

# Collaborative Governance in Reducing Early Age Marriage Rates in Meranti Islands Regency

Fina Lestari<sup>1\*</sup>, Irdyanti Irdyanti<sup>2</sup>, Hesty Wulandari<sup>3</sup> 

<sup>1,2</sup>Public Administration Department, State Islamic University Sultan Syarif Kasim, Pekanbaru, Indonesia.

<sup>3</sup> Accounting Department, State Islamic University Sultan Syarif Kasim, Pekanbaru, Indonesia.

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## ABSTRACT

This research aims to analyze collaborative governance in an effort to reduce the number of early marriages in the Meranti Islands Regency. The high number of cases of early child marriage in the Meranti Islands Regency encouraged the Religious Court, Social Service, Health Service, Yayasan Peduli Anak Intan Payung and the Children's Forum to collaborate in overcoming this problem. This research uses a qualitative approach with a triangulation method. which includes interviews, observation, and documentation analysis. This research uses the collaborative governance theory of Ansell and Gash: initial conditions, facilitative leadership, institutional design, and collaboration processes. The results of this study reveal that collaborative governance has not been able to reduce the number of early childhood marriages in the Meranti Islands Regency by not maximizing face-to-face dialogue and leadership roles, namely from government actors and preventive activities such as education to the community through the use of social media. So that the negative impact of early childhood marriage can be prevented. Then the face-to-face dialog agenda between government actors can be carried out effectively.

\*Corresponding author.

E-mail: [finalestari790@gmail.com](mailto:finalestari790@gmail.com)



## INTRODUCTION

Early child marriage is one of the social issues that is still a big challenge in Indonesia, including in the Meranti Islands Regency. Data reveals that Indonesia is in the 2nd position in ASEAN and 8th in the world with the problem of early childhood marriage (Erivon Pranitha & Bestari Kumara Dewi, 2021). In addition, child marriage is an act that violates children's rights and this continues to occur and take place on a large scale, especially in Indonesia. From Indonesia's population of 627 million, 11.2% of women between the ages of 20 and 24 are married. The current marriage rate for women under 17 is 4.8%. The marriage rate for children under the age of 16 is about 1.8%, and the marriage rate for children under the age of 15 is 0.6%. Overall, one in nine girls under the age of 18 is married early (Azzahra, Qanita, 2019). This is one of the problems that must be considered which is not only a social problem. Early marriage also has an impact on children's physical and mental health, and has the potential to disrupt their educational development and future social and economic well-being.

In 2022, the Riau Provincial Court recorded 944 people applying for dispensation for early marriage. Furthermore, in 2024, a recap of data on the type of marriage dispensation case was recorded at 1,169 with 5 applications remaining from last year. This dispensation is carried out to ensure that the marriage does not reach the age limit set by the government. Therefore, according to data from the Pekanbaru Religious High Court, there are several factors that lead to the application of this exception: promiscuity, marriage by accident (MBA), and illegitimate marriage.

Table 1. Number of marriage dispensations at the Selatpanjang Religious Court

Year	Total	Decision status	
		Accepted	Declines
2020	51	51	-
2021	52	52	-
2022	45	45	-
2023	49	49	-
2024	9	8	1

*Source: Pengadilan Agama Selatpanjang*

It is shown that early child marriage has occurred in the youngest district in Riau Province, namely Meranti Islands Regency. Cases submitted to the Selatpanjang Religious Court who applied for marriage dispensation were mostly/almost entirely due to pregnancy outside of marriage (MBA). The number of cases of pregnancy outside of marriage and leading to early childhood marriage, for example, early childhood marriages that occur in the Meranti Islands Regency are recorded as being 14 years old. However, the marriage of the two couples is legal, unlike the marriage of adult couples who are of marriageable age. After the marriage, there was participation of local authorities and the Meranti Islands Social, Women's Empowerment, Child Protection, Population Control and Family Planning Service (Dinas Sosial P3AP2KB) through the Women's Empowerment and Child Protection (PPPA) Division to immediately conduct an investigation. This aims to ensure the safety of the bride and groom, by visiting the family home and the background of the incident (Ali Imran 2023).

