The Implementation Of Collaborative Governance In Segoro Amarto Social Movement In Yogyakarta City

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Abstract. Collaborative governance increasingly involves a major role in implementing major policy drives in localities. Understanding how the stakeholders may provide value is therefore essential to understanding collaborative governance practically. This research aims to analyzing the goal impact of collaborative governance in the implementation of “Segoro Amarto” as a social movement to poverty alleviation in Yogyakarta. A qualitative descriptive approach is used to explore data about the role between actors, the collaborative process carried out, and the goals achievements of collaborative governance in segoro amarto. The measurement of the goals achievement of Segoro Amarto uses indicators as follows: the type of network structure, commitment to the goals, trust between stakeholders, governance, access to authority, accountability and responsibility, information delivery, and access to resources. However, the results of collaborative governance in the implementation of the Segoro Amarto movement in Yogyakarta City have not yet represented the construction of integrative and holistic collaboration between actors because there is still a dominance of the role of the government and the dependence on the government in implementing poverty alleviation programs from the Segoro Amarto Movement. The implementation of the Segoro Amarto movement adopted top down policy from the Yogyakarta Government, so that efforts to empower the community tend to be only in the form of implementing partial governments programs. The involvement of the private sector and non-governmental organizations has not been fully involved. The Good results are found in aspects of commitment to goals, trust between actors, delivery of information, accountability and resposibility. Whereas, the results that are still not good are found in the aspects of network structure, access to authority, access to resources and governance. The failrure to achieve the results of collaborative governance in the Segoro Amarto implementation can be influenced by the dynamics of the problems which include: (1) There are differences in understanding, character and mindset of the implementing actors and the community, (2) the lack of moral will and political will in a holistic way to build awareness of each actor in strengthening social capital, (3) The culture of the community to depend on government assistance and the habit of receiving assistance in the form of money from the government to the community hampers the process of empowering the community, (4) Authority in decision making and budget allocations that are too tiered thus hampering in the process of implementing Segoro Amarto.

Keywords: collaborative governance, poverty alleviation, segoro amarto
1. Introduction

In order to accelerate the achievement of the target of poverty reduction programs in the city of Yogyakarta, the City Government of Yogyakarta issued Mayor Regulation No. 53 of 2011 concerning the Segoro Amarto Movement in Yogyakarta City. The Segoro Amarto Movement is a new strategic approach in efforts to reduce poverty in the city of Yogyakarta by strengthening social capital that has existed for a long time in the Indonesian community, especially the people in the city of Yogyakarta. Segoro Amarto is not a new social institution, but is a coordinating forum or forum across actors from all elements of poverty reduction. Formally, the coordination team moves on two levels at once, namely the city level and the kelurahan level. Members consist of many poverty reduction stakeholders. At the city level, several SKPDs within the City Government, as well as other organizations and community leaders are involved. While at the kelurahan level some elements of the community were also involved. Collaboration, coordination and synergy of the government, the private sector and the community are expected to create a culture of togetherness, transparency, accountability and mutual cooperation so that an autonomous and empowered society can be created to overcome poverty independently.

However the achievements of the Segoro Amarto Movement have not been able to significantly reduce the number of poor families. In addition, although the implementation of the current Segoro Amarto Movement has a success parameter in the form of a Family Report Card, there are still many problems and obstacles in the implementation of the Segoro Amarto movement. The consolidation of the Segoro Amarto implementation at the Kelurahan level as described above does not work as expected. The results of the preliminary study also showed that there were four main problems that could be identified, namely: (1) the Segoro Amarto Movement was not fully understood correctly by the citizens of Yogyakarta; (2) TKPK which functions as a driver and driver of the Segoro Amarto implementation at the RW level has not all been optimal; (3) Assistance from SKPD, TKPK for various activities carried out by community groups both economically, socially and culturally is not optimal and even may not continue; (4) Not all RWs in the kelurahan have established Paseduluran, which has not yet been optimal; (5) The role of stakeholders (business world, universities, NGOs, social workers, and other actors) has not been optimal in the Segoro Amarto Movement [1].

