

Collaboration Strategy By Design To Achieve Slum Area Reduction Target (Case Study Of Kotaku Program Kepulauan Riau Province 2018-2022)

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Abstract. *This paper presents a model of collaboration strategy "by design" implemented by the Program Kota Tanpa Kumuh (Kotaku) in Kepulauan Riau Province. This strategy is not only limited to cooperation in the implementation of programs or activities. But more than that, it starts from strengthening government institutions as "captain" in program implementation, which then produces policies, planning and budgeting that supporting the program. This collaboration model has succeeded in significantly reducing the area of slums to support the achievement of the government's target for reducing the area of slums in the 2015-2019 and 2020-2024 RPJMN.*

Keywords. *Slum Management, Kotaku Program, Collaboration By Design.*

INTRODUCTION

On Republic of Indonesia constitution No. 1 on 2011 Article No. 94 paragraph (3) (UU/1/2011) concern about Housing and residential Area, mandate the prevention and quality improvement of slum housing and slum area must be carried out by the government, local governments, and / or everyone. Everyone means individual or legal entity.

Slums have been always a challenge for district and city governments because they are not only a problem, but also one of pillars the regional economy growth. Due to the nature of the work and the scale achieved, multistakeholder cooperation between the government from the central to district/village levels, the private sector, communities, and other stakeholders is required (Ditjen Cipta Karya Kementerian PUPR, 2016).

The involvement of multistakeholder collaboration is expected to bring many positive impacts, including increasing local government participation in creating livable cities, increasing the sense of ownership and community responsibility in utilizing and maintaining development results, ensuring sustainability and strengthening public and private activities and industry trust in the government (Ditjen Cipta Karya Kementerian PUPR, 2016).

Implementing the mandate of UU/1/2011, the Central Government through the Medium-Term Development Plan (RPJMN) on 2015-2019 targets the handling of slums coverage area of 38.431 Ha. The determination of slum areas is carried out through the Decree (SK) of the Regent / Mayor on Slum Housing and Slums area in 2014/2015. As one of the steps to achieve the RPJMN target, the Cipta Karya Directorate Ministry of Public Works initiated the development of a collaboration platform through Kota Tanpa Kumuh (Kotaku). The Kotaku

program supports local governments as "captains" in handling slums to create livable settlements.

Especially for Kepulauan Riau Province, RPJMN 2015-2019 targets the handling of slums covering an area of 832.44 Ha spread across 7 Regencies / Cities, and which are targeted through the National Slum Upgrading Program (NSUP-Kotaku) covering an area of 448.23 Ha in 4 (four) districts / cities namely Karimun Regency, Bintan Regency, Tanjungpinang City, and Batam City. Meanwhile, the RPJMN 2020-2024 targets an area of 176.17 ha in 5 (five) regencies/cities, namely Bintan Regency, Natuna Regency, Lingga Regency, Batam City, and Tanjungpinang City.

During the implementation period of the Kotaku Program 2018-2019 to support the achievement of the RPJMD 2015-2019 target, a decrease in the area of slums was 434.80 Ha, or leaving slums covering an area of 13.43 Ha. Meanwhile, in the 2020-2021 program implementation period to support the achievement of the RPJMN 2020-2024 target, a decrease of 127.10 ha was produced, or leaving 49.07 ha at the end of 2021.

The significant decrease in settlement area is the impact of the implementation of multi-sector and multi-actor collaboration strategies by design institutionally, regulatory/policy, planning, budgeting, and implementing activities.

METHOD

The method used in this study is a qualitative descriptive method, using report data on the results of slum management activities through the National Slum Upgrading Program (NSUP-Kotaku) of the Ministry of Public Works and Public Housing in Kepulauan Riau Province. The report is the Final Report of the Oversight Consultant-3 (OC-3) Assignment for Riau, Jambi, and Kepulauan Riau Provinces 2018-2022.

