2003).

Model kolaborasi Ansell&Gash (2007) terdiri dari empat variabel yaitu: starting conditions, institutional design, leadership dan collaborative process. Dimana keempat variabel ini diturunkan menjadi variabel-variabel yang lebih khusus. Dan proses kolaborasi menjadi inti kerangka collaborative governance. Proses kolaborasi Ansell & Gash memiliki variabel tersendiri yang terdiri dari: 1) Face-to-Face Dialogue; 2) Trust-Building; 3) Commitment to Process; 4) Shared Understanding; dan 5) Intermediate Outcomes.

In the context of Poverty Reduction, according to the OECD (2001) in productive cooperation between the government, society and bilateral / multilateral organizations in overcoming poverty, at least it must be based on trust, mutual accountability and a shared commitment to the goals, objectives and results to be achieved. However, collaboration in poverty alleviation also has several challenges, namely: 1) developing policies that are integrated with important issues such as environment, gender and governance without being based on external agendas, 2) developing poverty reduction strategies at the local level and cooperation with other parties. private sector, community and non-profit organizations without undermining the role of the government as a democratic institution, 3) developing the effectiveness of aid reconciliation based on needs and performance in the long-term framework.

In the theoretical explanation and previous research previously described, there are several variables that determine the success of collaboration. The important variables that determine the success of the collaboration to be used in this study are the starting conditions, facilitative leadership, institutional design, collaborative processes, and outcomes (Ansell & Gash (2007); OECD (2001)). This variable is used as a guide according to the initial phenomena found in the field. Therefore, these variables are tentative and do not limit the emergence of other variables and changes in these variables in conducting deeper research.

1. Starting conditions. This variable will examine how collaboration occurs starting from the history of cooperation, imbalance of power and resources and constraints and what encouragement can build collaboration at an early stage. In this variable, each stakeholder involved is identified along with the initial motive for participation in the collaboration that is built. Different backgrounds will determine whether different resources and powers will become obstacles to collaboration. This can be indicated from the mutual trust in the partner's ability to

carry out their roles and responsibilities as well as the resources that can be shared together. In the end, the mutual trust in the collaboration that is built makes stakeholders interdependent with each other. In poverty reduction in Bandung City, the level of trust among stakeholders, especially between local government organizations, is still very low. Collaboration that is built is based on the leadership of an organization but weakens other organizational functions.

2. *Facilitative Leadership*. This variable emphasizes how leadership in the form of guiding replaces the command leadership style. This is because the role of the facilitator is important in synthesizing the perspectives of various stakeholders in order to achieve common goals. But in poverty reduction collaboration in Bandung, the role of the leader in facilitating stakeholders in getting the benefits of the collaboration that is built is still lacking.

3. *Institutional Design*. This variable shows the basic rules of collaboration. The division of roles and responsibilities is awake. And whether the built process is carried out inclusively. In poverty reduction collaboration in Bandung, the role of non-government actors has not been seen at the beginning of the collaborative planning. In fact, an inclusive process and consensus orientation are important, although this consensus may not necessarily be achieved.

4. *Collaborative Process*. This variable is determined by five interrelated process indicators. Namely Face-to-Face Dialogue, Trust Building, Commitment to the Process, Shared Understanding, and Intermediate Outcom. This collaboration process is not linear but is more cyclical. In this variable, the negotiation of good intentions becomes the determinant in face-to-face dialogue. However, collaboration is not only about negotiation but how the dialogue that is built can become a medium in increasing trust, long-term commitment to the process, and a shared understanding of perceptions of what will be achieved, what problems will be faced and the values held. In the end the process produced initial results. The intermediate outcome is a sign that collaboration can be carried out. In the poverty reduction collaboration in Bandung, these preliminary results were not visible during initial observations.