Based on the results of the preliminary research, it shows that the fundamental problems that arise are related to the weak role of collaboration networks and commitment between actors in implementing the Segoro Amarto Movement. It can be understood that poverty alleviation efforts must be carried out in a multisectoral and multi-factor manner so that joint governance is needed through a collaborative governance approach. Collaborative governance can be interpreted as a government regulation in which government agencies directly invite stakeholders to make decisions together in a formal, consensus-oriented forum, there is freedom that aims to make or implement public policies or manage public programs and assets [2]. Therefore, based on the contextualization of research problems with scientific study analysis, it is important that more in-depth research can be carried out related to the study of collaborative governance in the implementation of the Segoro Amarto Movement in the City of Yogyakarta. By using a collaborative governance approach in this study, it is expected to contribute in providing recommendations to solve problems faced by each stakeholder and accelerate the achievement of the results of the Segoro Amarto Movement in the City of Yogyakarta. The rationality of the selection of this research focus is because so far there have not been many research studies on collaborative governance in the context of efforts to alleviate poverty and social movements.

Based on the background of the problem above, problems can be identified in this study as follows:

1. The poverty rate in the Special Region of Yogyakarta, especially the City of Yogyakarta is quite high;
2. Various kinds of poverty alleviation programs at the national and local levels have not been able to reduce poverty significantly;
3. There are various problems and obstacles faced in implementing the Segoro Amarto Movement;
4. The Segoro Amarto movement is still top down and is unable to maximize the social capital of the city of Yogyakarta, namely mutual assistance and help;
5. The people of Yogyakarta City have not been moved to participate in the Segoro Amarto Movement;
6. The lack of collaboration, coordination and synergy between the government, the private sector and the community is not optimal.

The orientation of achieving the results of this study is to find out the impact of the implementation of the Segoro Amarto Movement on poverty alleviation in the city of Yogyakarta, see the achievements of collaborative governance in the implementation of the Segoro Amarto Movement and provide recommendations regarding poverty reduction policies and refining the implementation of the Segoro Amarto Movement to relevant stakeholders.

2. Methodology

The design of this study is descriptive-qualitative, which carried out for a year. Descriptive research is not intended to test certain hypotheses, but describes what it is about a variable, symptom or condition [3]. This study intends to describe collaborative governance in the Segoro Amarto Movement in Yogyakarta City with a case study in Terban Village. By using a collaborative governance approach in this study, it is expected to contribute in providing recommendations to solve problems faced by each stakeholder and accelerate the achievement of the results of the Segoro Amarto Movement in the City of Yogyakarta. The rationality of the selection of this research focus is because so far there have not been many research studies on collaborative governance in the context of efforts to alleviate poverty and social movements.

Data collection techniques in this study used the method of observation, in-depth interviews, focus group discussion (FGD), and documentation studies. Resource taking is done by purposive sampling method, namely by determining resource persons according to expertise and expertise in the field of Segoro Amarto movement, social capital, social movement and poverty alleviation policy, including bureaucrats, practitioners, social observers and public services, academics, and verifiers. The subjects of this study are: (1) Yogyakarta City Planning Agency, (2) TKPK Yogyakarta City, (3) TKPK Terban Yogyakarta Village, (4) The Chairperson of Yogyakarta Urban Village, (5) Chairperson of RW in Terban Village Yogyakarta, (6) The management of Paseduluran is segoro amarto, (7) Terban Village Community, and (8) Other stakeholders.

To test the validity of this research data, researchers used triangulation techniques, namely the technique of checking the validity of data by utilizing something else outside the data for the purpose of checking or comparing the data [4]. In this study the data credibility test was carried out by source triangulation technique. Triangulation of sources means comparing and checking the degree of trust in information obtained through time and different tools in qualitative research. The steps that need to be done are: (1) Comparing observational data with interview data, (2) Comparing what people say in public with what they say personally, (3) Comparing what people say about the research situation with what is said all the time, (4) Comparing the situation and perspective of a person with various opinions and views of people such as ordinary people, middle or high educated people, people are, government people, (5) Comparing the results of interviews with the contents of a related document.