RESULTS AND DISCUSSION

Theoretical Studies

The definition of collaboration according to the Big Dictionary Indonesian is (the act of) cooperation to make something. And the problem that is often encountered today about collaboration is still often translated as cooperation as its basic definition. Yet further than that collaboration is a systemic collaboration to make something long-term change. Wood & Gray (1991) argues for collaboration as a process in which parties can explore their differences constructively and seek solutions that go beyond the vision of what is possible. Thomson and

Perry (2006) argue collaboration as interaction through formal and informal negotiations to manage relationships, actions, and decisions about issues at hand.

In the realm of public administration, Ansell and Gash (2007) initiated the framework of the concept of system-based collaboration / governance by stating:

That a government will regulate the institutions of public institutions directly that involve stakeholders in a formal, consensus-oriented, and deliberative collective decision-making process, aimed at managing public programs or policies.

Ansell and Gash divide the collaboration process into several stages, namely face-to-face dialogue, building trust, mutual commitment to the process, the realization of mutual understanding, and temporary impact that generates feedback as success. But the whole process stems from the institutional design that generates protocols or ground rules for collaboration, which are critical to the procedural legitimacy of the collaborative process.

Implementation of Collaboration in Kotaku Program of Kepulauan Riau Province

With the large need for slum management financing, a "collaborative" slum management model involving multi-sectors and multi-actors are needed. Referring to Law No. 1/2011 that the handling of slums is not only an obligation of the central government, but also an obligation of provincial and district / city governments, the private sector, and the community. Slum management is not only a matter of public works, housing and residential areas, but involves other related sectors such as community empowerment, planning, drinking water, sanitation, electricity, land, disaster management and others. Likewise, it involves multi-actors from various circles such as developers, Non-Governmental Organizations (NGOs), State-Owned Enterprises (BUMN), Regional-Owned Enterprises (BUMD), *Corporate Social Responsibility (CSR)* etc.

The collaboration strategy for handling slums in Kepulauan Riau Province is driven through four components as a tool for change, as well as a tool to measure the success of the collaboration itself, consisting of supporting **institutions** (pro-program), **supporting** regulations (pro-program), supporting **planning** (pro-program), and overall these three components become the basis **sustainable funding** (pro-program) (Efendi Pangondo, 2018), as illustrated in the following diagram:

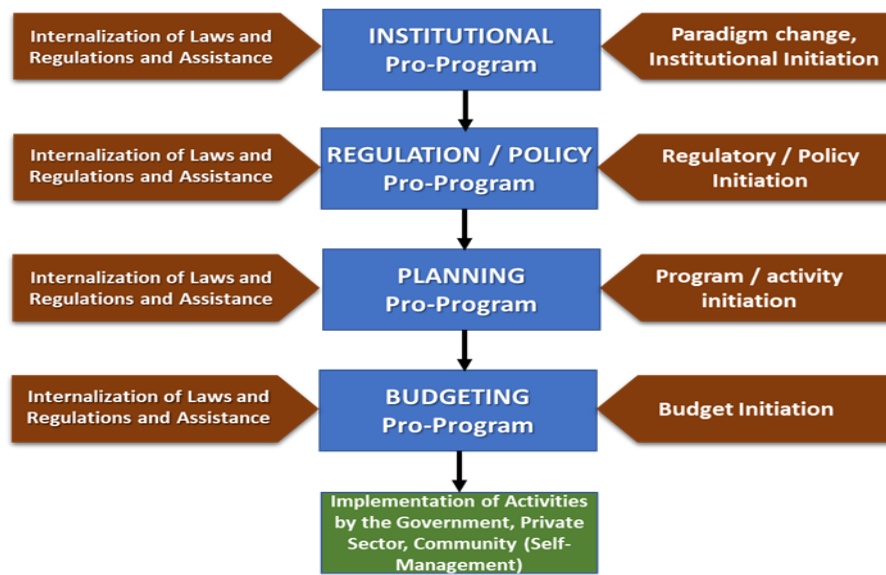


Figure 1. Schematic Diagram of "By Design" Collaboration on Slum Management of Kepulauan Riau Province.