5. *Outcome*. This variable shows the handle for the achievement of the collaboration that has been built. The interdependent relationship built on the previous variable is bound by a common goal. So that the resources shared with partners are based on the basis of achieving common goals. The cooperation that has been built in poverty reduction in the City of Bandung is still partial, especially in the implementation of the program, although the expected outcome has been mutually agreed upon, namely the reduction in the poverty rate in Bandung City according to the RPJMD target.

METHOD

Poverty alleviation in Bandung City which is carried out by TKPK Bandung City and consists of government, non-government (business and other stakeholders) can be hampered if the collaboration is not optimal. This has a systematic impact on the effectiveness of prevention programs and the achievement of targets for reducing the poverty rate. Therefore, a qualitative approach is used by researchers with descriptive analysis methods to analyze collaborative governance in poverty reduction in the city of Bandung. With this approach, the writer can obtain and describe the data. The data used as the source is primary data from observations and interviews, while secondary data are obtained from government development planning documents

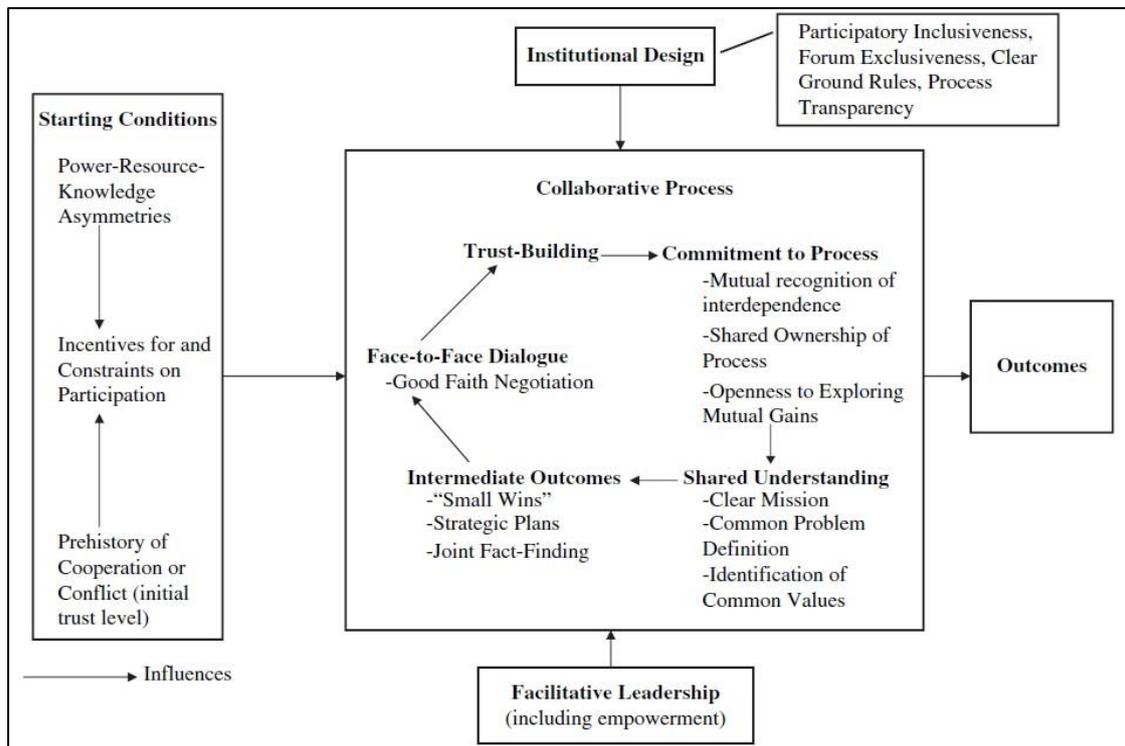
and other related documents. In conducting this research, researchers need information from various informants. The technique of determining the informants was done by purposive sampling. Purposive sampling in this study was carried out by determining which informants were considered to best understand the information needed by the researcher. The informants in this research consisted of:

