Collaborative Governance in CSR Management Program for Slum Area Rehabilitation

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Abstract

This study aims to explain how the skills needed for successful collaboration between the government, the private sector, and the community are as a solution for social rehabilitation of slum settlements. The case chosen was a collaboration between PT Astra International, the sub-district government, and the people of the East Keputih Tegal Sub district, Surabaya City which is a CSR fund management program. This study uses a qualitative descriptive method using primary data collection techniques (interviews, observation and documentation). The theory used in this research is collaborative governance skills according to (Donahue & Zeckhauser, 2011). The results show that the success of Collaborative Governance that occurs between the Government, PT. ASTRA and the community can run optimally because they are able to collaborate in 4 types, namely, a) Collaboration for Productivity, b) Collaboration for Information; c) Collaboration for Legitimacy Collaborative governance; and d) Collaboration for Resources. From the 4 types of collaboration that the researcher analyzed, all collaboration skills that occur are in accordance with the 8 skills proposed by (Donahue & Zeckhauser, 2011). The success of this collaboration is because the sub-district government is able to delegate several functions to PT ASTRA and the community. In addition, community participation can be facilitated from the beginning of the program to implementation. PT ASTRA is very professional in carrying out the delegation function given by the sub-district government and the Surabaya City Government.

Keyword: collaboration skills, slums area, CSR

1. INTRODUCTION

The increasing population growth in big cities demands the fulfillment of appropriate needs, especially in accommodating urbanites whose economic activities are focused on the trade and service sector in commercial areas in the city center. The impact of urbanization makes the area also used as a place of residence for immigrant communities. however population aggregation and expansion of built-up area caused by urbanization can also have a significant impact on the supply and distribution of important ecosystem services (Wang et al., 2020). Besides that, urbanization also has an impact on increasing income inequality in the city (Ha et al., 2019). So it is necessary to pay more attention to urbanization in urban areas so as not to cause bad impacts in the future.

The city of Surabaya is the second largest city in Indonesia as well as the largest city in East Java because it is the capital city of East Java Province. According to the East Java Provincial Public

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Housing, Settlement and Settlement Service in 2019, the area in Surabaya City was ranked 4th in East Java before the cities of Malang, Probolinggo and Gresik. The cause of the emergence of the area in Surabaya which is a metropolitan city and the second largest city in Indonesia is caused by population growth (Katherina & Indraprahasta, 2019), population density, urbanization, and poor families. Housing conditions are also a factor, such as houses that are not suitable for habitation (Adianto et al., 2022), drainage that has not worked optimally (Soedjono et al., 2019), garbage that has not been managed properly (G. L. Putri, 2018), and there are still damaged roads and bridges that are not suitable for habitation. This condition causes the emergence of slum areas which need to be addressed by rehabilitating slum areas (Bardhan et al., 2018).

The literature on public policy and public management together supports a dynamic discussion of collaborative governance. Much of this discussion takes a broad perspective focusing on questions such as what is collaborative governance; why collaborative governance emerged; or why individuals and organizations choose to participate in voluntary and non-binding collaborative efforts. (Scott & Thomas, 2017) this discussion also occurs in many aspects, one of which is in the management of CSR funds. According to (Hede Skagerlind et al., 2015) CSR fund management programs implemented through cross-sectoral partnerships in the form of collaborative governance can help build the capacity of civil society. Although the risk of profits obtained by the company sometimes becomes invisible when the management of CSR funds prioritizes community needs over business interests, (Hede Skagerlind et al., 2015) but even so, CSR is actually intended for the community as a corporate social responsibility to help various things in the community. society for the better (KsiężaK, 2016). One of the tangible forms of CSR management is related to rehabilitating slum villages.