Source: Efendi Pangondo (2018), Report on the Activity of Financing and Institutional Collaboration Experts of Kotaku Program Kepulauan Riau Province 2018-2021.

The Institutional Pro-Program

Slum management will not work properly if governance is not supportive. The presence of Regulation No. 1/ 2011, and its derivatives such as Government Regulation Number 88 on 2014 (PP/ 88/2014) concerning the Development of Housing and Settlement Area Implementation, and Government Regulation No. 14 on 2016 (PP/14/2016) concerning the Implementation of Housing and Settlement Areas is basically to form good governance in the maintenance of housing and residential areas. The Kotaku program encourages the creation of these conditions specifically in improving the quality of slums and preventing the growth of slums. Good governance is a principle in the management of slum management activities as a trigger and spur to increase the capacity of local governments, village/village governments and communities, in order to be able to carry out and manage regional development independently.

In particular, institutions that support the provincial and district/city government levels are driven through the Working Group on Housing and Settlement (Pokja PKP) and the Housing and Settlement Area Forum (Forum PKP) as referred to in PP/14/2016 and Regulation of the Minister of Public Works and Public Housing Number 12 of 2020 (Permen PUPR/12/2020) concerning Community Participation in the Implementation of Housing and Settlement Areas. Therefore, the establishment and mobilization of the Pokja PKP and Forum PKP is a necessity to realize the objectives of implementing housing and settlement areas, especially handling slums. Understanding the importance of this institution, local

governments, both provincial and district / city, have initiated the formation of the Forum PKP in 2016 even though it is in a "generic" form and name such as the Housing Working Group, Settlements, Drinking Water and Sanitation (PPAS).

Table 1: Pokja PKP of Kepulauan Riau Province

No	Kota / Kab	Pokja PKP (Permen Pupr/12/2020)			
		PKP / PPAS	No.SK	Liveliness Active / Less / No	Functionality Works / Less / No
1.	Karimun	PKP	410 TAHUN 2021	Active	Less Functional
2.	Bintan	PPAS	344/V/2018	Active	Work
3.	Batam	PKP	KPTS.382/HK/IX/2020	Active	Work
4.	Tanjungpinang	PKP	659 Tahun 2020	Active	Work
5.	Natuna	PKP	449 TAHUN 2020	Active	Work
6.	Lingga	PKP	31/KPTS/I/2021	Active	Work
7.	Provinsi Kepri	PKP	868 Tahun 2020	Active	Work

Source: PT Phibetha Kalam Wijaya (2022), Final Report of Oversight Consultant-3 (OC-3) Assignment for Riau, Jambi, and Kepulauan Riau Provinces 2018-2022.

The Pokja PKP occupies a strategic position in handling slums (improving the quality and preventing the growth and development of new slums). In general, the role of the PKP Working Group is to coordinate/execute policies and programs. The PKP Working Group institution is considered to function if: (1) it has a city/regency slum management plan document; (2) reviewing / updating the slum reduction decree (including minutes of calculating the reduction of slum area areas; and (3) collaboration in funding slum management.

The existence of this institution coordinates the formation of derivative laws and regulations in the regions such as Regional Regulations, Regional Head Regulations, Decisions, and others. It is also expected to coordinate *the mainstreaming* of housing and residential areas, especially the handling of slums in regional planning (RPJPD, RPJMD, RENSTRA, RKPD, and RENJA). So that with the support of regulatory devices and mainstreaming, PKP makes way for the allocation of funding for handling slums in the regions.

