

## Collaborative Governance in Overcoming Poverty Problems in Surakarta: A Literature Review

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**Abstract:** Poverty is one of complex problem engages many stakeholders that exist in society. The government as the highest authority will not be able to do everything, therefore, it certainly requires other parties who are willing to help overcome poverty especially in the city of Surakarta. The solution offered by researchers is through Collaborative Governance to overcome this poverty problem. This study employs a literature review approach to analyze how the patterns of poverty reduction based on the results of previous studies. The method utilizes a literature review using 2 keywords that are collaborative governance and poverty. The results revealed that there are at least 3 patterns in poverty reduction, that establish a poverty alleviation agency, then initiation from the private sector and finally a local wisdom approach. However, in Surakarta City, there can be at least 2 patterns, that are establishing a special agency that handles poverty, and the second approach is based on local wisdom.

## 1 INTRODUCTION

Poverty is a global issue that develops over time. Poverty becomes a problem in almost all countries, especially in Africa, Latin America, and Asia (Guiga and Rejeb, 2012). A reported in 2013 from the Asian Development Bank, there are at least 44% of the total world population living below the poverty line. Around 786 million poor people living in Asia besides in Africa there are 34% of the poor and the smallest in Latin America which only 5% (Akindola, 2009). Indonesia is one of the countries with quite high poverty that is 9.82% from data 2018 Statistics poverty in Indonesia. Surakarta is one of the cities in Indonesia that experiences poverty problem. Surakarta located in Central Java province. Central Java Province is one of the Provinces which has a fairly high poverty rate in Indonesia (Novianto and Sudarsono, 2018).

The object of this study is Surakarta City. It is because Surakarta is one of the cities that successfully transformed into a modern city. However, this transformation seems failed due to a large number of citizens that failed to follow the development era. This condition makes them live in

the middle of the city and urban that transforms the city into a poverty area (Aryani and Zuber, 2017). Article 34 paragraph 1 of the 1945 Constitution states that the poor and neglected children are maintained by the state, according to (Sudarmo, 2016). at least through government policy efforts are made to reduce poverty through programs such as PKH (Family Hope Program), Rastra (Prosperous rice), BLT (Direct Cash Assistance), PNPM (National Community Empowerment Program), and others (Hanandita and Tampubolon, 2016, Widiastuti and Yusuf, 2012). A study by (Novianto and Sudarsono, 2018) revealed that poverty is still easily found. The study analyzes the poverty in Surakarta which is one of the cities that has a large of poverty in Central Java province that is 11,56% in the period from 2011 to 2016. A study by (Astuti et al., 2015) found that there was 14,1% poverty in Surakarta in 2009. It is, evident by a large number of poor people living in the slum area in Surakarta. Those poor people live in sub-standard housing and enjoy inadequate urban infrastructure and facilities services.

This study focuses on poverty alleviation of Collaborative Governance in Surakarta. This study

aims to collaborative governance on poverty issues using a literature review. This study employs a review literature approach that able to map how to reduce poverty through Collaborative Governance in Surakarta based on the prevailing literature review. Thus, it can reduce poverty in Surakarta City and also an input to the next research in poverty reduction.

## 2 THEORETICAL

### 2.1 Collaborative Governance

A new strategy is being developed by the government, through Collaborative Governance. This model brings together many stakeholders together in a forum and public institute with consensus-oriented (Ansell and Gash, 2007). The definition of Collaborative Governance tends to be broad not only speaking of the realm of Public Administration, but also conflict resolution, and environmental management outside the institution. Then Collaborative Governance is intended to integrate many stakeholders through external institutions with the dynamics of collaboration to actions, impacts, and adaptations (Emerson et al., 2011).

The theory of Collaborative Governance has been developed by (Ansell and Gash, 2007, Ansell and Gash, 2017, Bardach, 2001, Fung, 2006, Sirianni, 2009). Collaborative Governance arises due to an indication of the failure of the implementation program in the downstream of the policy that creates a gap. Then, a mechanism is developed between actors to answer the failure (Turner et al., 2015).

The implementation of Collaborative Governance has been carried out in modern cities which prioritize connections and integration between regions and stakeholders. This approach enables the achievement of goals and generates shared values delivered by stakeholders without any new conflicts in the region or territory of the existence of these stakeholders (Shrestha, 2017).

### 2.2 Poverty

Poverty is in line with human material condition that restricts basic needs optimization such as education, health, basic needs, and secondary needs. It is caused by insufficient income and limited living conditions, some developing countries poverty is generally caused by economic growth which tends to

stagnate, development inequality, difficult employment opportunities, political policies tend to be unstable, and corruption and centralization system (Akhmad and Amir, 2018, Barnes, 2010, Guritno et al., 2018, Ighadalo, 2012, Obadan, 2002, Rustiadi, 2009, Sakinah and Pudjianto, 2018, Yunan and Andini, 2018). The impacts are the existence of slum area in the middle of the city but it is not worth to living in, health insurance is not optimal, limited access to resources, the low quality of education. Furthermore, for some people, poverty will restrict them in every opportunity that exists (Buck and Deutsch, 2014, Chokshi, 2018, Onah et al., 2018).

Poverty can be identified in the community, several levels become the boundary for poverty among individuals at the level of the group, and the level of politics (Rissanen and Ylinen, 2014). At the individual level, it is explained that more poverty is experienced by workers at the lower levels. Economic pressures make their lives difficult due to their health problems, where workers do not get proper health (Lister, 2004, Onolemhemen, 2009).