3. Result and Discussions

In the context of collaborative governance there are several stakeholders who have the same goals, have different specializations and capacities. According to Ansell and Gash (2007), Collaborative governance is a government regulation in which government agencies directly invite stakeholders to make decisions together in a formal, consensus-oriented forum, there is freedom that aims to make or implement policies public or managing public programs and assets. In measuring the success of collaborative governance, there are elements that can be used as indicators such as those expressed by De Seve (2007) in Sudarmo (2011), namely:

a. Type of networked structure (type of network structure). This relates to the explanation of the conceptual description of the relationships between elements that converge together and reflect the physical elements of the network handled by emphasizing the effectiveness of communication and intensive monitoring;
b. Commitment to a common purpose (commitment to goals). This means that there are elements that refer to the reason for the existence of the network that emphasizes aspects of attention and commitment to achieving positive goals.

c. Trust among the participants (trust between stakeholders). The attitude of mutual trust among stakeholders is needed to bring intertwined relationships to be professional in achieving common goals.

d. Governance. Governance can be interpreted as there are limits on who can be involved and who has not been involved, the determination of clear rules of joint play, and the freedom to determine how collaboration is carried out.

e. Access to authority (access to authority). Availability of clear measures of procedure provisions that are widely accepted to implement joint decisions.

f. Distributive accountability or responsibility (distribution of accountability and responsibility). In this case the results of a joint policy or decision must be accountable to every stakeholder and the public.

g. Information sharing (delivery of information). Submission of this information related to the ease of access in the form of systems, software, and procedures that are built can facilitate each stakeholder involved and provide rights to protect privacy for members.

h. Access to resources (access to resources). To build collaborative governance, we need the carrying capacity of financial, technical, human and infrastructure resources.

The majority of the people understand the Segoro Amarto Movement as a movement to re-establish noble values that exist within the souls of the people of Yogyakarta City. These values consist of independence, discipline, caring, and especially the value of togetherness (mutual cooperation). The value of mutual cooperation is defined by informants at the RT / RW level as togetherness among citizens to help each other. They cited the activities of citizen rewang, Siskamling, and events at the RT / RW level. While the other three values (independence, discipline, and concern) are not deeply understood by grassroots communities. A handful of people interpret the Segoro Amarto Movement as a poverty alleviation movement. In general, the community answers only to strengthen the noble values. While the government generally responded that the Segoro Amarto Movement was based on the issue of poverty in the city of Yogyakarta in particular, DIY in general. Then came the effort to overcome poverty with a package called the Segoro Amarto Movement. The Segoro Amarto Movement is a poverty alleviation movement in the city of Yogyakarta with a method of applying the noble values that exist in Segoro Amarto. A comprehensive understanding of the ideals of the Segoro Amarto Movement was understood by government actors at the top level (Mayor, Bappeda, Lurah, LPMK, and Community Participation). However, the majority of government officials at the lowest level (Chair of the RW / RT for example) only interpreted the Segoro Amarto Movement as an encouragement to restore the value of mutual cooperation that had begun to fade due to modernization. According to the majority of informants from RW, currently the community in their environment is very difficult to be invited especially the busy work of the office. Thus, it can be concluded that the understanding of poverty alleviation with the concept of the Segoro Amarto Movement is less understood in depth by the RW management as the kelurahan working partner.

Each actor's assessment of the achievements of the Segoro Amarto Movement is different. Community groups consider that the Segoro Amarto Movement can strengthen community groups to hold the value of mutual cooperation closely.

a. Network Structure

The actors involved in the implementation of the Segoro Amarto Movement in Yogyakarta City consist of 4 (four) parties (in the Segoro Amarto Handbook, 2018), namely: (1) DIY Local Government as a director (policy holder), (2) City Government Yogyakarta as a director (regional policy holder), (3) Private / Business World / Higher Education, (4) Companion consists of coordinators and facilitators (Paseduloro segoro amarto). Segoro Amarto's distribution in the kelurahan received assistance from the Village Social Workers (PSM). PSM has a function as a messenger of information from the Yogyakarta City Planning Agency regarding the implementation and policies of Segoro Amarto. In addition, the PSM assignment as a companion also oversees the implementation of programs from the agencies within the Yogyakarta City Government. While the private sector is an actor who can complement the
role of the government in empowerment. For example, in the form of CSR funds for certain programs from the city and sub-district governments. The involvement of the Coordinator and Mentor of the Segoro Amarto Movement is closely related to efforts to build citizen participation to be involved in each empowerment program that will be implemented.