This shows that conventional approaches have not been maximally successful in preventing child marriage at an early age. Therefore, a more comprehensive approach is needed, one of which is through a collaborative governance model. Collaborative governance is a framework in which various actors from the government, private sector and civil society work together in the process of decision-making and policy implementation. This concept emphasizes the importance of inclusive, transparent, and results-oriented participation of various parties. The collaborative governance approach is considered relevant and potential in the context of reducing the rate of early child marriage in the Meranti Islands Regency.

Meranti Islands Regency's efforts to prevent early childhood marriage through a multi-stakeholder cooperation agreement to fortify children from early childhood marriage. In connection with Law Number 35 of 2014 concerning Amendments to Law Number 23 of 2002 concerning Child Protection and Presidential Decree Number 36 of 1990 concerning the Formulation of the Convention on the Rights of the Child and After the Enactment of Law Number 1 of 1974 concerning Marriage Law Number 16 of 2019. One of the efforts to reduce the number of early child marriages in the Meranti Islands Regency is collaboration between Regional Government Organizations (OPD). The Selatpanjang Religious High Court started an innovation and signed a Memorandum of Understanding (MoU) for the Premarital Medical Counseling and Services Program (LAKSAMANA) and a Memorandum of Understanding (MoU) between the Women's Empowerment and Child Protection Division and the Intan Payung Riau Child Care Foundation as NGo.

Preventing the proliferation of early child marriage requires the cooperation of various stakeholders, both the government and the community. Thus, the task of local governments and other stakeholders is to ensure the availability of facilities and regulations that support the creation of an environment conducive to the growth and development of children without having to be trapped in early marriage. Deeper involvement of state actors in decision-making and implementation will encourage collaborative problem solving and strengthen accountability for results and impacts. For this reason, researchers are interested in further examining Collaborative Governance to reduce the number of early childhood marriages in the Meranti Islands Regency. This research will examine how the collaborative governance model is applied in order to reduce the number of early childhood marriages in the Meranti Islands Regency by analyzing the various factors inhibiting Collaborative Governance in Suppressing Child Marriage Rates in the Meranti Islands Regency.

Governance is a political decision-making process in which policy implementation involves the state (government), private sector, and civil society in the process of policy making and implementation (Kurniawan, 2007, pp. 16-17). There are five positions in governance, namely: 1) Governance refers to institutions and actors; 2) Governance shows the blurring of boundaries and responsibilities in dealing with social and economic problems; 3) Governance reflects the dependence between states; 4) Governance means self-management of subjects independently; 5) Governance makes people realize that they do not need to rely on government power through government orders or authority to make improvements (Kurniawan, 2007).

The term "Collaborative Governance" refers to a form of governance that directly involves stakeholders outside the government or state, and creates consensus in the collective decision-making process for the creation or implementation of public policies

and programs. This approach focuses on deliberation (Ansell and Gash, 2008). Ansell and Gash developed the Collaborative Governance model based on a literature review in the journal *Collaborative Governance in Theory and Practice*. The research conclusions are explained by four main variables, consisting of: (1) Initial conditions. (2) Institutional design. (3) Leadership. (4) Collaborative process (Ansell and Gash, 2008).

Marriage can be defined as a social contract between a man and a woman who are recognized as husband and wife either by the state, religious authorities or both. Marriage can also be interpreted as an inner and outer bond between a man and a woman as husband and wife which aims to build a happy and peaceful family (Djamilah & Kartikawati, 2014). Furthermore, based on Law Number 16 of 2019, marriage is a bond between a man and a woman as husband and wife, with the aim of forming a happy family and a loyal relationship over time.

