International Journal of Applied and Advanced Multidisciplinary Research (IJAAMR)
Vol.4, No.6, 2026 : 491-508

Collaborative Governance in the Uninhabitable House Rehabilitation Program in Mojokerto Regency

Abhinowo Bhre Satwiko[1*], Novaria[2], Achluddin Ibnu Rochim[3]
Universitas 17 Agustus 1945 Surabaya, Indonesia
Corresponding Author: Abhinowo Bhre Satwiko; abhinowo30@gmail.com

ARTICLE INFO

Keywords: Collaborative Governance, Public Policy, Poverty, Social Welfare, Uninhabitable Houses

Received : 5 April
Revised : 23 May
Accepted: 23 June

ABSTRACT

This research aims to describe and analyze the collaborative governance process in the implementation of the Uninhabitable House (RTLH) Rehabilitation Program in Mojokerto Regency. Poverty and limited access to decent housing remain crucial issues that the regional government cannot resolve independently due to fiscal constraints. Utilizing a descriptive qualitative method with a case study approach, this research analyzes primary data derived from interviews with government agencies, Regionally-Owned Enterprises (BUMD), the National Board of Zakat (Baznas), private sectors, and beneficiaries, as well as secondary data from regulatory documents. The applied theory is the collaborative governance model by Ansell and Gash (2008), which encompasses starting conditions, facilitative leadership, institutional design, and the collaborative process. The results indicate that multisectoral collaboration has been operating effectively, evidenced by the successful rehabilitation of 618 RTLH units in 2025. The initial budgetary constraints were successfully overcome through the responsive, facilitative leadership of the Regent and the Department of Public Housing, Settlement Areas, and Transportation (DPRKP2). The institutional design is reinforced by formal Memorandums of Understanding (MoUs), while the iterative collaborative process successfully mobilized cross-sectoral resources and community mutual cooperation (*gotong royong*). Nevertheless, weaknesses were identified regarding digital transparency concerning detailed budget allocations, which should be accessible to the public in real-time

DOI: https://doi.org/10.59890/ijaamr.v4i6.241
E-ISSN : 3026-2437
https://nvlmultitechpublisher.my.id/index.php/ijaamr/index

INTRODUCTION

A house is one of the fundamental human needs that must be fulfilled to ensure survival, security, and peace. Within the legal framework in Indonesia, the 1945 Constitution Article 28 H explicitly mandates that every citizen has the right to live in physical and spiritual prosperity, to have a home, and to enjoy a good and healthy living environment. Furthermore, this is emphasized in Law Number 1 of 2011 concerning Housing and Settlement Areas, which positions the state as an entity responsible for protecting the entire nation through the provision of housing so that the community can inhabit a decent home. Fulfilling the right to decent housing is a crucial pillar because a house not only functions as a physiological shelter but also serves as a means of family development, health improvement, and a reflection of human dignity.

The reality on the ground indicates that fulfilling the right to decent housing still faces significant challenges, particularly structural poverty. Poverty is a state of inability to meet basic needs, which directly correlates with the high number of Uninhabitable Houses (RTLH). As stated by Nisak and Rochim (2024), poverty often causes communities to struggle in meeting the standards of safe living; thus, government intervention is absolutely necessary to carry out rehabilitation to improve the equitable distribution of welfare. Many people are trapped in the Failed Poor (*Gagal Miskin*) or pre-prosperous dimension, where their income cannot keep up with the swelling costs of house renovations. This has become an urgent matter for national development across various regions in Indonesia.

In Mojokerto Regency, the RTLH problem is a strategic issue demanding comprehensive management. Based on mapping from the Central Statistics Agency and regional integrated data, the number of houses failing to meet the standards of building safety, adequate space, and occupant health remains significantly high. The distribution of these RTLHs is evenly spread across 18 sub-districts, ranging from highland areas to industrial zones. This high number of RTLHs is directly proportional to the remaining percentage of the poor population, which stood at 8.79% in 2025. Comprehensive data regarding the distribution of RTLHs in Mojokerto Regency in 2025 can be seen in the following table.

Table 1. Number of Uninhabitable Houses (RTLH) in Mojokerto Regency in 2025

No	Sub-district	Total (Housing Units)	No	Sub-district	Total (Housing Units)
1	Jatirejo	986	10	Bangsal	247
2	Gondang	582	11	Puri	424
3	Pacet	523	12	Trowulan	877
4	Trawas	62	13	Sooko	579
5	Ngoro	493	14	Gedeg	384
6	Pungging	228	15	Kemlagi	1564
7	Kutorejo	297	16	Jetis	585

No	Sub-district	Total (Housing Units)	No	Sub-district	Total (Housing Units)
8	Mojosari	333	17	Dawarblandong	567
9	Dlanggu	333	18	Mojoanyar	309
Total					9,373 Units

Source: Mojokerto Regency One Data Website (2025)

Facing the burden of 9,373 RTLH units, the Mojokerto Regency Government realizes that the Regional Revenue and Expenditure Budget (APBD) will not be sufficient to resolve this problem independently. Therefore, a collaborative governance scheme has become the primary approach. Collaborative governance was selected as an instrument to mobilize resources from outside the government bureaucracy, such as Regionally-Owned Enterprises (BUMD), the private sector through Corporate Social Responsibility (CSR), zakat institutions, and the broader community. Cross-sectoral involvement is essential for addressing complex public problems because each actor possesses resources, funds, and legitimacy that can be synergized for program efficiency.

