
COLLABORATIVE GOVERNANCE IN DRUG PREVENTION BETWEEN THE NATIONAL NARCOTICS AGENCY OF PEKANBARU CITY AND THE PEKANBARU CLASS II SPECIAL CHILDREN'S DEVELOPMENT INSTITUTION

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Abstract

Prevention of narcotics abuse and rehabilitation of narcotics abuse victims is an important issue in various countries, including in Pekanbaru City. In an effort to overcome this problem, collaboration between the Pekanbaru City National Narcotics Agency (BNN) and the Pekanbaru Class II Special Development Institute for Children (LPKA) is a significant approach. The aim of this research is to find out the collaboration process carried out between the two parties, and then find out what the impacts of this collaboration are. The method used in this research is descriptive research with qualitative data analysis. Data collection techniques use interview, observation, documentation and literature study methods. The results of this research show that the collaboration carried out between BNNK Pekanbaru and LPKA Class II Pekanbaru has so far succeeded in changing the mindset and lifestyle habits of assisted children in prison, they have a better understanding of the dangers of drugs for their lives and future. Apart from changing their mindset and lifestyle, this collaboration was also carried out to prevent them from doing the same thing a second time after leaving prison. This was quite successful because there were no inmates who returned after being released from the rehabilitation period at LPKA Class II.

Keywords: Special Children's Development Institution, National Narcotics Agency, Collaborative Governance

Abstrak

Pencegahan penyalahgunaan narkoba dan rehabilitasi korban penyalahgunaan narkoba adalah isu penting di berbagai negara, termasuk di Kota Pekanbaru. Dalam upaya untuk mengatasi masalah ini, kolaborasi antara Badan Narkotika Nasional Kota Pekanbaru (BNN) dan Lembaga Pembinaan Khusus Anak Kelas II Pekanbaru (LPKA) menjadi sebuah pendekatan yang signifikan. Tujuan penelitian ini adalah untuk mengetahui proses kolaborasi yang dilakukan diantara kedua pihak, yang kemudian dicari tahu apa saja dampak dari kolaborasi ini. Metode yang digunakan dalam penelitian ini adalah dengan menggunakan bentuk penelitian deskriptif dengan analisis data kualitatif. Teknik pengumpulan data menggunakan metode wawancara, observasi, dokumentasi dan studi kepustakaan. Hasil penelitian ini menunjukkan bahwa kolaborasi yang dilakukan antara BNNK Pekanbaru dengan LPKA Kelas II Pekanbaru sejauh ini berhasil mengubah pola pikir dan kebiasaan gaya hidup anak-anak binaan yang ada di Lapas, mereka sudah lebih memahami bahayanya narkoba untuk hidup dan masa depan mereka. Selain untuk merubah pola pikir dan gaya hidup mereka, kerja sama ini dilakukan juga untuk mencegah mereka melakukan hal yang sama kedua kalinya setelah keluar dari lapas, hal ini cukup berhasil dilakukan dikarenakan tidak adanya anak binaan yang kembali setelah bebas dari masa rehabilitasi di LPKA Kelas II Pekanbaru.

Kata Kunci: Lembaga Pembinaan Khusus Anak, Badan Narkotika Nasional, Collaborative Governance

INTRODUCTION

Based on BNN data from Riau Province, since 2020 there have been 220 narcotics conflicts undergoing rehabilitation. That is, through 220 conflicts it spread to all sub-districts in Pekanbaru City. Because this city is adjacent to neighboring countries, namely Singapore and Malaysia, this makes Pekanbaru susceptible to the spread of these illicit goods. There is data on total narcotics conflicts in Pekanbaru City from 2020 to 2022.

Table 1 Pekanbaru City Drug Case Data from 2020 to 2022

No	Year	Number of Case	Number of Suspect
1	2020	220	421
2	2021	262	508
3	2022	277	393

Source : Pekanbaru City National Narcotics Agency (BNN) 2022

Through this table, conclusions can be drawn from 2020 to 2022. Cases of distribution and use of narcotics in Pekanbaru City have increased. Even though at the end of 2019 the Covid-19 outbreak had entered Indonesia, drug cases were not affected and continued to increase. A role of the National Narcotics Agency in the monitoring sector is to allocate areas where abuse and distribution of drugs are frequently experienced. Targeted to observe and manage ways to overcome it. And in the eradication sector, he always carries out operations in the realm of night entertainment. Then also routinely educate the public, both adults and teenagers, about the dangers of drugs.