b. Commitment to Achieve Common Goals
The goal to be achieved together in the Segoro Amarto Movement is the welfare of the people without exception. To achieve the intended welfare, the cultivation of noble values becomes important, such as independence, caring, mutual cooperation, togetherness, and discipline. These values must be the guidelines for the life of the people of Yogyakarta City. Like the Pancasila guidelines for Indonesian citizens. Efforts to achieve these objectives are manifested in the form of policies, programs, and activities with the breath of values contained in the Segoro Amarto Movement. The main policy is the empowerment of the people of Yogyakarta City. This empowerment effort is manifested in training programs in all respects. The technical implementation is involving kelurahan, kelurahan involving RW as a partner for socialization to residents. There are 20 types of training fields, including: baking bread, car steering, cooking, beauty makeup, advanced sewing, bridal make up, basic sewing, batik training, front office, training for disabled people, computer design and websites, hospitality, travel agent, security guard, and hospitality competency certificate. Commitments built by each actor involved in achieving a common goal, namely by actively disseminating information.

c. Stakeholder Trust
Trust between stakeholders is recognized by all informants as the key to the success of a government program. Therefore, there are several efforts made to build trust between the government, the private sector, and the community. The government prioritizes communication and public information openness. In the RW environment, any funds obtained from the kelurahan (both aid funds, stimulants, and development) are always sought to be reported to residents (represented by RTs and some residents). The form of the report is in the form of details of income and expenses. In addition, RW also builds communication with residents in agreeing on budget use. However, according to some informants who were open, there were some RWs who did not prioritize the way of deliberation in budgeting needs. As a result, there are several interests of certain groups included in the Musrembang, although not an urgent need. This means that there is an ego character that is still preserved in some RWs in Terban Village. His actions are authoritarian rather than democratic, participatory, and responsive. Another fact is in the survey of recipient of Prosperous Prosperity Card (KMS) that has problem in the lack of credibility of KMS recipient data.

d. Governance
The moral / ethical agreement (moral will) between the government and the community in implementing community empowerment programs has been carried out. The method is technically played predominantly by RW as a kelurahan partner. The role of RW in building agreements with citizens is very dominant. It can be said, RW is the spearhead of the city government in implementing policies. Moral agreements are carried out in the lowest domain, which involves the relationship between power and society. As for political agreement (political will) play more in the upper realm (relations between government, politicians, and capital). Almost all policies passed by the legislature are political agreements. However, the main goal is in the interests of people's welfare in the city of Yogyakarta. Although in its implementation, according to the Chairperson of Terban Urban LPMK, KMS policies are often used as a campaign tool for politicians. There are three parties involved in the Segoro Amarto Movement, namely: Yogyakarta City Government, Private Sector, and the community. Collaboration between these actors is initiated by the government first, in other words the government that builds collaboration. There are two meanings of collaboration, internal collaboration and external collaboration. Internal collaboration is a collaboration built by the government from the level of the Yogyakarta City Government to the kelurahan. In the Terban Urban Village
there are 22 active organizations, starting from RW, PKK, LPMK, TKPK, Posyandu, and so on. All of these organizations have their own program objectives and functions. While external collaboration is more on cooperative relations with actors outside the government, namely the private sector and the community. Forms of collaboration carried out between the three actors in question, namely: (1) collaboration in funding empowerment programs between companies and government (CSR funds); (2) collaboration in human resources, namely cooperation between creative groups (both in the fields of art, culture, and other skills) with the government and the private sector. This method actually empowers the community, because there is exploration of capabilities and reducing unemployment. For example: snack production in Terban Village is involved in meeting the needs of the hotel or events at the kelurahan and city level; (3) collaboration in natural resources. Collaboration that has not been maximized has occurred including collaboration between companies and the government and government with campuses in the Terban Urban Village. Many factors are the cause of the lack of collaboration between the private sector and the government.