There is a research gap that backgrounds this study. Previous research by Novaria et al. (2025) highlighted the success of collaborative governance by positioning the government as a stimulator in developing child-friendly cities. Furthermore, Nasution, Handoko, and Rochim (2026) discussed multisectoral collaboration in synchronizing vocational curricula, where differences in institutional orientation often pose a primary obstacle. In another sector, Setiawandari and Kriswibowo (2023) analyzed collaboration in waste management, emphasizing the importance of communication openness. Although there have been many studies on collaborative governance, research that holistically elaborates on the integration of BUMD CSR, philanthropic institutions (Baznas), and community mutual cooperation in the physical rehabilitation of RTLHs at the regency level remains remarkably scarce. The complexity of dividing cross-sectoral assistance portions without overlapping in the RTLH program makes this study crucial to conduct.

Considering the urgency of achieving the RTLH development targets and the necessity for a structured collaborative scheme, the formulation of the problem in this research is: How is the Collaborative Governance in the Uninhabitable House Rehabilitation Program in Mojokerto Regency? This research aims to describe, analyze, and evaluate the depth of the collaborative governance process initiated by the Mojokerto Regency Government based on Ansell and Gashs theoretical framework. The data presented is expected to serve as a reference for policymakers in formulating a more inclusive and transparent institutional design for poverty alleviation.

LITERATURE REVIEW

Public Management

Public management is a field of study and administrative practice focusing on how government agencies manage resources (human, financial, and material) to provide basic services to create value for society (Mahmudi, 2010). Unlike private sector management, which is purely profit-driven, public management is bound by the principles of legitimacy, fairness, transparency, and accountability. The managerialism approach in the public sector requires the government to act like an entrepreneur, seeking innovative, effective, and efficient solutions to budget scarcities. The strategic functions of public management include formulating policy priorities, organizing staff, and controlling performance, as well as managing external constituents, which requires the government to establish synergistic relationships with other institutions outside the conventional bureaucratic structure.

Public Governance

Public Governance represents a paradigm shift from *government* (the government as the sole and central actor) to *governance* (network governance involving multiple actors). This concept defines the decision-making process and policy implementation organized democratically and in a participatory manner involving the public sector, private sector, and civil society. The interaction process in public governance aims to address various community problems through shared roles and responsibilities. Good Governance must possess indicators of accountability, transparency, law enforcement, responsiveness, and cross-party consensus. This demonstrates that the state is no longer a solitary player but functions as a coordinator facilitating public dialogue to create collective welfare.

Collaborative Governance

Collaborative governance is a specific form of public governance. According to Ansell and Gash (2008), collaborative governance is a governing arrangement where one or more public agencies directly engage non-state stakeholders in a collective decision-making process that is formal, consensus-oriented, and deliberative and that aims to make or implement public policy. Ansell and Gashs theory proposes four main dimensions that are closely intertwined in determining the success of collaboration:

1. Starting Condition: Assesses resource imbalances, power asymmetries among actors, and the incentives motivating them to participate in the collaboration. A history of conflict or past cooperation also influences this phase.
2. Facilitative Leadership: The presence of a leader capable of maintaining interaction stability, empowering weaker stakeholders, mediating conflicts, and ensuring active and fair participation.
3. Institutional Design: Pertains to formal protocols, ground rules, and institutional structures that guarantee transparency, exclusivity, and role clarity for all involved entities.
4. Collaborative Process: A cycle consisting of face-to-face dialogue, trust building, commitment to the process, shared understanding, and intermediate outcomes.

METHODOLOGY

This research employs a qualitative type with a descriptive approach through a case study strategy. The research focus is directed in-depth on a single unit of analysis, namely the implementation of collaborative governance in the Uninhabitable House Rehabilitation Program in Mojokerto Regency for the years 2025-2026. Primary data were extracted through purposive in-depth interviews with key actors, including the Head of the Department of Public Housing, Settlement Areas, and Transportation (DPRKP2) of Mojokerto Regency, the Director of Perumdam Mojopahit, representatives of the Board of Directors of PT BPR Majatama, the Chairman of Baznas Mojokerto Regency, as well as two beneficiary citizens (from Penompo Village and Mlirip Village). Field observations were conducted to directly view the changes in physical building structures, while documentation studies were used to dissect regional regulations, draft Memorandums of Understanding (MoUs), and beneficiary databases from both the government and CSR entities.

The data collection technique relied on the principle of triangulation to maintain the validity and reliability of information, namely by cross-checking the consistency between interview results, agreement documents, and physical facts in the field. Data analysis was conducted following the interactive instrument by Miles, Huberman, and Saldana, encompassing three main steps: data condensation, data display, and conclusion drawing/verification. The interview results were transcribed, selected, and then categorized according to the four dimensions of the Ansell and Gash model. The data were then presented narratively and supported by a compilation of tables and observational images before drawing a final conclusion regarding the effectiveness of the collaborative policy.

RESULTS AND DISCUSSION

Collaborative Governance in the Uninhabitable House Rehabilitation Program in Mojokerto Regency

Starting Condition

The starting condition is a critical phase that serves as the starting point for the formation of cooperation between institutions in the Uninhabitable House (RTLH) Rehabilitation Program in Mojokerto Regency. Field findings indicate that the primary motivation for collaboration stems from the limited fiscal capacity of the Regional Revenue and Expenditure Budget (APBD). The Department of Public Housing, Settlement Areas, and Transportation (DPRKP2), as the government representation, recognized a massive disparity between the availability of regional funds and the target of completing 9,373 RTLH units spread widely. This structural resource imbalance forced the bureaucracy to cease operating in sectoral silos and instead open interventions to external parties.