Slum rehabilitation programs in economically developing countries are designed to improve housing and improve the health and well-being of the population. (Vaid & Evans, 2017) In addition, slum structuring programs have the power to create "new urban villages", hybrid areas or autonomous and independent neighborhood groups that can best integrate urban and rural life, where one can live in a larger community. harmoniously and symbiotically (Vilar & Cartes, 2016) to form a harmonious environment, collaboration is needed from many parties because to change slum areas requires a lot of resources from outsiders. One form of collaboration that is often carried out in dealing with the rehabilitation of slum areas is collaboration on the management of CSR funds.

According to Surabaya Mayor Regulation Number 41 of 2015 concerning General Guidelines for the Implementation of the Surabaya City Slum Social Rehabilitation Program, "The Surabaya City RSDK Program is a community based development program. The implementation of the program is directed at empowering local community members so that they can improve their socio-economic and environmental conditions independently and sustainably". in urban areas), there is also the KOTAKU (City Without Slums) program. Some of these programs still have shortcomings so that they are perfected by the RSDK program (Habibah, 2020) . With the RSDK program, it is hoped that it can run more optimally. and as expected, the RSDK program received a Top 99 Award from the Ministry of State Apparatus of the Republic of Indonesia. This RSDK involves the private sector and the people of Surabaya City to be able to understand each other in dealing with these problems. RSDK itself is a community empowerment program based on the active participation of the community itself which aims to improve social, economic and environmental conditions independently and sustainably.

One of the efforts to implement the RSDK (Social Rehabilitation of Slums) Program is to improve housing and social conditions in a reasonable and more empowered manner in the context of implementing the social welfare of the

people in the Surabaya City (Asterix et al., 2021). The RSDK (Social Rehabilitation of Slums) has existed since 2003 but its implementation only refers to the implementation instructions carried out by the Surabaya City Social Service as the person in charge of the RSDK (Social Rehabilitation of Slums) program. The Surabaya City Social Service was appointed as the person in charge of the RSDK (Social Rehabilitation for Slums) program assisted by a mentoring team from the Social Service internal team. In addition, the Subdistrict Head is the builder of the RSDK program in the field, assisted by the Poor Families Development Unit (UPKM) as representatives of the community in the village. Surabaya Mayor Regulation Number 41 of 2015 concerning General Guidelines for the Implementation of the Social Rehabilitation Program for Slums in the City of Surabaya, a policy that focuses on improving the quality of life of the socio-economic community and/or poor families, especially in the slum areas of the city of Surabaya and empowering the community to foster initiative, creativity , and a spirit of independence in the implementation of welfare improvement activities in the environment where they live.

Priority areas in the Surabaya City are based on the potential, characteristics, and problems that require treatment first. Priority areas are determined by stakeholders based on agreements and needs that are tailored to the character of the Surabaya City. An area can be categorized as a priority area if:
1. There is urgency in handling it, meaning that the residential area has problems that have been rooted in its construction, development, and infrastructure. So it takes a fast time to be handled immediately;
2. There is a contribution in handling urban problems, meaning that the handling of the area can have a good effect on the development and development of the city;
3. There is compatibility between development policies and urban development, meaning that the handling of the area is in line with the direction of the development of residential areas

in spatial planning policies to support the realization of the city's vision and mission;
4. There is dominance of handling in the field of creativity, meaning that the handling of the area has indications of a large variety of patterns, especially in the field of creativity;
5. There is a dominance of problems in the field of creativity, meaning that the area has problems in the field of creativity in the sense of multi-problems; and
6. There is a guarantee of program sustainability, meaning that the area has the potential for sustainability if handled. (Source: Social Service, 2020)