e. Access to the Authority

The level of authority that exists in the implementation of the Segoro Amarto Movement is still in accordance with the regulations for implementing the program. If the policy of the city of Yogyakarta is the one who has authority is the city government in making decisions, if the policy is the kelurahan, then the kelurahan government has the main authority. Generally the authority for implementing government policies is always tiered, starting from the bottom (button up) or from top to bottom (top down). The implementation of the Segoro Amarto Movement should be based on the needs of the people at the lower levels. But in reality there are still many programs that are no longer in accordance with the needs of the community, but are still implemented to run the budget down. Several other cases, budget transfers were carried out. Technically, it must follow the applicable provisions, such as an agreement between residents, attendance list and meeting minutes. Every actor should be able to access any existing information relating to public information (open / non-confidential information). The role of the government is very important for initiatives to deliver public information. Control of the authority possessed by the actors involved is carried out by the community, but is not effective. However, the obstacles in accessing authority are: (1) Internal factors that do not have to be used by governments or private institutions. (2) Lack of information disclosure is carried out by the government itself. (3) facilities that do not support the community to access easily.

f. Distribution of Accountability and Responsibility

The government's understanding of accountability and responsibility is quite good. This can be seen from what was done by RW, PSM, and TKPK in Terban Village. The form of accountability and responsibility used is generally only in the form of accountability reports to the parties concerned and to the community involved as the committee. Public involvement in carrying out accountability oversight is quite good. Although this is a duty from the government without the need to be asked by the public. The community is recognized by almost all informants who understand the concept of public information disclosure, there is awareness in the community. Thus, whatever is received by the government at the RT / RW level is always reported to its citizens during regular meetings. Public involvement in supervision is still not optimal. Lots of people who are indifferent. However, some have been critical if something is unclear in reporting. Punishment is applied if something is unclear, and is proven to be perverted, this is only done by the budget giver. The form of documentation from the results of accountability and responsibility carried out is by writing LPJ (Responsibility Report) to the government. Reports are made as well and as detailed as possible accompanied by a note. However, there are two (2) types of LPJ in the field. The first report was made to the level of the Yogyakarta city government, and the two reports were devoted to the village government and the committee. How is the difference? Reports to the city level are made based on budget nails contained in the budget implementation guidelines, while reports to the kelurahan and
committee are made in accordance with the actual circulation of funds in the field. The form of accountability documentation to the public in addition to in the form of LPJ leaflets, is also posted openly to the public.

g. Information Submission

The information delivery cycle carried out during the implementation of the Segoro Amarto Movement and the policies related to the Segoro Amarto Movement are tiered starting from the Yogyakarta City Government or OPD to the kelurahan level, then the kelurahan informs the RW, and RW to the RT. Furthermore, the RT conveyed to the surrounding residents, either through the WA group message, telephone, or aguyuban forums at the RT level. If it is button up (information from the bottom up), then the community can use the government level path, or go directly to the related parties. Management of information carried out in the implementation of the Segoro Amarto Movement with various efforts, including the common one is through tiered publications. Any information, whether policy, training program-empowerment, or appeal to the community, is carried out in writing by the city government for the kelurahan government. Information is also managed by a digital media adoption system. Some OPDs carry out information branding on Social Media to be easily accepted by the public. Feed back in delivering information to the public can be active or passive, depending on what information is delivered. If it relates to assistance, the residents respond actively, whereas if it is related to the adherence to the rules, the response is passive.