Child marriage, or what is often called underage marriage, is a marriage in which one or both partners have not reached the appropriate age for marriage or have not completed their education. These underage marriages occur when the age of the couple has not met the limits set out in the Marriage Law. Child marriage is a marriage involving minors who do not yet have the maturity or readiness to live a married life (Fadlyana & Larasaty 2009).

Early child marriage occurs due to several factors, namely economic factors, where there is hope that marrying off children will reduce the family's economic burden. Lack of education and knowledge among parents, children and the community can lead to a tendency to marry off minors without considering the risks they may face in the future. After that is the parental factor, this is also caused by the low education of parents so that their limited thinking ability makes parents give up and accept their children if they marry at a young age. Finally, the customary factor, which often occurs in rural areas, is that people want to marry off their daughters at an early age for fear of becoming old maids. The impact caused by early childhood marriage is that it affects the physical health and health conditions of a woman's uterus. This can cause babies to be born prematurely, growth disorders and even born with defects. In addition, it can have an impact on adolescent psychology, where adolescence is a transitional period characterized by unstable emotional turmoil. This triggers household conflicts later because adolescence is a period of self-discovery and has not yet thought stable until it leads to divorce. The impact of early childhood marriage also affects the social environment of the community later, because deciding to get married means having to prepare for changes in society.

## METHODOLOGY

This research was conducted in Meranti Islands Regency with a qualitative research type. Theoretically, qualitative research is research that focuses on scientific activities with the aim of defining and understanding observed social phenomena. Understanding is not only seen from the perspective of the researcher, but what is more important is understanding the phenomena and events observed from the point of view of the subject being studied.

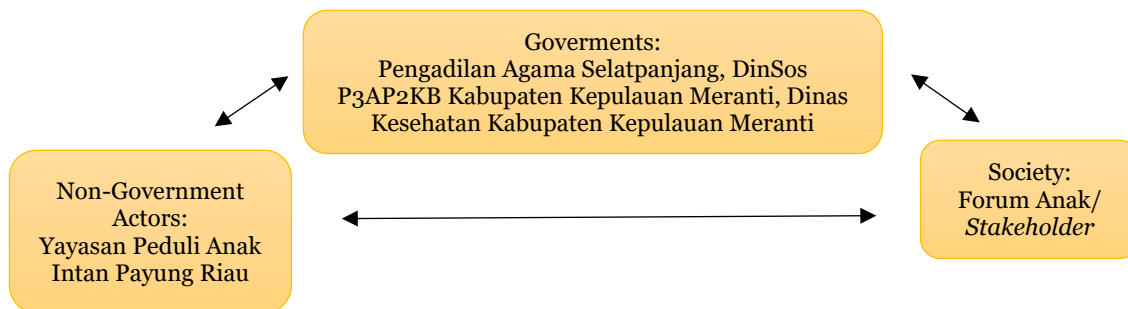
The data sources used are primary data sources and secondary data sources. Primary data sources are data related to the main research problem and the search for information collected directly through observation and interviews. The interview informants of this research are sources from Judges and Staff of the Selatpanjang

Religious Court, Staff of the KIA (Maternal and Child Health) Division of the Meranti Islands Regency Health Office, Head of the Women's Empowerment, Child Protection (PPA) Division of the Meranti Islands Regency Social, P3AP2KB Office, Director of the Yayasan Peduli Anak Payung Riau, Chairperson of the Meranti Children's Forum and Penghulu and Religious Affairs Office Staff. Secondary data sources are a number of information obtained indirectly but through literature research such as articles, books, magazines, and others related to the prevention of child marriage. Furthermore, in analyzing the data obtained by researchers, starting with data reduction, namely summarizing and grouping data at points. Then presenting the data by organizing the information as well as possible so that conclusions can be drawn. And the last is the conclusion which is the overall research result.