The RSDK program has patterns and principles in its implementation, including a) human resources (human resource development); b) business power (small and medium business development); c) environmental power (improvement of the physical condition of the house and its environment). Keputih Tegal Timur Subdistrict, Sukolilo District, Surabaya City is one of the villages that received the most RSDK benefits in Surabaya City. From the Social Service data for 2020, it can be seen that 252 RSDK beneficiaries started from 2014-2018. The RSDK program is not separated from the role of Corporate Social Responsibility (CSR). One of the companies that are partners in Kampung Keputih Tegal Timur is PT. Astra International Tbk. CSR PT. Astra focuses on the first is the tourist village where PT. Astra focuses on the authenticity of the village in terms of socio-economic, socio-cultural and traditional customs, the second is a green village where the village can have a beautiful and healthy green environment. The third is a productive village where the village is expected to have productive activities to improve the quality of life, the fourth is a cultural village that has the potential for customs and traditions that must be developed, while the last one is a Cyber Village where a modern village by utilizing technology and information developments in every component of village life. One of the slum areas that has become the center of attention in the Surabaya City is in the Keputih Tegal Timur Subdistrict, Sukolilo District.

Figure 1. Slum Area of Keputih Tegal Timur Subdistrict

Source: Portfolio of RW 08 Keputih Tegal Timur

Seeing the slum conditions found in the settlement location where there is still garbage scattered and uninhabitable buildings make the Keputih Tegal Timur and Sukolilo District very dependent on the company's CSR for the welfare of the residents of the Keputih Tegal Timur area. The development of Keputih Tegal Timur Village was carried out in 3 stages, namely in 2013 - 2014 it became a clean and beautiful district, in 2015 - 2016 it became an educational tourism center and in 2020 it became one of the icons in the city of Surabaya until 2022 now (Dahli, 2020). With this submission, PT. Astra International plans to build and develop the district of Keputih Tegal Timur. This is because the village also meets predetermined criteria which consist of 3 aspects, namely good district environmental management, district residents who have a mutual cooperation attitude and have easy access to socialize and supervise social responsibility programs (Dahli, 2020).

Figure 2. Keputih Tegal Timur Subdistrict after the Government Collaboration Program

Source: Dahli, 2020

Several previous studies that have contributed to research on collaborative governance in CSR management have provided various research findings and recommendations, including research from (Furqoni et al., 2019) which shows the role of government to be one of the keys for the business world to be involved in CSR management. better, including by providing understanding to the business world regarding regulatory CSR. In line with that, in terms of managing the benefits of CSR, community involvement is needed. because according to research conducted by (Jayaraman et al., 2018), the community plays a significant role in determining the benefits of corporate involvement in better CSR management. in this study also recommends the need for community-business-based community partnerships for meaningful social change to occur (Jayaraman et al., 2018).

2. LITERATURE STUDY

In line with research from (Jayaraman et al., 2018), there is another study conducted by (Poret, 2014) which shows that community-based communities have a strategic role in corporate-community partnerships in CSR management. However, the community concerned must have credibility and legitimacy in order to play a strategic role. Based on three studies conducted by (Furqoni et al., 2019), (Jayaraman et al., 2018), (Poret, 2014), showing the importance of initiation from community-based communities and the government in the management of CSR funds. The three studies indicate the need for collaborative governance between sectors so that its implementation can run well.

Related to collaborative governance, other previous research in CSR management shows that several studies discuss strategies related to the successful collaborative management of CSR funds. But the research that has been done still fails to explore the critical success factors of them especially the skills needed to improve collaborative governance (Hede Skagerlind et al., 2015). Based on the results of this study, this study will try to fill the research gap by focusing on the

critical success factors of CSR collaborative governance, especially with regard to skills for successful collaborative governance in managing CSR funds.