1) Head of TKPK Bandung City, 2) Head of Bandung City TKPK Secretariat, 3) Head of Bandung City TKPK Data Collection and Information System Working Group, 4) Members of Bandung City TKPK Data Collection and Information System Working Group, 5) Head of Partnership Development Working Group, 6) 2 Members Partnership Development Working Group, 7) Chairperson of Community Complaints Working Group, 8) Chair of the Family-Based Integrated Social Assistance Program Group, 9) 2 Members of the Family-Based Integrated Social Assistance Program Group, 10) Chair of the Program Group

Community Based Empowerment, 11) 2 Members of Community Based Program Group, 12) Head of UKM Empowerment Based Program Group, 13) Member of UKM Empowerment Based Program Group, 14) Chair of other Program Groups.

RESULT AND DISCUSSION

This study discusses collaborative governance in poverty reduction in Bandung City. Collaborative governance in this case relates to initial conditions, institutional design, facilitative leadership, collaborative processes and outcomes. Collaborative governance discussed is adapted from Ansell & Gash's (2007) collaborative governance model and collaboration in poverty reduction between government, private sector, community, non-profit organizations and other stakeholders according to OECD (2001). From the findings in the field, these aspects of collaborative governance affect the optimization of collaboration among TKPK Bandung City stakeholders in overcoming poverty.



Picture 1. *Collaborative Governance Model*
 Source: Alisson & Gash (2007)

Starting Conditions

The formation of TKPK in Bandung City is based on the Decree of the Mayor of Bandung No.188.32 / Kep.040.Bappeda / 2010 concerning the Bandung City Poverty Reduction Coordination Team (TKPK). In accordance with Presidential Decree No. 15 of 2010 concerning the Acceleration of Poverty Reduction, TKPK membership elements consist of elements from the government, society, business world and other stakeholders. The Bandung City Government then mapped the Regional Apparatus Organization (OPD) and other stakeholders who play a role in overcoming the poor in Bandung City. Mapping and networking of parties to collaborate are actively carried out by Bappelitbang Kota Bandung. The members of the government are represented by the OPD of the City of Bandung. Community elements are represented by several non-profit organizations and community forums such as the National Child Care Forum, BAZ, MUI, RW Forum, Youth Organization, BKM Forum, PKK Team. Elements of the business world are represented by the CSR Forum, BJB, BRI, Kadin, PD Pasar with dignity, PD BPR Kota Bandung. The involvement of other stakeholders was represented by PPM Poltekessos.

resulting from the domination of the government's role in TKPK. The lack of conflict at the start of this collaboration was a good driver for the start of a long-term collaboration in poverty reduction.

Institutional Design

TKPK Kota Bandung institutional design is regulated in the Bandung Mayor's Decree No.188.32 / Kep.040.Bappeda/ 2010 concerning the Bandung City Poverty Reduction Coordination Team (TKPK). The structure and elements of membership are also in accordance with the mandate of Presidential Regulation No. 15/2010. In practice, to fulfill the elements in TKPK membership, the government as the initiator of the collaboration openly captures anyone who will be involved to fulfill the membership element. This is done by identifying which actors are involved in reducing poverty outside the government so far. After identifying it, the government since 2010 has also approached these actors through informal meeting forums. To explore possible collaborations that can be done.

The elements that have joined the TKPK are then mutually agreed upon to divide up roles and responsibilities in a formal meeting forum. In practice, the government of Bandung City has only involved non-government actors in the institutional design. This is still in the discussion stage of the designs that have been prepared by the government. Each element representing the government, society, business world and other stakeholders is then grouped according to the suitability of their organizational background with the TKPK structure. The TKPK structure in this case is a grouping in structure based on working groups and poverty reduction program groups based on Presidential Regulation No. 15/2010. The groups of programs for accelerating poverty reduction are divided into three, namely: 1) group of family-based integrated social assistance programs; 2) community empowerment-based poverty reduction program group; 3) group poverty alleviation programs based on empowerment of micro and small economic enterprises; and 4) other programs that can increase economic activity and community welfare.