In Riau Province there are several rehabilitation UPTs that treat drug addicts, one of which is the Pekanbaru Class II Special Development Institution for Children. This institution is a Technical Implementation Unit for the citizen sector which is tasked with carrying out guidance in line with existing policies and carrying out activities of a substantive, administrative and technical nature. This also includes children involved in narcotics abuse cases.

**Table 2 Data on Minors Involved in Narcotics Crime Cases
at the Class II Special Development Institute for Children in Pekanbaru 2020-2022**

Year	Number of Case
2020	27 orang
2021	10 orang
2022	20 orang
Total	67 orang

Source : Class II Special Development Institute for Children in Pekanbaru 2022

On Wednesday, September 1 2021, the Pekanbaru Class II Special Development Institute for Children completed the rehabilitation of 10 prison students. Sugiyanto, Head of LPKA Class II Pekanbaru, said at the close that rehabilitation activities had been ongoing since March 2021 through the implementation of various activities in collaboration with the Pekanbaru City BNN. He said that narcotics rehabilitation is an effort to free addicts from the shackles of drugs and the dangers that accompany them. Then he also taught students in court facilities that they should stay away from drugs and should no longer be involved in drug cases. After they leave LPKA, we hope that these children will grow up to be their maximum selves and be useful for their surroundings.

Table 3 Pekanbaru BNNK Vision

BNNK Pekanbaru Vision	LPKA Pekanbaru Vision
As a non-ministerial institution that is professional and can work with all elements of the nation, state and Indonesian citizens to eradicate and deal with the misuse and circulation of drugs, precursors, addictive substances and psychotropic substances in Indonesia.	Restoring the unity of living relationships, life and livelihood as individuals, members of society and creatures of God Almighty.

Source: BNNK Pekanbaru and LPKA Kelas II Pekanbaru 2022

The vision of BNNK Pekanbaru and the Vision of LPKA Class II Pekanbaru are similar in that LPKA Class II Pekanbaru wants to restore a life relationship which can be interpreted as a recovery process for victims of narcotics abuse. This is also the vision of the Pekanbaru BNNK which wants to become a professional non-ministerial institution that can carry out all elements of the nation, state and Indonesian citizens to eradicate and overcome the misuse and circulation of drugs, precursors, addictive substances and psychotropic substances in Indonesia.

Table 4 BNNK Pekanbaru Mision and LPKA Class II Pekanbaru Mision

BNNK Pekanbaru Mision	LPKA Kelas II Pekanbaru Mision
Develop a national P4GN policy	Creating innovative forms of behavior that promote safety, comfort and suitability for children
Carry out P4GN operations according to their field of duties and authority	Providing educational and coaching services for optimal needs of children
Make plans to prevent misuse and distribution of drugs, precursors, addictive substances and psychotropic substances	Forming characteristics by increasing the behavior of piety, unity and honesty.
Monitor and manage the implementation of national P4GN policies.	Providing protection, services for children and ensuring children's rights.
Compile information on the implementation of national P4GN policy and propose it to the President.	

Source: BNNK Pekanbaru and LPKA Class II Pekanbaru 2022

From this table it can be concluded that the missions of BNNK Pekanbaru and LPKA Class II Pekanbaru are similar and can be said to be in line with regard to providing protection in the form of rehabilitation and then guidance and direction to the community regarding the dangers of narcotics. The increasingly widespread cases of drug abuse in Pekanbaru City, especially among underage teenagers, should be BNNK Pekanbaru and LPKA Class II Pekanbaru to collaborate in dealing with cases of drug abuse and jointly rehabilitate victims of drug abuse in Pekanbaru City.