Past history also heavily influenced the formation of this collaborative initial condition. The RTLH rehabilitation program in Mojokerto Regency has essentially been rolling out since 2017. However, in the past, the approach was highly centralistic, where the entire funding burden and technical execution rested solely on the shoulders of the regional government. A significant shift in the institutional landscape accelerated during the 2025 policy leadership period when a collective awareness emerged that non-state entities such as BUMDs, banking sectors, and zakat institutions possessed a surplus of social and financial capital that could be massively diverted to the housing sector.

The asymmetry of power among actors was successfully bridged through a paradigm shift in persuasive communication. Resource-rich stakeholders, such as the Regional Drinking Water Company (Perumdam) Mojopahit and PT BPR Majatama, had CSR financial capacity but lacked instruments to map validated poverty pockets. Conversely, the government had full authorization over pre-prosperous family data but suffered from liquidity deficits. From this inequality, an interdependency was born; BUMDs and the private sector were convinced that this collaboration was a legal, transparent, and directly impactful distribution channel for their social funds (CSR) to maintain corporate legitimacy in the public eye.

Incentives to work together were also palpably felt by Islamic philanthropic institutions, namely the National Board of Zakat (Baznas) of Mojokerto Regency. Although operating as an independent institution focused on distributing zakat to *mustahiq* (eligible recipients), this house renovation program directly intersects with their *asnaf* (beneficiary categories) mission. The main incentive obtained by Baznas from this collaboration was full administrative support from the village apparatus network for factual verification of prospective beneficiaries. This convergence of interests suppressed unilateral domination and convinced all parties to be on the same collaborative train.

To prove the urgency of this initial condition, the commitment to poverty alleviation is directly visible in the macro poverty percentage data in the Mojokerto Regency area. The collaborative policy responds linearly to the downward trend in the percentage of the poor population, reflecting the success of these cross-sectoral intervention measures. Below is the data on the decline in the percentage of the poor population:

Table 2. Data on the Percentage of the Poor Population in Mojokerto Regency 2023-2025

Year	Percentage of Poor Population in Mojokerto Regency
2023	9.82%
2024	9.37%
2025	8.79%

Source: Central Statistics Agency of Mojokerto Regency (2025)

Referring to Table 2, the poverty underlying the high number of RTLHs was consistently suppressed from 9.82% in 2023 to 8.79% in 2025. From the perspective of the starting condition in Ansell and Gashs model, these achievements and field facts confirm that the fundamental prerequisites for initiating collaboration have been met; no single actor dominates manipulatively, as all parties are united by a common interest to reduce the poverty index through decent home ownership.

Facilitative Leadership

The leadership factor acts as the central axis in orchestrating and weaving together diverse inter-agency interests so that they do not operate partially. In Mojokerto Regency, the architecture of facilitative leadership operates through a multi-level mechanism. At the highest policy tier, the figure of the Regent of Mojokerto plays a central role as a guarantor of political legitimacy (political backup). The form of this commitment is unequivocally demonstrated through the integration of the RTLH program into the Regents 100-Day Work Program, which immediately sends an implicit instruction to all Regional Apparatus Organizations (OPD) and BUMDs to place RTLH as a priority agenda. The regional heads authority is key in granting administrative blessing for the allocation of Perumdams Social and Education Funds to be injected directly into the house renovation budget.

At the operational managerial level, the role of facilitative leadership is elegantly executed by the Head of DPRKP2 of Mojokerto Regency, who acts as the conductor of the collaboration. According to the interview tracing results, instead of enforcing rigid top-down instructions, the department presented a breakthrough participatory approach through the program needs menu concept. This scheme decomposes the needs of a house renovation into specific material units, such as cement, red bricks, sand, galvalum roofs, to cash support. This leadership tactic facilitates medium-scale entities or businesses which are not yet able to fund the renovation of an entire house to still freely participate by contributing according to their financial capacity balance.

The implementation of this leadership cannot be separated from tests when managing expectation asymmetries and neutralizing perception conflicts that frequently arise among the public. Customarily, corporate donors often suspect the efficiency of bureaucratic programs due to track records of aid distribution frequently missing the target (leaking). Responding to this, DPRKP2, as the leading sector, demonstrated its facilitative function by deploying technical companion teams and recruiting independent field facilitators to safeguard execution accountability. Through this approach, collaborative leaders ensure that the common thread between the funding donors and the pre-prosperous beneficiaries is connected intact and transparently.

Although facilitative leadership has generally succeeded in accelerating collaboration, there is still room for challenges that have not been holistically resolved. The parameter from Lasker and Weiss (in Ansell & Gash, 2008) underlines the imperative for leaders to force the application of absolute transparency principles across every node of their network. In this context, the Head of DPRKP2 reflected on the existence of transparency barriers from some external parties. Several business actors and partner companies are often less open regarding the actual calculation of the proportion of their CSR funds. This phenomenon undoubtedly degrades the governments ability to devise ideal macro-intervention scenarios in subsequent fiscal years.