The institutional design is seen from the level of transparency of the collaborative process in producing poverty alleviation products that are still low. This is because even though non-government elements have been involved in membership, the formulation of poverty reduction strategic plans is still dominated by government elements in TKPK. As in the preparation of the 2014-2018 SPKD where non-governmental elements were only involved in the discussion after the SPKD had been drafted. In the preparation of the 2019-2023 SPKD, the involvement of non-governmental elements was already involved from the initial discussion of the drafting. This shows that collaboration, seen from the institutional design, shows progress from time to time even though it is still slow.

Facilitative Leadership

As described in the variable history of cooperation and institutional design, collaboration for poverty reduction in Bandung City was initiated by the Bandung City government. From the start, the process of selecting non-government actors who are already involved in poverty reduction, the government is very active in identifying which non-government actors have the potential to collaborate in poverty alleviation in Bandung City. The actors identified included those who had worked with the government as well as other actors who were only identified during the process. From the results of extracting information through interviews with several

government elements, especially information from Bappelitbang, the government realizes the active role that needs to be taken to identify parties to collaborate with. The facilitative leadership of the city government can also be seen from the drafting of the 2019-2023 SPKD which has begun to accommodate input and considerations from non-government elements in TKPK.

On the other hand, the findings in the field show an interesting thing, where negotiations in the initial process of collaboration do not require so much facilitative leadership power. However, the spirit of collaboration departs from the motive of feeling responsible for the state of poverty. According to Reilly (2001), Emerson, Nabatchi & Balogh (2011) 'unassisted' negotiations are sometimes possible but the literature suggests that facilitative leadership is needed to engage and unite stakeholders. The facilitative leadership shown by the government, especially through the Deputy Mayor as the head of TKPK and Bappelitbang, is currently considered capable of mediating all stakeholders in TKPK. This is because non-government elements in TKPK admit that the government has facilitated dialogue and explored the possibility of mutually beneficial relationships for all stakeholders who have different program priorities. CSR forums generally have assistance programs that are directly felt by the beneficiaries. Such as education funding assistance, infrastructure improvements and assistance to access loan funds for informal workers and UKMK. In contrast to non-profit organizations such as the National Child Care Forum (FPAB), the program has priority on the role of assistance in accessing basic needs, especially children. The BKM Forum and the RW Forum have other priorities such as advocacy for the poor who have not been touched by government assistance. So the facilitative leadership variable by the government shows that it is quite optimal in providing space for the involvement of non-government elements in TKPK

Collaborative Process

Poverty reduction collaboration is built from face-to-face dialogue. Even formal and informal forums may only take the form of face-to-face 'hospitality' visits. These meetings are not only a medium for negotiation but as a process of transfer of knowledge as a collaborative resource. Informal meetings prior to the formation of collaboration in TKPK show that they have made it easier for the government to take further steps when engaging non-government actors.

Several non-governmental elements such as the CSR Forum said that before being involved in TKPK, the previous mayor's approach made it easier for them to understand that collaboration in public services benefits both parties. Another forum stated that the arrival of the Deputy Mayor at their internal event gave a good impression of the cooperation being built. This shows that face-to-face dialogue can increase mutual respect which is much needed in the framework of long-term collaboration. Although according to Ansell & Gash's (2001) statement that face-to-face dialogue can reinforce stereotypes or status differences or increase antagonism and mutual disrespect. However this can be remedied by 'smooth communication' through direct dialogue to explore mutual benefits of both parties in a spirit of 'good faith' negotiation (Ansell & Gash, Bentrup, 2001).

Face-to-face meetings at TKPK are formally scheduled only twice a year. But informal forums such as inviting stakeholders to internal events of each organization maintain long-term engagement. The results of the interviews indicated that their involvement in TKPK opened opportunities for cooperation in reducing poverty that had not been previously identified.