In this study, to analyze the skills in CSR collaborative governance which is the focus of research, we will use the concept that has been formulated by Donahue & Zeckhauser, (2011), to identify the skills needed for collaborative governance. This concept was chosen with the consideration that only Donahue & Zeckhauser, (2011) specifically focused on collaborative governance in the management of CSR funds and discussed the skills required for such collaboration.The point of view that is more implementation-oriented and explores the context or mechanism or outcome of collaborative governance according to (Ansell & Gash, 2008), (Emerson & Nabatchi, 2015). According to (Donahue & Zeckhauser, 2011) Collaborative Governance is "a condition, where the government implements public policy through collaboration with the private sector, organizations or individuals. the eight government collaboration skills, there are: 1) Determine when delegation to the private sector of a particular function has the potential to enhance value. That determination must start with a realistic assessment of government capabilities; 2). Discriminate among potential collaborators according to how they are likely to employ any disserting granted, and how productive they will be in producing public value; 3). Estimate the balance between value gained and value lost as discretion is relinquished to the private sector for a particular task; 4). Appreciate the objectives, constraints, and internal dynamics of potential collaborators in sufficient detail to predict the gains from production discretion and the degree and nature of risks associated with pay off and preference discretion; 5). Structure, implement and uphold a relationship that loosely constrains productive discretion and tightly constrains payoff and preference discretion; 6). Evaluate the net public benefits from conducting different levels and variants of an undertaking; 7).

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Manage the collaboration effectively even when, as will frequently be the case, the parties in the collaboration outmatch the public parties in terms of resources, political influence, and popular esteem; 8). Revise and reform arrangements when, as is inevitable, even thoughtfully conceived structures fall short of their potential.

Meanwhile, to analyze the skills needed to improve collaborative governance according to (Donahue & Zeckhauser, 2011), must pay attention to 8 things. Furthermore, these 8 skills will be used to analyze the types of collaboration that occur in Keputih Tegal Timur, Surabaya. Therefore, researchers are interested in analyzing how the relationship between the government, the private sector and the community can be a solution for social rehabilitation of slum areas: a study of the management of CSR funds in Keputih Tegal Timur Subdistrict, Surabaya City.

3. RESEARCH METHOD

The research method used in this study is a qualitative descriptive method. Data collection techniques, data analysis techniques consisting of data collection, data display, data condensation and conclusions and drawing/verifying (Miles et al., 2018). The selection of informants in this study used a purposive select, the informants in this study amounted to 16 (sixteen) people. The first step of data analysis is to collect existing data, find relevant information and data, arrange it systematically, then present the results. Data collection began by conducting interviews with several informants. After conducting the interviews, data analysis was started by making a transcript of the interview results and then writing them down systematically.

The results of research in the field in the form of a description which describes the results that represent the problem not in the form of numbers. The problem in the research is described according to the theory used and look for solutions to the problem and conclusions. Analysis starts from interviews with research subjects who understand and know research problem. Furthermore, the researchers

transcribed the results of interviews from key informants. After transcribing the interview, the researcher must observant and reduce data that is not relevant to the research. Researchers reduce data by making abstractions, namely taking important words that put forward by the informant and taken the essence of the conversation but still with the language style of the research subject.

4. RESULTS AND DISCUSSION

The Slum Area Social Rehabilitation Program or hereinafter referred to as the RSDK is an empowerment program for local communities based on community participation which aims to improve socio-economic and environmental conditions independently and sustainably. The RSDK program uses a bottom-up approach where its implementation is based on community participation and initiatives from planning, implementation, to monitoring. The RSDK program is a treatment in terms of re-functionalization and development of environmental, social and economic improvements to the community in the village environment (Regulation of Major No 59, 2014). One of the efforts to implement the RSDK program is to improve housing and social conditions in a reasonable and more empowered manner in the context of implementing the social welfare of the people in the city of Surabaya. Social welfare can be defined when citizens can live properly and are able to develop themselves to meet material, spiritual and social needs so that they can carry out their social functions. The RSDK program requires the community to be actively involved in implementing this program because community participation determines the success of the RSDK program.

According to (M. R. Putri & Rodiyah, 2016) the concept of the CSR pyramid provides a theoretical and logical justification for why a company needs to implement CSR for the surrounding community. CSR is the top of the pyramid that is closely related to, and even synonymous with, philanthropic responsibility. If

the relationship between the company and the community is not solid, it can be ascertained that there is a problem, the implementation of CSR programs has not been fully accepted by the community, it is caused by the company's lack of attention to the implementation of CSR.