At the village/kelurahan level, the program target is facilitated by the formation of a citizen organization that manages slum management activities at the village/kelurahan level, namely the "Community Self-Help Agency" (BKM). BKM is the generic name of a non-governmental organization at the village/kelurahan level, trusted by the community, and reflects moral-based collective leadership as a representation of all the most trustworthy villagers/villagers (leadership criteria based on human qualities or moral aspects). In addition to BKM as the manager of activities, the strengthening of Community Self-Help Groups (KSM) as community groups as well as implementers of activities in their communities is also facilitated.



BKM and KSM training facilitated by Kotaku Program



Handyman Training facilitated by Kotaku Program

The Regulation Pro-Program

An adage that describes institutional and policy relations reads, "good institutions will produce good policies or vice versa". In another sense, the existence of local government institutions that support producing policies and programs that favor the handling of slums in the area.

The establishment of Regional Regulations (Perda) for handling slums is important as a legal umbrella for the implementation of programs and activities. Slum management bylaws aim to improve the quality of life of residents in slums. By addressing infrastructure problems, such as uninhabitable houses, clean water, sanitation, environmental access (roads), drainage, garbage, and fire mitigation, people can live in a healthier and safer environment. The existence of regulations is the basis for allocating the budget and resources needed to improve infrastructure in slums, which in turn plans for holistic slum management. Local regulations on slum management help regions comply with regulations and guidelines related to slum management that have become national provisions and integrate them into regional planning and policies. The existence of local regulations encourages active community participation in the planning and implementation process of slum management. It raises people's awareness of their rights and increases their role in local development. Several regencies/cities have formed these regulations, namely Bintan Regency, Karimun Regency and Tanjungpinang City.

Tabel 2: Peraturan Daerah / Kepala Daerah Slum Management

No	Kab / Kota	Nomor	Perda/Perkada
1.	Karimun	Number 1 of 2018	Perda Kumuh
2.	Bintan	Number 2 of 2017	Perda Kumuh
3.	Batam	-	
4.	Tanjung Pinang	Number 57 of 2019	Perwako Kumuh
5.	Natuna	-	
6.	Lingga	-	
7.	Provinsi Kepri	120/140/DPKP-SET/2021	SE Kumuh

Source: PT Phibetha Kalam Wijaya (2022), Final Report of Oversight Consultant-3 (OC-3) Assignment for Riau, Jambi, and Kepulauan Riau Provinces 2018-2022.

In addition to regional regulations, the Regional Government determines the location and extent of slums through decrees (SK) since 2014/2015. The decision is reviewed periodically to adjust to field conditions / achievements. The decree assists in officially identifying locations that meet the criteria for slums. This is important because slums are often not officially documented, and the decree ensures a focus on locations that require special attention. Aims to create the necessary legal basis for carrying out slum management measures in designated locations. This includes the allocation of budget and human resources needed to initiate the handling program. It also helps coordinate various parties involved in handling slums in specific locations, including local governments, social institutions, and local communities. This is important to ensure effective collaboration. By setting locations that require structuring, SK assists in setting development priorities. This helps ensure that limited resources are allocated efficiently to achieve significant impact. Help ensure that the needs and aspirations of local communities become part of the solution, and measure progress in addressing slums in designated locations, which assists in program monitoring and evaluation. With the decree, Regional Apparatus Organizations (OPD) and other institutions can plan and implement infrastructure development and the provision of basic services such as livable houses, clean water, sanitation, environmental access (roads), draenase, waste management, and fire mitigation.