Collaborative actions in the term Public Administration are also known as Collaborative Public Management, Collaborative Network Management and Collaborative Governance. The use of these nicknames generally has the same essence, but there are experts who say that each has its own characteristics, especially the scope of its use. (Naim Kapucu, Farhold Yuldashev, & Erlan Bakiev. 2009)

On Wednesday, February 9 2022, BNNK Pekanbaru and LPKA Class II Pekanbaru officially entered into a collaboration where the collaboration agreement was signed by the parties concerned. Where the Head of Pekanbaru BNNK Febri Firmanto is the first party and the Head of Pekanbaru Class II LPKA Sugiyanto is the second party.



Source: BNNK Pekanbaru 2022

Picture 1
Memorandum of Understanding Between BNNK Pekanbaru with LPKA Class II Pekanbaru

From the picture above, it can be concluded that cooperation has officially been established between BNNK Pekanbaru and LPKA Class II Pekanbaru which will then be discussed in more detail in this research, about how this collaboration process works and what the impact of the policies created from the collaboration between these two institutions is.

LITERATURE REVIEW

New Public Service

According to Denhardt, public administration in the "New Public Service" needs to meet the requirements, namely serving the public, prioritizing public needs, valuing citizenship over entrepreneurship, optimal and democratic logic, as well as paying attention to the public rather than the productivity of participating, accountable and open public service provisions. (Denhardt, 2003:15)

Through Denhardt, success in the functioning of elements of public provisions and services requires dimensions that can compare reality. There are ten dimensions to measure success (1) Tangable, demanding the availability of communication and facilities. (2) Reability, expertise in the service sector to realize what has been agreed to optimally. (3) Responsiveness, namely the interest in helping all providers to be responsible for the quality of services provided. (4) Competence, competence, optimal skills and insight into the apparatus to provide services. (5) Courtesy, is a friendly act, based on the consumer's wishes for the interest of carrying out a personal relationship. (6) Credibility, namely honesty in every effort to gain people's trust. (7) Security, the services provided must be safe and free from risk. (8) Access, ensuring smooth operation of connections. (9) Communication, service providers' interest in monitoring consumer aspirations and desires, and also being willing to share the latest reports with residents. (10) Understanding the customer, carrying out all efforts to observe consumer needs. (Denhardt, 2003:16)

According to Denhardt (2003), various basic principles through the latest public services include:

1. Serving the community from the taxes paid so that the community is the legal owner.
2. Prioritize public needs. The state is violated by imposing obligations on other parties to meet public needs.
3. Citizenship is more valuable than entrepreneurship.
4. Critical logic and democratic action. The government needs to be able to play a good role and use an interactive approach to handle general conflicts.

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5. A sense of awareness that accountability is not easy. Obligation is a difficult stage so it needs to be carried out using appropriate methods.
 6. Serve rather than order. The main role of government is to serve society.
 7. Respecting individuals as the main thing even when dealing with productivity values.

Collaborative Governance

This research will be viewed and studied using the concept of collaborative governance formulated by Ansell and Gash which states that collaborative governance is a government arrangement in which one or more public institutions directly involve non-state stakeholders in a formal, consensus-oriented, collective decision-making process, and deliberation and which aims to create or implement public policies or manage public programs or assets. (Ansell and Gash, 2007)

Initially collaborative governance was born during the governance paradigm, coinciding with developments in technology and human resources which made the government face complex problems that the government could not solve alone without involving stakeholders or actors outside the government. In this case, Charalabidis and Loukis said that the presence of the Collaborative Governance concept to overcome public problems, the government cannot solve it alone, because the government has limited time, therefore there needs to be a pattern of cooperation or what is called collaboration which invites actors outside the government who are able to participate in the process. public policy (Charalabidis & Loukis, 2012).

Collaborative Governance is a paradigm that mobilizes stakeholders or non-government actors or what are called NGOs, business people, community leaders and intellectual groups who are involved in formulating policies that are mutually agreed upon. Emerson and Nabatchi explained that Collaborative Governance is a method of formulating public policy and public management that is valuable and meaningful. In the process there is the involvement of actors who are not from internal government such as community leaders, business people, campus intellectuals, NGOs, and institutions outside the government in carrying out public interests together (Emerson & Nabatchi, 2015).