## RESULTS AND DISCUSSION

Ansell and Gash (2008: 544) reveal that Collaborative governance is a type of government in which one or more public institutions directly involve non-governmental parties in the decision-making process. These actors can come from private institutions, the community and the government itself. In Ansell and Gash's Collaborative Governance model, there are four main variables, including initial conditions, facilitative leadership, institutional design and collaboration processes.

Figure 1. Actors/Stakeholders in Early Childhood Marriage collaboration in Meranti Islands Regency



*Source: Researcher Prossessing, 2024*

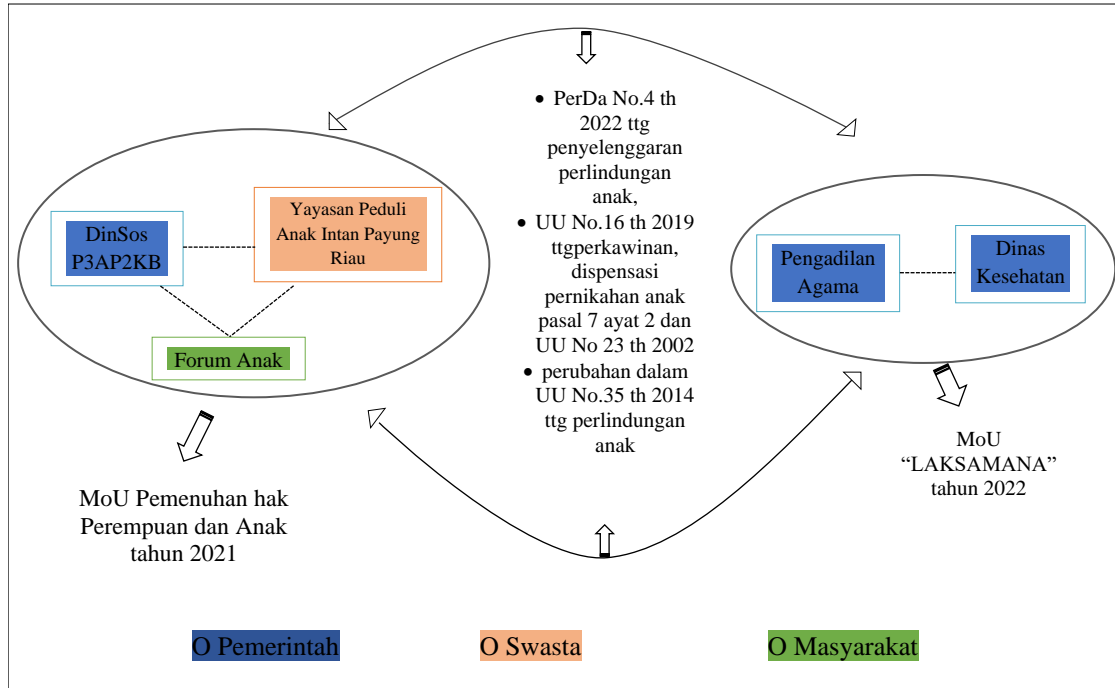
### Initial Conditions

Initial conditions are the basic determinants of the level of trust, conflict and social capital that can occur opportunities and challenges in collaboration (Ansell and Gash, 2008). The initial condition in conducting a collaboration is the existence of a common vision and goals that each stakeholder wants to achieve. With the problems that occur in the Meranti Islands Regency regarding early childhood marriage, stakeholders need to collaborate because the consequences of this problem have a negative impact on young children from various aspects.

Observations made by researchers showed that there were indications that girls who proposed early marriage in the Meranti Islands Regency were already pregnant, and boys and girls who did not want to continue their education preferred to drop out of school. In this case, of course, there will be a negative impact that will come later, making

the Meranti Islands Regency Government take preventive action by involving several stakeholders to collaborate in reducing the number of early childhood marriages.