Table 3: Slum Area Decree

No.	Kab / Kota	Year	No.	Information
1	Karimun	2014	188.B Tahun 2014	SK Awal
2	Bintan	2014	435/IX/2014	SK Awal
	Bintan	2021	400/VIII/2021	SK Update
3	Batam	2015	KPTS 69/HK/I/2015	SK Awal
	Batam	2017	KPTS.393/HK/XII/2017	SK Update
	Batam	2019	KPTS.290/HK/X/2019	SK Update
4	Tanjungpinang	2014	377 Tahun 2014	SK Awal
	Tanjungpinang	2019	594 Tahun 2019	SK Update
5	Natuna	2014	318 Tahun 2014	SK Awal
	Natuna	2015	317 TAHUN 2015	SK Update
	Natuna	2017	361 TAHUN 2017	SK Update
6	Lingga	2014	238/KPTS/VIII/2014	SK Awal

No.	Kab / Kota	Year	No.	Information
	Lingga	2017	17/KPTS/I/2017	SK Update

Source: PT Phibetha Kalam Wijaya (2022), Final Report of Oversight Consultant-3 (OC-3) Assignment for Riau, Jambi, and Kepulauan Riau Provinces 2018-2022.

The Planning Pro-Program

Still related to the adagium above, good institutions produce partisan policies that will provide space for PKP mainstreaming, especially the handling of slums in regular regional planning and budgeting. In this case, it can be seen from the inclusion/sounding of slum handling as a priority program of the RPJMD. Even the handling of slums is an indicator of regional performance (IKD) in provincial and district/city RPJMD as mandated by the Minister of Home Affairs Regulation Number 86 of 2017 concerning Procedures for Planning, Control and Evaluation of Regional Development, Procedures for Evaluating Draft Regional Regulations on Regional Long-Term Development Plans and Regional Medium-Term Development Plans, as well as Procedures for Changing Regional Long-Term Development Plans, Regional Medium-Term Development Plan, and Regional Government Work Plan (Permendagri/86/2017).

Table 4. Integration Indicators for Slum Management RPJMD District/City and Province

No	Kab / Kota	Period	RPJMD Slum Management Indicators					
			Strategic Issues	Policy	Program	Annual Target	Budget Indication	Indikator Kinerja
1.	Karimun	2021-2026	1	1	1	1	1	1
2.	Bintan	2021-2026	1	1	1	1	1	1
3.	Batam	2021-2026	1	1	1	1	1	1
4.	Tanjungpinang	2019-2024	1	1	1	1	1	1
5.	Natuna	2021-2026	1	1	1	1	1	1
6.	Lingga	2021-2026	1	1	1	1	1	1
7.	Kepri Province	2016-2021	1	1	1	1	1	1

Source: PT Phibetha Kalam Wijaya (2022), Final Report of Oversight Consultant-3 (OC-3) Assignment for Riau, Jambi, and Kepulauan Riau Provinces 2018-2022.

In addition to accommodating it into the regular planning document of the RPJMD, the local government also prepares a slum management planning document as a reference for the implementation of slum management programs/activities in districts/cities. The naming of this document is differently influenced by the nomenclature policy of sectoral planning documents of the central government. Some of these names are the Urban Slum Area Plan (RKPKP), or the Urban Slum Prevention and Quality Improvement Plan (RP2KPKP), or the Slum Improvement and Slum Housing Quality Prevention and Improvement Plan (RP2KPKPK), or the Slum Improvement Action Plan (SIAP). At the village/kelurahan level, the target also prepares a plan that becomes a direction and reference for the prevention and improvement of the quality of environment-based slums, namely the Settlement Environmental Planning Plan (RPLP) with a planning period of 5 years.

Table 5: District / City Slum Management Planning Document

No	Kab / Kota	Document
1.	Bintan	RKPKP 2015-2019,
2.	Karimun	RKPKP 2015-2019
3.	Natuna	RP2KPKPK 2022-2027
4.	Lingga	RP2KPKPK 2016-2021
5.	Batam	SIAP 2017-2022
6.	Tanjungpinang	RP2KPKPK 2017-2022

Source: PT Phibetha Kalam Wijaya (2022), Final Report of Oversight Consultant-3 (OC-3) Assignment for Riau , Jambi, and Kepulauan Riau Provinces 2018-2022.