The level of poverty groups occurs among minority groups in the middle of the majority group based on race, ethnicity, background, or religion (Dongen, 2005, Eeuwijk, 2006). Finally, at the political level, miscalculate policies can cause poverty. The policy based on welfare but not implies to the reducing amount of poverty but increasing poverty (Henderson and Tickamyer, 2008).

## 3 METHOD

This paper relies on review literature research supported by the data generated from research result that published in the journal. This paper used search engine in a database especially that discussed Collaborative Governance and poverty. While the database is Scopus, Taylor and Francis Group, and Science Direct also generated from Google Scholar (Wee and Banister, 2016). This paper utilizes two keywords that are Collaborative Governance and poverty or the combination between two. These keywords are utilized to decrease the variety of data and make it easier to find relevant results. Below is the description :

**Table 1. Searching Result**

Database	Result	Relevant
Scopus	42	4
Taylor and Francis Group	313	9
Science Direct	567	8
Google Scholar	883	10
<b>Total</b>	<b>1763</b>	<b>31</b>

The results revealed from the database are so many. The total literature is 1763. Due to a large number of searching results, we made a re-specification effort by adding years which was only between 2008-2018. And the addition is only for social science to make us easier in searching for the literature about Collaborative Governance and poverty. Thus, there are only 31 works of literature suitable for this research. The searching results are utilized by the researcher to explain the description in this paper. According to the number of relevant literature, there are some similarities. Thus, we only rely on 3 literatures. The 3 kinds of literature describe poverty alleviation based on each stakeholder's uniqueness or it is region and it is relevance to be attached in this paper.

## 4 RESULT AND DISCUSSION

There are at least 3 articles that can be developed to reduce poverty. The first article is a study conducted by (Sahar and Salomo, 2018) in Pinrang regency. The model is developed by establishing an agency that is Regional Secretariat for the Poverty Reduction Section. The department obligated to coordinate the poverty program that runs collectively. The agencies involved are the Ministry of Religion (Ministry of Religion) of Pinrang Regency, the National Zakat Agency (BAZNAS) and the Indonesian Ulama Council (MUI). The agencies are providing technical assistance in the form of zakat donations to people who are categorized as poor. Then from PLN (State Electricity Company) to provide electricity and non-electricity to the people of Pinrang Regency. Whereas SKPD (Regional Work Unit) works in the health, education, and socio-economic spheres for the people who are categorized as poor.

A study by (Edi, 2014) stated that Collaborative Governance is not only initiated by the government, but it can be developed by the private sector. The research addressed to the private sector through social responsibility for poverty alleviation, with the support of human resources, due to the establishment of companies that can accommodate

their needs. While the government itself can collaborate by providing clarity of legal rules, strong public institutions consist of several groups that have participated in alleviating poverty that has been initiated by the private sector.

A study by (Lukito and Haryanto, 2016) highlighted Blangkon's craft that one of several local industries in Surakarta. There are at least 7 (seven) indicators of Collaborative Governance success. One is network structure, commitment to achieving goals, trust, authority, accountability, information, and access to resources. This small industry that produces Blangkon's is fully supported by the Surakarta Government by requiring employees in the government to use traditional Javanese clothing to commemorate the day of birth of Surakarta City. The industrial sector is expected to be able to provide potential silencers, retainers, and deterrents that can occur by employing workers to be able to prosper their lives. Thus they can exit from poverty that they have experienced.

Based on the several studies above, some differences are Collaborative Governance through government actor should act by establishing an agency that focuses on poverty as has been done in Pinrang regency. The second pattern is that Collaborative Governance by the private sector that is the first to act.

While the government only provides a legal law. Whereas the last one has a unique approach that is using Javanese local wisdom which is combined with Collaborative Governance.

It is not only to advance the industry but also reduce poverty and maintain cultural preservation directly. Although in the results of this article discuss the same thing as the topic in this paper, which is about Collaborative Governance. At least it can be a consideration in reducing poverty in Surakarta through the patterns that researchers have presented.

Surakarta City is one of the Cities in Central Java Province with a population of + 516,102 people in 2017 data from BPS (Central Bureau of Statistics) Surakarta City in 2018. Poverty is a serious problem for the government. The data generated from BPS Surakarta revealed that in 2015 55,710 people living under the poverty line. The number is increasing in 2016 be 55,910 people, while in 2017 it decreased to 54,900 people. Based on the BPS data, poverty is still high, It needs to be an effort from the Surakarta Government in dealing with poverty. Through previous literature search results, there are at least 2 patterns of Collaborative Governance to deal with poverty.

The government of Surakarta should follow the policy from the government of Pinrang Regency by establishing Technical Implementing Unit (UPT) that assigned to supervise the focus in poverty collectively with the other stakeholder. It is expected that Collaborative Governance can run effectively. Second, we see that the local wisdom in Surakarta can be broadened and develop through Blangkon's craft. This Blangkon's craft needs to be appreciated because, in addition to preserving culture, it can also reduce poverty in the long run because they can be empowered thus creating Collaborative Governance.

## 5 CONCLUSIONS

This study selects Collaborative Governance because it is relevant to be applied in all actors especially to the poverty problem in Surakarta. Collaborative Governance relies on at least 3 patterns, which are: all stakeholders that work together in establishing a special unit of poverty. Then, the initiation conducted by the private sector through social responsibility from the private sector to the community while the government is the one that issues a legal policy.

The last pattern is with the local wisdom approach. There are two alternatives formulated by the Government of Surakarta to develop bigger Collaborative Governance using the local wisdom approach and broaden its environment. Collaborative Governance can be effectively run if the government establishes a management unit that specifically monitors poverty sustainably and collectively.

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