Regardless of the limited openness of a number of corporations, the coordinative leadership of the Mojokerto Regency Government has proven successful in steering the RTLH improvement trend toward a positive trajectory, with percentages continuing to climb year by year. The success of leadership in overseeing this realization can be observed through the following data recapitulation table:

Table 3. Data on the Percentage of Uninhabitable House Rehabilitation in Mojokerto Regency 2021-2024

Year	Percentage of Rehabilitation
2021	78.87%
2022	80.34%
2023	80.79%
2024	81.82%

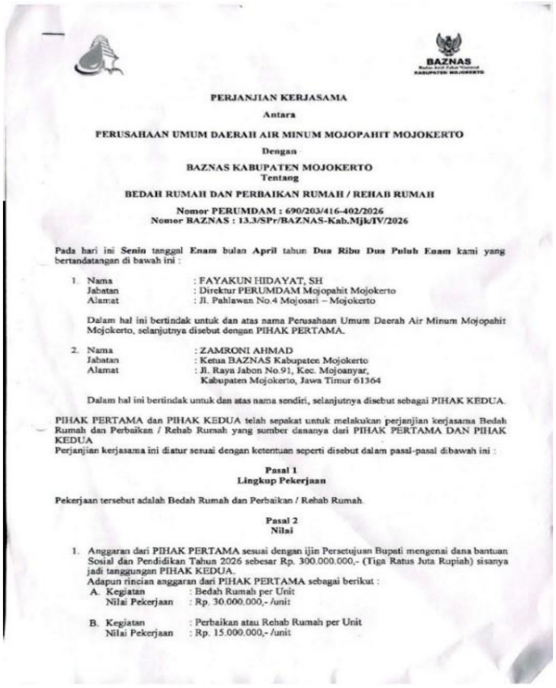
Source: BPS East Java (2022, 2024)

The ability to maintain rehabilitation consistency from 78.87% (2021) to 81.82% (2024) asserts that facilitative leadership can continuously maneuver to maintain the continuity of support from private entities and BUMDs. Rather than being repressive, a persuasive approach complemented by providing public reputation rewards for participants succeeded in maintaining the loyalty of collaborative networks.

Institutional Design

The existence of sustainable collaborative governance heavily relies on the sturdiness of the legislative foundation structure and the guidelines that bind it. This is conceptualized as institutional design. The Mojokerto Regency Government has laid out a hierarchy of regulatory footing to guarantee the formal legal framework of external actors participation. Its macro basis rests on the Minister of Public Works and Public Housing Regulation Number 10 of 2025. In the local arena, operationalization is regulated in detail through Mojokerto Regency Regional Regulation Number 1 of 2025 and specifically supplemented by Mojokerto Regent Regulation Number 5 of 2026 concerning Self-Help Housing Stimulus Assistance. It is these documents that transform into ground rules asserting the demographic qualifications of low-income citizens entitled to rights.

Besides regular public legal supremacy, the form of institutional design is also translated into bilateral contractual commitment formats. Valid evidence of this institutional architecture is the signing of a written cross-actor agreement. This is stipulated in the form of a Memorandum of Understanding (MoU), the visual of which can be observed as follows:



BAZNAS

PERJANJIAN KERJASAMA

Antara

PERUSAHAAN UMUM DAERAH AIR MINUM MOJOPAHIT MOJOKERTO

Dengan

BAZNAS KABUPATEN MOJOKERTO
Tentang

BEDAH RUMAH DAN PERBAIKAN RUMAH / REHAB RUMAH

Nomor PERUMDAM : 690/203/416-402/2026
Nomor BAZNAS : 13.3/SPr/BAZNAS-Kab.Mjk/IV/2026

Pada hari ini **Senin** tanggal **Enam** bulan **April** tahun **Dua Ribu Dua Puluh Enam** kami yang bertandatangan di bawah ini :

1. Nama : FAYAKUN HIDAYAT, SH
   Jabatan : Direktur PERUMDAM Mojopahit Mojokerto
   Alamat : Jl. Pahlawan No.4 Mojosari – Mojokerto

   Dalam hal ini bertindak untuk dan atas nama Perusahaan Umum Daerah Air Minum Mojopahit Mojokerto, selanjutnya disebut dengan PIHAK PERTAMA.

2. Nama : ZAMRONI AHMAD
   Jabatan : Ketua BAZNAS Kabupaten Mojokerto
   Alamat : Jl. Raya Jabon No.91, Kec. Mojoanyar, Kabupaten Mojokerto, Jawa Timur 61364

   Dalam hal ini bertindak untuk dan atas nama sendiri, selanjutnya disebut sebagai PIHAK KEDUA.

PIHAK PERTAMA dan PIHAK KEDUA telah sepakat untuk melakukan perjanjian kerjasama Bedah Rumah dan Perbaikan / Rehab Rumah yang sumber dananya dari PIHAK PERTAMA DAN PIHAK KEDUA
Perjanjian kerjasama ini diatur sesuai dengan ketentuan seperti disebut dalam pasal-pasal dibawah ini :

Pasal 1
Lingkup Pekerjaan

Pekerjaan tersebut adalah Bedah Rumah dan Perbaikan / Rehab Rumah.