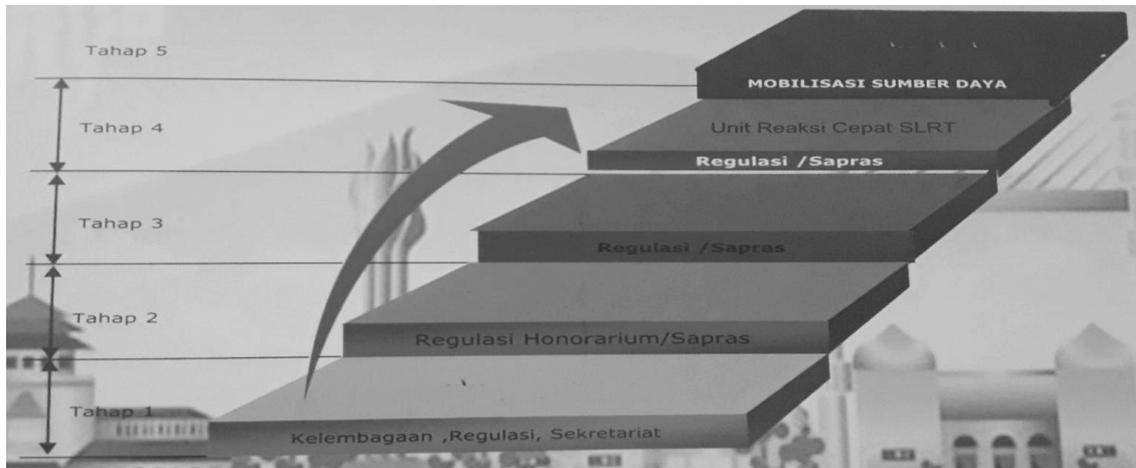
In the initial process, negotiation collaboration is not always the most important. Several previous studies have shown the level of trust and gaps to be common but decisive starting points (Vangen & Huxham, 2003). At TKPK Bandung, there is a lack of trust among stakeholders, especially what the government as the initiator is concerned about is the business world. Because it was initiated by the government, business actors initially questioned what the government wanted. The results of the interview showed that some business actors at the beginning of the dialogue with the government about the proposed collaboration plan thought that they were only used to raise funds. However, in direct dialogue, there is a meeting point for understanding poverty reduction in accordance with the needs of the poor that the government has identified with a CSR program that wants to be more innovative, giving small victories on the collaboration that is built.

The results of the interviews show that the low involvement through formal forums which are scheduled only twice a year causes the motivation of stakeholders to be unstable. The government, society, business world and other stakeholders need more formal forums to ensure the perspectives and interests of their groups, in this case, the priorities of each organization are accommodated in the SPKD. In formal forums, the elements of society feel more paid attention and are not neglected. This is important to them because it determines the long-term commitment they make. This commitment is very close to the original motive for their interest in collaborating. The business world, the CSR Forum, BUMD feel that in participating in collaborations sometimes there is still a dilemma whether participation is truly profitable and not only used as a fundraiser for government programs. For non-profit organizations such as Forum Peduli Anak Bangsa, participation in collaboration is able to help them to develop further as an organization. Because the opportunities for cooperation that were opened were not only limited to their priority activities or programs at the beginning which were oriented towards children of poor families. This is shown by the cooperation in developing the UKMK sector which is further carried out with the government. So far, findings in the field show that non-government elements are still holding on to commit. At the same time, they are waiting to see whether the government's alignments to accommodate their organizational priorities will shift along with the trust and commitment given. Therefore the need for more frequent formal meetings is expected to provide these non-governmental elements with space to ensure the 'safe' priorities of their organizations regarding poverty reduction.