Figure 2. Collaboration to Reduce Early Child Marriage Rates in Meranti Islands Regency



Keterangan:

- : kerjasama antar aktor
- : saling berhubungan
- ↔ : saling bekerjasama
- ⇒ : keterikatan

From the chart above, it can be seen that:

1. P3AP2KB Social Service, Yayasan Peduli Anak Intan Payung Riau and Children's Forum.
  - These three entities are in one group as indicated by the large circle on the left.
  - DinSos P3AP2KB and Yayasan Peduli Anak Intan Payung Riau are connected by a line that shows their interaction or collaboration.
  - The Children's Forum through the line shows that the children's forum collaborates with both intensities. This line forms a triangle indicating that these three intensities have a close relationship or cooperation and are mutually bound marked by an arrow that leads to a policy (MoU).
2. Religious Court and Health Office
  - These two entities are in a circle to the right, separate from the first circle.
  - The Religious Courts and the Health Office are also connected by a line, indicating cooperation between the two.

### 3. Relationship between the two groups (right and left circle)

- There is a line connecting both the right circle and the left circle.
- This line shows that the two have a bound relationship or cooperation, marked by an arrow that leads to a policy (MoU).

The conclusion drawn is that there is collaboration from stakeholders who collaborate either cooperation between actors, interconnectedness, mutual cooperation or entanglement. This means that this chart shows that there are separate, but interconnected groups of cooperation. In the left circle all work together as well as the right circle. Even though they are separate, they still have an attachment to each other through the connecting line between the two circles.

Collaboration in reducing early child marriage involving several actors is influenced by different stakeholder imbalances, stakeholder incentives and past collaboration between stakeholders. This difference in power between stakeholders actually has a positive impact on achieving goals and reflects a sense of interdependence in an effort to achieve collaborative goals. This is in line with the theory of Ansell and Gash (2008: 551) where if there is an imbalance of power, then the effectiveness of a Collaborative Governance requires a strategy to empower disadvantaged stakeholders.

Furthermore, the incentives owned by stakeholders affect the collaboration process. Incentives here are not only in the form of money or funds but in the form of other benefits, namely to motivate other stakeholders who can also have an effect in various aspects, namely the achievement of agencies and the resolution of problems such as the success of reducing the number of early childhood marriages. This is the initial condition for the formation of collaboration because it has its own targets. For agencies, it can increase understanding, knowledge and relationships, achieve the objectives of forming an organization which later becomes an award, while for the community, it can reduce poverty and help reduce maternal and child mortality and reduce stunting rates.

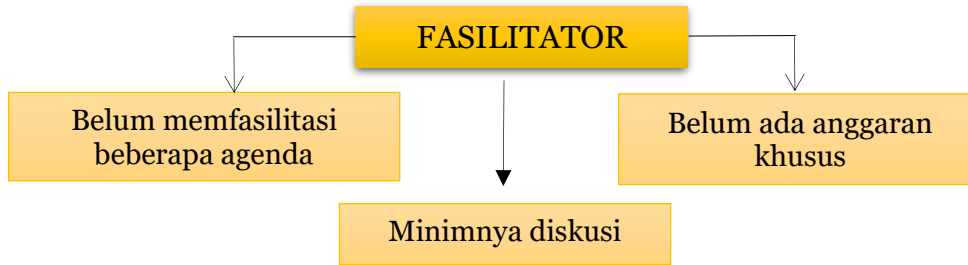
Another initial condition for the formation of collaboration is past cooperation between stakeholders. History or past cooperation serves as a factor that facilitates the initial conditions for collaboration to reduce the rate of early child marriage in the Meranti Islands Regency. As carried out by the Health Office and KUA, Health and Education Office, P3AP2KB Social Service and Yayasan Peduli Anak Intan Payung Riau, Religious Court and Disdukcapil who had cooperation in the past so that there was already trust at the beginning to be able to collaborate again in reducing the number of early childhood marriages in the Meranti Islands Regency.