Pasal 2
Nilai

1. Anggaran dari PIHAK PERTAMA sesuai dengan ijin Persetujuan Bupati mengenai dana bantuan Sosial dan Pendidikan Tahun 2026 sebesar Rp. 300.000.000,- (Tiga Ratus Juta Rupiah) sisanya jadi tanggungan PIHAK KEDUA.
   Adapun rincian anggaran dari PIHAK PERTAMA sebagai berikut :
   A. Kegiatan : Bedah Rumah per Unit
      Nilai Pekerjaan : Rp. 30.000.000,- /unit

   B. Kegiatan : Perbaikan atau Rehab Rumah per Unit
      Nilai Pekerjaan : Rp. 15.000.000,- /unit

Figure 1. Document of the Cooperation Agreement Between the Regional Drinking Water Company of Mojopahit and Baznas of Mojokerto Regency
Source: Director of Perumdam Mojopahit Mojokerto (2026)

MoU number 690/203/416-402/2026 (Perumdam) represents a high degree of precision in institutional design. The document dissects tasks very explicitly: Perumdam plays a sole role as an operational funder (financier) worth IDR 300 million, while the managerial execution mandate, material procurement, and mobilization of technical personnel are handed over to the expertise of Baznas. The specification of the budget quota split into IDR 30 million for heavy renovations and IDR 15 million for light rehabilitation indicates that this collaborative pattern is not managed amateurishly but rather systematized through Standard Operating Procedures (SOPs) based on performance audits.

Inclusivity is a key variable in this governance design. The determination of intervention targets is designed using a bottom-up formula. This collaborative flow prevents the centralization of power among the regency elite by obliging sub-district apparatuses, villages, and local neighborhood heads (RT) to nominate their citizens who empirically inhabit houses with a vulnerable-to-collapse status. The proposal mechanism starting from the grassroots is then strictly calibrated through factual surveys by DPRKP2 inspectors before the data portfolio is presented to the array of prospective corporate donors, guaranteeing the objectivity of aid distribution from communal political nepotism interests.

Another impressive feature of the existing governance design is the integration of the banking sectors role into the realm of social empowerment of marginalized communities. The presence of PT BPR Majatama whose main business is credit profitability allocating fiscal injections to crucial villages such as Centong Village, Wiyu Village, and Dlanggu Village is evidence that the Regency Government successfully structured this collaboration into a corporate social investment format. Legal rules are designed in such a way that monetary contributions from this BUMD have clear accountability in public accounting.

A critical analytical review of this institutional design structure reveals a severe weakness: the fragility of the transparency pillar toward a more massive public domain. The accountability mechanism in this era is essentially still fixated on hardcopy paper-based compilatory reports limited to internal access among agency leaders. The absence of a single open-data portal managed by the Regency Government to publish detailed CSR nominal allocations is prone to triggering public disinformation regarding double-reporting risks (overlapping); for instance, one housing unit might be polished using the APBD label when it is actually purely using private budget.

Collaborative Process

The collaborative process is not merely an instant intersection of fate but rather a manifestation of iterative interactions driven consciously, planned, and sustainably. Referring to the postulate of Ansell and Gashs theory (2008), the collaborative process series stretches across five essential stages, all of which can be found in the architecture of the Mojokerto RTLH Program. The initial stage begins with Face-to-Face Dialogue. Efforts to dissolve sectoral barriers were initiated by DPRKP2 through the realization of at least five cycles of intensive face-to-face coordination meetings, covering planning brainstorming stages, donation scheme presentations, supply handover coordination, inauguration events at locations, and post-evaluations. The regularity of conventional interactions effectively softens ego-sectoral bureaucracies, animating a productive dialogue climate between bureaucrats, business people, and leaders of philanthropic mass organizations.

Starting from this face-to-face dialogue, the cycle grows into the second fundamental phase: Trust Building. Trust is proven to act as the backbone of cross-sectoral governance. Empirical evidence of the establishment of trust bonds is engraved through the acceleration of commitments from the funding sector; Perumdam Mojopahit, which initially (2025) deposited IDR 150 million for five house renovations, then unhesitatingly doubled its support ceiling to IDR 300 million for the 2026 period. This escalation of social investment unequivocally reflects the BUMDs total satisfaction with the transparency of the fieldwork commanded by Baznas. A similar sentiment is signaled by BPR Majatama, which firmly injects tens of millions of rupiahs of CSR into various remote villages.

The third stage manifests Commitment to the Process, a dedication that radiates not only in the upper echelons but is organically embedded in the communitys grassroots space. At the elite level, the birth of formal institutional MoUs proves this seriousness. At the citizen level, this commitment metamorphoses astonishingly into a revival of local wisdom traditions in the form of mutual cooperation (*gotong royong*). The Baznas fund ceiling of IDR 25 million pegged per residence successfully functions as a financial catalyst triggering citizen initiative to collect additional material contributions, transport building materials, and contribute as unpaid builders, securing the essence of communal self-reliance in accordance with true social empowerment norms.

The fourth stage binds actors in Shared Understanding. Unity of frequency radiates clearly; every component agrees by consensus that the essence of the intervention is not the distribution of pseudo-charity, but the restoration of capital assets in the form of decent dwellings. All parties rely on uniform physical vulnerability indicators, such as dilapidated roof frames, fragile bamboo woven walls (*gedeg*), clay ground flooring, to the lack of environmental hygiene facilities (MCK). Zoning consensus is also maturely integrated, guarding the roles of each donor to avoid bombarding the same village, which could injure the principle of equitable distribution of allocations among regions.