The general problem in the conceptual perception equation variable at the beginning of the collaboration process greatly determines the optimization of collaboration. Because shared understanding is defined as a 'collaborative learning process' (Daniel & Walker, 2001 in Ansell & Gash, 2007). The involvement of various forms of organization in one cooperation forum has different benefits. Although from the beginning the TKPK collaboration process in Bandung City had minimal conflicts where mutual agreement to alleviate poverty was immediately understood as mutual interests and benefits, the expected reciprocal benefits were different. For example, the government in providing assistance has pocketed the UDB from the central government along with the allocation budget, while communities such as Forum RW have a priority to immediately include beneficiaries of assistance who have not been listed in the BDT RW to ensure that the poor people they advocate successfully receive assistance because if it is not successful it will lower their levels. the trust of the poor he advocates.

The role of government as a key actor has more responsibility in managing possible conflicts of collective interest with each stakeholder. In the forum, the role of the chairperson, working group chairperson and program leader in the forum that has been implemented is responsible for their respective groups in exploring the interests of each stakeholder and aligning them with the collective interests of the team.

A small victory in poverty reduction collaboration in the City of Bandung was when the 2019-2023 SPKD was completed and agreed upon as a reference in determining poverty reduction strategies not only by the government but for non-government elements in TKPK. Because the document shows that collaboration between stakeholders has been running so far. This form of small wins is in accordance with what Ansell & Gash (2007) mean, namely that it is part of the measurable output. Another minor victory was the formation of the Cetar Juara Integrated Referral Service System (SLRT) as a new reference for TKPK and poverty reduction in Bandung City.

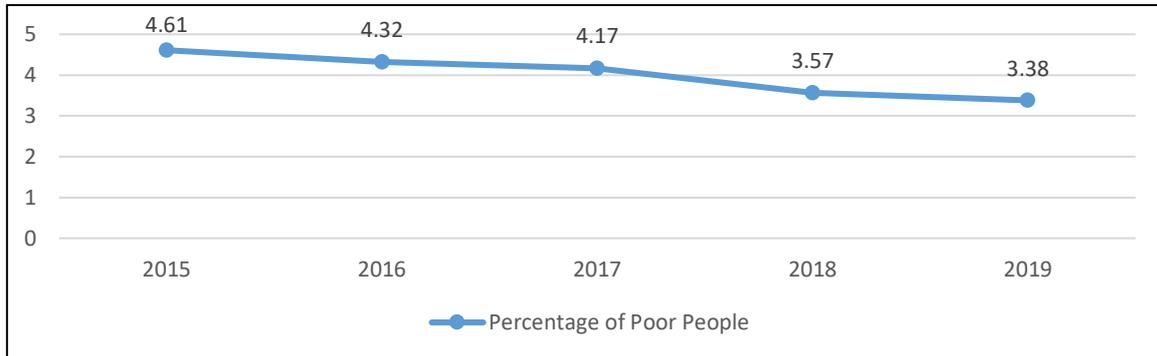


Picture 3. Development Stages SLRT Cetar Juara

Source: Dinsosnangkis Kota Bandung, 2018

Outcome

From the collaborative process in poverty reduction in Bandung, the expected outcome is a reduction in the number and percentage of poverty in accordance with the 2014-2018 RPJMD and 2019-2023 RPJMD targets. Collaboration that has been carried out since 2010 has yet to show the results of reducing the poverty rate according to the 2014-2018 RPJMD target. In the 2014-2018 RPJMD the poverty reduction target is 1% per year or around 3,000 people per year. The trend of the number of poor people in Bandung in 2014 - 2018 tends to decline. However, the achievement of reducing the poverty rate from 2014 - 2018 has fluctuated and did not reach the target of 1% per year.



Picture 4. Percentage of Poor People in Bandung City 2015-2019
Source: SPKD Kota Bandung 2019-2023, BPS Kota Bandung 2019

From these data, it can be seen that the target of reducing the poverty rate from the number and percentage of poor people has shown a decrease but has not yet reached the target according to the 2014-2018 RPJMD in development planning. This shows that the poverty reduction collaboration which began in 2010 has shown results but has not been optimal in achieving the target outcome of the collaborative process.