Figure 3. Map of Collaborative Governance Actors in the Implementation of the RSDK Program
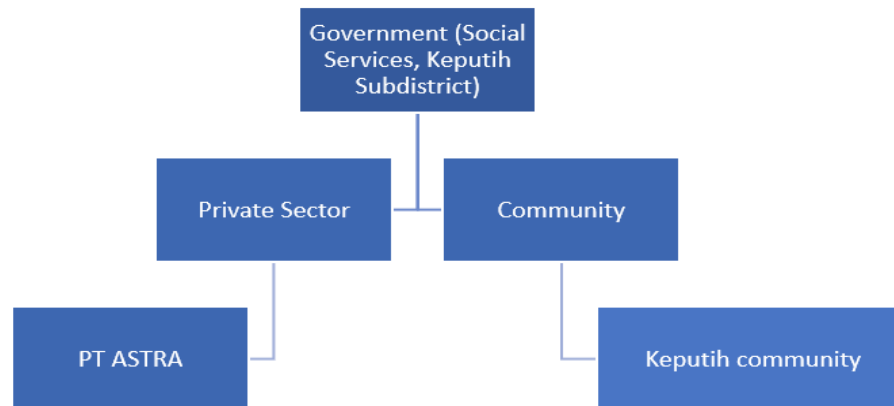
Source: Processed by researchers, 2022

Wegelin (1995) said that slum areas are "settlements that have limited access to clean water supplies, flood management and drainage, sanitation, and roads". Social Rehabilitation 2. Social Rehabilitation Program for Slums (RSDK). Collaborative governance is a solution in solving public problems involving more than one actor so that the government must involve the role of the private sector and the community in participating in solving public problems. According to (Agranoff & McGuire, 2003) the purpose of collaboration is "Cooperation carried out to achieve common goals by crossing boundaries in multi-sector and multi-actor relationships". The following are some of the actors involved in the implementation of collaborative government.

Based on the results of research conducted, the results of the analysis based on the formulation of the problem and research objectives are as follows

Collaboration For Information

Information is an important factor for achieving the public's mission of collaborating between the government, the public and the private sector, so collaboration is a must, not an option. In this case the government can easily obtain the required information at a reasonable speed, at an affordable cost, and for a reasonable reason. when the government lacks information which is important for the achievement of the mission public—and private organizations have it—then do collaboration is a must not a choice. To run it alone it will be difficult. But not so, Of course, if the government can with easy to get information needed. But important data sometimes can't be got with reasonable speed, at a cost affordable, and reasonable reasons. The private sector, for good reason or worse, refuse to divulge all they know. Information can so deeply stored in the organization private, so it is difficult to give or correctly interpreted outside the context, even a private person who most want even can't completely or effectively share it with the government. Or the government may suspect (once again, for good or bad reasons) that the transfer of information will be skewed, incomplete, or changed so public officials are not sure that they have all the truth about that information. On this issue, form an information partner better can be a motive strong

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collaboration. But that means the government began to build a deficit information relative to private sector counterparts, suggest special challenges in pursuing efficiency, accountability, and fairness (Donahue & Zeckhauser, 2011).

Collaboration For Information conducted between the government, the community and PT. Astra aims to provide each other with information related to the needs of each stakeholder involved as well as related constraints and related to the resources owned by each stakeholder. In line with the concept (Donahue & Zeckhauser, 2011) that "Information is an important factor for achieving the public mission of collaborating between government, society and the private sector, so collaboration is a must, not an option. In this case, the government can easily obtain the required information at a reasonable speed, at an affordable cost, and for reasonable reasons". With Collaboration For Information It is hoped that the process of implementing the RSDK program can run in accordance with the program objectives and the respective duties of the stakeholders involved by looking at the RSDK Program Components, namely:

1. Preparation of UPKM (Family Coaching Unit Poor),
2. Environmental improvement activities and uninhabitable houses,
3. Growth and/or development of socio-economic skills family.