The culmination of the four previous constant interactions crystallizes in the final achievement, namely Intermediate Outcomes. The validated results place Mojokerto Regency at the fantastic achievement of rehabilitating 618 RTLH buildings with collaborative budget absorption touching IDR 18.2 billion (cross-accumulation from the State Budget, Provincial and Regency Budgets, Baznas, and combined CSR) during 2025. As an elaboration of performance evidence, the details of the intervention targets managed by philanthropic programs (Baznas) can be observed through the following tabulation:

Table 4. Data on Uninhabitable House Beneficiaries in 2025 from Baznas Mojokerto Regency

No	Mustahiq Name	Gender	Mustahiq Address	Sub-district
1	Lailatul fatmaniyah	Female	Dsn.Lakardowo 001/01 ds. Lakardowo	Jetis
2	Supar	Male	Dsn kjeruk keputran 01/04 ds. Banjarsari	Jetis
3	Vridanavi	Female	Dsn Kemiri RT/RW 014/004 Ds Kemiri	Pacet
4	Astokiyah	Female	Dusun Yayasan RT 03 RW 02	Mojoanyar
5	Ika lukita sari	Female	Dusun Wonokerto RT 01 RW 07 Desa Warugunung	Pacet
6	Suko	Male	Dusun. Pasinan Krajan RT 040 RW 010 Desa Sekar gadung	Pungging
7	SATUMI	Female	Ds Kweden wetan RT 03 RW 02	Mojoanyar
8	Mistri	Female	Dsn Kwangen 02/02 dsSidorejo	Jetis
9	Sriamah	Female	Dsn.mojorejo Ds. mojorejo RT.04 RW.02	Pungging
10	Setiawan	Male	Dsn. Lengkong - RT.035/RW.007 - Ds. Sidoharjo	Gedeg
11	Titik Atiqoh	Female	Bacem RT/RW 17/07 Bening Gondang	Gondang
12	Sriwati	Female	Jaiombo RT/RW 004/002	Gondang

No	Mustahiq Name	Gender	Mustahiq Address	Sub-district
13	Adi Joko Purnomo	Male	Dusun Treceh RT 07 RW 03 Desa Sajen	Pacet
14	Papuk setiowati	Female	Krembung dumpul RT037/RW 010 randubango	Mojosari
15	Nadirin	Male	Dsn kepiting RT 01/Rw 02 desa temon	Trowulan
16	Linda Ratnasari	Female	Padu 03/04 Padi Gondang Mojokerto	Gondang
17	Ismaul Khasanah	Female	Dsn Briti RT 001 RW 002 Desa Wiyu	Pacet
18	Lilik Agustin	Female	Dusun talok RT 05 RW 02 Desa talok	Dlanggu
19	Arif efendi	Male	SOOKO	Sooko
20	Muh. Fatoni	Male	RT.03 RW.05 dusun kedungbendo Desa Gemekan	Sooko
21	Agus efendi	Male	Dusun Sasap RT. 04 RW 02 Desa Modongan	Sooko
22	Nurdin Firmansyah	Male	Dusun. Lamongan, RT 0012 , RW 003 desa Kalipuro	Pungging
23	SUPRIONO	Male	Dusun Kedungbendo RT.04 RW.06 Desa Gemekan	Sooko
24	MULYONO	Male	Dusun Gogor RT 001 RW 004 Desa Madureso	Dawarblandong
25	GEMBROK	Female	Dusun Sumberdadi RT 002 RW 010 Desa Gunungsari	Dawarblandong
26	Tri Ernawati	Female	Genukwatu 007/002 Sidomulyo	Bangsal
27	PONIRI	Male	Dsn. Oro-oro Jipang RT. 004 RW. 014 Ds. Purwojati	Ngoro
28	SUDIONO	Male	Dsn. Kesono RT. 010 RW. 002 Ds. Candiharjo	Ngoro
29	Shodiqin	Male	Dsn. Randegan RT 027/RW 003 Desa Jatirejo	Jatirejo
30	ERI KUSTIONO	Male	Dusun Pucuk RT 002 RW 004 Desa Pucuk	Dawarblandong
31	Uswatun hasanah	Female	Dsn mulyosari Rt 02 Rw 01 Ds gembongan	Gedeg
32	Achmad shochib	Male	Dan. Kedung wulan RT O2 RW 01 ds bejijong	Trowulan
33	Suhermin	Female	Dsn ngares lor Rt 05 Rw 03 Ds ngares kidul	Gedeg