CONCLUSION

Based on the research on Collaborative Governance in Poverty Reduction in Bandung, the researcher can conclude that the ongoing collaboration for poverty reduction in Bandung is not yet optimal. In collaborative governance, only the starting conditions have been optimal. Facilitative leadership and institutional design are optimal. Meanwhile, collaborative processes and outcomes are still not optimal. The complexity and multidimensionality of poverty problems require the government to collaborate with the private sector, the community, non-profit organizations and other stakeholders in reducing poverty in Bandung City.

From the results of this study it is known which conditions of ongoing collaboration and which variables need to be improved in optimizing collaboration. Stakeholders can optimize collaboration by considering the following:

1. Exploration among stakeholders extensively and actively until it reaches saturation point in finding more objective common perceptions.
2. Increase the intensity of face-to-face dialogue in formal forums so that aspirations that are newly accommodated in informal forums can be followed up.
3. Opening up wider opportunities in adapting innovative programs from non-government actors in encouraging the achievement of outcomes.

The existing condition of collaborative governance in poverty reduction by TKPK is that the outcome variable is the lowest. This is because the progress of the collaboration process in achieving the poverty reduction target has not yet met the target. The still low adaptation of programs from non-government elements in TKPK has an impact on the slow reduction in poverty rates because poverty reduction programs that have been plotted by the government still dominate. And the involvement of non-government elements is only maximized in the intervention of implementation and supervision of existing programs.

The next variable that is still low is the collaborative process. This variable is assessed from the indicators of face to face dialogue, trust building, commitment to process, shared understanding and intermediate outcomes. In the previous explanation of this variable, the indicators of trust building and commitment to the process were not optimal because the formal meeting agenda which was held twice a year was deemed insufficient to foster trust and commitment to the collaborative process. Limited formal meetings and frequent informal meetings have a good impact on dialogue at the beginning of the collaboration process as well as indicators of shared understanding and intermediate outcomes. However, this has not been able to convince non-government elements of their commitment in the framework of long-term poverty reduction collaboration.

The institutional design and facilitative leadership variables show that the conditions are quite optimal in the current collaboration. The government's ability in facilitative leadership and institutional design that can be accepted by all elements of TKPK membership shows its initial success in providing wide opportunities for collaboration for non-government elements. Although the government still dominates the poverty reduction planning process, the aspirations of non-government elements can be conveyed without any discrepancies in membership status. The division of roles and responsibilities among stakeholders has also accommodated the process of aligning the interests of each stakeholder with the collective interest.

The most optimal variable in the framework of collaboration for poverty reduction in Bandung is the starting condition. Which is measured from the indicators of the history of cooperation and asymmetry of power and resources. There are two things that form the initial basis for the strength of this collaboration, the first is that the stakeholders are actors who play a role in poverty reduction in Bandung City before the collaboration process was initiated by the government. The main motive for the same desire to tackle poverty in Bandung City became the spirit in the initial dialogue of collaboration. The second is the power asymmetry which can be balanced with the complementary asymmetry of resources and knowledge and experience. The backgrounds of different stakeholders and across sectors become complementary resources and suppress conflicts that may occur due to power asymmetry.

Poverty reduction due to its complex and multidimensional problems is more optimal if it is carried out in collaboration between government, private sector, community, non-profit organizations, and other OECD stakeholders (2001). Because the problem of poverty even with a multidimensional approach is not necessarily effective if it only depends on the government (Fatony, 2011). The concept of collaboration provides an alternative government in solving multidimensional poverty problems. And this is in accordance with Presidential Decree No. 15/2010, which requires the involvement of elements of society, the business world and other stakeholders with the government in accelerating poverty reduction.

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