### Facilitative Leadership

Facilitative leadership emphasizes efforts to help team members achieve their goals by providing needed support, direction, and resources. Facilitative leaders can act as facilitators and act as mediators. As a facilitator, facilitative leadership can create that everyone can take a role in the decision-making process that can contribute optimally and feel empowered. In terms of problems in the Meranti Islands Regency regarding reducing the number of early childhood marriages, facilitative leadership as a facilitator has not been maximized. As the chart below:

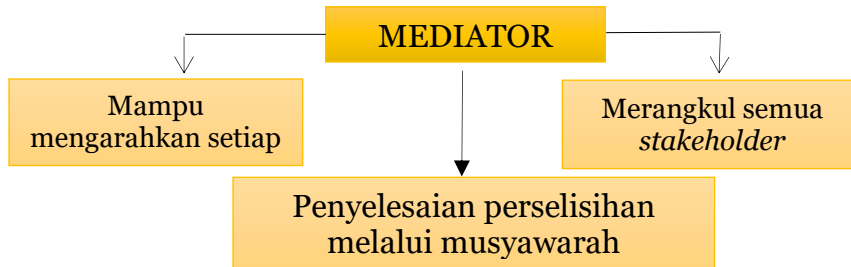


Figure 3. Facilitator Indicator



Facilitative leadership as a mediator means that a leader must be able to overcome a problem that arises fairly, and can direct/motivate stakeholders to carry out their duties. Facilitative leadership as a mediator in reducing the number of early childhood marriages has been done well as shown in the chart below.

Figure 4. Mediator Indicator



**Institutional Design**

Institutional design is defined as the institutional design that deals with the protocols and ground rules of collaboration, which has a major influence on the procedural legitimacy of the collaboration process. Institutional design is concerned with the ground rules of collaboration. Institutional design according to Ansell and Gash (2008) refers to clear ground rules and transparency of the rules process.

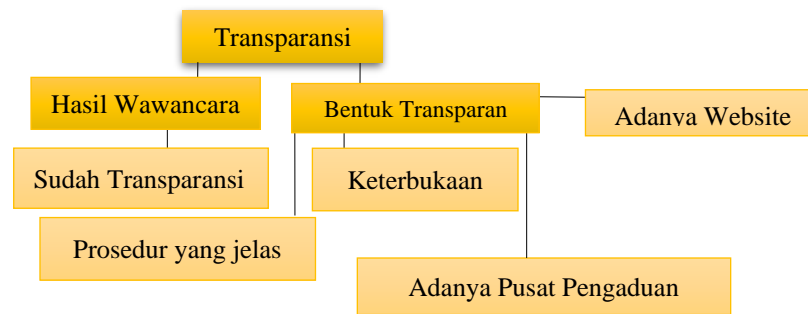
The existence of clear rules creates confidence for stakeholders to collaborate. In suppressing the number of early child marriages in the Meranti Islands Regency, the MoU and the marriage law are the basic rules. That way actors such as the Health Office, DinSos P3AP2Kb and other actors can participate without hesitation because of this legal recognition.

Figure 5. Rules Indicator



In this case, efforts to prevent early child marriage in the Meranti Islands Regency involving various stakeholders to work together are based on the results of the signing of the MoU, Regent Regulations, and regulations related to marriage have carried out their roles well in accordance with applicable regulations, where each agency carries out its responsibilities according to its capacity. Furthermore, in institutional design, the transparency of the regulatory process must also be clear. This is useful for the collaboration process later, not only personal agreements that benefit private parties but also in the form of real public negotiations that have a clear impact.

Figure 6. Transparency Process Indicator



In an effort to suppress early child marriage in the Meranti Islands Regency, the transparency of the collaboration process has been carried out transparently. This is evidenced from the beginning of the task determination meeting involving all parties so that there is an opportunity for all parties to provide suggestions so that the collaboration runs well. In addition, the Religious Court provides all information related to the number or data of cases that can be accessed by all parties on the Religious Court website. And in interviews by the Health Service and DinsSos P3AP2KB there is a complaint center on the platform that can be accessed. Several parties are also ready to provide all the information and data needed in the meeting.