No	Mustahiq Name	Gender	Mustahiq Address	Sub-district
34	Sulasmi	Female	Dusun Sumowindu RT. 001 / RW. 006 Desa Windurejo	Kutorejo
35	Sunarti	Female	Dusun Mojolegi RT. 002 / RW. 014 Desa Sawo	Kutorejo
36	Anah Roidhotul K	Female	GONDANG	Gondang
37	Agus Priyanto	Male	Dusun Kendalsari RT. 001/RW. 002 Desa Plososari	Puri
38	Indarmi	Female	Dusun Kenanten RT. 01/ RW. 01 Desa kenanten	Puri
39	Fredy Sulistiyo	Male	Dsn.Kemlagi Timur RT/RW 006/003 Ds. Kemlagi	Kemlagi
40	Abd. Wachid	Male	Nglinguk rt 01 rw 02 ds. Trowulan	Trowulan
41	NGATIMAN	Male	Dan Gelang 002 / 007 Ds Mojosulur	Mojosari
42	Sutiani	Female	Dusun Jani RT 04 RW 05 desa segunung	Dlanggu
43	ROKHMAN	Male	Mojogeneng, RT 13 / RW 03	Jatirejo
44	M. Zahidul Abidin	Male	Rejosari RT 01/RW 01 Desa Rejosari	Jatirejo
45	NGATERI	Male	Dusun Kedunguneng, 01/01, Desa Kedunguneng	Bangsal
46	Misrikah	Female	Mejoyo 001/002	Bangsal
47	Agus Purwanto	Male	Dusun mengelo RT 04 RW 10 desa Sooko	Sooko
48	Mahmudi	Male	Dsn. Pudaksari 15/06 Ds. Puloniti	Bangsal
49	Nur Kholifah	Female	Jotangan,012/006,Jotangan	Mojosari
50	Sudarji	Male	Dusun Ngepung RT 19 RW 06 desa punggul	Dlanggu
51	Sunardi	Male	Dsn. Kebogerangm RT. 07, RW 003 Desa Sumbergirang	Puri
52	Slamet hariyanto	Male	Dan semanding 04/01 ds. Beloh	Trowulan
53	SUMITRO	Male	Ds Sadar tengah RT 010 RW 002	Mojoanyar
54	SAMAH	Female	DUSUN SUKOSARI, 007/002, SUKOSARI	Trawas

Source: Recapitulation of Baznas Mojokerto Regency (2025)

The beneficiary target distribution table above confirms that the fund distribution process pioneered by the zakat institution (Baznas) was executed inclusively and proportionally across almost half of the sub-district geographies throughout Mojokerto Regency. The results of this collaboration are confirmed directly in the field not merely through administrative numbers but reflected in the physical facts of the structural transformation of the target housing units.

Figure 2. Observation Documentation of House Conditions Before and After Repair (Beneficiary Families)
Source: Researchers Documentation (2026)

The image documentation narrates how drastic the mutation of buildings that were formerly chained to the slum category. Observation facts at the mustahiqs residential locations (such as the families of Mrs. Rini and Mrs. Siatun) present a transition from fragile bamboo chambers and flimsy constructions post-fire into a permanent structure with a solid brick facade protected by an intact galvalum roof. Macroscopically, the impact of this collaboration hoists the productivity of pre-prosperous communal life to a more dignified level while making a major contribution to the freefall of the Mojokerto poverty ratio. This series of collaborative process findings justifies that the collaborative governance constellation far surpasses outdated paternalistic governance.

CONCLUSIONS AND RECOMMENDATIONS

The implementation of the Uninhabitable House Rehabilitation Program in Mojokerto Regency has proven the effectiveness of collaborative governance implementation as the ultimate strategy to circumvent the regional governments fiscal gaps. Referring to the theoretical dimensions of Ansell and Gash (2008), the condition of APBD limitations was successfully transformed into an opportunity for cross-institutional synergy thanks to the facilitative leadership of the Regional Head and DPRKP2, which provided participation flexibility based on a needs menu. The institutional design is constructed legally through regional regulations, regent regulations, and firmly bound by partnership Memorandums of Understanding (MoU), thereby clarifying the map of role divisions, rights, and obligations between government institutions, philanthropies (Baznas), and corporations (Perumdam, BPR Majatama).

The cyclical collaboration process starting from intensive face-to-face consolidation that successfully built bonds of mutual trust, fostered long-term commitment, and instilled an understanding of a shared vision has provided highly measurable outcomes. The success in restoring 618 pre-prosperous dwellings in 2025 not only brought physical building transformation aesthetically and functionally but also contributed factually in reducing the percentage of extreme poverty in Mojokerto. The revival of mutual cooperation values (*gotong royong*) from the local community further perfects this intervention, ensuring that collaboration occurs inclusively from the elite policy-maker level down to the deepest village communities.

To cover minor loopholes from the ongoing collaborative governance practices, it is recommended that the Mojokerto Regency Government immediately design and release a digital open information dashboard portal (E-RTLH) accessible to the public in real-time. This technological integration is highly necessary to curate and publish every detail of contributions (material and cash) from third parties (private CSR, BUMDs, and philanthropic institutions), geospatial distribution of beneficiaries, and the track record of its execution in the field. This digital transparency step is believed to become an essential instrument to multiply trust building, prevent overlaps in budget disinformation, and simultaneously ignite the participation interest of a spectrum of national and multinational private corporations operating in the Mojokerto administrative area to also plant their community development funds into this humanitarian program.

FURTHER STUDY

Future studies are advised to adopt a quantitative approach that directly measures the regression correlation between housing rehabilitation interventions and indices of work productivity improvement and occupant health post-house repair. Additionally, alongitudinal comparative research regarding the efficiency of RTLH collaborative governance between Mojokerto Regency and other industrial buffer cities/regencies (such as Gresik or Sidoarjo) will be highly valuable to extract the most resilient collaborative model prototype. Evaluations from a conflict resolution perspective that sociologically examine horizontal clashes among prospective beneficiaries eliminated at the village level are also intriguing to delve deeper into for the improvement of more equitable affirmative policies.

ACKNOWLEDGMENT

The author sincerely thanks all parties who provided support and assistance in completing this research.

REFERENCES

Ahad, M. P. Y., & Barsei, A. N. (2023). Collaborative Governance Sistem Pemerintahan Berbasis Elektronik: Best Practice Dari Pemerintah Daerah Di Indonesia. *Jurnal Transformasi Administrasi*, 13(01), 52-74.