In an effort to prepare UPKM (Unit Pembina Poor Families), the government here is the social service of the city of Surabaya as the implementer and person in charge of the RSDK program must provide supplies to the people of Keputih Tegal Timur Subdistrict in a sustainable manner based on the initiatives and aspirations of the community that focuses on the stages of communication that built and intertwined between governance actors through socialization activities, training and holding meetings that are seen from the facet of face-to-face communication. In the process of preparing UPKM , it took 3 months to be able to form

UPKM. This is to provide justice for the people of Surabaya City to enjoy a clean environment and increase the income of residents to improve their lives and their environment.

In collaboration for information in the improvement of the environment and uninhabitable houses used in this aspect of communication there are two parts, namely internal and external. For the internal part, namely communication between the Government, which is the Social Service of the City of Surabaya and the Keputih Tegal Timur Subdistrict which handles the social rehabilitation program for slum areas (RSDK) in the Keputih Tegal Timur area. While the external part is the communication carried out by the Government to local residents and PT. ASTRA as a private party that provides CSR funds to participate in tackling slum areas in the city of Surabaya.

Collaboration for information very useful for growing and developing the socio-economic skills of the family greatly determines the quality of communication built in the Surabaya Mayor Regulation No. 41 of 2015 concerning General Guidelines for the Implementation of the Social Rehabilitation Program for Slums in Surabaya, which focuses on the Keputih Tegal Timur. This discussion found that Collaboration for information in this policy is quite successful

Collaboration For Resources

Scarcity of resources is a fact in today's modern government. So that collaboration is a very common motive, thus, increasing the resources of the government can be filled through collaboration between the private sector and the community who have interests and abilities in an effort to achieve public policy. Resource what is rare is the fact of government modern. A very common motif for collaboration, thus, motive it is to increase resources own government power with partners private sector that has an interest in a certain government effort (Donahue & Zeckhauser, 2011).

Along with the concept (Donahue & Zeckhauser, 2011) that "Resource scarcity is a fact in today's modern government. So that collaboration is a very common motive, thus, increasing the resources of the government can be filled through collaboration between the private sector and the community who have interests and abilities in an effort to achieve public policy. Financial resources and human resources in the management of slum areas in Keputih Tegal Timur, is one of the major problems. Residents of Keputih Tegal Timur, the majority of their livelihoods are scavengers and casual laborers, besides the low quality of human resources (HR) due to low education. This makes residents pay less attention to their environment. By collaborating for resources between the Government, the public and the private sector is expected to be able to resolve the problems that occur in the Keputih Tegal Timur. With collaboration for resources , the government's burden is becoming lighter in implementing the social rehabilitation policy for slum areas (RSDK), because the burden is shared between the government , the community and the private sector, where the residents of Kampung Keputih Tegal Timur use their energy and thoughts while the private sector here is PT. ASTRA uses corporate funds social responsibility (CSR) to help each other in cooperation to make Kampung Keputih Tegal Timur free from slum areas and to improve the economy of its citizens through MSMEs.

Collaboration for resources in the preparation of the UPKM (Unit of Poor Families) plays an important role in the success of this RSDK program. Discussion about collaboration for resources Slum area social rehabilitation policy (RSDK) obtained from field observations shows that collaboration for resources between the government and the community has been going well . Collaboration For Resources in the Surabaya Mayor Regulation Policy Number 41 of 2015 concerning General Guidelines for the Implementation of the Slum Area Social Rehabilitation Program in the City of Surabaya is used to determine the program implementation resources that are determined according to their capacity and commitment in carrying out what is dispositioned through the background. academic that is in accordance with the program to be implemented and must have high insight and commitment in implementing the program, so that it affects the successful implementation of the Social Rehabilitation of Slums (RSDK). Collaboration For Resources is based on this where the government seeks to invite residents to participate in improving the environment, assisted by funds that have been provided by Astra.