### Collaboration Proses

Model In the Collaborative governance model by Ansell and Gash (2008) the collaborative process has four stages of the process that are passed through Face-to-Face Dialogue, Building Trust, Commitment to the process, shared understanding and Interim/temporary Results. Face-to-face dialogue in efforts to prevent early childhood in the Meranti Islands Regency has rarely been done. This is because stakeholders find it difficult to adjust the agenda. Previously, several agencies in this collaboration had held joint discussions, but after the signing of the MoU, discussions or joint dialogues were rarely held. The collaboration process in building trust becomes an important role because it is seen that a lack of trust will be a basic problem of failure in cooperation (Rahmawati et al., 2016). For this reason, in the collaboration process to reduce the number of early child marriages in the Meranti Islands Regency by holding initial discussions before signing the cooperation in order to create a sense of trust first. The need for trust that every agency starting from the Religious Court, Health Service, DinSos P3AP2KB and the NGO have full trust in each other in carrying out their respective duties

and responsibilities because each agency has their own expertise that is in accordance with their duties, so that they can complete what is the responsibility of each agency.

Furthermore, commitment is needed in the collaboration process so that what has been built does not collapse just like that. In emphasizing the number of early childhood marriages that encourage collaborative commitment are regulations and MoUs as well as a high sense of trust from each agency involved, both from the government, private sector and the community. The commitment made by stakeholders must also be accompanied by a shared understanding. However, unfortunately, the collaboration in efforts to reduce the number of early childhood marriages in the Meranti Islands Regency has not been maximized because the stakeholders involved in the collaboration do not understand the rules in collaborating even though they already have an understanding of the purpose of the collaboration.

The last of the collaboration process is the interim results. The interim results obtained from stakeholder collaboration in reducing efforts to reduce early childhood marriages in the Meranti Islands Regency have had a significant impact. Such as the breakthrough of two MoUs carried out as a demonstration of the commitment of various parties in handling the problem of early child marriage in Kepulauan Meranti Regency. Although prevention efforts still require ongoing efforts, the involvement of all parties and consistent supervision so that the MoU is translated into effective real action.

## CONCLUSION

The collaboration has produced results that are still unable to reduce the number of early child marriages in the Meranti Islands Regency. This can be seen from the weaknesses in this collaboration, it can be seen that the role of leadership to reduce the number of early child marriages in the Meranti Islands Regency has not yet facilitated stakeholders, there is no special budget in every agenda related to collaboration, there is still a low level of face-to-face dialogue or joint discussion carried out by stakeholders, there are still cases of early child marriages that occur, and there are still applications for marriage dispensations that are entered quantitatively. However, the Collaborative Governance of the Meranti Islands Regency in preventing early child marriage has made great efforts, this is evidenced by the existence of initial conditions such as the strength of different stakeholders, incentives obtained by stakeholders and the history of past cooperation that can increase the sense of trust of each stakeholder to join the collaboration even higher. The high level of trust between stakeholders, commitment to continue the process in collaboration and shared understanding held by stakeholders are the second indicators that dominate and support the implementation of this collaboration, the existence of institutional design (in the form of clear basic rules and transparency of the process can provide a sense of trust for stakeholders so that they remain committed to this collaboration.

The suggestions that researchers can give to the Religious Court together with the DinSos P3AP2KB, and the Health Service and the Children's Forum are to be more active in conducting counseling and socialization both to parents and to children through schools. Furthermore, utilizing social media which in this era social media is already involved in everyday life and is active in conducting face-to-face dialogue. The academic suggestion that researchers can give is that the weakness of this study lies in the lack of in-depth discussion in the private sector and is still focused on one area only. It is hoped that in the future more in-depth and detailed research will be carried out. In addition,

researchers also hope to be able to expand and develop research related to collaborative governance in efforts to prevent early child marriage, because the issue of early marriage has increased in several areas in recent years.

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