The Budgeting Pro-Program

Budgeting/funding for slum management occurs due to institutional support, regulatory tools, and mainstreaming in regional planning. Advocacy is carried out through the implementation of regulatory tools, implementation of commitments that have been made by local governments, including through marketing programs to integrate slum management activities into regular regional budgeting (APBD). Support for all program funding both from the APBD and the private sector (CSR, etc.) reached 68.67% of the total program costs as shown in the following table.

Table 6: Project Cost of Slum Management in Kepri Province

No	Kab/Kota	Activity Costs	Collaboration	Program Cost	% Collaboration (Min 15%)
1	Karimun	3.450.000.000	17.225.307.000	20.675.307.000	83,31%
2	Bintan	2.550.000.000	7.289.872.000	9.839.872.000	74,09%
3	Batam	43.077.196.000	55.689.623.000	98.766.819.000	56,38%
4	Tanjungpinang	43.345.380.000	29.529.092.000	72.874.472.000	40,52%
5	Natuna	1.000.000.000	8.148.778.000	9.148.778.000	89,07%
6	Lingga	2.000.000.000	130.806.000	2.130.806.000	6,14%
	Kepri Province	95.422.576.000	118.013.478.000	213.436.054.000	68,67%

Source: PT Phibetha Kalam Wijaya (2022), Final Report of Oversight Consultant-3 (OC-3) Assignment for Riau, Jambi, and Kepulauan Riau Provinces 2018-2022.

Slum Area Reduction

During the implementation period of the 2018-2019 Kotaku Program to support the achievement of the RPJMD 2015-2019 target, it resulted in a decrease in the area of slums of 434.80 Ha, or leaving slums covering an area of 13.43 Ha. All slums targeted in Karimun Regency, Bintan Regency, and Batam City were declared not slums at the end of 2019 through calculations based on applicable guidelines, except in Tanjungpinang City. More detailed data can be seen in the following table.

Table 7: Reduction in Slum Area Location of Kotaku Program 2018-2019 to Support RPJMN Target 2015-2019

No	Kab/Kota	RPJMN Target Support 2015-2019 (Ha)					
		Beginning		Realization		Waste	
		2015		2018-2019		End 2019	
		Desa / Kel	Slum Area	Desa / Kel	Slum Area	Desa / Kel	Slum Area
1	Karimun	2	126,64	2	126,64	0	0,00
2	Bintan	1	13,55	1	13,55	0	0,00
3	Batam	10	177,85	10	177,85	0	0,00
4	Tanjungpinang	7	130,19	6	116,76	1	13,43
	Kepri Province	20	448,23	19	434,80	1	13,43

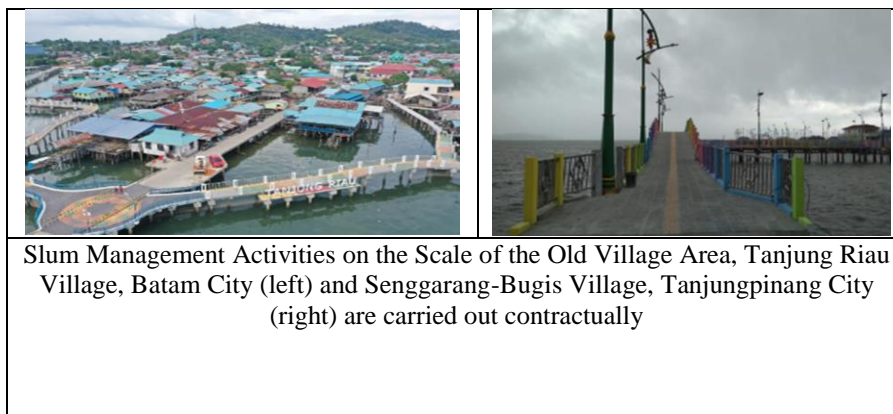
Source: PT Phibetha Kalam Wijaya (2022), Final Report of Oversight Consultant-3 (OC-3) Assignment for Riau , Jambi, and Kepulauan Riau Provinces 2018-2022.