Alamsyah, D., Mustari, N., Hardi, R., & Mone, A. (2019). Collaborative Governance dalam Mengembangkan Wisata Edukasi di Desa Kamiri Kecamatan Masamba Kabupaten Luwu Utara. *FisiPublik: Jurnal Ilmu Sosial dan Politik*, 4(2), 112-127.

Ansell, C., & Gash, A. (2008). Collaborative governance in theory and practice. *Journal of Public Administration Research and Theory*, 18(4), 543-571.

Bustomi, T., Ariesmansyah, A., & Kusdiman, A. (2022). Partisipasi Publik Dalam Collaborative Governance Pada Program Sister City Bandung Dan Jepang Dalam Menanggulangi Sampah Di Kota Bandung. *Kebijakan: Jurnal Ilmu Administrasi*, 13(1), 48-64.

Danar, O. R., Ap, S., & Ap, M. (2022). *Teori Governance*. Deepublish.

Emerson, K., Nabatchi, T., & Balogh, S. (2012). An integrative framework for collaborative governance. *Journal of Public Administration Research and Theory*, 22(1), 1-29.

Fatikha, N. T., & Permatasari, A. (2023). Collaborative governance dalam penanganan stunting. *Jurnal Kebijakan Publik*, 14(3), 277-287.

Ipan, I., Purnamasari, H., & Priyanti, E. (2021). Collaborative governance dalam penanganan stunting. *Kinerja: Jurnal Ekonomi dan Manajemen*, 18(3), 383-391.

Khafian, N. (2023). The Role Of Collaborative Governance In Indonesian Disaster Management. *J. Gov. Adm. Reform*, 4(2), 158-175.

Kurniawan, I. A., Widianingsih, I., Wiradinata, S. N., & Raharja, S. U. J. (2022). Collaborative Governance Dalam Pengembangan Kampung Wisata Dalam Mengatasi Persoalan Kumuh Di Kota Tangerang. *Aliansi: Jurnal Politik, Keamanan Dan Hubungan Internasional*, 105-113.

Mafaza, A., & Setyowati, K. (2020). Collaborative Governance Dalam Pengembangan Desa Wisata. *Jurnal Kebijakan Publik*, 11(1), 7.

Mahmudi. (2010). *Manajemen Kinerja Sektor Publik*. Edisi Kedua. UPP STIM YKPN.

Nasution, R. Z., Handoko, V. R., & Rochim, A. I. (2026). Multi-Sector Collaboration In The Development Of Vocational School Education In Lamongan Regency. *Journal of Governance*, 06(02).

Nisak, K., & Rochim, A. I. (2024). Analisis Strategi Peningkatan Pemerataan Kesejahteraan Warga Menur Pumpungan Melalui Program Rutilahu Tahun 2023. *PRAJA Observer: Jurnal Penelitian Administrasi Publik*, 4(1), 56-65.

Novaria, R., Handoko, V. R., Sukristyanto, A., Sunyoto, K., Rahmadanik, D., & Danumaya, A. (2025). Collaborative Governance in Developing Child-friendly Cities. *KnE Social Sciences*, 10(4).

Pajariah, N., Handayani, R., & Herlinda, S. A. (2026). Efektivitas Program Rehabilitasi Sosial Rumah Tidak Layak Huni (RS-RUTILAHU) Dalam Rehab Rumah Di Desa Bungin Kecamatan Banua Lawas Kabupaten Tabalong. *Al Iidara Balad*, 7(2), 763-773.

Prahasti, Y. H., Rahaju, T., Prabawati, I., & Hilmi, A. N. (2026). Implementasi Program Rehabilitasi Rumah Tidak Layak Huni Skema BSPS Di Desa Sidoharjo Kecamatan Jambon Kabupaten Ponorogo. *Publika*, 14(1), 229-238.

Qoyimah, D., Wardana, M. R., Susi, N., Nooresa, A. F. H., Muttaqin, M. I., & Wijaya, S. R. (2023). Collaborative Governance: Model Pengawasan Partisipatif Berbasis Gerakan Perempuan Mengawasi. *Jurnal Politica Dinamika Masalah Politik Dalam Negeri Dan Hubungan Internasional*, 13(2), 182-202.

Setiawandari, N. E. P., & Kriswibowo, A. (2023). Collaborative Governance dalam pengelolaan sampah. *Jurnal Kebijakan Publik*, 14(2), 149.

Trisniati, E., Cadith, J., & Nugroho, K. S. (2022). Collaborative Governance Dalam Pengembangan Kawasan Ekonomi Khusus. *Jurnal Governansi*, 8(1), 59-68.

Wijayanto, A. T. (2021). Hubungan Kondisi Rumah Tidak Layak Huni Dan Status Kemiskinan Rumah Tangga Di Provinsi Sulawesi Utara. *JMBI UNSRAT*, 8(3), 668-680.

Wulandari, S., Dasopang, A. P., Rawani, G. A., Hasfizetty, I., Sofian, M. Y., Dwijaya, R., & Rachmalija, S. (2022). Kebijakan anti kemiskinan program pemerintah dalam penananggulangan kemiskinan di Indonesia. *Jurnal Inovasi Penelitian*, 2(10), 3209-3218.

Yasintha, P. N. (2020). Collaborative Governance Dalam Kebijakan Pembangunan Pariwisata Di Kabupaten Gianyar. *Jurnal Ilmiah Dinamika Sosial*, 4(1), 1-23.