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i. Access to Resources

The existing resources in the implementation of the Segoro Amarto Movement include, namely: (1) the human resources (HR) of the City of Yogyakarta closely with the culture of caring that
is manifested in mutual cooperation and togetherness. These values are just to be revitalized in the framework of mutual prosperity. The Collective Gendong concept which is currently being built by the city government is a translation of the value of mutual cooperation and the value of caring for others. (2) The city of Yogyakarta as a cultural barn in Indonesia is a great potential to reduce unemployment when properly managed and utilized. (3) Potential natural resources. The nature of the city of Yogyakarta has been utilized by the government, the private sector, and the community to increase regional income and develop the local economy. (4) The financial resources in the city of Yogyakarta are very large, besides the privileged funds from the central government to DIY there are also many sources of regional income. Like companies and hotels that are mushrooming in the city of Yogyakarta. There are still many other resources in the Segoro Amarto Movement, depending on how the potential is directed towards poverty alleviation.

The division of authority to be able to access the existing resources in the city of Yogyakarta is still within the authority of the city of Yogyakarta. The private sector consisting of campus, business world, and NGOs get access to written permission from the Yogyakarta City government. Likewise with the people of Yogyakarta City or outside the city, access to resources is carried out after obtaining legality from the government. If the intended resources are beyond the authority of the government, the authority is in the lap of the local community. The form of collaboration between actors in accessing existing resources in the city of Yogyakarta can be categorized into, namely: (1) government-private collaboration, is a form of cooperation built by the government with the private sector or vice versa. (2) collaboration between government and society, is a form of relationship that is interrelated and requires each other (symbiosis of mutualism). The government exists because of the existence and recognition of the community to the authority of the government, the community is guaranteed to live it among others because of the existence of a socially oriented policy by the government. (3) private-community collaboration, is cooperation between the two parties carried out on mutual agreement. The community helps permit the establishment of a business in its area, so the company will think of a social contract. Usually manifested with concern and priority for assistance in the standing business area. However, in practice the private sector tends not to empower local communities. Based on interviews with Terban Village TKPK that the business world has difficulty sharing the economy with local residents, for example in food, laundry, and cleanliness, (4) collaboration between the three actors; government-private-community. The government acts as a facilitator of the interests of all parties, both private and community. The orientation is the welfare of the people, so the government becomes the executor of existing regulations, and the government also controls all interests for the welfare of the people of Yogyakarta City [6].

Meanwhile, Driving factors for accessing existing resources, namely: (1) economic motives or benefits, such as land use for hotel and business development; (2) Utilization of resources for intention to resolve a problem; (3) The emergence of awareness in the community to be independent; (4) the solidarity factor of the RT / RW management to mobilize active citizens to do something useful. The power of the government is recognized as having a very important role in encouraging citizens to be involved in utilizing the potential of the environment, potential in themselves, and other potential for welfare. However, there are the inhibiting factors in access to resources include, namely: (1) the mental part of the community is very much an obstacle for citizens to actively take advantage of opportunities for work; (2) Mapping of needs has not been done well by the government in carrying out a training activity; (3) internal factors of the community that have short-term thinking.
4. Conclusion

The results of collaborative governance in the implementation of the Segoro Amarto Movement in the city of Yogyakarta still do not represent the construction of integrative and holistic collaboration between actors because there is still a dominance of the role of the government and still dependence on the government in implementing poverty alleviation programs from the Segoro Amarto Movement. The implementation of the Segoro Amarto Movement is still top down from the initiative of the Yogyakarta City Government so that community empowerment efforts tend to be only in the form of the implementation of partial government programs from various regional organizations. The involvement of the private sector and non-governmental organization has not been fully involved in a sustainable manner. Achievement of good results is in the aspect of commitment to goals, trust between actors, information delivery, accountability and responsibility. Whereas, the results that are still not good are found in aspects of network structure, access to authority, access to resources and governance. The failure to achieve the results of collaborative governance in the implementation of Segoro Amarto can be influenced by the dynamics of the problem which include: (1) Differences in understanding, character, and mindset of implementing actors and society, (2) The moral and political will have not been built holistically to build awareness from each actor in strengthening social capital, (3) the culture of the community to depend on government assistance and the habitual factor of receiving assistance in the form of money from the government to the community hampers the process of community empowerment, (4) authority over decision-making and budget allocation thus hampering the Segoro Amarto implementation process.

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