Source: Ansell dan Gash, 2007 dalam *A Model of Collaborative Governance for Community-based Trophy-Hunting Programs in Developing Countries*, Inayat Ullah, 2020

Picture 2
Model Collaborative Governance

Furthermore, according to Ansell and Gash in Asropin Gunawan (2020) explains that there are 5 (five) indicators of the process the formation of collaborative governance that exists by the government, private sector and society, including:

1. Face to face dialogue

At the face-to-face dialogue stage with stakeholders those involved are expected to be able to build a trust, mutual respect, understanding Together, and commitment to the processes of a collaboration will be planned and implemented. There is face-to-face dialogue The face is a very important initial stage in collaboration without face-to-face dialogue face at the start of the collaboration process is feared can give rise to turmoil in the process running a collaboration.

2. Trust Building

Trust is something that is very important in collaboration, because collaboration is not only about bargaining, but also about building trust in each stakeholder involved. Trust will not just appear immediately, but will take quite a long time, because trust will be very useful in the long term in the collaboration process.

3. Commitment to the Process

The stages in the process of developing a belief that negotiation is the best way to obtain a desired policy in solving a problem at hand. Commitment in practice requires a clear, fair and transparent stage from each actor involved.

4. Shared Understanding

Stakeholders in a collaborative process at a certain point require development of a process based on a shared understanding of what is achieved collectively. Shared understanding

is also defined as the process of unifying understanding regarding the knowledge needed to overcome a problem at hand.

5. Intermediate Outcomes

At this stage, it is hoped that an agreement can emerge regarding the final results to be achieved in a collaboration, planning and finalizing a final result that is expected to build a sense of trust and commitment to be able to carry out the main tasks and duties of each stakeholder in order to resolve the problems being faced.

METHOD

The type of research used in this research is descriptive research with a qualitative approach. Meanwhile, the research focus uses the process of collaborative governance according to Ansell and Gash (2007:228) which consists of 5 (five) indicators, namely: Face to Face Dialogue, Trust Building, Commitment to the Process, Shared Understanding, Intermediate Outcome. Data collection techniques use interview, observation, documentation and literature study methods. Then analyze the data using analytical techniques, namely: data collection, data reduction, data presentation, presentation and drawing conclusions (Miles and Huberman, 1992). Qualitative data in this research was collected from 5 key informants, namely:

1. Wan Suparman, S.H. Head of the General Sub Division of BNNK Pekanbaru
2. Fitriani Harahap, S.I.Kom. Pekanbaru National Narcotics Agency's First Expert Narcotics Counselor
3. Suri Mila Yumna, SKM. BNNK Pekanbaru Young Expert Addiction Counselor
4. Hesty Yunita, S.Sos, M.Ip. Head of Development Section for LPKA Class II Pekanbaru
5. One of the underage prisoner at LPKA Class II Pekanbaru

RESULTS AND DISCUSSION

The first indicator in collaborative governance process is face to face dialogue, all forms of collaboration must be built from face-to-face dialogue face to face or have a direct meeting from each stakeholder involved, where with this process will produce a common understanding regarding opportunities and the benefits that will be generated together. The dialogue done during the first meeting can reduce the feeling doubts and negative stereotypes from each stakeholder interest. The face to face dialogue carried out by the Pekanbaru City BNN with the Pekanbaru Class II LPKA takes the form of meetings held regularly whose implementation cannot be determined, meaning that the meeting occurs on working days with members from

the Pekanbaru City BNN visiting the Pekanbaru Class II LPKA or vice versa. carried out formally or semi-formally. The meeting was used as a means of communicating and exchanging thoughts and ideas as well as providing information and documentation to each stakeholder in order to carry out collaborative governance in efforts to prevent drugs and social rehabilitation. Face to face dialogue in the context of prevention and social rehabilitation, the role of both institutions is very structured and enthusiastic. This is proven by the existence of regular meetings every week to carry out this program.