In this aspect of resources Collaboration For Resources is needed in policy implementation, namely to increase work productivity and the results of a policy program. Collaboration For Resources in the growth and/or development of family socio-economic skills in the city of Surabaya, especially in Keputih Tegal Timur which is involving all governance actors with the capacity of each party. The results of observations and data analysis regarding Collaboration For Resources from various resources are going very well. Where human resources, funding resources, facilities and infrastructure resources as well as information resources all run as expected in realizing ASTRA Berseri Village that is free of slums and fosters family socio-economic skills.

Collaboration For Productivity

Collaboration between the government, the public and the private sector is the most promising (profitable) way to increase productivity, in accordance with the predetermined targets. government agencies have the pressure itself, that's for sure, including the need for transparency, appropriate processes, and even their powers, which often comes at the expense of maximum productivity. Efficiency narrow productive is the goal second for the government. Sometimes when productivity is very important, government can take advantage of the sector's advantages private

sector through simple contracts. And the subject of this book, and in particular on this chapter, public-private collaboration is the most promising way for government to regulate productivity pursuit of the mission (Donahue & Zeckhauser, 2011)

In accordance with the concept (Donahue & Zeckhauser, 2011) that "Collaboration between the government, the public and the private sector is the most promising (beneficial) way to increase productivity, in accordance with predetermined targets. Collaborative For Productivity where each actor involved has a level of productivity in carrying out their respective roles. To increase productivity in terms of preparing UPKM, activities to improve the environment and uninhabitable houses as well as in growing and developing the socio-economic skills of the residents of Keputih Tegal Timur. Increasing productivity can be achieved through collaboration between the government, the community and the private sector, in accordance with predetermined targets. In this case, the government disposes of it by taking advantage of private sector profits through simple contracts.

Collaborative for productivity in the preparation of UPKM where at this stage the UPKM has been established by the Social Service on the recommendation of the Keputih kelurahan to determine UPKM members. Meanwhile, UPKM itself produces productivity in the form of coaching for families poor to foster their own creativity in improving their economy. Collaboration For Productivity in the environmental improvement activities and rutilahu have been going quite well in the field of environmental improvement in the Keputih Tegal Timur village, the local residents have made the village look beautiful and green, although there are still obstacles regarding the improvement in the rutilahu sector due to the residents' land status. Collaboration For Productivity in the growth and development of socio-economic skills of the residents of Keputih Village, East Tegal, has been going very well. The results of the field study show that the residents are quite skilled in the management of passion fruit drinks, mushroom cultivation, catfish farming, composting management of waste products in the form of dry leaves and tree branches and processing plastic waste that is used as accessories that have economic value.

Collaboration For Legitimacy

It is a way of using the private sector to generate public value so as to foster legitimacy, both as a goal to satisfy the public of the value of a business or the possibility to create government programs that rely on the expertise and energy of private entities. Lots collaboration driven in part by private sector legitimacy in certain arenas. In some cases, legitimacy is the main motive, even though the consideration pragmatic and philosophical almost always intertwined in some cases which concrete. However, without taking into account the influence of other factors, now we consider several cases in where legitimacy is the biggest choice in the means to achieve some public mission (Donahue & Zeckhauser, 2011).

According to the concept (Donahue & Zeckhauser, 2011) that Collaborative governance is a way of using the private sector to generate public value so that it can foster legitimacy, both as a goal to satisfy the public from the value of a business or the possibility to create government programs that depend on the expertise and energy of the entity. private". Collaboration for legitimacy In this context it is very necessary to legitimize the relationship between the government and the community and Astra where the decisions taken can be accepted or rejected by Astra. The authority resources needed to legalize a program here is the Mayor's Regulation Number 41 of 2015 concerning General Guidelines for the Social Rehabilitation of Slums.