Meanwhile, in the 2020-2021 program implementation period to support the achievement of the 2020-2024 RPJMN target, it is estimated that the area of slums will decrease by 127.10 ha, or leave 49.07 Ha by the end of 2021. The targeted slums in Bintan Regency, Natuna Regency, and Lingga Regency were declared not slums at the end of 2021, but were not completed at the target locations in Batam City and Tanjungpinang.

Table 8: Slum Area Reduction in Kotaku Program Location 2020-2021 to Support the 2021-2024 RPJMN Target

No	Kab/Kota	RPJMN Target Support 2020-2024 (Ha)					
		Beginning		Realization		Waste	
		2020		2020-2021		Akhir 2021	
		Desa / Kel	Slum Area	Desa / Kel	Slum Area	Desa / Kel	Slum Area
1	Bintan	2	37,10	2	37,10	0	0,00
2	Batam	9	85,58	6	64,89	3	20,69
3	Tanjungpinang	2	30,37	0	1,99	2	28,38
4	Natuna	1	4,12	1	4,12	0	0,00
5	Lingga	2	19,00	2	19,00	0	0,00
	Provinsi Kepri	16	176,17	11	127,10	5	49,07

Source: PT Phibetha Kalam Wijaya (2022), Final Report of Oversight Consultant-3 (OC-3) Assignment for Riau, Jambi, and Kepulauan Riau Provinces 2018-2022.



Slum Management Activities on the Scale of the Old Village Area, Tanjung Riau Village, Batam City (left) and Senggarang-Bugis Village, Tanjungpinang City (right) are carried out contractually



Environmental Slum Management Activities, drinking water for residents in Gunung Lengkuas Village, Bintan Regency (left) and environmental bridges in Daik Village, Lingga Regency (right). Managed by BKM and implemented by KSM (residents) in a self-managed manner



Support for the construction of habitable houses by the company PT. Sarana Multigriya Finance (SMF) and residential roads by PT. Sarana Multi Infrastruktur (SMI), in Bugis Village, Pangkalping City. Managed by BKM and implemented by KSM (residents) in a self-managed manner

CONCLUSION

Slum management through a collaborative strategy has succeeded in significantly reducing the area of slums in Kepulauan Riau Province. This strategy is not only encouraging multi-sectoral and multi-actor cooperation, but is designed (by *design*) to be part of the development system in the regions which includes strengthening local government and community institutions, initiating umbrella policies/regulations, preparing planning and budgeting that accommodates program needs, and implementing activities by all parties according to their authority.

Based on the idea that good institutions will produce good policies, in the sense that supportive local government institutions will produce policies that favor slum management. Therefore, advocacy and facilitation are emphasized for institutional paradigm shifts at the provincial, district / city, and village / kelurahan levels.

The existence of supportive institutions at the provincial and district / city levels facilitates the facilitation of the formation of regulations as a legal umbrella for the implementation of slum management. These regulations are in the form of regional regulations, regional head regulations, regional head decisions, including circulars and regional head commitments. Carried out through the implementation of regulatory devices. This condition facilitates the facilitation of slum management in regional planning such as the

Regional Medium-Term Development Plan (RPJMD), OPD Strategic Plan (Renstra), Local Government Work Plan (RKPD), and OPD Work Plan (Renja), as well as sectoral planning for slum management (R2KPKPK) and village/exodus communities (RPLP). Carried out through the implementation of regulatory tools, implementation of commitments that have been made by local governments, including through marketing programs to integrate slum management activities into regular regional development planning.

Furthermore, with pro-program institutional support, pro-program regulations, and pro-program planning, it becomes the basis for budgeting the APBD, APBN, and budgeting from other sources such as CSR and others. Implementation of activities contractually by business entities and self-managed by the community/beneficiary citizens.

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