As stated by Mr. Wan Suparman, S.H. Head of the General Sub Division of BNNK Pekanbaru:

"Based on reports from my members yesterday, there is a counseling schedule once a week at LPKA to carry out social rehabilitation there." (Interview September 18, 2023)

As was also conveyed by Mrs. Hesty Yunita, S.Sos, M.Ip. Head of Development Section for LPKA Class II Pekanbaru:

"Regular meetings about 3 times a week, discussing the implementation of activities." (Interview October 18, 2023)

The second indicator in collaborative governance process is trust building, after face-to-face dialogue, each stakeholder must begin to build a sense of trust between stakeholders in carrying out this collaboration process. Trust is the main key so that the process does not stop halfway. Therefore, the role of leaders is very necessary in contributing to bonding between stakeholders. Trust is something that is very important in collaboration, because collaboration is not only about bargaining, but also about building trust in each stakeholder involved. Trust will not just appear immediately, but will take quite a long time, because trust will be very useful in the long term in the collaboration process.

Trust building between BNN Pekanbaru City and LPKA Class II Pekanbaru begins with building an image for each stakeholder, communicating and coordinating intensively between the parties involved. This communication and coordination is very important so that the goals of drug prevention and social rehabilitation can run effectively and efficiently. Trust building between BNN Pekanbaru City and LPKA Class II Pekanbaru begins with building an image for each stakeholder, communicating and coordinating intensively between the parties involved. This communication and coordination is very important so that the goals of drug prevention and social rehabilitation can run effectively and efficiently. The process at this stage is considered very good as evidenced by the existence of an MoU (Momerendu of Understanding) which has been ratified by each stakeholder.

Regarding communication and coordination between related parties in carrying out the stages/collaboration process, that from the trust building process that has been carried out by the stakeholders above, it has invited a lot of appreciation and trust in the target children, so that they are no longer worried about the program prevention and rehabilitation will be futile.

The third indicator in collaborative governance process is commitment to the process, the commitment of each stakeholder plays a very important role in the realization of a program or collaboration process, because if they have a strong commitment, the stakeholder will be responsible for carrying out their role and establishing good cooperation with other agencies. Stages in the process of developing a belief that negotiation is the best way to obtain a desired policy in solving a problem faced. Commitment in practice requires a clear, fair and transparent stage from each actor involved. In implementing collaborative governance in drug prevention efforts, the stakeholders involved show their respective commitment to implementing this collaborative governance. The stakeholders, especially Pekanbaru National Narcotics Agency officers who carry out social rehabilitation for assisted children at LPKA Class II Pekanbaru then try as hard and as best as possible to coordinate with LPKA Class II Pekanbaru through regular meetings, both formal and semi-formal. Because LPKA Class II Pekanbaru is aware of the important role of BNNK Pekanbaru in helping provide direction and educational guidance regarding the dangers of drugs to children assisted by LPKA Class II Pekanbaru. These efforts are carried out simultaneously between the two stakeholders as best as possible, which is of course useful for building a pattern of cooperation that is good and does not harm each other who have the same goals.

As stated by Mrs. Fitriani Harahap, S.I.Kom. Pekanbaru National Narcotics Agency's First Expert Narcotics Counselor:

"The stages, after the MoU is ratified, first we screen the target children, then client assessment, then we carry out counseling activities, then education for the target children, then there is motivational interviewing, then CBT, then we have group therapy, finally there is family support group, that includes the stages in the collaboration process " (Interview September 18, 2023)

Pekanbaru City BNN has two types of rehabilitation that are usually carried out, namely medical rehabilitation and social rehabilitation. In carrying out their collaboration with LPKA Class II Pekanbaru they chose social rehabilitation where the audience was children who were victims of drug abuse.

The fourth indicator in the collaborative governance process is shared understanding, at this stage, stakeholders must be able to understand and understand what program is being implemented or the manufacturing process. Good understanding of common goals, vision and mission. So, with this common understanding, it will be easier to achieve the goals determined at the beginning of the agreement. Stakeholders in a collaborative process at a certain point require development of a process based on a shared understanding of what is achieved collectively. Shared understanding is also defined as the process of unifying understanding regarding the knowledge needed to overcome a problem at hand.