The Slum Area Social Rehabilitation Program must require a legitimacy process by making the program a priority, placing appropriate implementations to provide funds

for program implementation. In structured legitimacy, it must have standards operation procedure (SOP) to be implemented in accordance with the objectives of the RSDK program so that it can generate public value that can foster legitimacy.

Collaboration for legitimacy in the preparation of UPKM (Unit of Poor Families) is a legitimacy process that has been regulated by the government in a structured manner to be able to carry out the RSDK program as well as possible. The tasks of UPKM that have been given must be in accordance with the applicable SOP, namely:

a. UPKM must establish a preparation team, implementation team and supervisory team when the RSDK program runs until it is finished;
b. Signing a statement of willingness to accordance with the law;
c. Signed a memorandum of understanding for swaloka with the head of the Surabaya City Social Service;
d. Prepare the articles of association that are known by the Subdistrict Head of Keputih;
e. Planning, implementing and supervising all activities yourself;
f. This provision is in accordance with the rules that have been mutually agreed upon.

Collaboration for legitimacy in environmental repair activities and uninhabitable houses have been carried out in accordance with Surabaya Mayor Regulation Number 41 of 2015 concerning General Guidelines for the Implementation of the RSDK Program. This has been mutually agreed upon by each of the actors involved, namely the government (Social Service of the city of Surabaya and Keputih), the private sector (PT.Astra) and the community (residents of Keputih Village, Tegal Timur). Collaboration for legitimacy in the growth, development, socio-economic skills of the residents of the Keputih Tegal Timur village also run in accordance with the Surabaya Mayor Regulation Number 41 of

2015 concerning General Guidelines for the Implementation of the RSDK Program.

Of the four types of collaboration used for data analysis, resource collaboration has the most opportunity to overcome the problem of the low quality of human resources in Keputih Tegal Timur. By collaborating resources between the Government, the community and the private sector, it is hoped that they will be able to solve problems that occur in the community. In accordance with Surabaya Mayor Regulation Number 41 of 2015 that the Slum Area Social Rehabilitation Program can be implemented more effectively and efficiently and community participation can be optimized. With the cooperation of resources, the government's burden becomes lighter in implementing the social rehabilitation policy for slum areas (RSDK), because the burden is shared between the government, the community and the private sector, where the residents of Kampung Keputih Tegal Timur utilize their energy and thoughts while the private sector here is PT. ASTRA uses corporate social responsibility (CSR) funds to help each other in cooperation so that Kampung Keputih Tegal Timur is free from slum areas and improves the economy of its citizens through MSMEs. Implementation of the RSDK program in the city of Surabaya to improve the housing and social conditions of the people in the city of Surabaya.

5. CONCLUSION

Based on the results of the analysis and interpretation of collaborative governance between the Government, PT. Astra and the Community in Social Rehabilitation of Slums as the Implementation of Mayor Regulation No. 41 of 2015 in Keputih Tegal Timur, Surabaya City, collaboration for productivity in activities for the growth and/or development of family socio-economic skills. The results show that the success of Collaborative Governance that occurs between the Government, PT. ASTRA and the community can run optimally because they are able to collaborate in 4 types, namely, a)

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Collaboration for Productivity, b) Collaboration for Information; c) Collaboration for Legitimacy Collaborative governance; and d) Collaboration for Resources. From the 4 types of collaboration that the researcher analyzed, all collaboration skills that occur are in accordance with the 8 skills proposed by (Donahue & Zeckhauser, 2011). The success of this collaboration is because the sub-district government is able to delegate several functions to PT ASTRA and the community. In addition, community participation can be facilitated from the beginning of the program to implementation. PT ASTRA is very professional in carrying out the delegation function given by the sub-district government and the Surabaya City Government.

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