The shared understanding process has gone well, where each stakeholder already has the same or harmonious understanding. The stakeholders already have the same understanding and goals of the collaborative governance they are implementing. This goal is to jointly try to help the children assisted as best as possible in the context of prevention and social rehabilitation. The ongoing process of sharing understanding will never be separated from the role of the face to face dialogue process carried out by stakeholders. With face to face dialogue that goes well, you will be able to anticipate misunderstandings that lead to differences in perception. This shared understanding process itself makes it easier to plan what steps will be taken by stakeholders.

Collaborative Governance in Drug Prevention involves two government agencies who have decided to work together in carrying out the drug prevention process in the Pekanbaru area. Based on the MoU that has been agreed upon by both parties, there are several objectives for this collaboration, namely:

1. As a joint guideline for the implementation of correctional rehabilitation services for prisoners and correctional inmates who are addicts, drug abusers and victims of narcotics abuse;
2. To equalize perceptions and ways of acting in the provision of correctional rehabilitation services for prisoners and correctional inmates who are addicts, abusers and victims of narcotics abuse.
3. Increased coordination and collaboration in the implementation of correctional rehabilitation services for prisoners and correctional inmates who are addicts, abusers and victims of narcotics abuse;
4. The realization of synergy between the FIRST PARTY and the SECOND PARTY

The fifth indicator in the collaborative governance process is intermediate outcome, the stage where the results of a collaboration process can be seen, where it has slightly or almost met the goals that were determined at the beginning. at this stage, it is hoped that an agreement can emerge regarding the final results to be achieved in a collaboration, planning and finalizing a final result that is expected to build a sense of trust and commitment to be able to carry out the main tasks and duties of each stakeholder in order to resolve the problems being faced. If the results are visible, it can be said that a collaboration process is said to be successful and can always be developed in a better direction and have even greater benefits.

Collaborative governance in social prevention and rehabilitation efforts is to help change the mindset of assisted children towards drugs, change the daily patterns or habits of assisted children to make them better and more disciplined. It is hoped that this collaborative activity can make the assisted children at LPKA Class II Pekanbaru understand more about the dangers of drugs, change their thought patterns and habits, help the assisted children to rise again to pursue the future and prevent them from repeating the same mistakes. Without this collaboration, the parties involved in dealing with this problem will not be able to be properly educated about drugs.

As stated by Mr. Wan Suparman, S.H. Head of the General Sub Division of BNNK Pekanbaru:

"This has been going on for several years, so every year there is this collaboration, so far the impact of this collaboration is that we can recover the children assisted by LPKA who are detected to have been affected by drug abuse, so that they can return to a good life." escape from the trap of drugs. Then make them or prevent them from doing the same thing again." (Interview September 18, 2023)

As was also conveyed by Mrs. Suri Mila Yumna, SKM. BNNK Pekanbaru Young Expert Addiction Counselor:

"In my opinion, the success is that the target children understand the dangers of drugs for their lives, and are able to change bad thought patterns and habits too." (Interview September 18, 2023)

Then it was also said by one of the underage prisoner at LPKA Class II Pekanbaru:

"I understand more about the dangers of drugs, so I don't want to go near drugs anymore, my lifestyle is also better. Usually I go to bed at 12 or later, now I go to bed at 10 o'clock, now I wake up early, I'm more disciplined too." (Interview October 18, 2023)

CONCLUSION

To prevent the assisted children at LPKA Class II Pekanbaru from repeating the same thing a second time, BNNK Pekanbaru and LPKA Class II Pekanbaru collaborated in the form of social rehabilitation which included counseling, education for assisted children, motivational interviewing, CBT (Cognitive Behavior Therapy), group therapy, finally there is a family support group, and is equipped with several games as a distraction. This program aims to change the mindset of the target children, then change their lifestyle to be more kind and disciplined, make them understand the impact of drug abuse on themselves and the people around them, then prepare themselves to be able to reintegrate into the surrounding community. with better character. The collaboration carried out between BNNK Pekanbaru and LPKA Class II Pekanbaru has so far succeeded in changing the mindset and lifestyle habits of assisted children in prison, they have a better understanding of the dangers of drugs for their lives and future. Apart from changing their mindset and lifestyle, this collaboration was also carried out to prevent them from doing the same thing a second time after leaving prison. This was quite successful because there were no inmates who returned after being released from the rehabilitation period at LPKA Class II.

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